

# REPORT BY THE MIGRATION COUNCIL

MIGRATION COUNCIL FOR AUSTRIA



UNDERSTANDING MIGRATION – MANAGING MIGRATION

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# TABLE OF CONTENTS

<b>4</b>	<b>FOREWORD</b>
<b>7</b>	<b>INTRODUCTION</b>
7	Understanding migration
10	Current Situation
<b>13</b>	<b>KEY MESSAGES OF THE REPORT</b>
13	Managing migration – Migration policy guidelines
<b>17</b>	<b>MIGRATION FACTS AND FIGURES</b>
17	Components of immigration
20	Structural characteristics of the immigrant population
<b>25</b>	<b>FUTURE SCENARIOS 2030</b>
27	Scenario 1: Austria with a restrictive migration policy in a Europe of nation states
27	Scenario 2: Austria with a proactive migration policy in a two-speed Europe
28	Scenario 3: Austria with a tentative migration policy in an ageing Europe
<b>29</b>	<b>THE 10 PARTS OF THE REPORT</b>
29	● <b>01   DEMOGRAPHIC DEVELOPMENTS AND CHANGES IN SOCIETY</b>
33	● <b>02   DIVERSITY</b>
37	● <b>03   EDUCATION AND RESEARCH</b>
43	● <b>04   ECONOMY AND INFRASTRUCTURE</b>
47	● <b>05   LABOUR AND SOCIAL AFFAIRS</b>
51	● <b>06   HEALTH AND HEALTH CARE</b>
55	● <b>07   POLITICAL SYSTEM AND MEDIA</b>
59	● <b>08   PUBLIC SECURITY AND STATE INSTITUTIONS</b>
65	● <b>09   PERSPECTIVES OF MIGRATION IN THE REGIONS OF ORIGIN</b>
71	● <b>10   CONFIGURATION OF THE MIGRATION SYSTEM IN AUSTRIA</b>
<b>77</b>	<b>THE MEMBERS OF THE MIGRATION COUNCIL</b>
<b>87</b>	<b>GLOSSARY</b>
<b>91</b>	<b>ACKNOWLEDGEMENTS</b>

# FOREWORD

Acceptance by the population is the prerequisite for a successful national migration policy. This democratic approach to migration has determined the agenda of the Migration Council from the beginning of its activity. The developments in the field of migration at national, European and international level have been found to be of crucial importance for the future of Austria. It is therefore not surprising that the further development of the national migration strategy was incorporated into the current programme of work of the Federal Government. In April 2014 – at a time when the refugee crisis had not yet reached a level of visibility that would have caught the public’s attention – Johanna Mikl-Leitner, then Minister of the Interior, established the “Migration Council for Austria” as an independent body not bound by instructions. The mandate given to the Council was to elaborate substantive foundations for a national migration strategy. As a first step, the Migration Council for Austria defined the target that was to serve as the basis and the focal point of its entire work: **Austria should remain a secure and stable state in which people can live in prosperity.**

This objective clearly reflects the intention of the Migration Council for Austria: Austrian migration policy has to focus clearly on Austria’s interests, though not without safeguarding the interests of the regions of origin. In the elaboration of forward-looking recommendations, the Council was confronted with the task of summarising the positions in favour and against migration in a meaningful way and developing a reasonable approach well suited to mediate between conflicting interests. On the one hand, migration contributes substantially to the preservation of security, stability and prosperity. If the innovative

strength of industry and research is to be maintained and if the demand for skilled labour in Austria is to be adequately met, incentives have to be created for quality-based and qualification-oriented migration. With this goal in mind, the Migration Council has devised a range of possible strategic approaches. On the other hand, it must be recognised that migration represents a burden for the systems of the state and can even present a risk for security, stability and prosperity. The Migration Council has drafted recommendations, especially targeting the political system, the media, public security and state-run institutions, showing how to shoulder the burden and counteract the risks.

In a time of global challenges and global responsibility, these seemingly conflicting positions for and against migration represent an inseparable complementarity. To preserve the economic strength of the democratic state under the rule of law and to safeguard its resilience in the event of a crisis, qualification-oriented migration, as a valuable input factor for the economy, has to be increased. It takes a strong and stable political structure to assume global responsibility and provide humanitarian assistance for those most in need of protection and to do so on a long-term basis.

This concluding report is structured as follows: The introduction and the summary of the study on “Future Migration Scenarios for 2030” by the Centre for Future Studies of the Salzburg University of Applied Sciences, which the Migration Council used as a basis for the discussion of its recommendations, is followed by a presentation of facts. These illustrate the contribution that migration can and should make to the economy,

the labour market, education and research, and – especially in view of demographic developments – to health care and the social sector. The subsequent section of the report describes the conditions under which political and state-run institutions operate and highlights the need for migration to be governed by a clear regulatory regime, which also needs to be implemented in practice. Next, the interests of the regions of origin and possible perspectives for a migration policy aimed at strengthening these regions in a sustainable way are outlined. Finally, on the basis of these findings, conclusions are drawn regarding the design of a future migration system.

From the very beginning, the Migration Council attempted to take a comprehensive and interdisciplinary approach, and set itself the goal of taking all forms of migration – legal and irregular migration as well as asylum – adequately into account. The refugee crisis, which hit Europe towards the end of 2014 and reached a peak in the autumn of 2015, was included in the considerations of the Council, whose work had started long before that time. However, it was the Council's conscious decision not to focus primarily on the refugee crisis. Its mandate was not to present an asylum report that marginally covers other forms of migration as well, but to elaborate a comprehensive migration report.

Nor was the Migration Council called upon to comment on current affairs or to get involved in such discussions. Based on the status quo, it was expected to issue well-founded recommendations with a special focus on the long-term perspective – particularly with regard to the country's responsibility vis-à-vis the regions of origin. Although long-term targets tend to be

unpopular, as they do not promise instant success that can be achieved overnight, taking a long-term view of migration is the only way to set the course for achieving the long-term target: preserving Austria as a secure and stable state where people can live in prosperity.

The mandate of the Migration Council for Austria ends with the presentation of this concluding report to Wolfgang Sobotka, the Federal Minister of the Interior. The authors hope that the Ministry of the Interior will develop a national migration strategy for the Federal Government on the basis of the recommendations of this report. As far as I am concerned, the productive work of the Migration Council in recent years has shown that an institutionalised body of experts, set up to advise the Federal Minister of the Interior on migration issues, is a meaningful option for the future.



**PROF. PAUL LENDVAI**

Chairman of the Migration Council for Austria  
Vienna, December 2016



# INTRODUCTION

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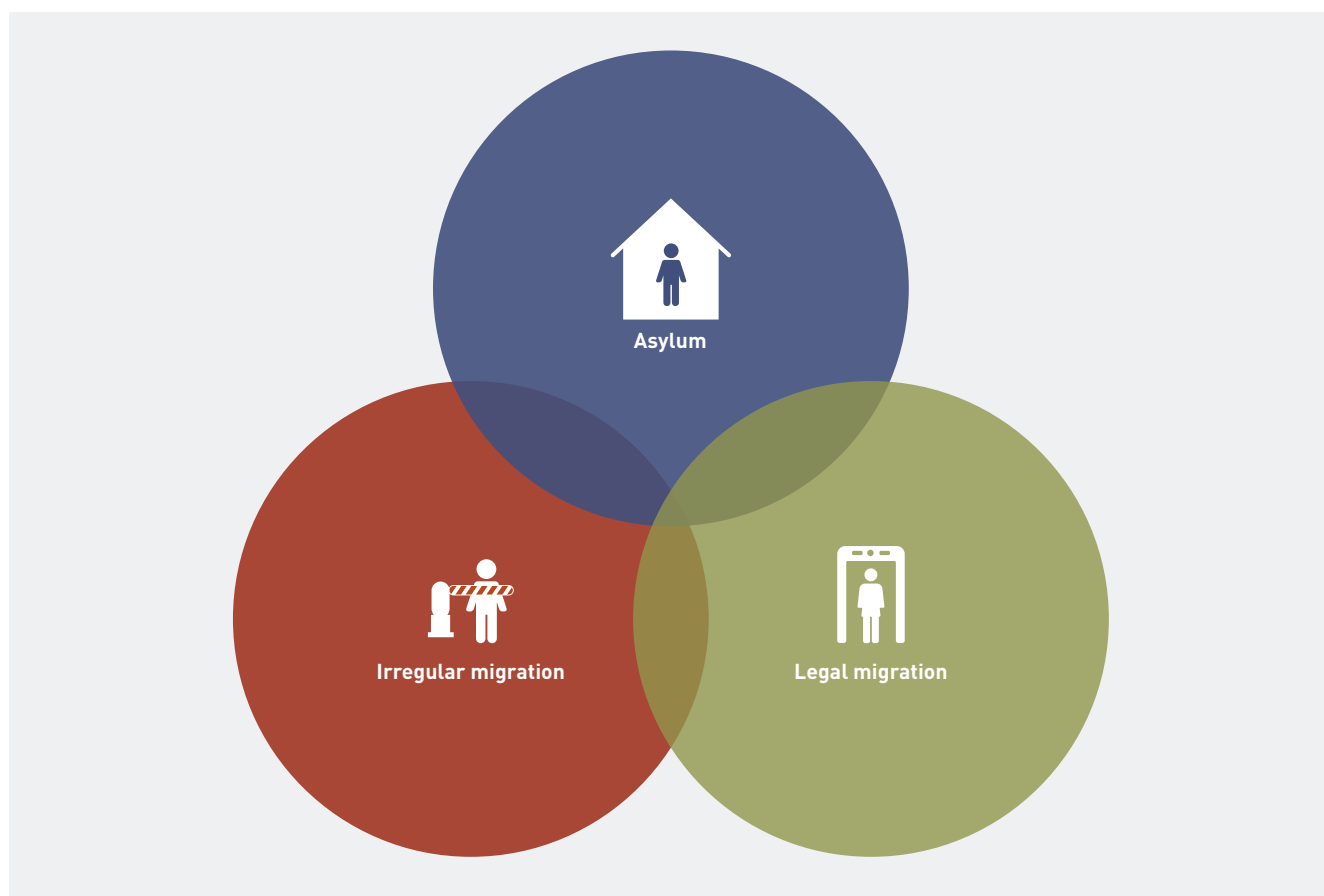
## UNDERSTANDING MIGRATION

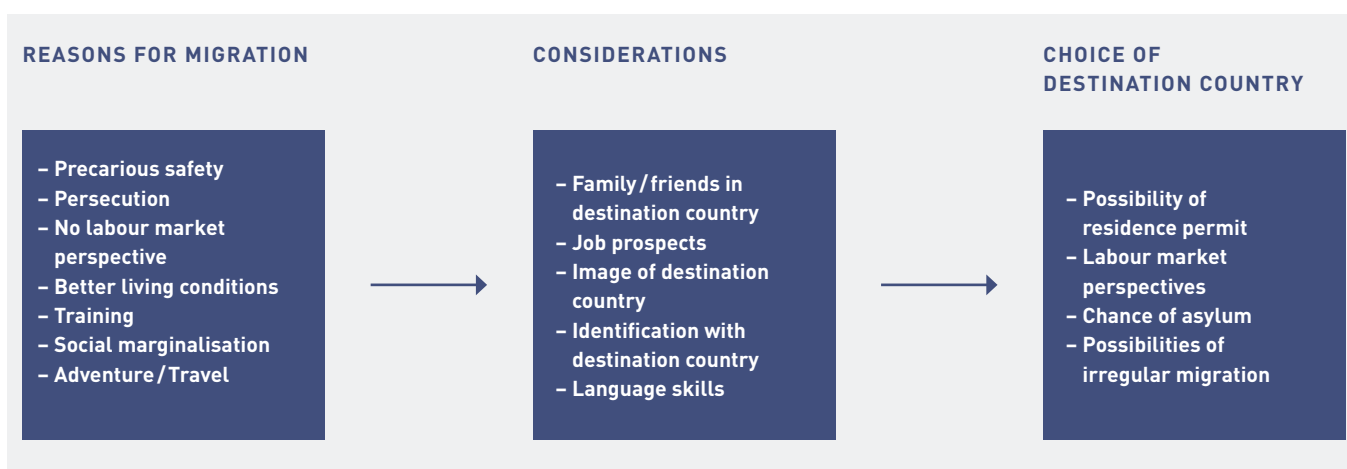
### FUNDAMENTAL REFLECTIONS

The Migration Council deals with cross-border migration of persons living or working temporarily or permanently in a state other than their own.

Migration is a many-faceted phenomenon that occurs in various forms, such as legal migration, irregular migration and international protection (asylum, subsidiary protection). Despite these differences, there are considerable overlaps, close relations and mutual interactions between these forms of migration.

The causes of migration are varied. They range from war and persecution in the country of origin to the absence of prospects of education and employment or the desire for better living conditions. The criteria for migration decisions include risks and opportunities for the family, language skills, an ethnic community already settled in the country of destination, the economic situation in potential regions of destination, and the possibility of finding a job in the near future. Europe and Austria are confronted with mixed migration flows.





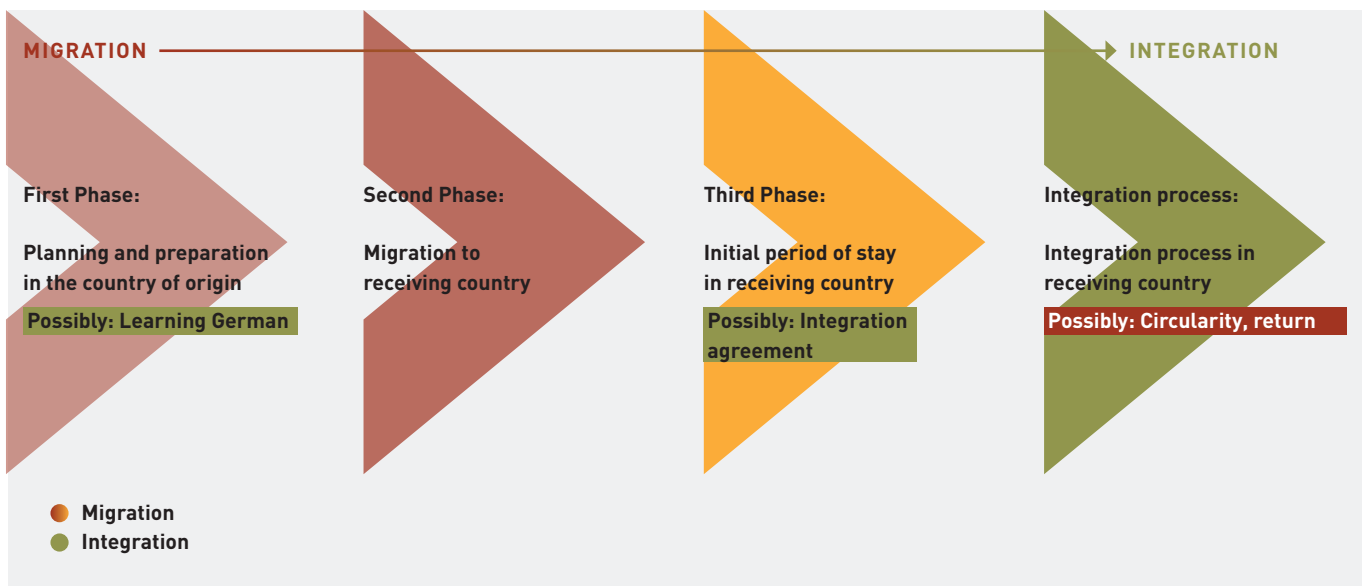
The individual stages of the migration process include

- the decision to emigrate taken in the country of origin,
- the migration, and
- the phase of arrival and the initial period spent in the country of destination.

This definition of the migration process illustrates the Migration Council's interpretation of the term "migrant". A migrant is a person going through the aforementioned three-stage cross-border migration process or whose stay in the country of destination is temporally connected with the already completed migration process. Migrants are not only people "on the move", but also people who are planning and preparing for migration in their countries of origin. Those who

have already gone through the process of cross-border migration and are in the first phase of a longer stay in their destination country are also regarded as migrants. The definition of migrant only applies to people who emigrated from abroad ("first generation"), but not the children of immigrants born in Austria ("second generation"). By no means are people who have been granted Austrian citizenship to be regarded as migrants, although they still have migration background.





Migration is to be distinguished from integration. The latter refers to the participation in societal, economic and cultural life in Austria by persons who have been granted a right of stay for longer periods and who have either completed the migration process or were born in Austria (“second” or “third generation” migrants).

There are considerable overlaps and interactions between migration and integration. As the situation in the field of education shows, today’s migration policy has an influence on the success of integration tomorrow.

Overlaps and interactions can be observed in all phases of migration. Although there is no systematic interconnection between migration and integration, the processes are related at certain points. Individual steps towards integration are taken even before the actual migration process occurs, i.e. during the planning and preparation phase. When (future) migrants acquire a basic knowledge of the language of the destination

country, as provided for by the Austrian Settlement and Residence Act as a prerequisite for residence permits that allow migrants to settle in the country, this can be taken as an example of “integration right from the start”. However, integration does not necessarily follow a completed migration process, given that migrants may want to either return to their home countries or move on to another country. In times of dynamic developments, mobility, circular movements and return migration are gaining in importance in an increasingly globalised world, breaking up earlier models of migration and overcoming the traditional patterns of migration and integration.

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## CURRENT SITUATION

Migration is not a new phenomenon. On the contrary, migration has been part of human life since its origin. However, in an increasingly globalised world, migration has become easier and more convenient. People migrate more frequently and faster in order to improve their personal living conditions or because they expect better job opportunities in the country of destination. Modern technology and digitisation as well as progressive globalisation have made mobility and communication possible to an unprecedented extent. Today, people can travel to almost all countries of the world within a few hours and return to their countries of origin just as quickly. Technology has become the great mobility enabler for humankind. Thus, the notion of migration applies not only to people who want to settle permanently in a country, but also to those who, after a temporary stay, either move on or return to their regions of origin.

For decades, Austria has been a “country of immigration”, given that the annual balance of immigration and emigration regularly shows that the net migration rate is positive. Nevertheless, immigration is not inherent in the state’s perception of itself, as it is in the United States, Canada or Australia. Unlike Austria, these countries look back on a history that was, from the very beginning, strongly impacted by immigration for the purpose of intra-continental expansion and development.

Although Austria has been continually adjusting its political, legal and institutional systems with a view to promoting integration in recent years, the refugee crisis, since the end of 2014, has confronted Austria with extraordinary additional challenges regarding the maintenance of public security and the essential functioning of state-run institutions.

Based on a simplified classification, cross-border migration can be broken down into three categories: refugee migration, family migration, and labour migration, each of them subject to different rules and regulations. Migration is regarded as “legal” if it meets the prerequisites laid down by law. If the legal criteria are not met, migration is “irregular”. A new form of (poverty-related) migration in previously unheard-of dimensions might emerge in the future, if people lose their homes as a result of climate change and/or ruthless and exploitative capitalism.

Migration is influenced by certain push factors in the regions of origin and by certain pull factors in the regions of destination. In this context, it should be kept in mind that push and pull factors can overlap or even interact to a significant extent and are therefore not to be considered in isolation. Flight as the central push factor and the family as the central pull factor are largely beyond a state’s flexible control. The rightful claims of migrants in these contexts are laid down in international and national law. The situation is different in the field of labour migration, where the law allows receiving societies to control the inflow of migrants.

Refugee migration from the Middle East and Northern Africa to Central and Northern Europe, which can hardly be controlled by the provisions of asylum and foreign nationals law, puts the institutions of the state to the test and challenges their ability to function under stressed conditions. However, if we approach the issue from a broader point of view, upstream factors of security and development policy (societal causes of migrations) as well as downstream factors of integration and social policy (the ability of a society to cope with migration) must, at least, be addressed. A reasonable and responsible migration policy needs to look into the social causes as well as the social consequences of migration. The intensive pressure placed on the European institutions by refugee migration has brought their structural deficits to light. In the area of public security, Europe lacks sturdy and resilient structures. The reasons are varied and cannot all be attributed to state actors. Social media, for instance, have a strong impact on the behaviour of state actors. Social media have the potential to influence moods and attitudes and can even disseminate a distorted view of reality. Thus, deficits of the kind seen in certain areas of European security and order can occur. While national sovereignty in the field of public security was cut back step by step in connection with internal border crossings, the EU failed to effectively protect its external borders. In accordance with the principle of subsidiarity, action at EU level is needed, as the challenges cannot be dealt with effectively by the Member States alone. Legal overregulation, a shortage of resources and insufficient reserves have proved to be a heavy burden on the Member States, which were

left alone in coping with the refugee crisis by national means. A community of solidarity, like the European Union, is particularly dependent on the solidarity of all its members. In the absence of such solidarity, the cohesion of this community is at stake; an increasing focus on individual interests may lead to its disintegration.

### **SAFEGUARDING STABILITY**

The central question for the Migration Council is how to ensure that Austria remains a secure and stable state where people can live in prosperity. This requires a comprehensive approach. Migration cannot be dealt with in isolation from other spheres of the state and society. Any policy measure taken by the state can have consequences that are relevant to migration. A comprehensive migration policy needs direct and indirect actors who agree on the objectives of migration policy and act accordingly. The continued functioning of the state in its current configuration can only be guaranteed if all its systems – such as education, the economy, the labour market, health care, the political system and public security – take into account the implications that their actions have for migration policy and continue to function at a high level of effectiveness. As our society is going through a process of change, the state, too, has to acknowledge these changes and develop appropriate solutions for society. Stability necessitates change. For a state to be stable, it needs to commit permanently and clearly to this process of change. This challenge is clearly reflected in the guidelines and fields of work of the Migration Council.



# KEY MESSAGES OF THE REPORT

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## MANAGING MIGRATION – MIGRATION POLICY GUIDELINES

- Austria must remain a secure and stable state where people can live in prosperity. The fundamental prerequisite for keeping Austria's systems in balance is social peace. The quantity of unforeseen burdens imposed on the systems of the state has an impact on their quality.
- To keep the Austrian population figure constant, the country needs annual net immigration of 21,600 persons. However, state-run systems can only cope with the challenges of immigration if they have a certain lead time to prepare for it. A massive population increase within a short period of time puts the stability of Austria at risk.
- To stabilise the working-age population (age group 15 to 64), net immigration would have to amount to +49,000 persons per year. However, immigration does not have to offset the entire reduction in the supply of labour. A lower supply of labour should also be perceived as an opportunity for innovation and can be compensated through higher productivity or through digitisation.
- Demographic imbalances can cause security risks. A balanced distribution of the population in terms of gender, social background and geographic origin is an important factor of stability.
- A comprehensive migration-policy strategy must be oriented on Austria's interests. This is a national task that demands a national effort. Developing a comprehensive migration policy that considers all policy areas is the shared responsibility of all political decision makers in Austria. All actors exercising a direct or indirect influence in the field of migration (the business community, foreign trade, the social partners, political office holders, NGOs) should be involved in this effort. The macro-economic interest of the country is as important as the balance of the interests pursued by these actors.
- Migration policy must be supported by the population. In a democracy, acceptance by the population is indispensable. Every political measure requires the support of the population. The fears and anxieties of all groups of the population have to be taken seriously, addressed and discussed.
- Modelled on the principle that requires immigrants to learn German before they come to Austria, the principle of value guidance prior to immigration should be introduced. People who migrate to Austria or are granted protection via a resettlement programme should be obliged to attend courses that teach these values. However, intensified efforts to communicate values and fundamental rules should target all members of society.

- Particularly in a service and knowledge society, there should be a primary focus on the qualifications and education of immigrants in order to boost the country's innovative strength and productivity and to ensure that immigrants do not become dependent on transfer payments. Tax relief measures, the accelerated recognition of qualifications acquired abroad, and the elimination of bureaucratic hurdles regarding residence rights serve the goal of attracting more qualified and well-educated immigrants.
- Labour market demand should be met primarily from the available supply of domestic labour. A shortage of labour can only be partly offset through migration. If foreign labour is needed to meet demand, intensified efforts should be made to attract EU citizens from all fields of qualification to the Austrian labour market within the framework of internal migration in the EU.
- Based on the premise that the majority of immigrants coming to Austria will participate in the labour market, immigration may contribute towards safeguarding the welfare state. Special incentives for the integration of migrants into the labour market (e.g. by facilitating the reconciliation of work and family responsibilities) should be created; e.g. by increasing the offers concerning childcare. Any additional contribution to society by immigrants (e.g. through voluntary activities) is desirable and worthy of support.
- The potential of international students should be utilised. Austria should derive a long-term benefit from its investments in the education and training of foreign students. Many third-country graduates want to stay in Austria upon completion of their studies to gain some work experience. This potential could be utilised to a greater extent if extended residence rights were granted to university graduates.
- Austria should advocate the correction of asymmetries in the fields of education, social services and health care within the European Union.
- By broadening the scope of the "Red-White-Red Card" regime, the demand for skilled labour could be met more accurately. Stronger incentives should be provided for researchers and highly qualified workers to come to Austria.
- People in need of protection should also benefit from the principle of mutual obligation: Asylum seekers and recognised refugees not yet integrated into the labour market should be given a structured set of meaningful daily activities. Work and training incentives should be provided. However, facilitating access to the labour market for asylum seekers is not recommended, as this would act as a considerable "pull factor".

- Migration policy must be taken into consideration in all contacts and forms of cooperation with regions of origin and transit regions. Relations that are in the interest of Austria, the countries of origin and the immigrants themselves should be maintained. On this basis, “triple-win” situations can arise. Against this background, programmes of temporary and circular migration should be discussed. In the field of development cooperation and when entering into mobility partnerships, preference should be given to countries of origin with long-standing political or historical ties with Austria that contribute to security and stability in Europe. Austria should step up its support for the establishment of functioning systems of public administration in the regions concerned.
- Each and every one of us can make a contribution: The global consequences of our patterns of consumption and mobility and their impact on migration should always be borne in mind. Consumers can set in motion a great deal in terms of fair trade and environmentally safe mobility. Incentives for assuming more responsibility in this respect are needed.
- The inherent logic of the “Schengen system” tells us that open internal borders necessitate secure external borders. Therefore, external border protection must be ensured at supranational level. In the long term, this can only be guaranteed if the task of border protection is assumed by the EU.
- At European level, it is necessary to end the current fragmentation of EU law by introducing a package of Directives and Regulations (EU Migration Codex). Asylum and migration law have to be harmonised.
- At national level, the legal framework needs to be simplified, clarified and systematised, the object being an Austrian code of migration law that regulates all areas of immigration and asylum law (asylum, basic welfare support, foreign nationals police, settlement and residence legislation, legislation on the employment of foreign nationals, the granting of citizenship, and procedural law provisions).
- The right to asylum is an essential characteristic of a liberal, democratic society under the rule of law. However, the instruments of protection have to be viewed in the context of globalised migration.
- The transcontinental flow of refugees and the associated dangers to people’s lives should be contained; the protection of particularly vulnerable groups, such as women and children, and the implementation of protective measures on site in the regions of origin should be given special priority. A new European/multilateral system of protection should be devised in order to protect people on the periphery of the conflict regions, either in safety zones or in existing refugee facilities. On-site protection systems have to be established. In cooperation with mobile authorities, persons likely to be granted asylum should be brought to Europe by safe and legal means, subject to predefined numerical limits and a time limit on the asylum status granted. Ideally, such solutions should be jointly developed and implemented by the European Union or, at least, by a group of Member States.

Requirements for effectively meeting the challenges of global migration and the associated mixed migration flows include:

- a workable system that allows persons in need of special protection to migrate to other countries;
  - intensified measures for the resettlement of refugees;
  - effective and efficient protection of the borders of the Schengen area.
- An effective and credible asylum policy requires a new European/multilateral return policy. Persons who are not eligible for protection have to be returned quickly to their countries of origin or to protected facilities. Uncooperative countries of origin should have to expect certain consequences of their attitude.



# MIGRATION FACTS AND FIGURES

Migration is a many-faceted and complex phenomenon in a process of continuous change. This chapter provides a statistical overview of migration in Austria during the past decade (2006-2015). More detailed data, e.g. on the importance of migration for demographic developments or migration in the context of education, are contained in the chapters of the report dealing with the individual fields of work.

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## COMPONENTS OF IMMIGRATION

For a statistical approach to immigration into Austria, the nationality of the immigrants provides a logical starting point. Roughly speaking, immigrants can be broken down into two groups, i.e. EU/EEA citizens and third-country nationals; for each group, a stay in Austria is governed by different legal provisions. Third-country nationals require a residence permit that is specific to the purpose of their stay, which allows a further breakdown, though with certain limitations, by motivation for migration.

## LABOUR MIGRATION AND FAMILY REUNIFICATION

In 2015, 92,000 persons (including an estimated number of family members) from EU Members States and approx. 32,000 persons from third countries (including quota-based and quota-free immigration of family members) came to Austria for the purpose of work. Thus, of a total of 214,000 immigrants, almost 60%, i.e. 124,000 persons, came to Austria as labour migrants or for family reunification.

## MIGRATION OF ASYLUM SEEKERS

In 2015, approx. 88,300 persons came to Austria to apply for asylum, i.e. as many as during the five previous years in total (2010-2014). In a historical comparison, such a high number in a single year represents an event of the type last seen in 1956, when massive numbers of refugees from Hungary came to Austria. During the past decade (2006-2015), a total of 230,680 applications for asylum were filed in Austria. Relative to the number of non-Austrian nationals registered as immigrants during that period (1,181,041), asylum seekers accounted for 19%; however, in 2015 asylum seekers alone accounted for 41% of all immigrants.

FIGURE 1

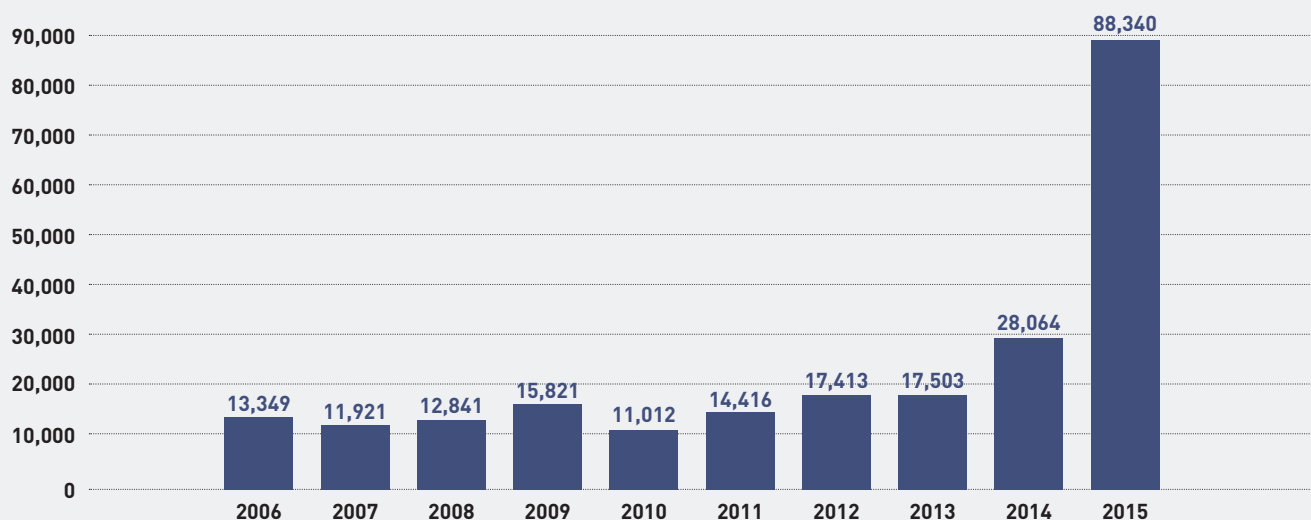


FIGURE 1:

*Asylum applications 2006–2015 [Source: Austrian Federal Ministry of the Interior, asylum statistics]*

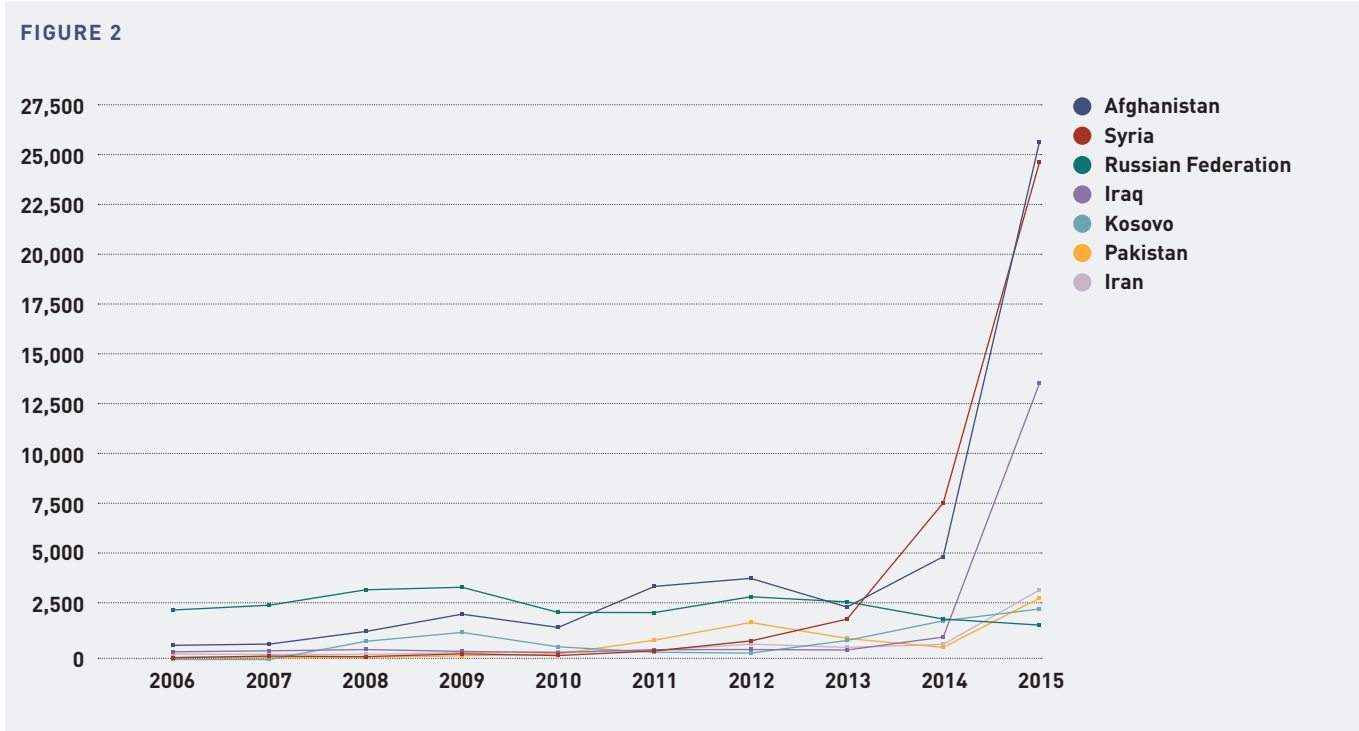
During this period, the largest numbers of asylum seekers came from Afghanistan, Syria, Russia (especially Chechnya) and Iraq. Taken together, these four countries accounted for about 56% of all asylum applications filed between 2006 and 2015.

### **MIGRATION FOR EDUCATION (UNIVERSITY STUDENTS, PUPILS, AU-PAIRS)**

Immigration for education has increased steeply in recent years. It includes students and pupils from EU Member States as well as from third countries. In 2013, 14,000 students from the EU, mainly from Germany, and 11,000 students from third countries came to Austria as first-time immigrants. Thus, immigration for education accounted for 18% of total immigration.

### **AUSTRIAN RETURNEES**

There are two groups of Austrian returnees: genuine “returnees” returning to Austria after their stay abroad, and Austrian citizens born abroad and moving to Austria for the first time. Over the past ten years, the number of returnees remained more or less constant at about 15,000 per year, accounting for approx. 12% of immigration during the decade under consideration.

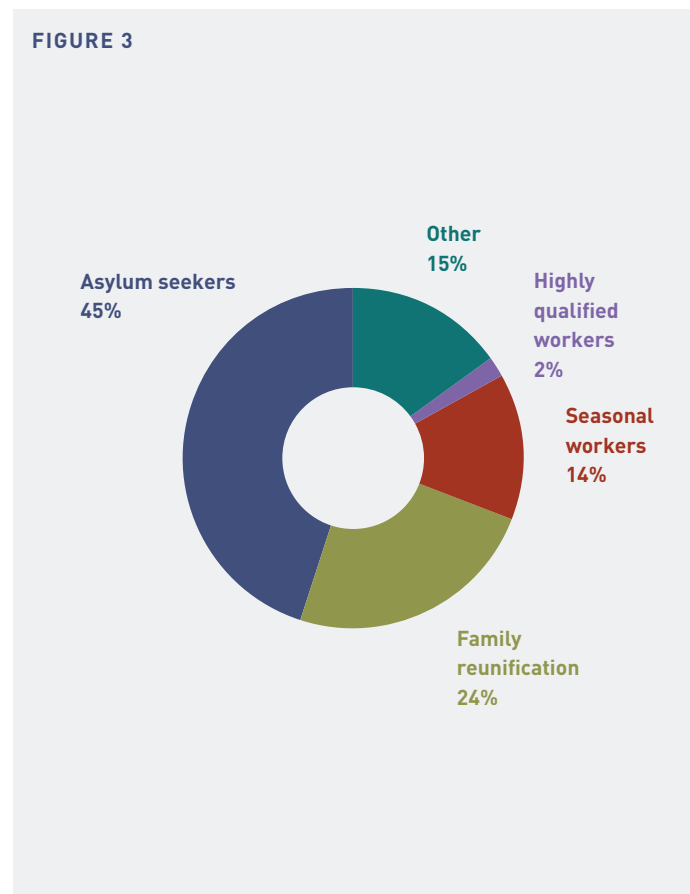


**FIGURE 2:**  
Selected countries of origin of asylum seekers, 2006-2015 (Source: Austrian Federal Ministry of the Interior, asylum statistics)

### FIRST-TIME RESIDENCE RIGHTS GRANTED TO THIRD-COUNTRY NATIONALS

During the past decade (2006-2015), asylum seekers accounted for the largest group of third-country immigrants (45%). The second largest group was family members (24%) granted residence rights within the framework of family reunification. Short-term seasonal workers accounted for 12% of immigration; 15% of all immigrants were persons in education and training, researchers, au-pairs and private individuals. No more than 2% of the newly granted residence rights were accounted for by key workers (Red-White-Red Card and/or EU Blue Card).

**FIGURE 3:**  
First-time residence rights granted to third-country nationals on average between 2006 and 2015 (Source: Austrian Federal Ministry of the Interior, asylum statistics, settlement and residence statistics)



## IRREGULAR IMMIGRATION

As there are strong incentives for immigrants to register in Austria (e.g. certificate of registration as a prerequisite for application for state benefits), the majority of immigrants are on record at the registration offices. In contrast, very little information is available about irregular immigration. Crime statistics compiled by the police include a separate category of suspects recorded as “illegal residents”, which allows conclusions to be drawn with regard to the number of illegal foreign nationals in Austria at a particular point in time. For 2015, the numbers of illegal foreign nationals in Austria were calculated to range between a maximum of 254,000 and a minimum of 95,000. Thus, irregular residents account for between 2.9% and 1.1% of the total population.

## STRUCTURAL CHARACTERISTICS OF THE IMMIGRANT POPULATION

A correlation exists between the reasons for immigration and the structure of the immigrant population in terms of age, gender and geographic origin.

### AGE STRUCTURE

On average, 46% of all immigrants who arrived in Austria between 2006 and 2015 were between 15 and 29 years of age. 29% were between 30 and 44 years of age, 11% were younger than 15, 11% were between 45 and 59, and 4% were older than 60. Over the past ten years, the age structure of non-Austrian nationals coming to Austria remained almost unchanged.

FIGURE 4

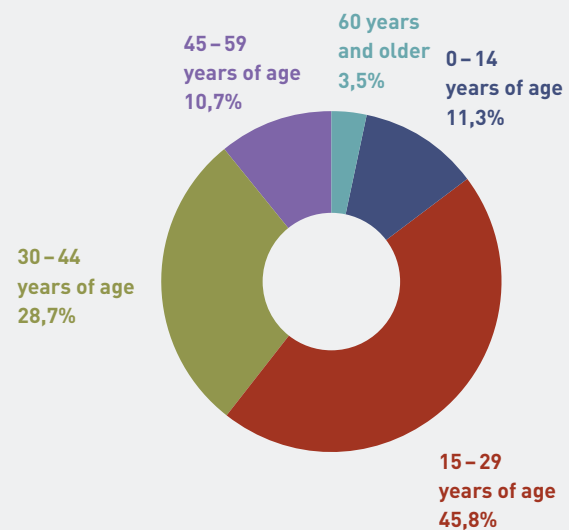


FIGURE 4:

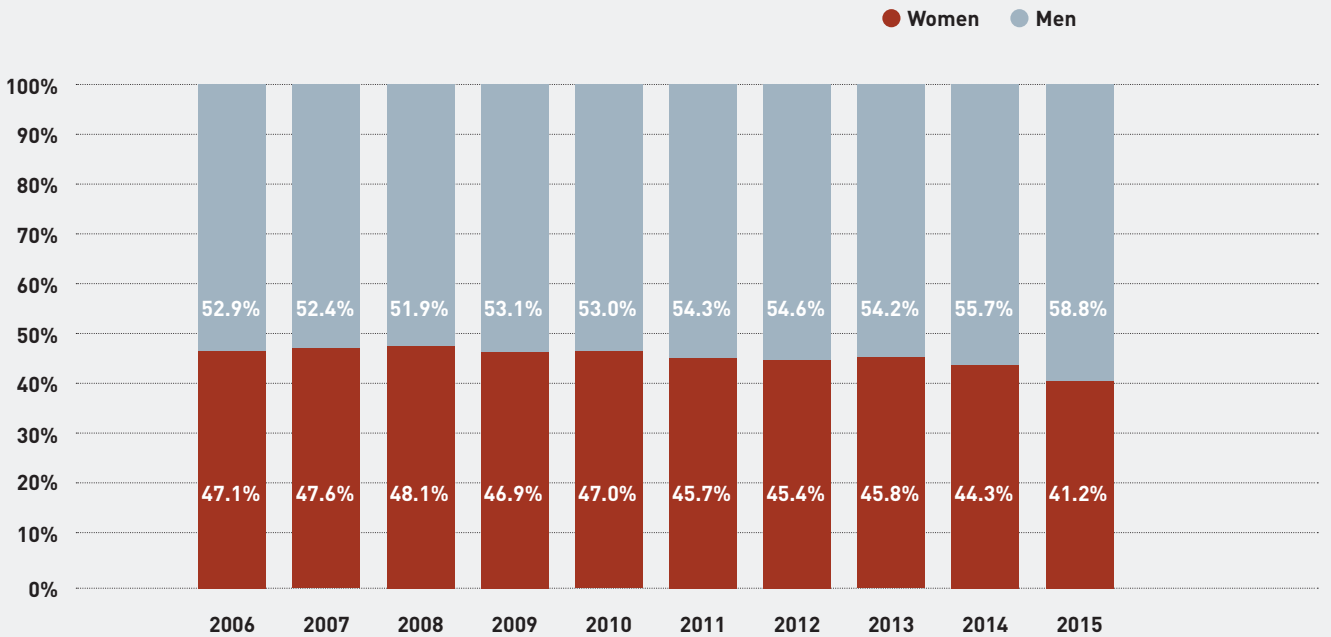
Age structure of immigrants

(Source: Statistics Austria, migration statistics)

### GENDER RATIO

During the past decade, slightly more men than women immigrated into Austria. Between 2006 and 2014, the percentage of men among non-Austrian immigrants increased from 53% to 56%; in 2015, owing to the high number of asylum seekers arriving in Austria, the percentage rose to 59%.

**FIGURE 5**

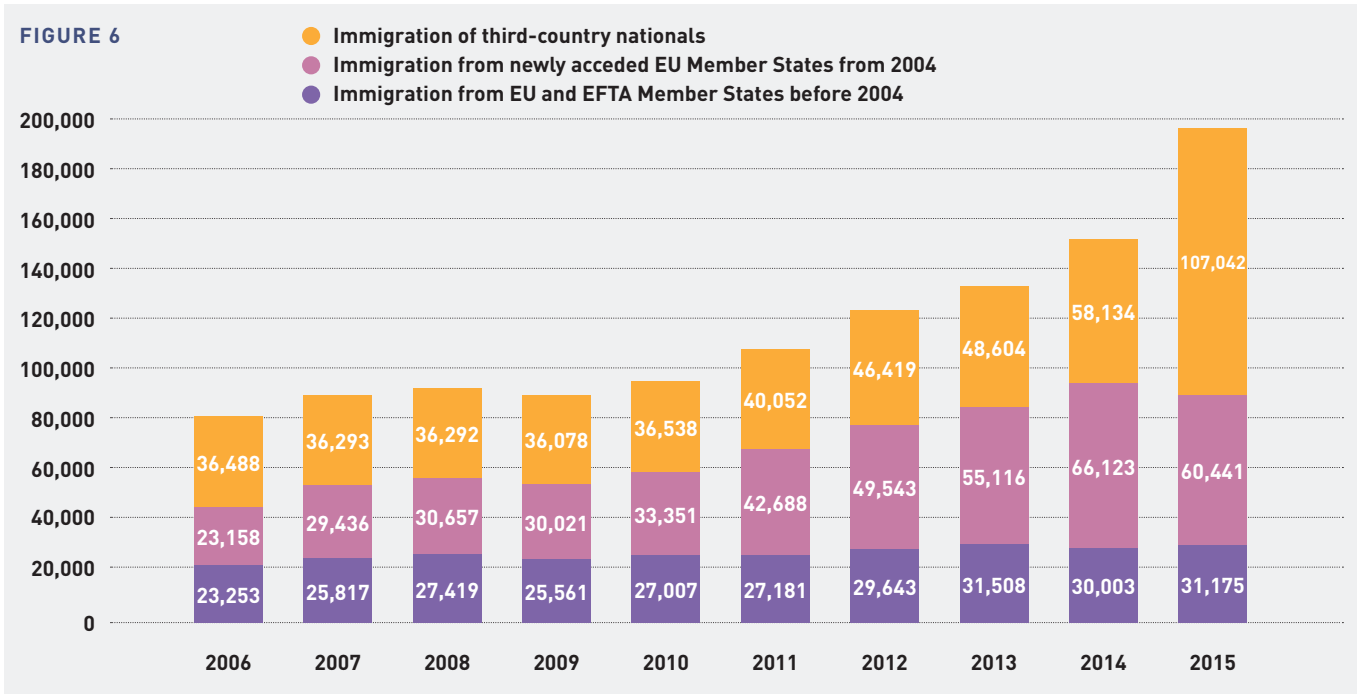


### CHANGING REGIONS OF ORIGIN

The growing importance of the EU has resulted in significant changes regarding the regions of origin. This development is closely associated not only with Austria’s accession to the EU, but also with the accession of Austria’s neighbours in Eastern and South-Eastern Europe in 2004, 2007 and 2013. In particular, immigration from other EU Member States increased significantly when the restrictions on access to the Austrian labour market were lifted. In contrast, the number of third-country immigrants increased far less strongly. Migrants from Eastern and South-Eastern European EU Member States have taken the place of migrants from the “traditional” countries of origin of “guest workers”. It was only through the refugee movements in 2015 that the immigration of third-country nationals began to rise again.

**FIGURE 5:**

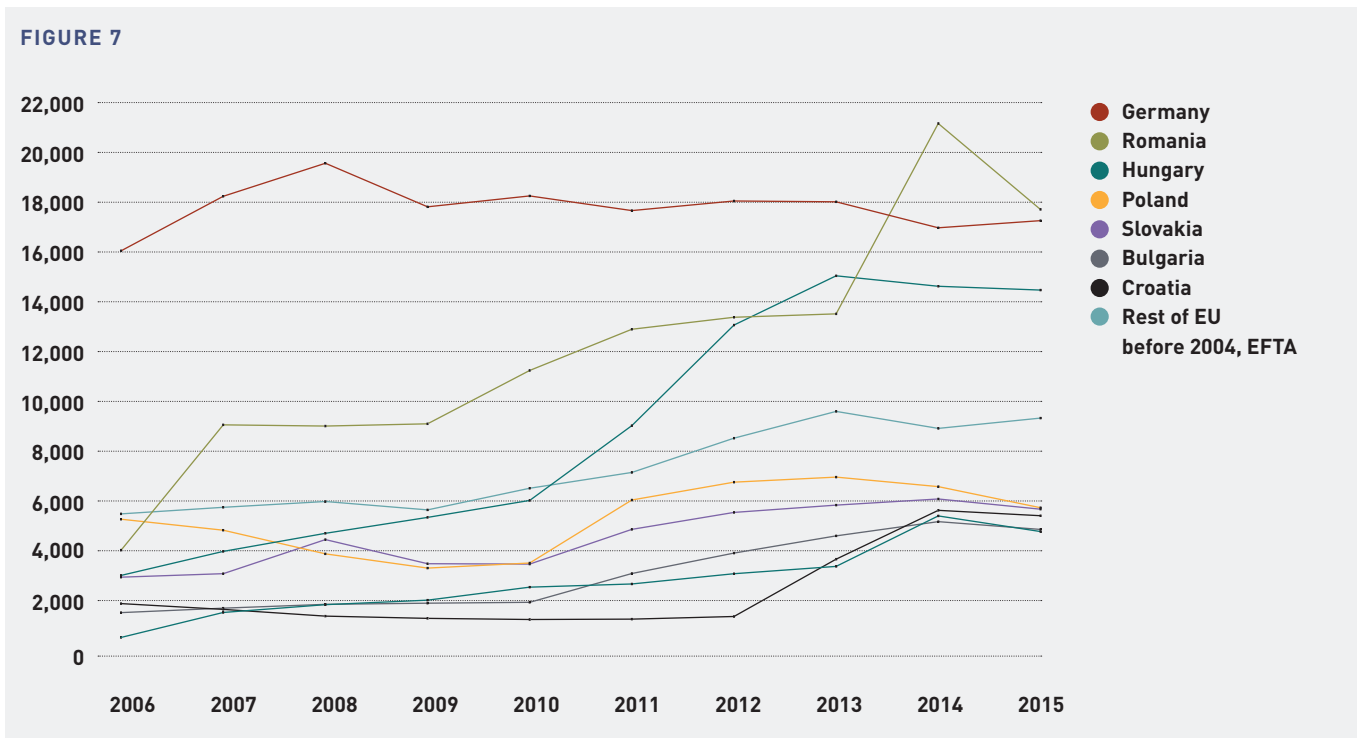
*Gender ratio of non-Austrian immigrants 2006–2015  
[Source: Statistics Austria, migration statistics]*



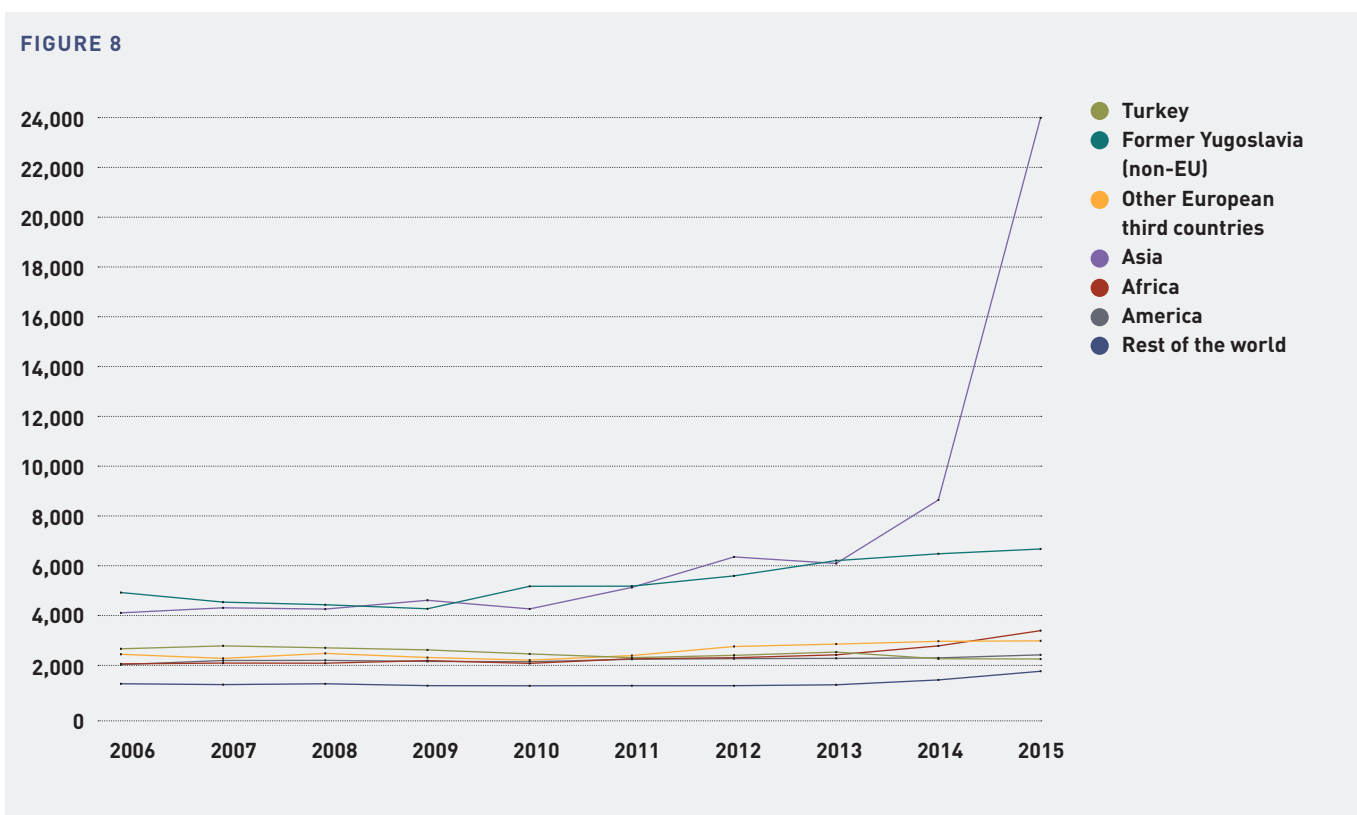
**FIGURE 6:**  
Immigrants by regions of origin, 2006–2015  
(Source: Statistics Austria, migration statistics)

A similar trend can be seen in the development of immigration by nationality. From 2006, German nationals accounted for the largest group of immigrants; in 2013, the number of immigrants from Romania and Hungary began to increase steeply. According to the documents available, immigration from most of the “old” EU Member States did not increase significantly between 2006 and 2015, whereas a steep upward trend was seen in immigration from the Member States that joined the EU in or after 2004, especially from 2011 onwards.

Immigration from third countries is largely accounted for by the non-EU successor states of the former Yugoslavia. Compared with other countries of origin, the importance of Turkey has declined during the past decade. Among the non-European regions of origin, immigration to Austria from Asia, especially Western Asia, was highest. This is where most of the asylum seekers currently in Austria come from (Afghanistan, Iraq, Syria). Africa ranks second among the non-European regions of origin, with immigrants coming mainly from Egypt, Nigeria and Somalia. Immigration from the American continent and the “rest of the world” (Oceania, persons of unknown nationality, stateless persons) plays a minor role.



**FIGURE 7:**  
Immigration from EU and EFTA Member States 2006–2015  
(Source: Statistics Austria, migration statistics)



**FIGURE 8:**  
Immigration from third countries, 2006–2015  
(Source: Statistics Austria, migration statistics)





# FUTURE SCENARIOS 2030

As a basis for the work of the “Migration Council for Austria”, the Centre for Future Studies of the Salzburg University of Applied Sciences was commissioned to conduct a study entitled “Future Scenarios 2030 – The Potential Impact of Developments in the Field of Migration”. Coordinated by Professor Markus Pausch, the study outlines possible developments in the field of migration and the associated interactions with economic, social and political developments.

The scenarios described in the study are based on three possible developments occurring in the period up to 2030, the assumption being that the way Europe deals with the many-faceted crisis between 2015 and approx. 2020 will have a major influence on further developments up to 2030. The time horizon taken into consideration is intended as a frame of reference only. The scenarios were chosen for the study on account of the fact that they present clearly distinguishable poles in a universe of possibilities. Extreme effects have not been taken into account, even though they cannot be ruled out altogether. The openness of the EU to immigration, on the one hand, and the degree of European integration and cooperation, on the other hand, were regarded as the central categories of the three scenarios. Austria’s role and the options open to the country are the focal points of the study. Scenario 1 presupposes an aggravation of the crises and, consequently, an increase in the number of refugees, which in turn would fuel the mood of euro-scepticism in large parts of the EU and lead to a Europe of nation states. Scenario 2 presupposes that the number of displaced persons will remain at its current level in the coming years, which would lead to a division of the European Union into two groups of Member States: an integration-friendly, federally oriented group, and a group held together only by the internal mar-

ket, with Austria belonging to the former group of states. The third scenario is based on the assumption of a slow decrease in the number of refugees as a consequence of rapid and decisive intervention by the international community, which would result in the European Union “muddling through” until 2030 without any major reforms of its treaties. These possible developments have different implications for the Austrian economy, the labour market and the social cohesion of the country. In scenario 1, a policy of more or less closed borders would result in demographic ageing and economic problems. In scenario 2, Austria would cede additional powers to the EU and accept a heterogeneous society as the price to be paid for belonging to an economically strong and growing Europe. Scenario 3 shows Austria as part of an ageing continent that would fall behind other regions of the world in economic terms and face social tensions as a result of its tentative and indecisive policies.

On the basis of interviews with experts and an analysis of recent research publications, a number of fundamental assumptions were made:

## GLOBAL LEVEL

- The numbers of refugees are most likely to remain high in the coming years.
- Decisive and united intervention by the international community is the only way to ease the tension in the near future, but no such move is in sight.
- Instability may spread to the Caucasus region and Central Asia.
- Push and pull factors continue to exist.
- At present, people rarely flee from their homes for ecological reasons (climate change, etc.), but this is likely to happen more often in the future.

- Refugee movements across several countries and over long distances usually only occur after several years of an ongoing conflict.
- The continued operation of existing refugee camps and the establishment of new ones in Turkey, Jordan, Lebanon, etc. with funds from international donors is crucial for the containment and management of future refugee movements to Europe.
- Besides refugee migration, migration from and between African and Asian countries (e.g. Nigeria, the Philippines, etc.) for the purpose of achieving better living conditions and finding jobs plays an important role.

#### **EUROPEAN LEVEL**

- Coping with the refugee crisis is an existential issue for the EU.
  - If the numbers of refugees remain at their current high level, the Dublin III Regulation is likely to be revised.
  - External border protection, the establishment of registration centres, possibilities for legal immigration, and the distribution of refugees within Europe are absolutely necessary.
  - If the Member States fail to agree on a common course of action, individual states will act in isolation.
  - Euro-scepticism will increase and anti-European parties are likely to rise to power.
  - EU enlargement and neighbourhood policies have a tangible impact on immigration, e.g. through visa liberalisation, association agreements, Erasmus programmes, etc.
  - The EU's relations with Russia (e.g. in the field of energy policy) continue to play a central role.
  - Economic disparities result in increasing transnational labour mobility.
- The political course for the future will be set by 2020 (Brexit, elections in France and Germany in 2017 and in many other countries in 2018, elections to the European Parliament in 2019).

#### **NATIONAL LEVEL IN AUSTRIA**

- As regards migration, Austria is, above all, a country of destination, but also a transit country and, to a lesser extent, a country of origin.
- Refugees change the composition of the Austrian population.
- By 2030, the numbers of Roman Catholics and Muslims living in Vienna will have reached similar levels.
- The high number of refugees coming to Austria increases the demand for housing.
- If immigration continues at its current pace, about 30% of the people living in Vienna in 2030 will have no right to vote (more than 600,000).
- The number of pupils who do not speak German is increasing.
- Crowding-out competition in the low-wage sector is likely to occur.
- In the long term, immigration will have a positive impact on Austria's economic performance.
- Obstacles to the labour market integration of immigrants include: insufficient command of German, uncertain residence status, restricted access to the labour market for asylum seekers, inexistent or complicated procedures for the recognition of qualifications, discrimination in job applications, de-skilling, brain waste.
- Austria competes with other countries for highly qualified workers.

- The majority of immigrants will settle in urban agglomerations.
- As the number of older people increases, demand for labour (long-term care, etc.) will increase.
- Trade-off between openness for immigration and immigrants' rights (social rights, access to citizenship, etc.).
- Restricting immigrants' rights only makes sense in cases of temporary migration.
- Migration policy and integration policy should be coordinated.
- Poverty migration will be seen, above all, in larger cities.
- Structural integration is crucial, above all in the labour market, education, housing and political participation.

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## SCENARIO 1: AUSTRIA WITH A RESTRICTIVE MIGRATION POLICY IN A EUROPE OF NATION STATES

Based on the suppositions of the first scenario, Austria in 2030 is seen as a country with an old population structure, a severe shortage of skilled labour, low investments and little innovation potential. The EU has become a loose economic union based on re-nationalised treaties. The states co-exist largely in peace, but compete for investments and cooperate only in rare cases. The Austrian welfare state, which is based on the taxation of labour, can barely be financed anymore and is being cut back step by step. Unemployment is high. Separated from its European neighbours by fences, Austria is an exclusive democracy pursuing a policy of closed borders.

The percentage of people of non-Austrian nationality is lower than in 2015, i.e. less than 10%. Faced with tax competition, Austria cannot keep up with other European states. The global economy is dominated by the big players, i.e. the USA, China, Brazil, India or South Africa, countries that have created large free-trade zones. Inequality is increasing globally as well as in Europe and in Austria. Protectionist policies have endangered not only economic prosperity, but also social cohesion.

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## SCENARIO 2: AUSTRIA WITH A PROACTIVE MIGRATION POLICY IN A TWO-SPEED EUROPE

Scenario 2 sees Austria in 2030 as being part of a European Union that comprises two sub-organisations: a "Federal Europe" and "EFTA New". Federal Europe, which includes Austria and a number of other countries, has taken major integration steps and is pursuing an active migration policy that leads to high immigration. The economic and monetary union has been stabilised and developments towards a political union have been set in motion through a treaty reform. However, not all EU Member States have followed this course. Some have decided to re-nationalise former European powers, but as EFTA New they remain closely connected with Federal Europe through treaties and retain the contractually agreed option to return to the latter. The Austrian population has grown considerably and continues to grow through immigration. Thanks to the country's proactive migration policy, highly qualified people from numerous countries are working in Austria, meeting the

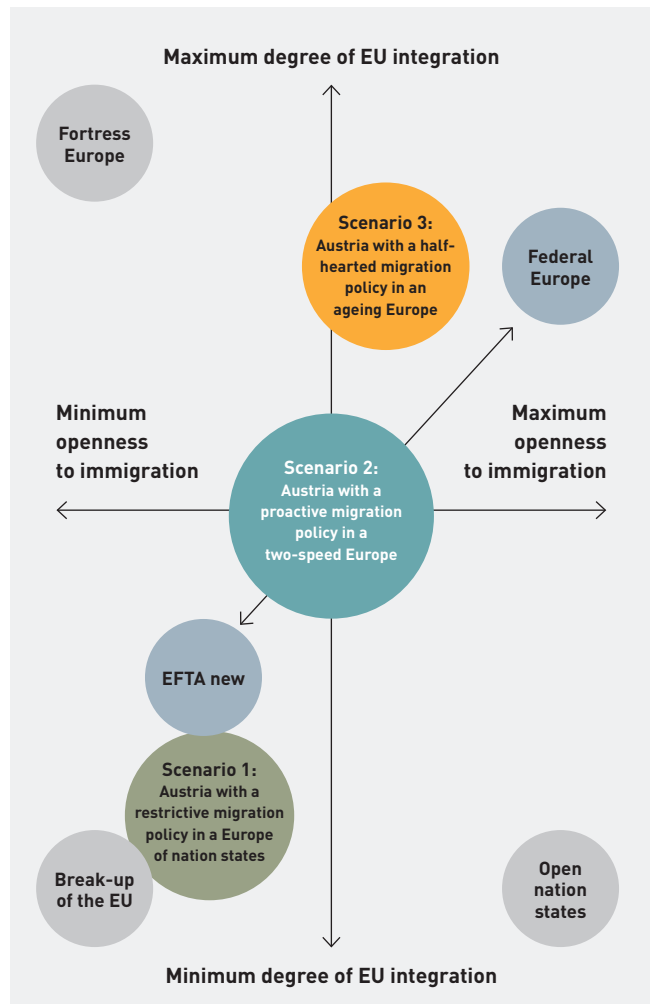
demand for skilled labour. Europe has evolved as a strong competitor of the USA and other major economic powers and plays a leading role in knowledge-intensive sectors.

## SCENARIO 3: AUSTRIA WITH A TENTATIVE MIGRATION POLICY IN AN AGEING EUROPE

In scenario 3, Austria in 2030 is part of an ageing continent that is all but paralysed by persistent disagreement among the EU Member States. The EU has failed to reform its treaties and its structures. Europe cannot hold its own in the global competition for investments, innovations and qualified labour. Security is the main concern of its ageing societies. The political and social climate in Austria is marked by stagnation and a high degree of polarisation. Persons with migration background and low qualifications are encountering serious difficulties on the labour market. Above all, the children of immigrants who arrived in Austria in the 2010s, now adults, have poor perspectives and hardly any chance of upward mobility.

## CONCLUSION

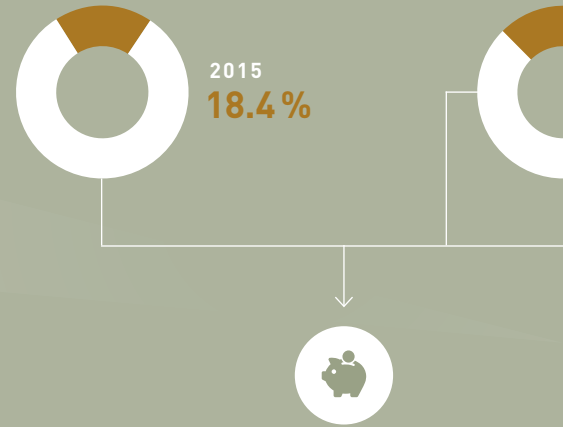
The three scenarios present possible developments between now and 2030. They are not to be taken as forecasts, but as a basis for discussion for the preparation of strategies and decisions. Given the complexity of the issues, we should not expect fast and simple solutions. Therefore, trade-offs between various desirable developments have to be factored in and assessed.





**DEMOGRAPHIC DEVELOPMENTS  
AND CHANGES IN SOCIETY**

**1** POPULATION DEVELOPMENT MARKED BY AGEING



Financing problem for the welfare state

**2** POPULATION GROWTH ALMOST EXCLUSIVELY THROUGH IMMIGRATION



**3** MODEL CALCULATION POPULATION FIGURES UNTIL 2050



**+ 21,600**

Annual net immigration (until 2050) needed to keep the population figure constant



Lead time for adjustment of state-run systems to be taken into account



Systems can only cope with plannable immigration



**ZERO IMMIGRATION**

Without immigration population will shrink

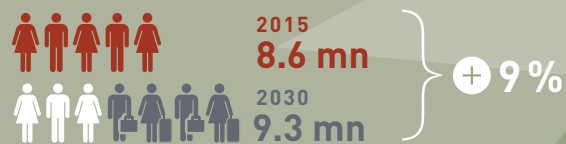
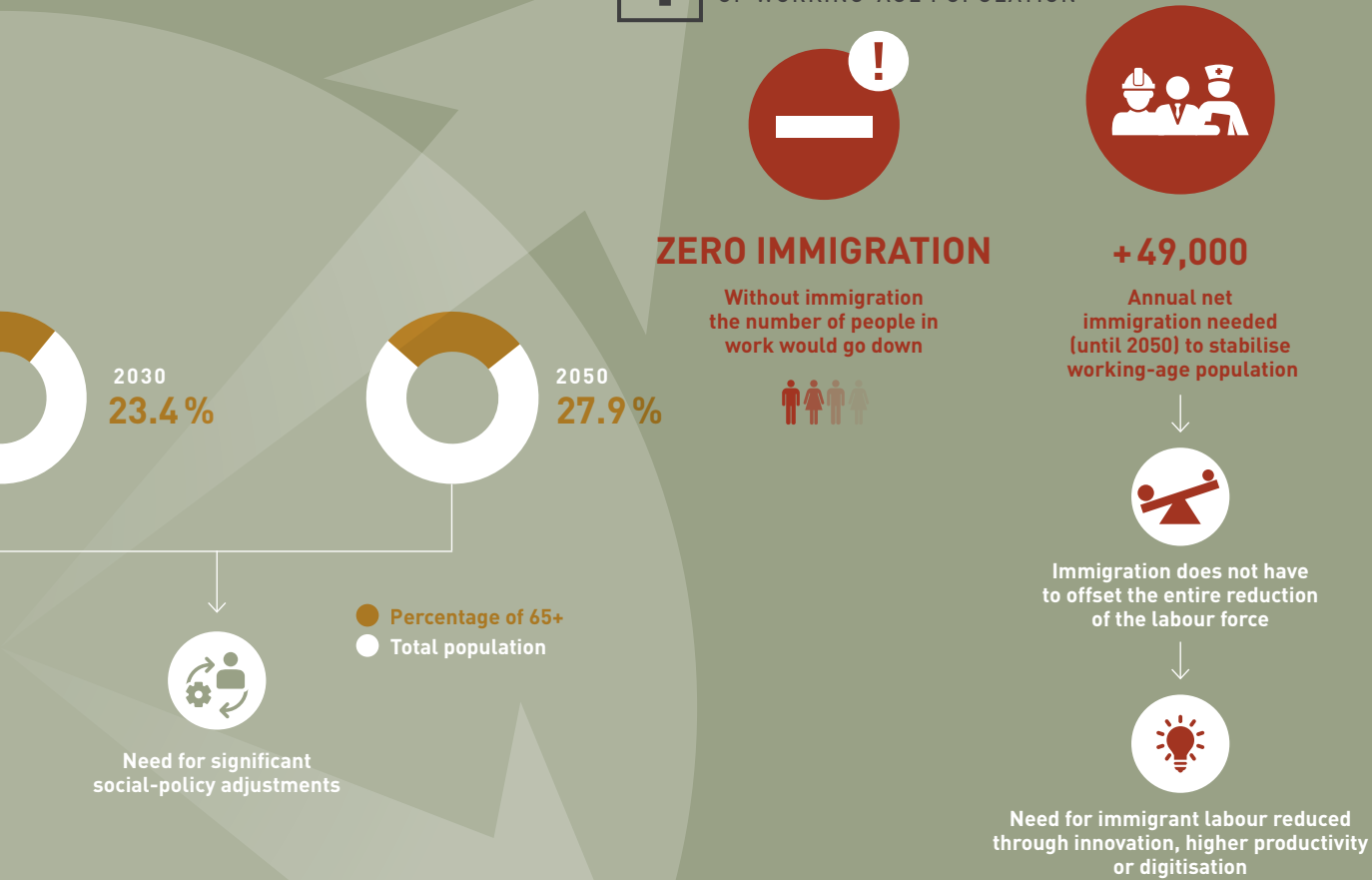


**1** An ageing population causes serious financing problems for the welfare state. While fewer people contribute to the health care and old-age pension systems, more people receive social benefits.

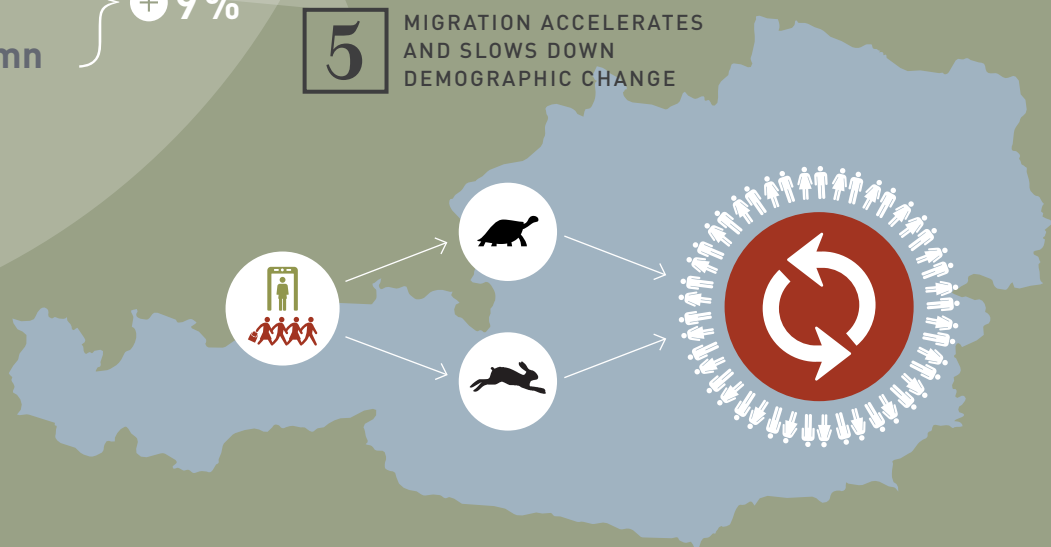
**2** In the future, the number of deaths will be significantly higher than the number of births. However, by 2030 Austria's population will have grown through immigration by approx. 9% from currently 8.6 million to about 9.3 million.

**3** Model calculations show that net immigration would have to amount to 21,600 persons annually until 2050 in order to keep Austria's population constant. State-run systems need a certain lead time to adjust to changes and therefore can only cope with immigration if they have enough time to plan for it.

**4** MODEL CALCULATION OF WORKING-AGE POPULATION



**5** MIGRATION ACCELERATES AND SLOWS DOWN DEMOGRAPHIC CHANGE



**4** Model calculations show that in order to stabilise the working-age population, net immigration would have to amount to 49,000 persons per year. However, the need for immigrant labour can be reduced through innovation, higher productivity and digitisation or the integration of additional population groups into the labour market (e.g. higher labour force participation of women or fewer people taking early retirement).

**5** Demographic ageing is mitigated through migration. At the same time, social change is accelerated, as migration increases the heterogeneity of society.







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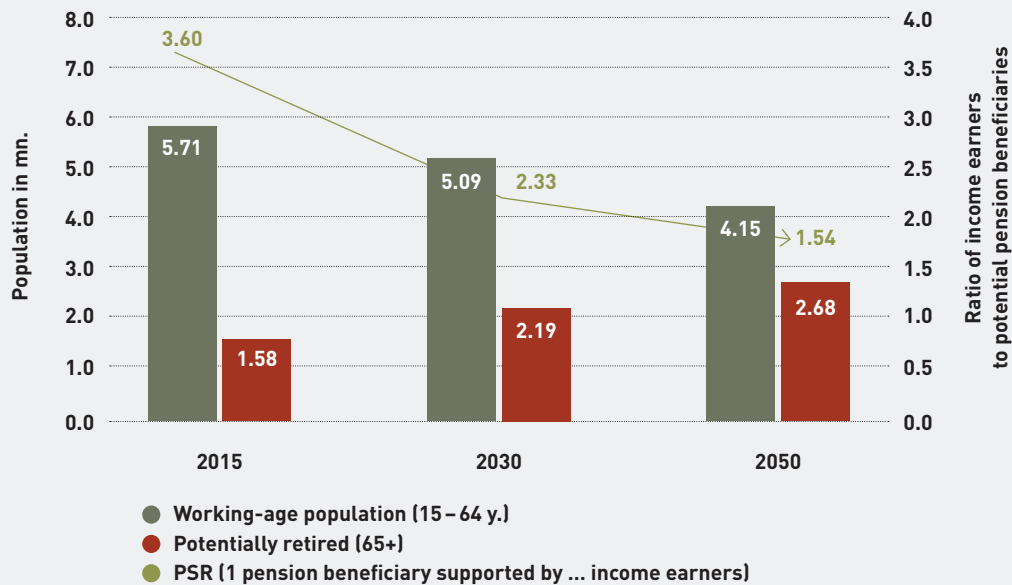
### CURRENT SITUATION

Recent forecasts predict that Austria's population will increase by about 9% from currently 8.6 million to approximately 9.3 million by 2030. The projected population growth will be almost entirely due to immigration into Austria. Thus, the long-term trend will continue. Since the early 1970s, population growth has been largely accounted for by international migration gains rather than a surplus of births over deaths. This trend was reinforced in 2015: with 84,381 births and 83,073 deaths, the natural population growth (total number of births minus total number of deaths) was very slight. In the coming years, there will be significantly more deaths than births, resulting in a noticeable slow-down of the population growth rate.

Although the annual increase in immigration is projected to offset the shortfall of births and will result in overall population growth, the situation in Austria is marked by demographic ageing. At the end of 2015, 67.2% of the Austrian population was between 15 and 64 years old, i.e. of working age. The size of this age group as a percentage of the total population is expected to decline to 62.2% by 2030 and to 58.4% by 2050.

At the same time, the segment comprising persons 65 years of age and over is projected to grow from 18.4% at the end of 2015 to 23.4% in 2030 and 27.9% in 2050. This will cause a serious financing problem for the welfare state in its current form: Fewer people will be contributing to the health-care and old-age pension systems, whereas the number of beneficiaries is expected to increase.

Model calculations show very clearly that without immigration Austria's population would shrink: By 2050, the country would no longer have 8.6 million inhabitants, but only 7.7 million. The decrease would be most pronounced in the working-age population from currently 5.7 million to 4.1 million. The ratio of people aged 65 and over to those in the age group of 15 to 64 would increase from 1 : 3.7 in 2014 to 1 : 1.5 in 2050. Without immigration, the total population as well as the number of working-age inhabitants would go down. The accelerating process of demographic ageing would necessitate substantial adjustments in the area of social policy.

**PROJECTED CHANGE IN POPULATION  
STRUCTURE 2015 – 2050**


The model calculation also shows that, given the projected annual shortfall of about 21,600 persons up to 2050, the Austrian population figure cannot be kept constant. This target can only be reached if the shortfall is offset by annual net immigration or by an increase in the number of births, and the latter can only be indirectly influenced by political measures (higher benefits for families). To stabilize the working-age population at its 2015 level on a long-term basis, net immigration would have to amount to +49,000 persons per year. An increase in the number of births would also contribute to the achievement of this target, although the impact of today's births on the labour market will only be felt with a considerable time lag. If the ratio of persons over 64 years of age to the 15-to-64-year-olds

(potential support ratio – PSR) were to remain at the level of 2015, Austria would, in fact, need a net immigration gain of +118,000 persons per year until 2020, followed by +225,000 persons per year until 2030.

According to this model calculation, and given the current level of political and social acceptance of immigration, demographic ageing is unavoidable. If high immigration does become the measure of choice to offset demographic ageing, the question arises as to which countries the immigrants should come from. Immigration from neighbouring countries is desirable in terms of integration policy, but unlikely in demographic terms, since Austria's neighbouring countries are faced with a similar problem of demographic ageing. Im-



migration from culturally remote regions of origin is conceivable in demographic terms, but leads to increasing cultural heterogeneity in society and, consequently, to new conflicts. To avoid such conflicts, investments in conceptually well-coordinated integration policies are essential. In this case, the focus of public spending will have to shift towards integration policy, which puts the added value of immigration into question.

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## STRATEGIC OBJECTIVES

### SYSTEMS

- Immigration is an instrument to support the stability of the systems of the state (e.g. the pension system).
- Immigration reduces the pace of demographic change and extends the period of time available for adjustments to all age-dependent social systems and infrastructures. However, immigration alone will not completely offset the demographics.
- Population reproduction can also be secured by increasing the reproduction rate, e.g. by creating a child-friendly environment in all walks of life (e.g. taxation, reconciliation of work and family, child care).

### PROSPERITY

- If the quantitative relationship between income earners and pension beneficiaries is to be stabilised through immigration, the primary focus should be on qualification-oriented immigration of young people, who have the best chances of succeeding in the labour market.
- Adjustments to the level of contributions paid and benefits received, e.g. in the fields of health care, social welfare or pension benefits, are another possible response to changes in the age structure of the population.

- The ratio of income earners to beneficiaries can also be changed through other measures, such as the intensified integration of women and immigrants from previous periods into the labour market, the reduction of youth unemployment, raising the labour force participation rate of older workers, or raising the factual retirement age.
- Immigration does not have to offset the entire reduction in the supply of labour due to demographic ageing. A lower supply of labour offers the opportunity for a country to focus its economic development policies on innovative, future-oriented sectors with high productivity (e.g. industry 4.0) instead of labour-intensive sectors.

### **CHANGES IN SOCIETY**

- Demographic stability facilitates long-term planning of government measures. Given the long lead times, numerous social sub-systems, such as the housing market (planning, construction), react to changes in society with a substantial time lag. A massive short-term decline in population figures has a similar destabilising effect as a short-term increase. Demographic stability is of advantage for social transfer payments and social infrastructures, public security, the ratio of supply and demand on the labour market, and the system of education.
- Immigration from culturally remote regions of origin increases the degree of heterogeneity in society and sometimes puts the prevailing standards and values into question. Immigration may constitute a particular challenge for social cohesion and social peace. It should therefore be accompanied by conceptually well-coordinated integration policies.



**DIVERSITY**



**1** However much we appreciate the value of diversity, a society also needs shared elements in order to preserve its cohesion. Policy makers should take the fears and anxieties of the host society seriously. In the long term, migration cannot be managed without the support of the population.

**2** Age, disability, gender, sexual orientation and religious or cultural affiliation are the core dimensions of diversity. Therefore, diversity management should focus not only on ethnic diversity, but on all of diversity's core dimensions. Migration increases potential diversity in terms of all its core dimensions.

**3** Diversity can be both a source of enrichment and a challenge for society. If society is to benefit from diversity, a differentiated and critical approach to migration and its advantages and disadvantages is essential.

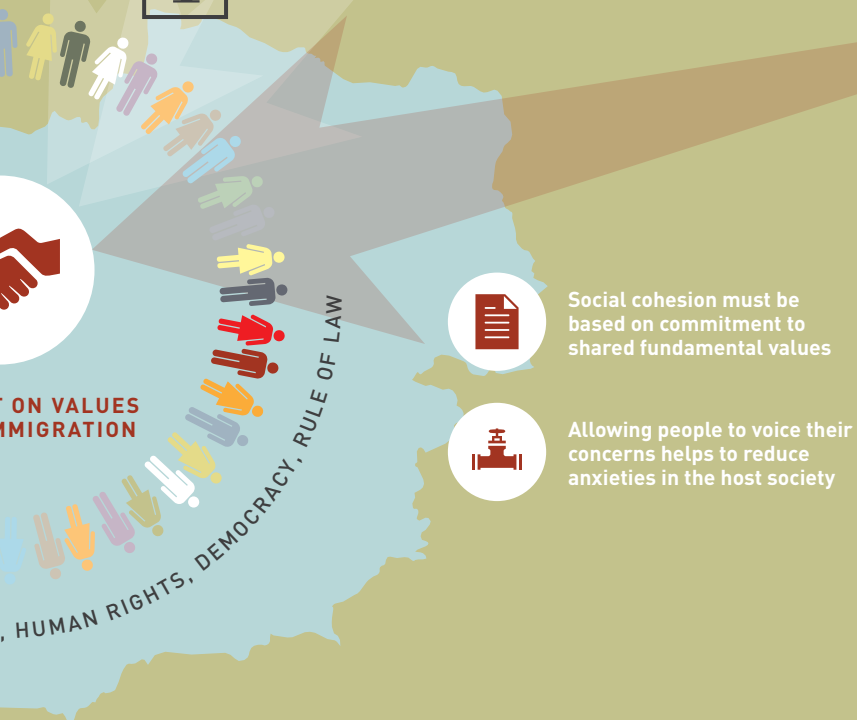
**4** DIVERSITY BASED ON SHARED VALUES GENERATES ADDED VALUE FOR ALL



**5** RELIGIOUS NEUTRALITY MUST BE MAINTAINED IN ALL WALKS OF LIFE



**1** AS DIVERSITY INCREASES, SOCIAL COHESION IS ESSENTIAL



**4** Legally binding fundamental values provide a shared basis for social peace in a society. Everyone should be made aware of these fundamental values. Without unifying elements, diversity can cause a fragmentation of society and a weakening of social cohesion.

**5** In view of the growing heterogeneity of society, greater attention has to be paid to religious neutrality not only in the enforcement of legislation, but in all spheres of public life. This is indispensable in a secular state in which all religions are regarded to be of equal value and subject to the rule of law.







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## CURRENT SITUATION

Diversity can be a source of enrichment for society as well as a challenge. The developments of recent months (e.g. in France, Belgium, Germany, etc.) have shown that diversity without elements of shared interest exposes a society to a risk of fragmentation and the weakening of social cohesion. Migrants often adhere to standards and values of their countries of origin that deviate from those of a liberal society with a neutral attitude towards religion. This holds true for the importance attributed to religion, the relationship between men and women, and the position of men within the family and in society.

The concept of diversity relates to any dimension that differentiates groups and individuals from one another – such as age, gender, sexual orientation, religious or cultural affiliation, as well as disability. Diversity management is aimed at ensuring respect for the (cultural) identity of others and, thus, making use of the advantages of diversity for society. Dealing with diversity is a matter of concern for society as a whole, a challenge not only for institutions of the state or large companies, but also for each individual.

However, the focus on diversity has its limits: If specific diversity features are overemphasised, people are at risk of being reduced to these differences and, hence, of being stigmatised. Therefore, every effort must be made to manage diversity as well as possible within the respective organisation and thus contribute to social cohesion.

In times of massive immigration, the acceptance of diversity by the host society is put to the test. The perception of cultural and religious diversity by the Austrian population is ambivalent. Migration is associated not only with compassion (e.g. for refugees), but also with the fear of losing one's own identity. Migration alone does not necessarily increase diversity, e.g. if immigrants all come from one or only a few regions of origin or are unequally distributed over Austria. Therefore, achieving a well-balanced composition within a society, e.g. in terms of gender, age or origin, is essential. Shared fundamental values and solidarity are the bases for stability, security and prosperity in Austria and, consequently, the pillars of social peace.

Diversity offers an opportunity to boost the innovative power of our knowledge society. Modern knowledge and service societies have shown that, provided appropriate conditions exist, they are able to accommodate diversity and, at the same time, allow enough room for tradition.

Under unfavourable conditions, declining natural reproduction rates, in combination with large numbers of immigrants of just a few nationalities, may foster the development of parallel societies. This may overshadow the positive aspects of diversity and lead to polarisation between host societies and parallel societies. As a consequence, even important achievements in the field of fundamental rights (e.g. the equality of men and women) may be called into question.

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## STRATEGIC OBJECTIVES

### SOCIAL POLICY

- Migration should not be the only option to counteract demographic ageing. Immigration from only a few regions of origin does not foster diversity, but increases the risk of parallel societies developing in Austria. Social cohesion can only develop if society is in balance.

### SHARED AND CONTRARY POSITIONS

- Austria has a long tradition of supporting people in need. However, neither compassion nor tolerance alone is a sustainable basis for people to live together in harmony on an equal footing in the long term.
- To ensure the acceptance of migrants by the host society, legally binding fundamental values are needed as a common basis for all people in a country. Therefore, the goal to be pursued is mutual respect by all and for all in Austria. Moreover, shared social standards and values that positively influence the way people live together in society are to be promoted.
- Fears and anxieties in the context of migration must be taken seriously, and ways and means should be created for people to express their concerns. Justified fears may be a warning signal that help us to find constructive solutions. Any feeling of anxiety is subjectively justified, but it takes objective and factual arguments to counter such anxieties.

- Differences and disparities that may result in conflicts have to be addressed in a critical and differentiated manner. Differentiation provides the basis for the recognition of diversity and for social cohesion, on the one hand, and a consistent stance against trends likely to prepare the ground for extremism, on the other hand.
- In particular, any attempt to undermine the secular state with its neutrality towards religion is to be vigorously opposed. Efforts undertaken by certain associations (such as the Muslim Brotherhood) to link religious ideas with the tasks and objectives of the state are to be prevented.

### DIVERSITY IN THE PUBLIC SPHERE

- Ethnic diversity in the public administration (e.g. police officers with migration background) should be used to a larger extent as a strategic instrument to respond adequately to differences among the population and ensure equal treatment. Greater attention should be paid to religious neutrality within the sphere of public-service institutions.
- Diversity management should be implemented in the public administration as well as in all other spheres of society, in order to make dealing positively with diversity an integral part of everyday life. Diversity management should address not only ethnic diversity, but all other issues of diversity as well.



## A FUNCTIONING SOCIETY FOR AUSTRIA

- Human rights, the rule of law and democracy are indispensable foundations for peaceful co-existence in Austria. At the same time, they set limits to the recognition of diversity. Upon arrival in Austria, migrants should be required to commit to the fundamental values of a European democratic state and its society (submission of a signed “value statement” with first application).
- Going beyond these fundamental values, a diverse society has to place a special emphasis on values shared by all its members. In times of instability, this may help to keep the various groups within society from drifting apart. Shared values and positions have to be clearly communicated and strengthened.
- Migrants should become involved in the community in Austria and assume the same responsibilities as members of the host society (e.g. through military or alternative service). Voluntary social service for immigrants (similar to the “voluntary social year”) might be a first step in the active integration of new immigrants into Austrian society and could provide an important unifying element.
- Transparency with regard to social benefits may help to counteract a vague feeling of envy among the resident population.
- Recognising and fostering diversity features may serve to boost the innovative strength of the country and increase productivity.

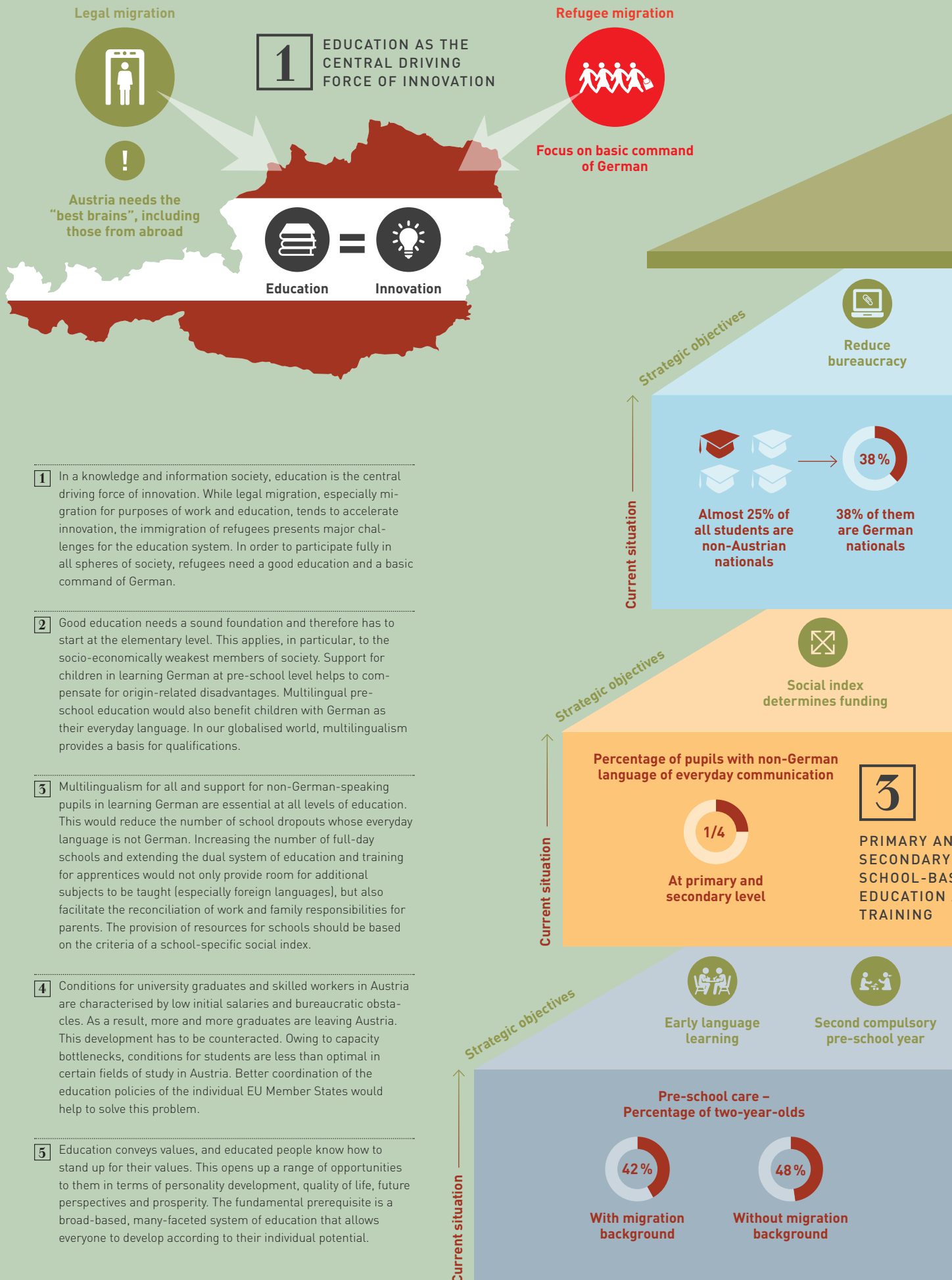
## DIVERSITY FOR FUTURE GENERATIONS

- Child-raising is a core task of the parents. Nevertheless, child care, upbringing, and coping with daily school requirements are all tasks that remain mostly in the hands of women. To increase women’s participation in the labour market, it will be necessary not only to facilitate the reconciliation of work and family duties (e.g. adjustments to the system of income-dependent child care allowance, improved child care facilities), but also to close the wage gap between men and women, offer more home-office options, introduce more flexible working-time models, adopt a fair family taxation regime, and provide support for single parents.
- Children must be allowed to live in diversity without being exposed to constant pressure to keep up with their peers in terms of development and knowledge. A special focus should be placed on systems of individual learning. This includes meeting the specific needs of boys and girls without differentiating on the basis of traditional or new role models.
- Children and adolescents should not have to “fit in” with what is considered “average” in order to succeed. Rather, they should be fostered and supported wherever their strengths lie.

- Instead of being reduced to its core dimensions, diversity should be comprehensively perceived in terms of societal diversity. A diverse society should offer a variety of development options, especially to its youngest members. While comprehensive general education is important, it should also be possible for young people to specialise, enhance their specific competencies and develop new ones. Manual ability should be recognised and promoted, and its importance for society appropriately acknowledged.



**EDUCATION AND RESEARCH**



**1** In a knowledge and information society, education is the central driving force of innovation. While legal migration, especially migration for purposes of work and education, tends to accelerate innovation, the immigration of refugees presents major challenges for the education system. In order to participate fully in all spheres of society, refugees need a good education and a basic command of German.

**2** Good education needs a sound foundation and therefore has to start at the elementary level. This applies, in particular, to the socio-economically weakest members of society. Support for children in learning German at pre-school level helps to compensate for origin-related disadvantages. Multilingual pre-school education would also benefit children with German as their everyday language. In our globalised world, multilingualism provides a basis for qualifications.

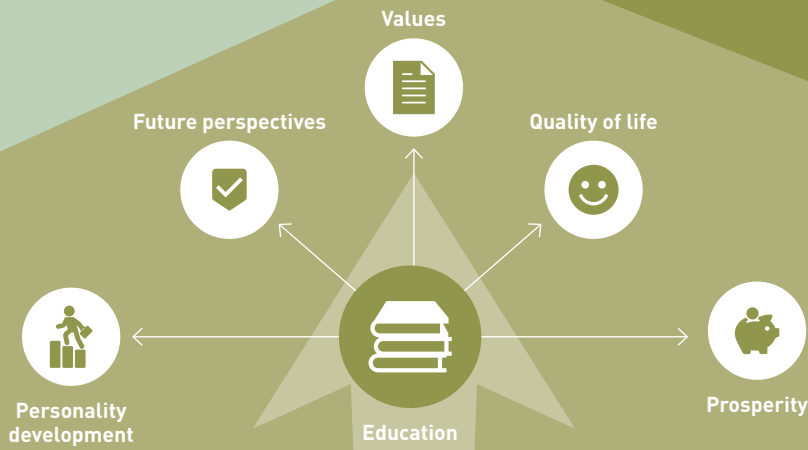
**3** Multilingualism for all and support for non-German-speaking pupils in learning German are essential at all levels of education. This would reduce the number of school dropouts whose everyday language is not German. Increasing the number of full-day schools and extending the dual system of education and training for apprentices would not only provide room for additional subjects to be taught (especially foreign languages), but also facilitate the reconciliation of work and family responsibilities for parents. The provision of resources for schools should be based on the criteria of a school-specific social index.

**4** Conditions for university graduates and skilled workers in Austria are characterised by low initial salaries and bureaucratic obstacles. As a result, more and more graduates are leaving Austria. This development has to be counteracted. Owing to capacity bottlenecks, conditions for students are less than optimal in certain fields of study in Austria. Better coordination of the education policies of the individual EU Member States would help to solve this problem.

**5** Education conveys values, and educated people know how to stand up for their values. This opens up a range of opportunities to them in terms of personality development, quality of life, future perspectives and prosperity. The fundamental prerequisite is a broad-based, many-faceted system of education that allows everyone to develop according to their individual potential.

# 5

EDUCATION MEANS FUTURE, SECURITY AND SOCIAL PEACE



Increase attractiveness for graduates

Improve Red-White-Red Card system

Long-term financing for higher education

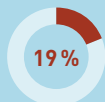
Coordinate EU higher education policies

Facilitate recognition of foreign degrees

# 4

TERTIARY LEVEL: HIGHER EDUCATION AND RESEARCH

Scientific and artistic personnel at Austrian universities



From EU



From third countries



Many graduates leave Austria



Initial salary too low



Bureaucratic obstacles too high



Recognition of foreign degrees is difficult



Focus on multilingualism and general education



Focus on dual education and training



Educational potential to be fully utilised



More full-day schools



Reconciliation of family and work



Cooperation with regions of origin

Vienna: highest percentage of pupils with non-German language of everyday communication



In some districts of Vienna



More dropouts



Fewer pupils continue in education



More pupils repeat grades



Higher level of education for pre-school teachers



Cooperation between parents and teachers



Reconciliation of family and work



Consider diversity in education

Language screening – Support for 4.5 to 5.5-year-olds required



Non-German-speaking children



German-speaking children



More migrant children with low socio-economic status



Origin-related differences in educational attainment

# 2

ELEMENTARY LEVEL: INFANT AND PRE-SCHOOL CARE







## CURRENT SITUATION

In a knowledge and information society, education is the central driving force of innovation and an important prerequisite for the individual's participation in social, economic and cultural life. Enhancing the level of knowledge and education of all citizens contributes significantly towards promoting personality development, quality of life, employment opportunities and future perspectives for the individual as well as for society as a whole. Utilising the educational potential of migrants is a special challenge in this context. As statistical data show, the level of educational attainment of migrants living in Austria varies greatly depending on their country of origin. Both at the lowest and the highest level of formal educational attainment, the percentage of persons with migration background is higher than among the resident population.

Migration is an important factor at all levels of education – from infant care and pre-school education (elementary level) to primary and secondary education to higher education (tertiary level). Although, in principle, the Austrian system of education is able to provide the prerequisites for upward educational mobility of young people with migration background, the success rate is inadequate. On average, children of migrants do not reach the educational level of resident children, a fact partly accounted for by the formers' low socio-economic status.

At elementary level, the percentage of children without migration background in pre-school care (day-care centres, kindergarten, etc.) is slightly higher (2013: 48% of two-year-olds) than that of children with migration background (2013: 42% of two-year-olds). However, the percentage of children with a mother tongue other than German in day-care centres is very high, especially in Vienna (approx. 60%). A survey of linguistic competence performed in 2008 among children aged 4.5 to 5.5 years showed that non-German-speaking children require substantially more educational support (58%) than German-speaking children (10%). This type of language screening, as well as compulsory kindergarten attendance for all children from five years of age, is therefore particularly beneficial for migrants.

At primary and secondary level, slightly more than 10% of all pupils in Austria are not Austrian nationals (school year 2013/2014). The percentage of those with a language of everyday communication other than German amounts to 27% at primary level and 23% at secondary level. These percentages have gone up over the years. Vienna reports the highest percentage of pupils with migration background; in certain districts of Vienna, over 80% of all primary school pupils and almost 70% of pupils attending a "new secondary school" (Neue Mittelschule, a new form of lower level secondary school) or a pre-vocational "poly-technical" school do not speak German as their everyday language. Fewer children with an everyday language other than German move on from primary school to a lower-level academic secondary school (AHS-Unterstufe) than German native speakers. The percentages of children with an everyday language other than German are significantly higher at schools for children with special needs and pre-vocational poly-technical

schools and significantly lower at academic secondary schools. In the course of their educational careers, they repeat grades or drop out toward the end of compulsory schooling far more frequently than children with German as a native language (2011/2012 five times as many drop-outs from lower-level secondary school at eighth grade level). To a large extent, this is due to their socio-economic status. 79% of all adolescents aged 15 to 19 years and born in Austria are still attending school, as compared with slightly less than 60% among adolescents not born in Austria, whose number has been increasing continuously in recent years. Generally speaking, differences in educational performance are largely accounted for by origin. As regards reading competencies, deficiencies have been observed in 25% of all fifteen-to-sixteen-year-olds. Here we observe a convergence of factors such as migration, education and prosperity. By international comparison, Austria ranks in the upper middle range in terms of “inheritance of education”.

Migrants are also well represented at institutions of higher education. Almost 25% of all students in Austria are non-Austrian nationals; this percentage has been continuously on the increase since 1990. A large majority of the non-Austrian students (approx. two thirds) are citizens of the EU or the EEA. The percentage of German nationals (approx. 38% of all foreign students) has almost quintupled since 2000. Traditionally, the percentage of international students has always been highest at art universities, followed by scientific universities. Universities of applied sciences (Fachhochschulen) are also seeing a continuous rise in the percentage of foreign students, whereas universities of education report the lowest figure at just over 6%. In certain (highly popular) fields of study, such as psychology, the percentages of foreign students,

mainly from Germany, are extremely high (up to almost 90% at the Universities of Salzburg and Innsbruck). In the field of medicine, the so-called “safeguard clause”, according to which 75% of places are reserved for students of Austrian nationality, prevents such a situation from arising. At the same time, the percentages of Austrians studying in Germany have also increased considerably. Among students with migration background who have completed their educational career in Austria, only a small percentage come from educationally deprived strata of society. Here, too, we see evidence of the phenomenon of “inheritance of education”.

A whole range of measures and programmes aimed at supporting international students is available at tertiary level. Nevertheless, there are numerous bureaucratic obstacles, especially for third-country nationals (e.g. prerequisites for being granted a residence permit), a circumstance that is also reflected in the relatively high number of foreign students leaving Austria upon completion of their studies. Based on the number of long-term residence permits known as “Red-White-Red Cards” granted to third-country graduates in 2014, less than 14% of foreign graduates from third countries remained in Austria to work here. Highly qualified Austrians also tend to leave the country after having obtained their school-leaving certificate or upon completion of their academic studies.



Research in Austria needs the “best brains”, including those from abroad. If Austria wants to succeed in its efforts to become an “innovation leader”, it is essential for the country to position itself as an attractive research location. To obtain the “brain gain” needed in both the academic world and the business community, international researchers and Austrian returnees have to be offered incentives to choose Austria as their preferred place of work and research. In recent years, the number of researchers in Austria has increased continuously in all sectors. Among the scientific and artistic personnel at Austrian universities, 19% come from the European Union and 5% from third countries.

Internationalisation is supported by a broad range of programmes. Among other measures, the “Red-White-Red Card” was created to enhance the attractiveness of Austria as a location of business and research. However, the card is problematic in certain respects (e.g. the high initial salary level required and the exclusion of holders of bachelor degrees) and has room for improvement. Moreover, researchers, qualified workers and businesses complain about bureaucratic obstacles and the difficulties encountered by third-country nationals in obtaining recognition in Austria for certificates and degrees acquired abroad.

The impact of Austria’s migration policy is not limited to Austria, but extends to the educational and labour market structures in the regions of origin linked to Austria through traditional migration routes and a certain degree of economic interaction. The Western Balkan states are of particular importance in this context, given the strong inflow of young people into Austria from this region.

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## STRATEGIC OBJECTIVES

### **LANGUAGE LEARNING, SCHOOL-BASED EDUCATION AND VOCATIONAL TRAINING**

- Migration plays an important role at all levels of education. While excellent statistics are available about learners with migration background, similar data about teachers and other support personnel (teachers at all levels of education, school psychologists, etc.) are missing. Improvements of the data base would therefore be desirable.
- Developmental support at an early age generates the highest return on investment. Therefore, more resources should be made available for early language learning (especially for children with mother tongues other than German), and the measures taken should be evaluated for their effectiveness. A second compulsory year of kindergarten from the age of four and upgrading the level of education required for pre-school teachers would be important supporting measures. Special emphasis should be given to the need for immigrants to acquire a basic command of German before coming to Austria.

- Support for children in learning German and a focus on multilingualism are to be strengthened at primary and secondary school levels. The decision taken by the federal government to increase the number of full-day schools is an important accompanying measure which, apart from its added pedagogical value, also facilitates the reconciliation of work and family duties.
- At all levels of education (elementary, primary, secondary), a higher number of educators with immigrant backgrounds, a stronger focus on diversity in teachers' training (with the introduction of "teachers' training NEW" as an important first step), and intensified cooperation between parents and teachers are required. To enable educational institutions to offer the best possible support to their target groups (children with mother tongues other than German from low socio-economic and educationally disadvantaged backgrounds require maximum support, as stated above), funding should be provided on the basis of a social index. The introduction of such an index is currently being planned.
- The dual system of vocational education and training (apprenticeship), an important element in the Austrian vocational landscape, should be promoted to an even greater extent, not least with a view to migrants. Given the continuously changing demands of the labour market, changing from one sector to another should be made easier. Greater attention should be paid to multilingualism and general education.
- Qualifications acquired in immigrants' countries of origin (at all levels of the educational career) have to be put to better use and their recognition should be facilitated. The effectiveness of the Act on the Recognition of Foreign Degrees adopted in the spring of 2016 will have to be monitored. At the same time, people who choose to complete their education at a more advanced age should also be given a chance to acquire certifications according to their potential.

#### **INSTITUTIONS OF HIGHER EDUCATION AND RESEARCH**

- The current international orientation of Austria's institutions of higher education is to be maintained and promoted with a view to attaining an even higher level of quality. In order to make Austria attractive for foreign students and researchers with high qualifications and an excellent academic potential as a location of higher education and research, bureaucratic obstacles have to be eliminated. Labour market incentives will have to be created for international researchers and for Austrian returnees.
- Austria must become more attractive for university graduates with and without migration background. Therefore, the current working conditions for young scientists (e.g. term contracts only, precarious financial situation) and the possibilities for third-country graduates to obtain a residence permit as a prerequisite for finding a job must be improved.



- The problem of capacity bottlenecks in certain fields of study demands better coordination of the education policies of the individual EU Member States, the objective being to coordinate higher education policies at European level. Austria should take the initiative in this matter.
- Securing long-term funding for institutions of tertiary education in Austria is a matter of high priority. In a time of increased mobility, many people leave Austria once they have completed their studies. Thus, Austria is not able to derive the full benefit from its investments in training and qualification. This trend should be counteracted on a long-term basis through appropriate measures.
- In the absence of differentiated data in the field of tertiary education and research, especially from the business community, it is impossible to issue targeted recommendations aimed at promoting brain gain and stimulating brain circulation. Data collection should be improved.
- Eligibility for the “Red-White-Red Card” should be revised to take account of the period of transition from academic studies to a highly qualified position in the labour market and/or in research (e.g. by extending the deadline for finding a job and lowering the required initial salary level). Moreover, graduates of bachelor courses of study should also be eligible for the “Red-White-Red Card”.
- The bureaucratic and administrative procedures required for the recognition of qualifications and degrees obtained abroad should be simplified and accelerated, while maintaining the necessary level of quality control.
- To promote and support mobility in the scientific community, English-language information, forms and counselling services provided by public authorities, banks and insurance companies are necessary. More bilingual schools, as well as provisions that make it easier for family members of scientists to stay in Austria, would be helpful.

### **REGIONS OF ORIGIN**

- Providing high-quality education and training for people from relevant regions of origin with lower educational standards requires long-term intergovernmental cooperation. Such cooperation should include the transfer of parts of the dual system of vocational education and training (Austria’s successful model of apprenticeship combined with part-time vocational school, as well as vocational training incorporated into higher-level secondary schools). Regions of historical and future interest for Austria, such as the Western Balkans, should be at the focus of such efforts. Austrian companies operating in these regions should be supported accordingly.
- Systems of circular migration should be facilitated through the adoption of appropriate provisions regarding temporary residence in Austria. Temporary migration to Austria, based on a system providing for subsequent return to the region of origin, ensures a mutual transfer of know-how.



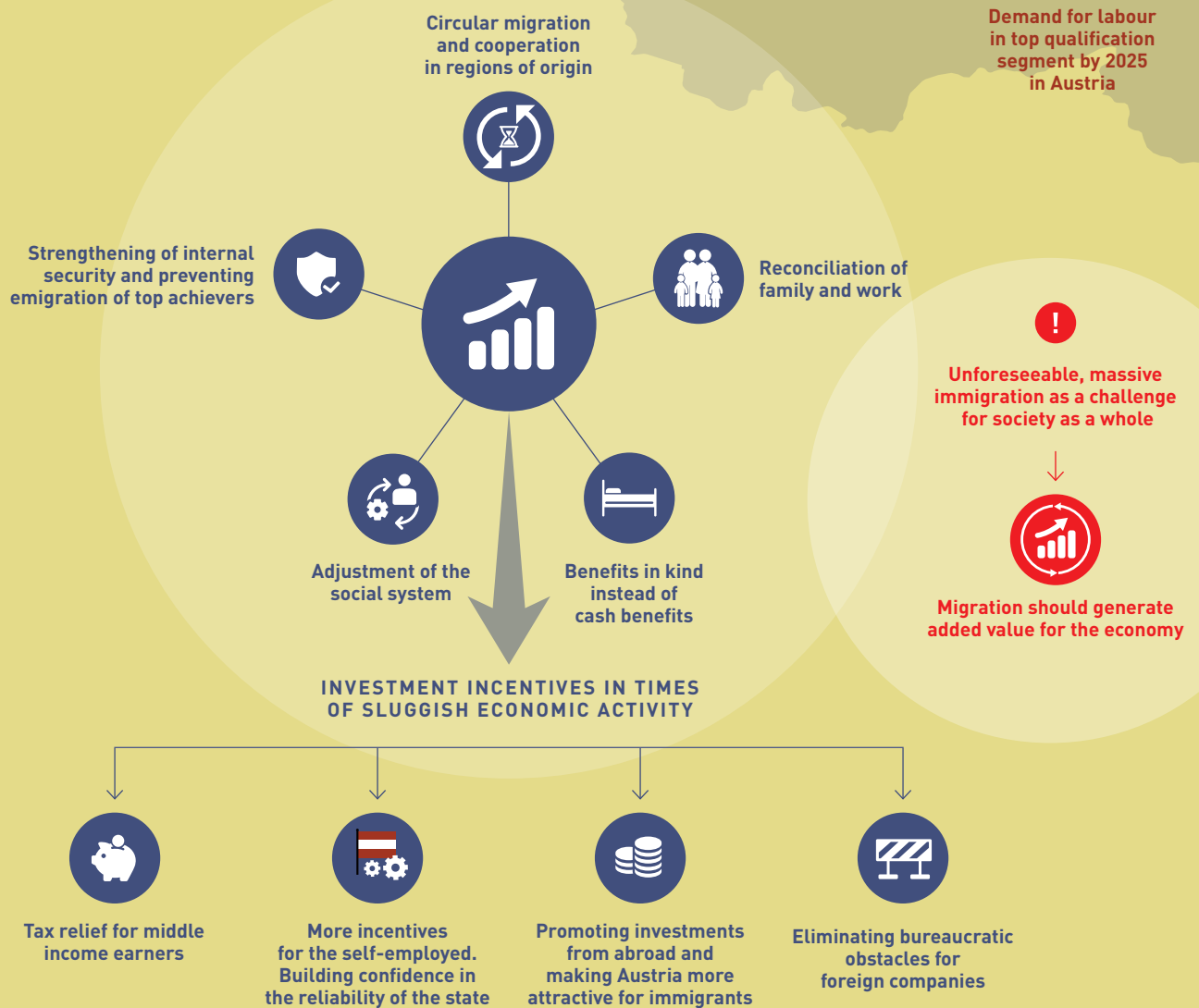


**ECONOMY AND  
INFRASTRUCTURE**

**1** ECONOMIC GROWTH REQUIRES CONTROLLED, DEMAND-ORIENTED IMMIGRATION



**2** STIMULATING ECONOMIC GROWTH AND MEETING DEMAND FOR SKILLED LABOUR



**1** Economic growth in Austria was too low in recent years. A fundamental change of trend is not in sight. A rate of economic growth of approx. 1.5% has been forecast for 2016 and 2017. Refugee migration imposes a considerable financial burden on the regions of destination, and positive effects will only be seen in the long term.

**2** A slowdown in the growth of the working-age population can result in an additional negative impact on economic growth. This will lead to intensified international competition for qualified immigrants. Therefore, investment incentives have to be provided and measures have to be taken to stimulate entrepreneurship and enhance Austria's attractiveness as a location of business and industry.



2013  
+0.1%

2014  
+0.6%

2015  
+1%

Insufficient GDP growth compared with previous year. No major change in sight.



Even controlled migration can only make a limited contribution to economic growth

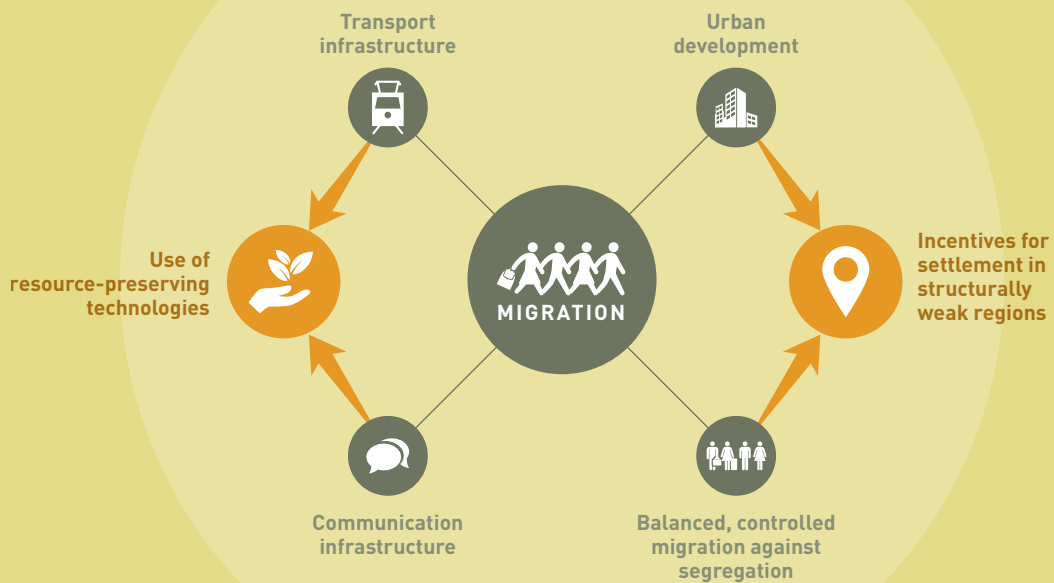


Social benefits are perceived as disproportionate by large parts of the population



Admission of and care for asylum seekers as an economic challenge

### 3 CHALLENGES FOR ENVIRONMENT, URBANISATION AND INFRASTRUCTURE



3 The continuing trend towards urbanisation, which is being reinforced through migration, presents major challenges for Austria's environmental policy and infrastructure. Migrants should be encouraged to settle in structurally weak regions. At the same time, urban development policies should be aimed at preventing further segregation.



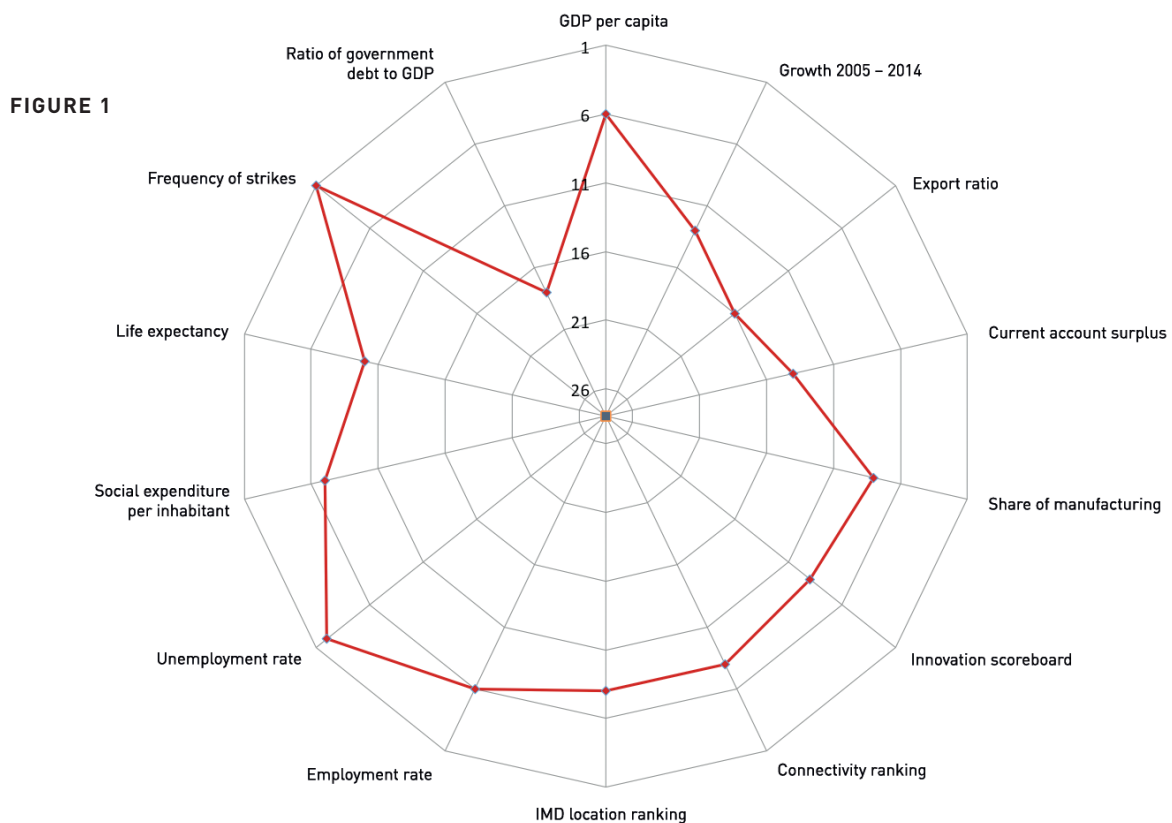


## CURRENT SITUATION

Economic growth in Austria was very low in recent years (2012: 0.7%; 2013: 0.1%; 2014: 0.6%; 2015: 1%). A fundamental change of trend is not in sight. For 2016 and 2017, a rate of economic growth of around 1.5% has been forecast. The slowdown of working population growth may have an additional negative impact on economic growth and – in the absence of technological progress – even cause the economy to shrink. In a situation of insufficient population growth, international competition for qualified migrants is intensifying. The following diagram shows the economic and socio-political indicators influencing the future perspectives of Austria as a location for business and industry.

In addition to GDP per capita, real economic growth, the export ratio and the current account surplus, the share of manufacturing in total economic output and the country’s positioning on the innovation scoreboard, its connectivity ranking and its IMD location ranking are referred to as indicators of economic competitiveness. The employment and unemployment rates, social expenditure per inhabitant, and life expectancy are indicators of the functioning of the Austrian labour market and the welfare state. The ratio of government debt to GDP characterises the stability of public finance.

**FIGURE 1:** Economic positioning within the EU 28 (2015) based on economic and social indicators, rankings 1 – 28 [Biffl, Gudrun et al., *Österreichische Migrationspolitik: Vision und Entwicklung eines Migrations-Monitoring-Systems*, Krems 2015, p. 197]



In Austria, as in the rest of Europe, companies are complaining of a lack of skilled workers, especially those with qualifications in mathematics, informatics, natural sciences and technology (MINT subjects). In Austria, the percentage of workers in the highest qualification segment is expected to grow by 14.1% by 2025, as compared with 2015. An increase of 21.1% is projected for the European Union as a whole.

Investment activities in Austria remain muted, primarily due to the heavy burden of taxation and social charges on employed and self-employed labour. This also concerns qualified immigration. Labour migration law in its current form targets persons in employment and fails to take sufficient account of investors. Moreover, bureaucratic obstacles stand in the way of entrepreneurship, hinder investments and weaken the country's innovative strength. Confidence in the reliability of the state has suffered not only because of bureaucratic hurdles, but also on account of the payment in cash of social benefits that parts of the public perceive as being disproportionately high. Refugee migration imposes a heavy financial burden on the regions of destination. Receiving and providing for asylum seekers, as well as paying out social benefits to those who have been granted asylum but are not yet integrated into the labour market, and their family members, is an economic challenge for Austria in the short and medium term. Between 2011 and 2013, public expenditure for refugees on average corresponded to 0.05% of GDP. In 2016, the figure might increase to approx. 0.3% of GDP.

In the long term, refugee immigration may also generate positive effects in some economic sectors in the receiving regions, provided integration is accepted as a desirable goal and the environment stimulates people's willingness to work. When cash benefits paid out to asylum seekers and recognised refugees are transferred to family members abroad, this effectively causes an indirect loss to the domestic economy.

As regards environmental and infrastructure issues, the continuing trend towards urbanisation is reinforced through immigration. Urban sprawl and the lack of rural infrastructure will present enormous challenges to future generations in terms of environmental protection, energy supply, waste management, industry, and transport facilities. Problems will also arise in the field of housing, as some urban agglomerations are marked by persistent segregation.

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## STRATEGIC OBJECTIVES

### **ECONOMIC GROWTH AND SKILLED LABOUR**

- A growing working population and an increase in productivity are the prerequisites for economic growth. In the long term, migration alone will not lead to the required working population growth. To mitigate the demographic shock, comprehensive measures, such as increasing the retirement age and the labour force participation of women, are necessary.



- Greater attention has to be paid to the interactions between the labour market and the social system. Effective incentives must be provided for people to integrate into the labour market and/or to work longer. The social system has to be adjusted accordingly. Individual life situations should be taken more into account in granting social benefits.
- To ensure that people above the age of fifty remain fit for work (e.g. by easing their everyday work conditions) and to benefit from their expertise (for the training of new recruits, for innovations, etc.), corresponding entrepreneurial projects and strategies are to be promoted.
- To increase the labour force participation rate, the reconciliation of work and family life should be made easier. This can be achieved by providing better childcare facilities (more company-run day-care facilities, support for “multi-generational housing”, emergency day care), extending telework options and offering more flexible working-time models.
- The skills shortage in MINT occupations and in mid-level technical fields has to be counteracted by stimulating an interest in engineering and science in children and adolescents (e.g. school projects or school excursions to companies with innovation potential). However, migration policies in the fields of labour and education should not be targeted solely at MINT subjects – not least in order to protect the interests of the regions of origin. Models of circular migration would be well suited to benefit all those involved with labour migration and educational migration (“triple win”).
- The structure of qualifications required by trade and industry is highly differentiated. To ensure a sufficient supply of skilled labour with mid-level qualifications, Austrian companies would be well advised to engage in cooperation with economic operators and educational institutions in the regions of origin. Here again, models of circular migration would be appropriate.
- Growing instability, religious tensions and radicalisation may lead to the emigration of top achievers from the current regions of destination. This would have disastrous consequences for the domestic economy. To prevent such a development, internal security and social cohesion have to be strengthened.

#### **FISCAL POLICY AND BUREAUCRACY**

- To create incentives for investments in times of sluggish economic activity, the tax burden on mid-level incomes should be eased. This would make Austria more attractive for innovation-oriented immigrants wishing to go into qualified self-employment.
- Confidence in the reliability of the state is an essential factor accounting for the attractiveness of a business location. Frequent changes in the regulatory environment may have a negative impact and should therefore be avoided.
- The step-by-step elimination of bureaucratic obstacles may have a favourable impact on investments and innovations. Faster and simplified procedures in non-sensitive areas can help to attract investments from abroad.

- The payment of cash benefits to asylum seekers and recognised refugees who then transfer the money to family members abroad not only runs counter to the purpose of the system of basic social assistance and/or means-tested income support, but is a disadvantage for the domestic economy, which would otherwise benefit from consumption on the part of the beneficiaries. To counteract asylum abuse and promote the integration of recognised refugees into the labour market, benefits in kind should be given preference over cash benefits, with due consideration being given to the individual needs of those concerned and the administrative costs being kept to a minimum.
- Mobility – as well as communication – is an economic factor strongly impacted by migration. Migration policy has to address the burden on and risks for the environment associated with mobility and urbanisation more effectively. More incentives have to be created for the further development and use of environmentally safe, sustainable, resource-preserving mobility technologies.
- Although the acceptance of refugees and people in need of protection, as well as their family members, constitutes a substantial financial burden for Austria in the short and medium term, the positive effects of this situation should not be overlooked. Recognised refugees should be offered incentives to settle in structurally weak regions. This would relieve the labour market in urban agglomerations and prevent further segregation. Providing accommodation for asylum seekers in regions suffering from a rural exodus would also stimulate the local economy and support infrastructure improvements (indirect economic impact of migration-related investments). Thus, refugee migration has the potential to generate positive effects for the domestic economy that are not only of a long-term nature.

#### **ENVIRONMENT, URBANISATION AND INFRASTRUCTURE**

- Immigration has the potential to put the housing market under considerable pressure. In times of increased immigration, urban development projects that reflect the diversity of the population in a well-balanced manner should be promoted. At the same time, it needs to be stated very clearly that residential construction cannot keep up with unforeseen, massive immigration. This is yet another reason why migration for the purpose of obtaining international protection status is to be limited to an acceptable measure.

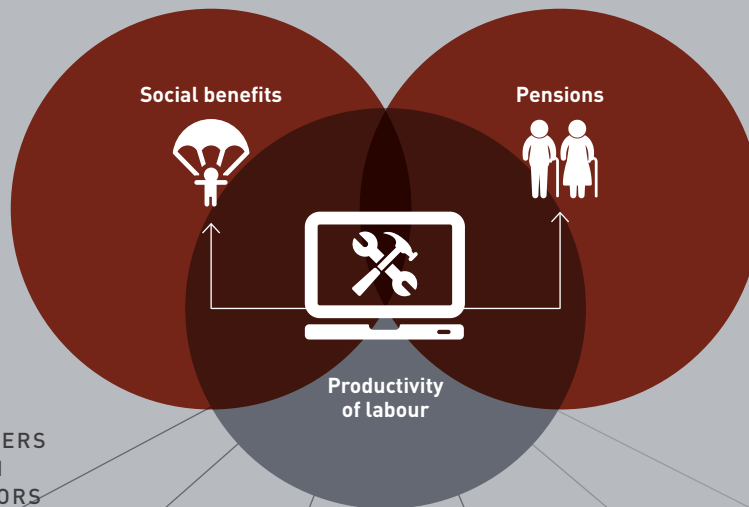


## LABOUR AND SOCIAL AFFAIRS

**1**

**INCOME EARNERS PAY FOR SOCIAL BENEFITS AND PENSIONS**

THE AUSTRIAN WELFARE STATE



**2**

**FOREIGN WORKERS ARE NEEDED IN SPECIFIC SECTORS**



**3**

**PRESERVING THE WELFARE STATE AND TAKING A STRATEGIC APPROACH TO MIGRATION**



**1** Labour, pensions and social affairs are closely related policy areas that are strongly impacted by migration. Social benefits and pensions are financed solely by the taxes and other charges paid by the working population.

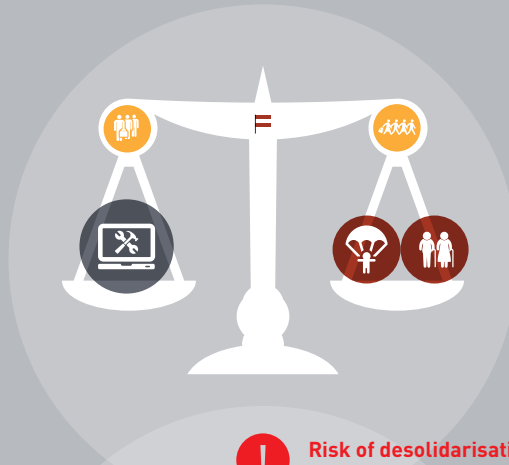
**2** Despite a high rate of unemployment, the Austrian labour market depends on migration to meet the demand in certain fields of qualification. Austria must position itself as an attractive destination country for qualified workers. Appropriate incentives will have to be provided.

**3** Migration policy should be used as a strategic instrument to a greater extent. To ensure the financing of the welfare state, priority should be given to the immigration of qualified workers and the integration of the jobless into the labour market. The social system should be adapted to global migration, as qualified immigrants are attracted not by social benefits, but by low tax and contribution rates.



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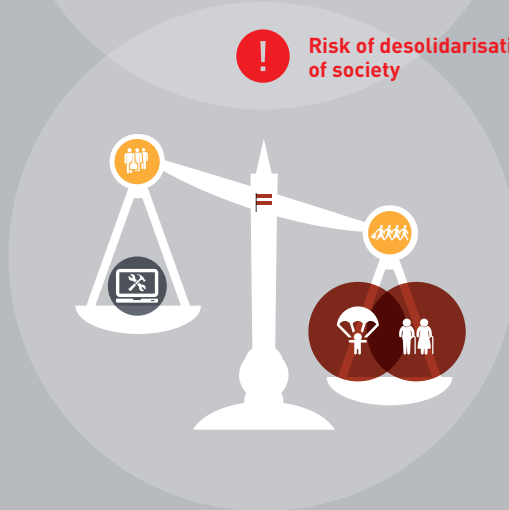
MIGRATION SHOULD RE-BALANCE THE RATIO OF CONTRIBUTORS TO BENEFICIARIES



! Risk of desolidarisation of society

5

UNFAIR PRIVILEGES FOR INDIVIDUAL GROUPS ENDANGER SOCIAL COHESION



6

PROMOTING PERFORMANCE-ORIENTED APPROACH AND SOCIAL COHESION



Encourage voluntary social activity of migrants

Create incentives to work for the common good

4 In view of the demographic development, sufficient numbers of immigrants will be needed to keep the ratio of contributors to beneficiaries in balance.

5 Developments in the field of social welfare that are perceived as unfair and incomprehensible by parts of the population, such as the actual or alleged unequal treatment of social groups, have the potential to endanger the cohesion of society.

6 An achievement-oriented approach, social cohesion and the recognition of individual performance should be promoted more effectively. In particular, recognised refugees and asylum seekers should be involved in the life of society through voluntary work in the social sector.





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## CURRENT SITUATION

Labour issues and social affairs are closely related, and strongly impacted by migration. Migration has a substantial influence on the Austrian welfare state and its prerequisites. People in work finance the systems of social security by paying taxes and other public charges. Only through their contributions can social benefits and pensions be ensured. Given current and foreseeable future demographic developments, this applies, in particular, to old-age pensions.

The situation on the Austrian labour market has been tense for quite some time. In 2015, the overall rate of unemployment was 9.1%. At 13.5%, unemployment among non-Austrian nationals was significantly higher than among Austrian nationals (8.1%). Nevertheless, the Austrian labour market continues to depend, to varying degrees, on qualified immigrant labour in various fields. This is due, not at least, to the projected relative shrinkage of the working-age population. Without immigration, the working-age population would decrease in numbers from currently 5.7 million to 4.1 million in 2050. Although a major part of the current demand could be met from the existing supply of labour and through additional internal migration from other EU Member States, the Austrian economy also needs immigrant labour from third countries. So far, Austria has neglected to actively position itself internationally as an attractive country of destination for qualified workers by pursuing an appropriate strategy. Other countries have already done so and thereby ensured their attractiveness to qualified labour from abroad. A strategic approach to immigration is also essential for the future of the Austrian welfare state. In view of the demographic developments, the volume and composition of immigrant flows have an important influence on the future balance of contributors to and beneficiaries of the

social system. Developments of the social welfare state that are perceived as disadvantageous and hard to understand, such as the actual or alleged unequal treatment of social groups, have the potential to threaten social cohesion. Differences in the quality and scope of benefits granted by the social systems of the individual EU Member States and the absence of harmonisation at European level may lead to an unequal distribution of burdens among the Member States. A distinction must be made between such structural imbalances and social security abuse, as the uptake of benefits by individuals is lawful.

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## STRATEGIC OBJECTIVES

### LABOUR MARKET

- Labour market demand should be met primarily from the available supply of domestic labour. A shortage of labour can only be partly offset through migration. If foreign labour is needed to meet demand, intensified efforts should be made to attract EU citizens from all fields of qualification to the Austrian labour market within the framework of internal migration within the EU.

- The value attributed to high achievers has to be reconsidered, especially in those segments of the labour market where bottlenecks exist or are expected to develop. For instance, Austrian physicians or researchers tend to leave Austria, as they expect better living conditions and higher salaries abroad. The level of remuneration offered should therefore be used as an incentive and an instrument of control.
- Special incentives are necessary to attract qualified immigration. Provisions of foreign nationals law are of secondary importance in this respect. Austria's international attractiveness has to be increased across the board (e.g. wage and salary levels, working conditions, taxes, promotion of entrepreneurship through start-up facilitation, public and social security, culture).
- The establishment of strategic training partnerships with certain regions of origin ("model regions") stimulates the development of the latter and makes it easier for Austria to attract qualified immigrants.
- Modern one-stop-shop services for potential immigrants (e.g. electronic filing of applications, comprehensive, multilingual online information for all forms of migration) should support, in particular, qualified immigration.
- Refugee migration must not be confused with legal migration for work purposes, as this would undermine the integrity of asylum as an instrument of protection and, ultimately, be detrimental to those who are in need of protection. To avoid an additional "pull factor", the current policy of not granting asylum seekers easier access to the labour market should therefore be maintained. However, voluntary social work may be an appropriate means of integrating asylum seekers into the life of society in the future.

## WELFARE STATE

- Based on the premise that the majority of immigrants coming to Austria will participate in the labour market, immigration may contribute towards safeguarding the welfare state.
- Any additional contribution to society by immigrants (e.g. through voluntary activities) is desirable and worthy of support.
- Migration is an increasingly dynamic phenomenon, and the average length of time people spend in a given country is getting shorter. Our social system has to adjust to this changing migratory behaviour, if migration is to generate added value for the welfare state.
- To ensure the future functioning of the welfare state, social-policy and labour-market measures need to be taken, e.g. to foster the integration of persons without employment into the labour market. Special incentives for the integration of women into the labour market should be created (e.g. by facilitating the reconciliation of work and family responsibilities). Such measures should target, in particular, female migrants, whose labour force participation rate generally tends to be lower.



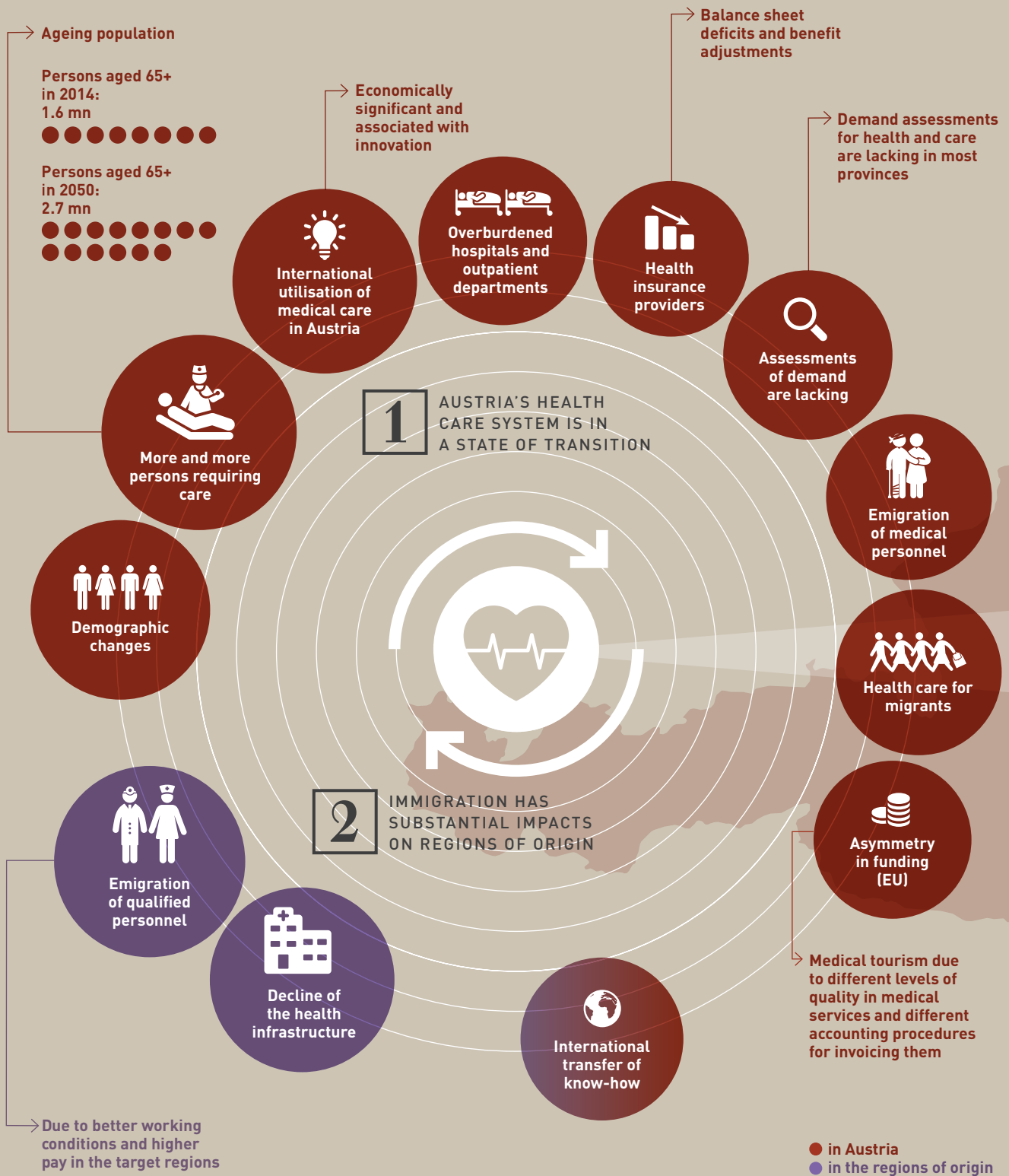
## **SOCIAL COHESION**

- Differences between the social and health care systems of Member States of the European Union that make countries more or less attractive for migrants should be eliminated in the long term.
- Individual performance and achievements should receive greater recognition, e.g. through tax incentives for services for the public good.
- All people should participate in and contribute to the life of society. Voluntary social engagement by the population in general and migrants in particular should be promoted.
- Recognised refugees should contribute to society by doing work for the public good as early as possible.





**HEALTH AND HEALTH CARE**

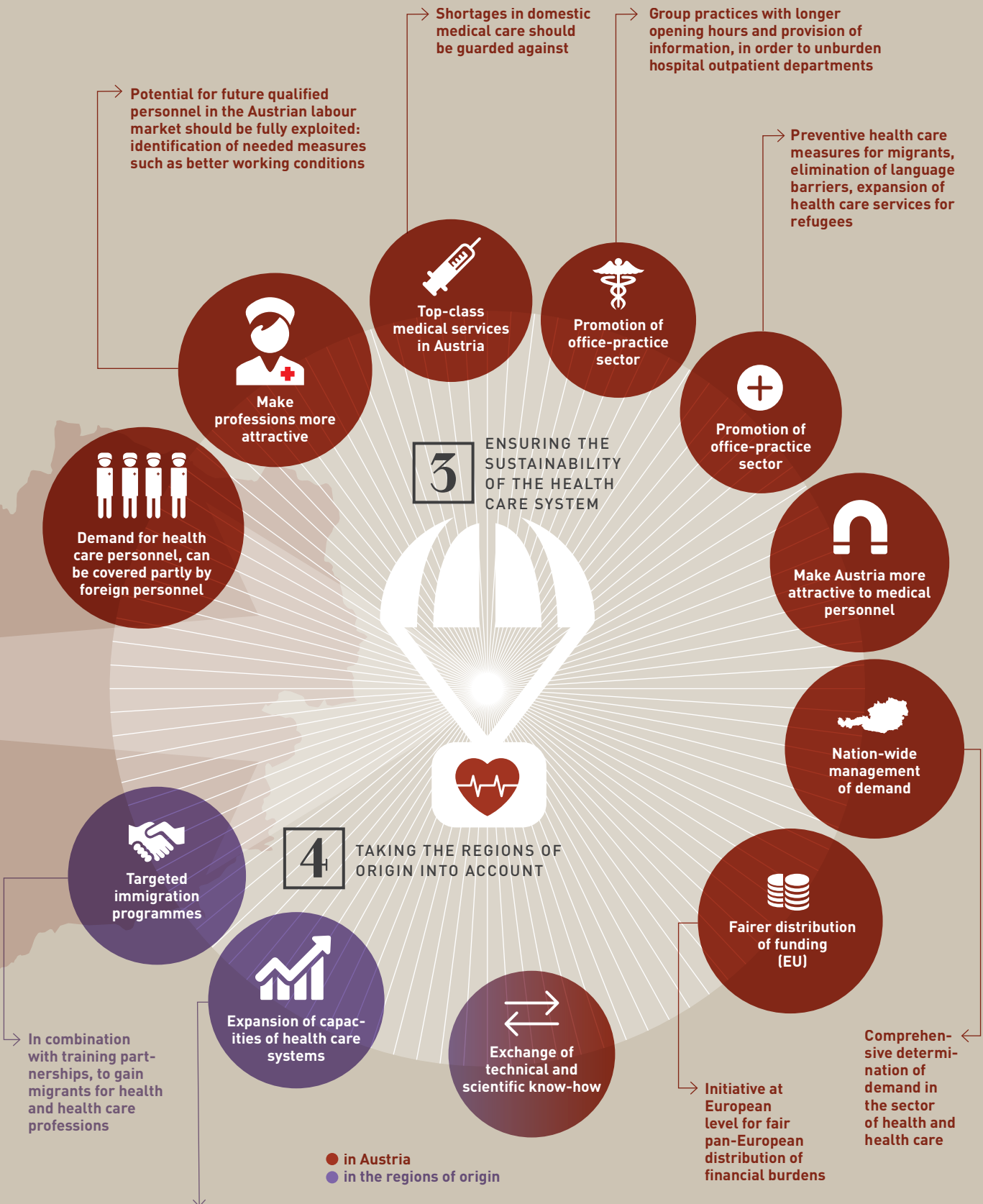


**1** In view of demographic developments, Austria has to prepare for a changed basis for its system of health and health care in order to keep the system successful and maintain the welfare state: The percentage of potential contributors to the social security systems is decreasing; in contrast, the percentage of potential beneficiaries is increasing. The growing demand for health care personnel in our ageing society presents a challenge, as does the emigration

of medical personnel. The international utilisation of medical services in Austria brings progress in terms of technology, infrastructure and personnel and is thus a contributing factor to Austria's remaining a top location for medical services. On the other hand, Europe-wide asymmetries are a factor in creating an unfair distribution of burdens and overstressing capacities for providing traumatised groups with necessary psychiatric and psychological care.

**2** Migration also has an impact on health care systems in the regions of origin: The emigration of qualified personnel and the associated decline of the medical infrastructure in the regions of origin clearly show the necessity for action in the destination regions.





Potential for future qualified personnel in the Austrian labour market should be fully exploited: identification of needed measures such as better working conditions

Shortages in domestic medical care should be guarded against

Group practices with longer opening hours and provision of information, in order to unburden hospital outpatient departments

Preventive health care measures for migrants, elimination of language barriers, expansion of health care services for refugees

Demand for health care personnel, can be covered partly by foreign personnel

In combination with training partnerships, to gain migrants for health and health care professions

At European level, expansion of capacities of high-quality, efficient health care systems in the regions of origin

**3** The existing challenges in Austria in connection with health and health care have to be met at several levels. In order to sustainably maintain the general availability of medical services in Austria, measures have to be taken to reduce the burden on hospital outpatient departments and to eliminate Europe-wide asymmetries. The demographic developments in the destination regions underline the demand for well-qualified caregivers and thus the necessity of also filling this need through migration.

**4** In the regions of origin, the establishment of high-quality, efficient health care systems has to be promoted, above all through EU initiatives, in order to counteract brain-drain effects and prevent a further decline of the medical infrastructure.

Comprehensive determination of demand in the sector of health and health care





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## CURRENT SITUATION

The sector of health and health care is currently in a state of transition. The health insurance providers have repeatedly recorded balance sheet deficits in recent years and are continually adjusting their services to meet new challenges. A shortage of physicians in rural regions is foreseeable; hospitals are highly frequented in both the outpatient and inpatient settings. In view of the demographic situation, Austria, as a welfare state, has to prepare for the fact that the basis for financing its health care systems is changing: the percentage of 15-to-64-year-old potential contributors to the health care system is decreasing, while the percentage of potential beneficiaries aged 65 and over is increasing. Migration is an important factor in all these changes. It has the potential to support and stabilise the system as well as to throw it off balance. Moreover, globalisation and migration are increasingly impacting Austria's health care system. In addition to the transfer of technological and scientific knowledge, the cross-border utilisation of medical services is playing an increasingly important role. This development within the framework of progressing globalisation is an important economic factor, but it can also present a major challenge for national health care systems.

With respect to health-care and nursing personnel, two trends are becoming visible: There is an increasing need, above all, for nursing staff, which can be met in part by employing additional personnel from other countries. At the same time, it is observable that qualified personnel, especially in the medical sector, have been emigrating to other countries where working conditions are better and salaries are higher. An increasing number of doctors trained in Austria have been emigrating to Germany and Switzerland. If we look at the European Union as a whole, we can expect to have a shortage of one to two million personnel in the field of health and health care by 2020. Whereas in 2014 there were approximately 1.6 million people aged 65 and older in Austria, this age group will have increased in size to about 2.7 million by the year 2050. As a result, the percentage of the population requiring long-term care will increase and thus, also, the number of care personnel required. For Austria as a whole, the prognosis is that by 2020, the greatest employment growth in absolute figures will be in the health and social care sector. Whether this employment growth will cover the actual demand remains to be seen. It is also expected that the demand for 24-hour care will increase. Corresponding demand assessments are only available for a few provinces. No comprehensive, nation-wide demand assessment is available to date.

Significant changes in the patient sector are foreseeable as well. Given that the first generation of so-called "guest workers" came to Austria in the 1960s and 1970s, the percentage of migrants requiring long-term care is going to increase considerably.

The adverse working conditions and poor housing with which these people were confronted for decades play a significant role here as well. An additional factor is that compared to the rest of the population, migrants tend to make less use of preventive health care and put their health at risk more frequently. Moreover, they are confronted with language barriers within the health system – as in other areas. Immigrants are often subject to a triple burden of stress: They have to work at jobs that are detrimental to health more often than other people do; as members of a minority group they are victims of discrimination; and additionally, if they are mothers, they are confronted with the pressure of trying to reconcile work and family responsibilities. Ultimately, in view of the high numbers of refugees, shortages in the field of psychiatric and psychological care will become even more pronounced. In Austria there are only a very few therapy centres devoted to refugees, and these are already insufficient to cover current needs.

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## STRATEGIC OBJECTIVES

### ENSURING THE SUSTAINABILITY OF THE HEALTH CARE SYSTEM

- Migrants visit the outpatient departments of hospitals instead of office-based physicians more frequently than other members of the population. Targeted promotion of the office-practice sector, in particular group practices with longer opening hours (e.g. on evenings and weekends), as well as the provision of information to immigrants, should be intensified Austria-wide, in order to reduce the excessive use of hospital outpatient departments. In addition, the modern field of telemedicine, which, by means of telecommunication, enables diagnoses and therapy despite a distance between physician and patient, should be used more frequently to this end, always carefully weighing the chances and risks involved in this new technology.
- Austria's health care system enjoys a high reputation abroad. This is a good initial position from which to utilise the advantages of globalisation for the health care system in Austria. The fact that persons from all over the world come to Austria as private patients for the top-class medical services available here is not only an important factor from an economic perspective, but also often gives a boost to innovation. This sector should be further promoted, while at the same time ensuring that doing so does not result in any scarcity of the medical care services provided to the persons covered under Austria's social health care system. On the contrary, appropriate measures should be instituted to ensure that the Austrian health care system as a whole benefits from this situation and that readily available medical care of equal quality can sustainably be provided to all parts of the population – particularly in view of regional differences, language barriers and poverty risks.
- Increasing international mobility for the purpose of utilising medical services has brought with it a wide variety of challenges, both for the target countries and for the countries of origin. Differences in the quality of available medical services, which can sometimes be large, and different accounting procedures for treatments invoiced through the European Health Insurance Card, make medical treatments in Austria attractive for other EEA citizens and their health care providers. This can lead to Europe-wide asymmetries in the financing of health care systems. Austria should therefore take the initiative at European level to promote a fair



pan-European distribution of the financial burdens. As a precondition for achieving this, it will be necessary to make a comprehensive inventory of the individual medical services being utilised and the costs that result from them in public health care institutions.

- An excessive utilisation of medical services – especially complex ones – in foreign countries can also have negative effects on the countries from which the patients come, including, for example, the emigration of qualified personnel (brain drain) and the decline of infrastructure. Austria, as a target country, should fulfil its global responsibility by urging, at European level, that the capacities of health care systems in the regions of origin be expanded to make them high-quality and efficient.

#### **ENSURING SUFFICIENT HEALTH-CARE AND NURSING PERSONNEL**

- The potential for future qualified personnel, such as qualified nurses, in the Austrian labour market should be fully exploited. Comprehensive measures, including better working conditions and higher wages, should be taken to enhance the attractiveness of professions in the health care and nursing sector, so that more Austrians as well as migrants already living in Austria will be motivated to enter these professions.
- Measures are to be taken to counteract the emigration of persons who have completed studies in medicine. This is necessary not only so that Austria can benefit from its investments in the provision of medical training and qualifications, but also in order to guard against a potential shortage of doctors in rural areas and conurbations.
- Personnel from foreign countries will still be needed to meet the shortage in the health

care sector. In order to determine the number of (foreign) qualified health-care personnel that will be needed in the future, especially in the field of long-term care, a comprehensive compilation of data will be required. The management of demand should be coordinated Austria-wide through cooperation between hospital operators, health insurance providers, the Federation of Austrian Social Security Institutions, the provinces and the responsible federal ministries.

- Recognition procedures for certifications acquired abroad should be accelerated, while maintaining full compliance with accredited professional standards, since this will facilitate the immigration of qualified personnel.
- Targeted immigration programmes, in combination with training partnerships in countries of origin, may help to motivate immigrants to engage in health-care and nursing professions and at the same time prevent Austrian training standards from being undermined. Combined with the targeted promotion of forms of circular migration, such immigration programmes may also prevent brain drain in the countries of origin.

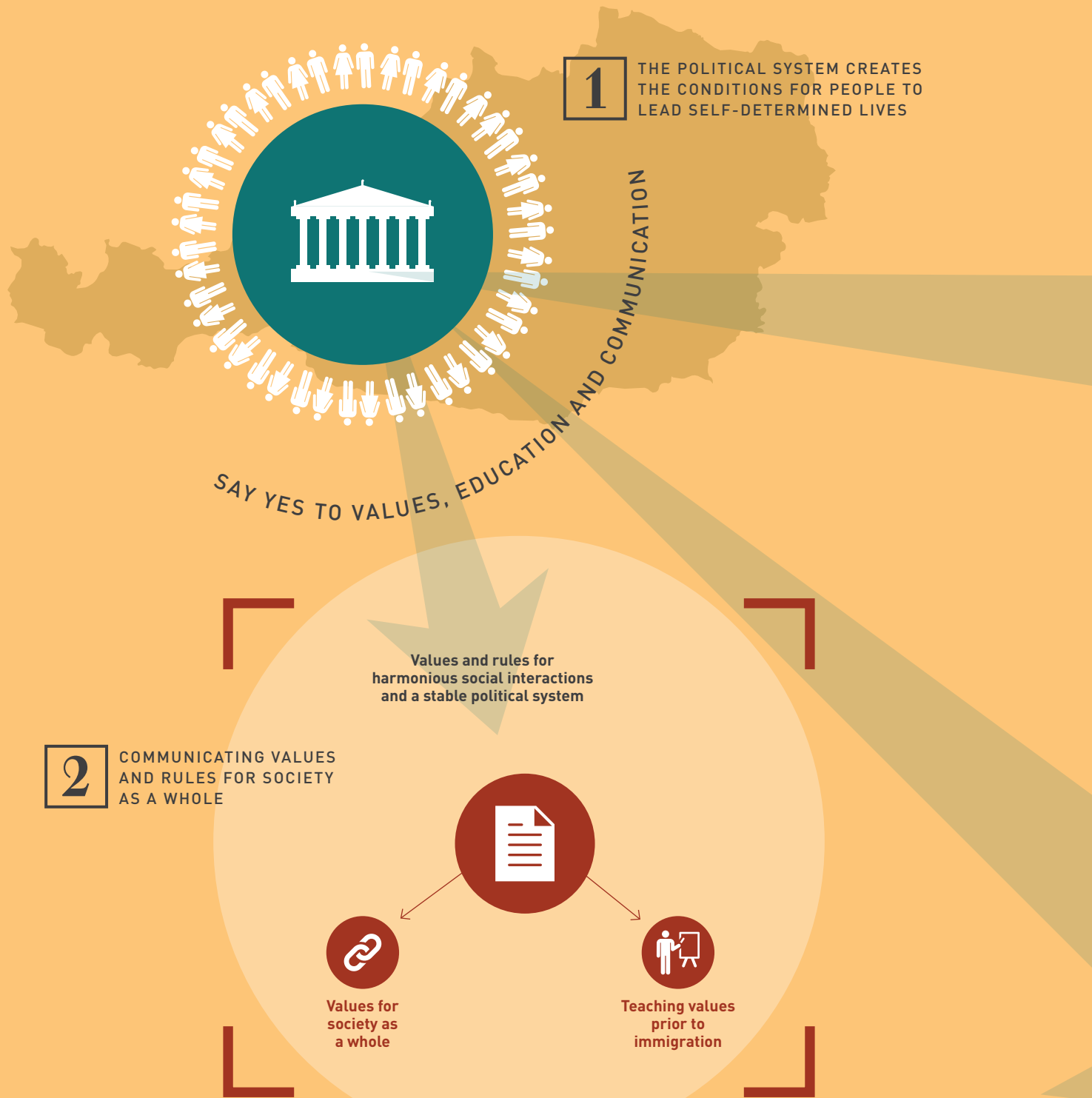
- The quality of care can be enhanced if caregivers have a good command of the native languages of migrants requiring care. Migration background and multilingualism should therefore be recognised as added value in nursing staff and utilised correspondingly.

## **HEALTH PROMOTION**

- Deficits on the part of migrants in taking advantage of preventive health care measures must be countered by targeted information campaigns. Language barriers that prevent immigrants from making rapid use of the health care system in cases of illness should be overcome. At the same time, new immigrants should be encouraged to learn the German language on their own initiative.
- Persons who have been confronted with traumatic experiences, be it because they have come from war regions or because they were the victims of rape or female genital mutilation, need special attention. Given the rising number of applications for asylum, capacities for psychiatric and psychological care are to be expanded.



**POLITICAL SYSTEM  
AND MEDIA**



**1** The political system in Austria has to create the appropriate environment for people to feel secure and lead self-determined lives. This is a challenge for society as a whole.

**2** A stable political system needs values and rules as a basis for people to live together in harmony. The many-faceted identities of migrants in terms of origin, religion, gender, age or sexual orientation are to be welcomed. In a society characterised by a great diversity of identities, shared values and basic rules are particularly important for social cohesion. Migrants should be made aware of the values upon which life in our society is based before they come to Austria.

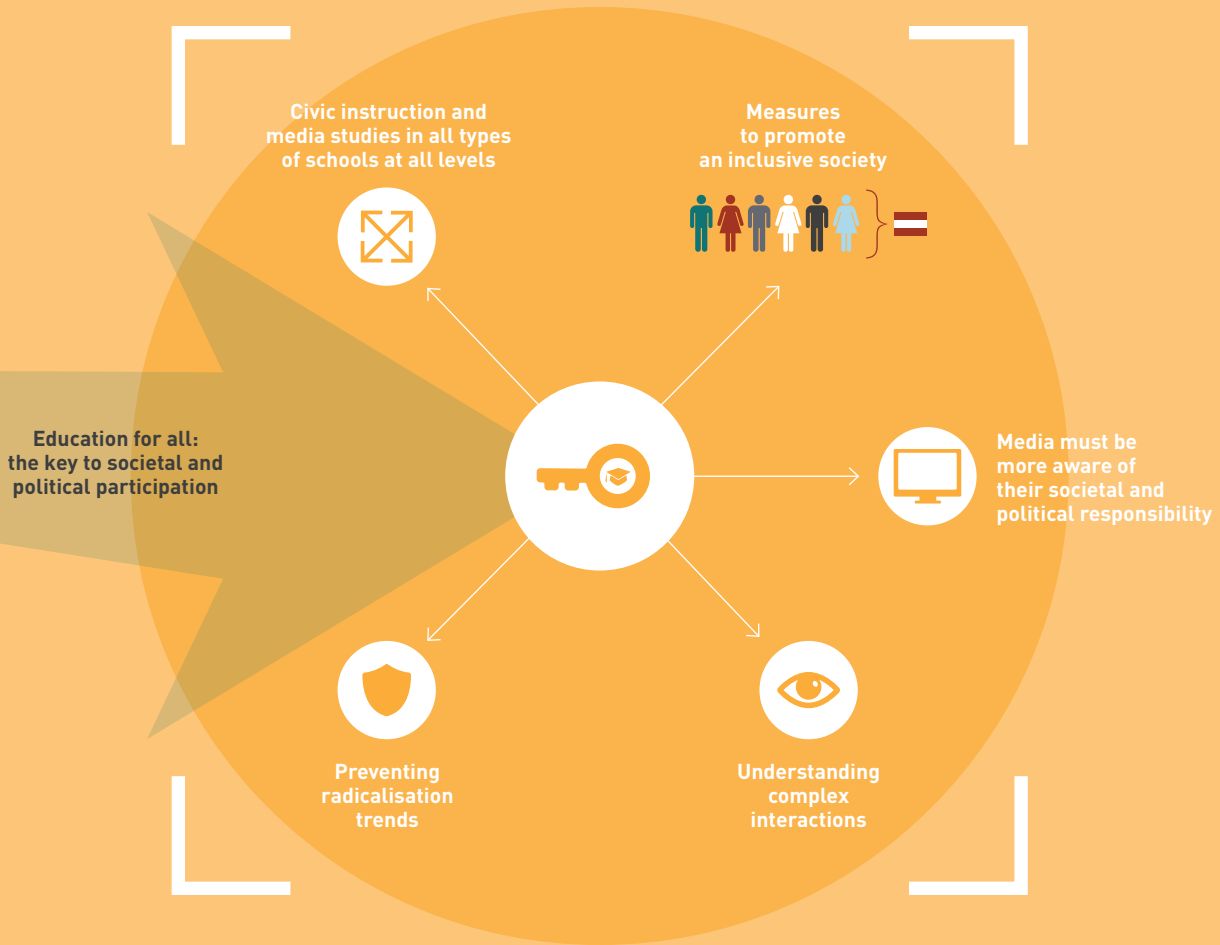
**3** Education is the prerequisite for a functioning democracy and for participation in society. Civic instruction should be introduced at all types of schools at all levels, in apprenticeship training, as well as in training for military, alternative and voluntary service, as a means of fostering peaceful co-existence and preventing radicalisation. At the same time, the media should assume their societal and political responsibility more fully.

**4** Policy makers and the media need to strengthen their credibility. The use of new communication channels can be helpful in this respect. Well-balanced, matter-of-fact reporting is particularly important. This includes informing potential migrants in their countries of origin about opportunities and risks in Austria. In particular, discussions in the social media should be toned down. Hate speech and other punishable acts must be subject to effective sanctions.



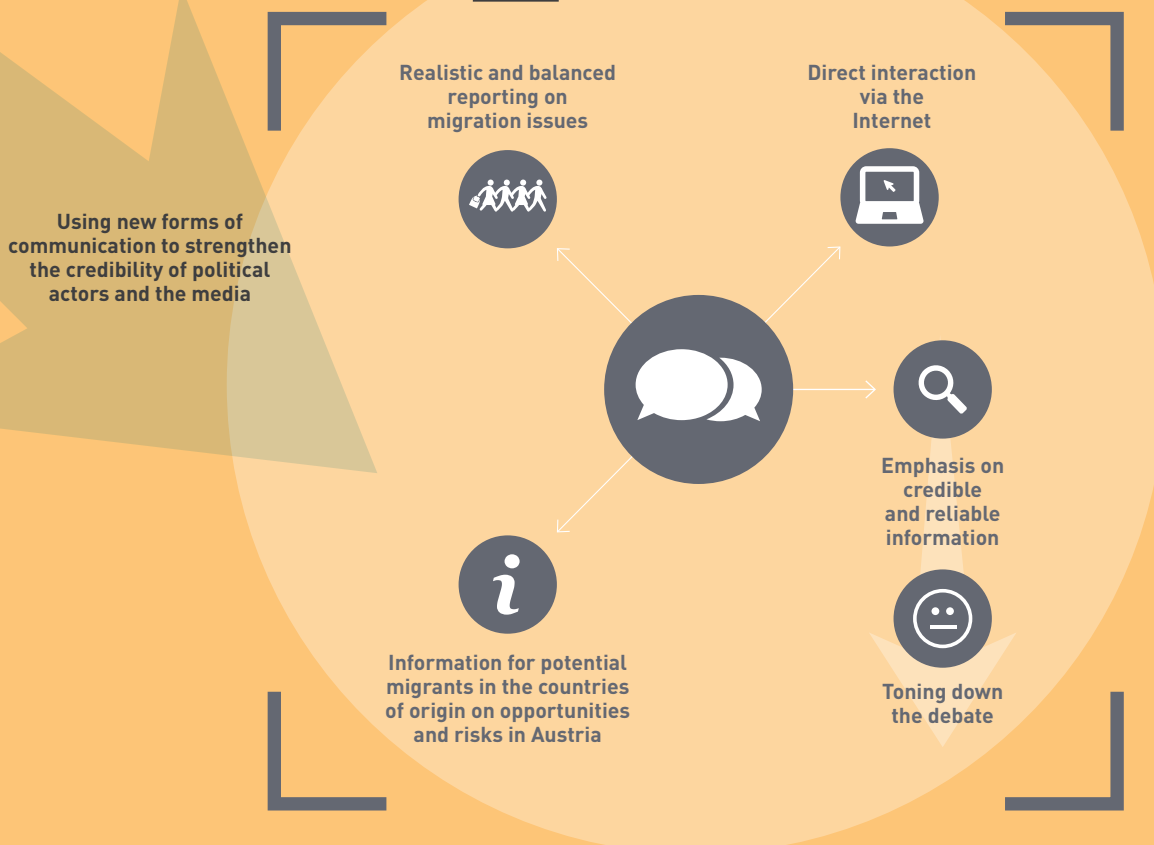
### 3

## CIVIC INSTRUCTION AS A PREREQUISITE FOR A FUNCTIONING DEMOCRACY



### 4

## EXTENSIVE COMMUNICATION AS A PREREQUISITE FOR THE CREDIBILITY OF POLITICAL ACTORS AND THE MEDIA







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## CURRENT SITUATION

As a policy area that overlaps and interacts with numerous other fields, migration presents a many-faceted challenge for the political system and the media. The management of migration demands a holistic and proactive approach. A variety of topics, such as housing, the labour market, language, education, social issues, values, and security, have to be taken into consideration. Migrants often have several points of reference that determine their identity, and they continue to be more or less strongly connected with their regions of origin, e.g. through remittances to their home countries. Migrants arrive with a range of linguistic and cultural skills that may be enriching for the host society; at the same time, they often find it difficult to adjust to life in a new environment. Even people who have been in Austria for some time have problems accepting attitudes and behavioural patterns different from their own. Numerous challenges have to be addressed by policy-makers and the media if migration is to generate added value for society as a whole.

In Austria and the EU, the fundamental rights and freedoms due to everyone open up the chance for people to lead self-determined, successful lives. Respect for the rights held by others is a prerequisite for all members of society to live together in peace and harmony. The Austrian political culture is characterised by democracy and the rule of law. Based on the system of social partnership, consensus is sought as a way of balancing conflicting interests. People who have never lived in a functioning democracy first need to learn how a free society works.

The massive migration movements that started in September 2015 have therefore confronted the political system and the media with enormous additional challenges. Incidents such as those on New Year's Eve in Cologne, as well as the increasing frequency of manifestations of hostility to foreigners, have given rise to a feeling of insecurity among the population. They have had a polarising effect and have conveyed a negative image of migration. Moreover, unresolved problems of integration stemming from earlier waves of immigration also have to be taken into account.

In this situation, unprecedented challenges are arising for the state and for society as a whole. Social peace and social cohesion in Austria and Europe are at stake. In this context, the confidence people place in policy makers and the media is of special importance. However, against the background of temporarily uncontrolled migration, confidence in the political system and traditional media reporting has been shaken. This is reflected in political developments in a number of European countries as well as in the voicing of dissatisfaction and anger through various channels, including social media. Thus, the challenges for politics and the media that existed long before the most recent migration crisis have been further aggravated.

Policy makers, including those at European level, have so far failed to devise comprehensive, proactive approaches to migration that take all relevant issues into consideration. The debate is often reduced to topics such as labour migration or asylum. The impact of migration on the social system or the values and security of free socie-

ties takes second place, unless problems arise in this context. In selecting immigrants or persons in need of protection for resettlement programmes, too little attention is paid to whether the individuals concerned are willing to live by the rules of a free society and integrate themselves accordingly. It is due, not least, to the limited scope of the political discourse that migration is perceived as a problem rather than as an opportunity and is therefore discussed in a controversial and highly emotional manner.

This approach is reflected in the media coverage of migration issues. In their response to a particular event, the media tend to either present migration as a problem or overemphasise its positive aspects. There is a lack of purely factual and balanced reporting. Moreover, migrants themselves rarely feature as actors in media reports. Thus, the media present a one-sided and distorted image of reality. The “community media” contribute to this situation, as they primarily target “their” communities and do not sufficiently cover other developments in the host society. The influence of media in the countries of origin of the migrants should not be underestimated either, as they tend to present an idealised view of emigration and take a largely positive view in their reporting.

Altogether, the media in Austria and in relevant countries of origin fail to present a true and fair view of the reality of migration. This has a negative impact on people’s trust and interest in media reports. Instead of relying on traditional media, many people believe what they read in contributions to social media that better reflect their own expectations and attitudes. Criteria such as quality, balance and objectivity are hardly taken into account at all.

Today, modern communication, e.g. via social media, has the potential to influence migration more strongly than in the past. This is confirmed by the course of events leading up to the biggest refugee and migration movement since the Second World War. However, the possibilities of modern communication were also illustrated by an Austrian information campaign in Kosovo in 2015, when advertisements were placed in local media and the message was communicated in cooperation with political actors of the country of origin. The campaign resulted in a noticeable reduction in the number of asylum applications filed by Kosovar nationals in Austria.

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## STRATEGIC OBJECTIVES

### **VALUES AND RULES FOR HARMONIOUS SOCIAL INTERACTIONS AND A STABLE POLITICAL SYSTEM**

- Recognition of the different and many-faceted identities of migrants is as important as a body of shared values and rules for the benefit of all people living in Austria – regardless of origin, religion, gender, age or sexual orientation. The political system has to provide the necessary framework. This requires contributions from all levels of government – federal, provincial and local – as well as from society as a whole. The social partners, the media, the religious communities and academia have a special responsibility in this respect.



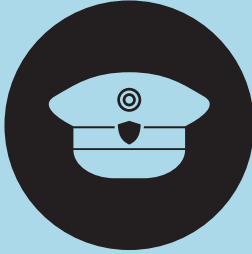
- The Universal Declaration of Human Rights, the European Convention on Human Rights, the fundamental values enshrined in the Treaty on European Union, the EU Charter of Fundamental Rights, and the fundamental rights deriving from the Austrian Constitution should be referred to for guidance and orientation. The fundamental freedoms resulting from them, which allow people to lead self-determined, successful lives, provide a set of rules for respectful and harmonious co-existence. These rules have to be communicated as early as possible in the migration process and enforced in appropriate form in daily life.
- Modelled on the principle that requires immigrants to learn German before they come to Austria, the principle of value guidance prior to immigration should be introduced. People who migrate to Austria or are granted protection via a resettlement programme should be obliged to attend courses that teach these values. In selecting immigrants for resettlement programmes, their willingness to integrate into a free society should be taken into account.
- Intensified efforts to communicate values and fundamental rules should target all members of society, starting in a playful manner at pre-school level, in order to promote functioning social interactions and prevent xenophobia. Migrants are to be especially engaged in dialogue.

#### **CIVIC INSTRUCTION AS A PREREQUISITE FOR A LIVING, FUNCTIONING DEMOCRACY**

- Education in general should be understood and used as the key to enlightened participation in social and political life. Education enables people to understand complex relationships and to orient themselves accordingly, rather than rushing to adopt simplistic solutions. Ultimately, education also helps to prevent radicalisation.
- Civic instruction for all should therefore be regarded as a means to facilitate harmonious co-existence. It should serve the objective of promoting an inclusive society in which individuals with different outlooks on life can and will participate in the interest of the common good.
- Civic instruction and media studies should therefore be included or expanded at all levels of education, in all educational institutions as well as in apprenticeship training, alternative service, and the training of recruits for military service. Migrants who were socialised in societies with values other than our own should be given special attention as a group to be engaged in dialogue.

### **COMMUNICATION AS A PREREQUISITE FOR THE CREDIBILITY OF POLITICS AND THE MEDIA**

- To strengthen the credibility of politics and the media, new forms of communication should be used more intensively. The Internet offers special possibilities of direct interaction via social media. The arguments and anxieties voiced should be countered in a manner that is easy to understand and based on facts. Ultimately, this can help to further develop the culture of political discourse. Based on an appropriate legal framework, all Austrian media should be allowed to exercise their journalistic activities in the social media without restriction. This trend is to be supported.
- As a matter of principle, media reports on migration issues should be well-balanced and based on reality, thus contributing proactively to a better understanding of migration in society and conflict-free social interactions. To this end, the topic of migration should be appropriately reflected in the public-service mandate of the Austrian Broadcasting Corporation and in all other legislation concerning the media in Austria (e.g. the Private Radio Act).
- Community media should be encouraged to devote greater attention to issues of the host society.
- Government support for the media could be strategically targeted in order to promote fact-based and well-balanced reporting and to encourage the media to offer special programmes for newly arrived migrants (e.g. subtitles in other languages).
- More information on migration issues, incorporating the expertise of public authorities, should be provided for journalists.
- By exercising their control functions, institutions such as the Press Council and the Federal Communications Senate should contribute to fact-based and well-balanced reporting.
- Information campaigns in the countries of origin should inform potential migrants about Austria as a potential country of destination. In this context, greater attention should be paid to communication via social media. Migrants living in Austria should be involved in the dissemination of information, as they enjoy a high degree of credibility with their compatriots in the countries of origin.



**PUBLIC SECURITY AND  
STATE INSTITUTIONS**



EUROPEAN LEVEL

**1** GENEVA CONVENTION IN THE CONTEXT OF GLOBAL MIGRATION

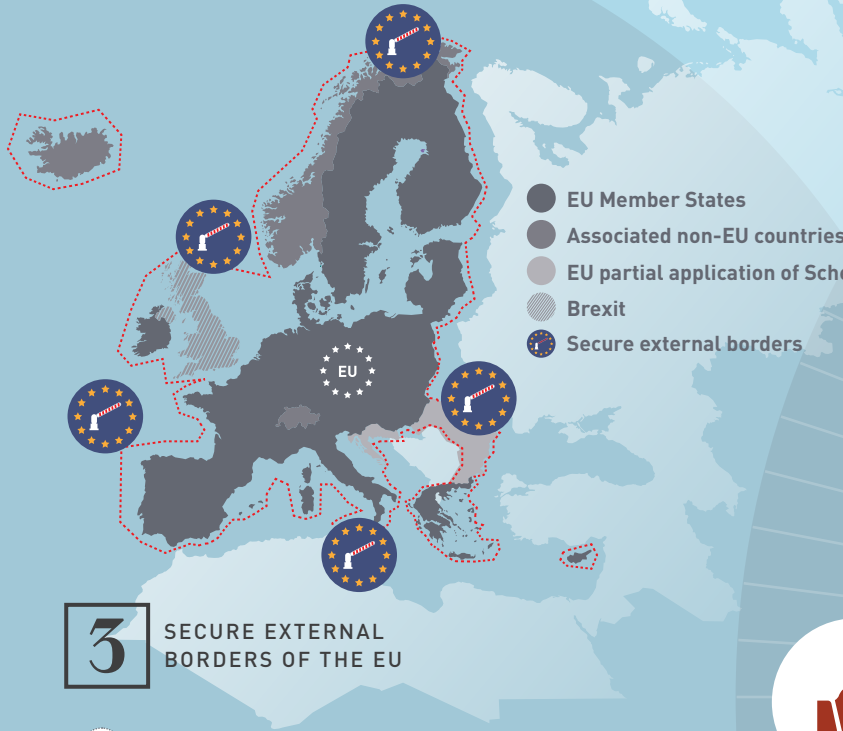


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**2** EU SAFETY ZONES ON THE PERIPHERY OF CONFLICT REGIONS

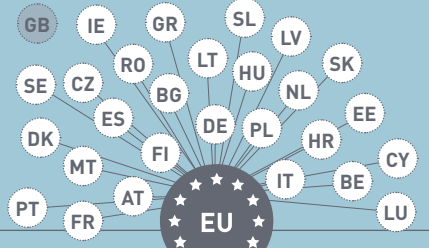


**3** SECURE EXTERNAL BORDERS OF THE EU



- EU Member States
- Associated non-EU countries
- EU partial application of Schengen
- Brexit
- Secure external borders

**4** EU-WIDE STANDARDISATION IN THE FIELD OF MIGRATION AND ASYLUM



EU Migration Codex



Common external border protection



Harmonised procedures

**1** The Geneva Convention of 1951 (entered into force in 1954) is to be interpreted in the context of global migration.

**2** Possibilities need to be created for persons particularly in need of protection to enter the country legally via EU safety zones in or on the periphery of conflict regions, with the cooperation of the UNHCR.

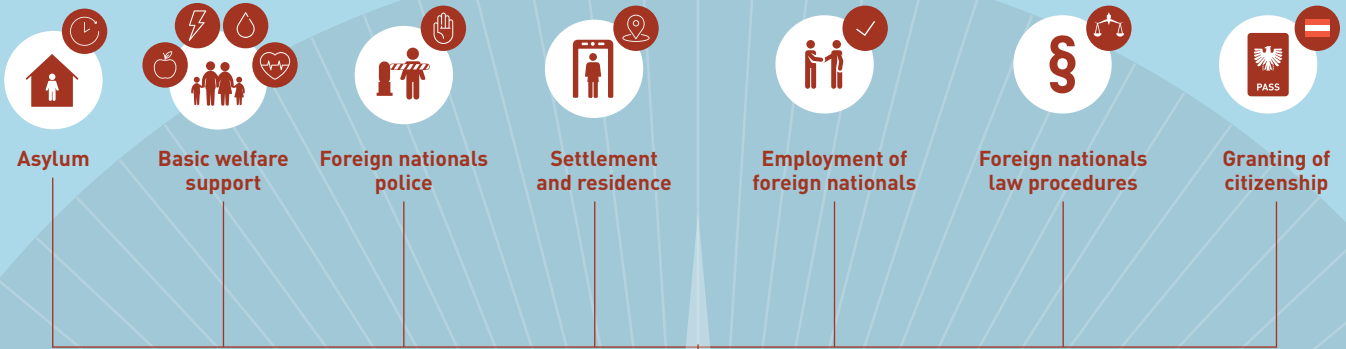
**3** Given that the EU's internal borders are open, its external borders have to be protected. The protection of the external borders should, in the long term, be carried out by EU institutions.

**4** At European level, there is a need for harmonisation and standardisation of the EU legislation on migration and asylum (an EU Migration Codex), the establishment of EU authorities, and standardised procedures for external border protection and asylum.





## AUSTRIA - NATIONAL LEVEL



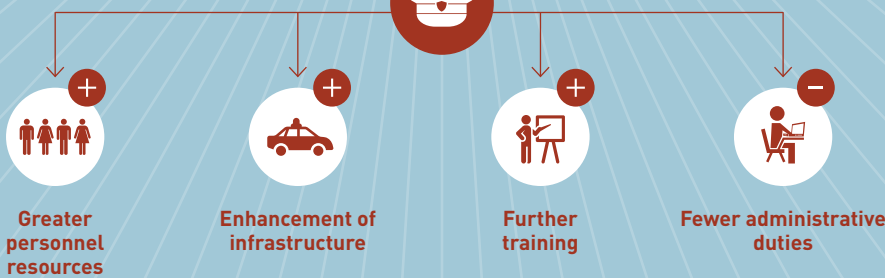
**6** AUSTRIAN CODE OF MIGRATION LAW



**7** RESPONSIBILITY OF SOCIETY AS A WHOLE



**8** STRENGTHENING AND UNBURDENING OF POLICE IN THE FIELD OF MIGRATION



**5** Migration policy is an undertaking that involves all of society and requires broad acceptance by the population – at national and European level.

**6** Simplification, clarification and systematisation of Austria's entire body of foreign nationals legislation through the introduction of an Austrian code of migration law.

**7** Emphasis on the responsibility of society as a whole: in addition to immigration and security authorities, all stakeholders of the state and civil society have to contribute.

**8** In view of the existing challenges, the police must be strengthened in terms of personnel and infrastructure. In addition, the police must be relieved of administrative duties in the field of immigration in order to have sufficient capacities to carry out its core functions.





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## CURRENT SITUATION

Migration, when utilised for the benefit of society, contributes to the demographic stability and socio-economic prosperity of the host society. These are important societal factors for public security.

However, migration can also – e.g., if there is a high level of immigration within a short period of time – present a major challenge for public security and the stability of state institutions. Even economically strong states can be pushed to the limits of their capacities by migration. Maintaining social peace is a core responsibility of state politics. Public security and well-functioning state institutions are major prerequisites for social peace. Thus, public security is not an end in itself, but, rather, serves the common good. Moreover, it must be borne in mind that security is extensively affected by such factors as the labour market situation, the state of the economy, social cohesion and social structures.

At the pan-European level, there are structural deficits in the functioning of foreign nationals policy, asylum policy and migration policy: Neither in legal nor in organisational terms have the Member States put the institutions of the European Union in a position to accomplish the task – which should, by nature, be pan-European, in accordance with the logic of the Schengen system as well as the principle of subsidiarity – of managing these three related policies. These pan-European deficits are placing an increasingly excessive burden on Austria's immigration and asylum authorities as well as on its security authorities. This is due to the fact that these authorities are having to partly replace Schengen border security functions by securing Austria's internal borders within the Schengen

area. It is also observable that Austria's burden in terms of the reception of asylum seekers is extremely high in comparison with other EU countries. In 2015, 10.3 asylum applications per 1000 inhabitants were submitted in Austria, ranking Austria fourth in an EU comparison. Altogether, 88,160 applications for asylum were submitted in Austria in 2015; this equalled the total of all such applications submitted in the 18 least affected Member States.

Austria's foreign nationals law comprises a highly complex body of regulations. These include, in addition to the high number of content-related federal regulations (Asylum Act [Asylgesetz], Federal Office for Immigration and Asylum Procedure Act [BFA-Verfahrensgesetz], Basic Welfare Support Agreement [Grundversorgungsvereinbarung], Federal Basic Welfare Support Act [Grundversorgungsgesetz Bund], Foreign Nationals Police Act [Fremdenpolizeigesetz], Settlement and Residence Act [Niederlassungs- und Aufenthaltsgesetz], Act Governing the Employment of Foreign Nationals [Ausländerbeschäftigungsgesetz], Austrian Citizenship Act [Staatsbürgerschaftsgesetz], and innumerable ordinances), far-reaching provisions under international law and European law, as well as an extensive body of case law from Austria's supreme courts, the Court of Justice of the European Union and the European Court of Human Rights.

Instances of inefficiencies in the implementation of immigration law are also observable. For example, in some areas, such as the immigration of key workers or development cooperation, overlapping jurisdictions hinder the further development of existing legal instruments and/or a coordinated approach. Even though the responsible Austrian authorities are functionally equipped with the administrative resources to handle immigration in the extent expected on a long-term basis, the current flood of refugee immigrants – more than ten times as many as the long-term average – is causing a work overload. Moreover, the complex system of immigration and asylum requires considerable human and material resources in the police sector. The result is that core functions of the police in the maintenance of public security and in law enforcement can no longer be accomplished to the required extent.

Governmental management of migration is a nation-wide undertaking and must be accompanied by basic acceptance from Austrian society as a whole. Accomplishing it requires a much higher degree of cooperation than is currently provided for and practised. The refugee crisis in the autumn of 2015, in particular, showed that exceptionally big challenges can only be met through close cooperation between representatives of the state and organisations of civil society. Against the background of Austria's federal structure, defining and coordinating domestic policy on migration and asylum represents an "cross cutting" task.

Parts of the host societies in the European regions of destination of present-day (mass) migration are at risk of succumbing to polarisation, extremism and radicalisation. International Islamist terrorism is endangering Austria and Europe. Radical movements are abusing religion to ensnare and exploit people for terrorist purposes. At the same time, a lack of perspective is a breeding ground for criminality. Young, unemployed men, in particular, are susceptible to crime and radicalisation.

Turmoil and upheavals in certain regions of the world are endangering stability and security in Austria and in Europe. Irregular migration to and through Europe is causing great human suffering on the part of those involved and engendering growing concern among the population. Moreover, it is not in line with the original objectives of the Geneva Convention Relating to the Status of Refugees, which was adopted in 1951 and entered into force in 1954. The persons who drafted the Convention in 1951 and further developed it in the Protocol of 1967 could foresee neither the possibilities for mobility nor the methods of communication that are available in the present day, and thus could not envision the dangers of organised transcontinental human trafficking.



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## STRATEGIC OBJECTIVES

### LEGAL FRAMEWORK AND DOMESTIC COOPERATION

- At European level, there is a need for further harmonisation and standardisation of the legislation on migration and asylum, taking account of the principle of subsidiarity. It is also necessary to end the current situation of fragmentation by introducing a collection of Directives and Regulations (a European Migration Codex), as well as to establish common European civil service structures so that implementation practices will not differ from one Member State to another.
- At national level, the legal framework needs to be simplified, clarified and systematised, the object being an Austrian code of migration law that regulates all areas of immigration and asylum law (asylum, basic welfare support, foreign nationals police, settlement and residence legislation, legislation on the employment of foreign nationals, the granting of citizenship, and procedural law provisions). The strengthening of specific federal competences where required has proven its worth in times of massive migration to Austria. This strategy should enable Austria to meet its national responsibility to provide safe and decent accommodations for refugees quickly and comprehensively in the future as well.
- The national character of migration and asylum policy has to be taken fully into account at federal level through cooperation between all relevant ministries (particularly in the fields of the economy, labour and social affairs, education, foreign affairs and internal affairs). Aspects of migration and asylum policy have to be integrated into the policies of all departments concerned – as well as into their budgets.
- In the public interest, the state, the provinces and the municipalities should strengthen their formal and informal cooperation. More use should be made of existing legal instruments of the “cooperative federal state”, including, for instance, agreements between the federal government and the provinces on specific matters within their respective remits. In order to enhance effectiveness, an adequate sanctioning mechanism should be instituted. Wherever necessary, supplementary provisions at national level should be laid down.
- It is undisputed that migration presents a challenge to the host society but at the same time also brings potential benefits. In order to deal with migration successfully, country-wide efforts have to be made. The immigration and security authorities directly responsible cannot be expected to shoulder the entire burden. All departments of the federal, provincial and municipal governments as well as institutions of civil society will have to make their respective contributions, in a spirit of national solidarity.
- The state and civil society have to cooperate so that the country as a whole can cope with the phenomenon of migration. Existing cooperation between state institutions and civil society is to be continued and, where needed, intensified.

## **PUBLIC SECURITY AND ENFORCEMENT OF FOREIGN NATIONALS LEGISLATION**

- The state institutions responsible for maintaining public security and enforcing foreign nationals legislation are to be strengthened. Measures to enhance the personnel situation and improve infrastructure are to be taken wherever the need is greatest (the law enforcement resources of the federal police, the Federal Office for Immigration and Asylum). Additional further training courses should be made available to persons who are on duty at the country's hot spots.
- Particular challenges and job-related burdens should be mitigated through a special system of incentives. Personnel who have to deal with politically controversial matters at hot spots should benefit from higher remuneration.
- Sustainable measures to relieve the police of administrative duties are required immediately in all areas, above all in terms of the complex body of foreign nationals-law regulations. Irrespective of the comprehensive jurisdiction of the federal police as a law enforcement body, it is necessary to reinforce teams of foreign nationals-law experts. This will require the hiring of more police personnel.
- Given that the internal borders within the EU are open, the EU's external borders have to be secured. The protection of the EU's external borders should, in the long term, be carried out by EU institutions.
- The right to asylum is a defining feature of a liberal, democratic society under the rule of law. Persons who are particularly in need of protection have to be helped. Asylum proceedings should be shortened so that eligible individuals can be identified more quickly. A consistent return policy with respect to those individuals who do not require such protection is an indispensable prerequisite for a functioning and credible asylum policy. Therefore, an effective return system that functions irrespective of the arbitrariness of certain individual states (e.g. emergency travel certificate) is needed.

## **DERADICALISATION AND DEMOGRAPHIC BALANCE**

- Comprehensive measures are to be taken in the area of deradicalisation and prevention.
- The demographic overabundance of male persons that is associated with certain forms of migration (e.g. asylum seeking) is to be taken into account with a view to societal balance. New arrivals who have a high probability of being allowed to remain in Austria need to be given a perspective and a structured set of meaningful daily activities (e.g. in the form of training or work for the public good).
- The question of how to deal with immigrants or asylum seekers convicted of a crime – in Austria, in any case – is to be given higher importance in individual immigration (as well as asylum) proceedings.



## REGIONS OF ORIGIN

- A centrally controlled policy of development cooperation is needed. Political and economic cooperation (establishment and expansion of infrastructures, institutions of health and education, etc.) should be pursued first and foremost with third countries on which Europe's security is dependent.
- Transcontinental irregular migration entails many dangers to the lives and physical safety of those involved. In order to curtail such activities and further develop the "Save Lives Initiative" presented by Austria at EU level, possibilities should be created for submitting asylum applications directly to a European institution and/or the United Nations High Commissioner for Refugees (UNHCR) in specially established safety zones, to be set up in or as close as possible to the conflict regions. This corresponds to the goal of the Geneva Convention, which is to protect refugees – but not to promote transcontinental migration flows that, for most of those involved, are associated with dangers to life and limb.



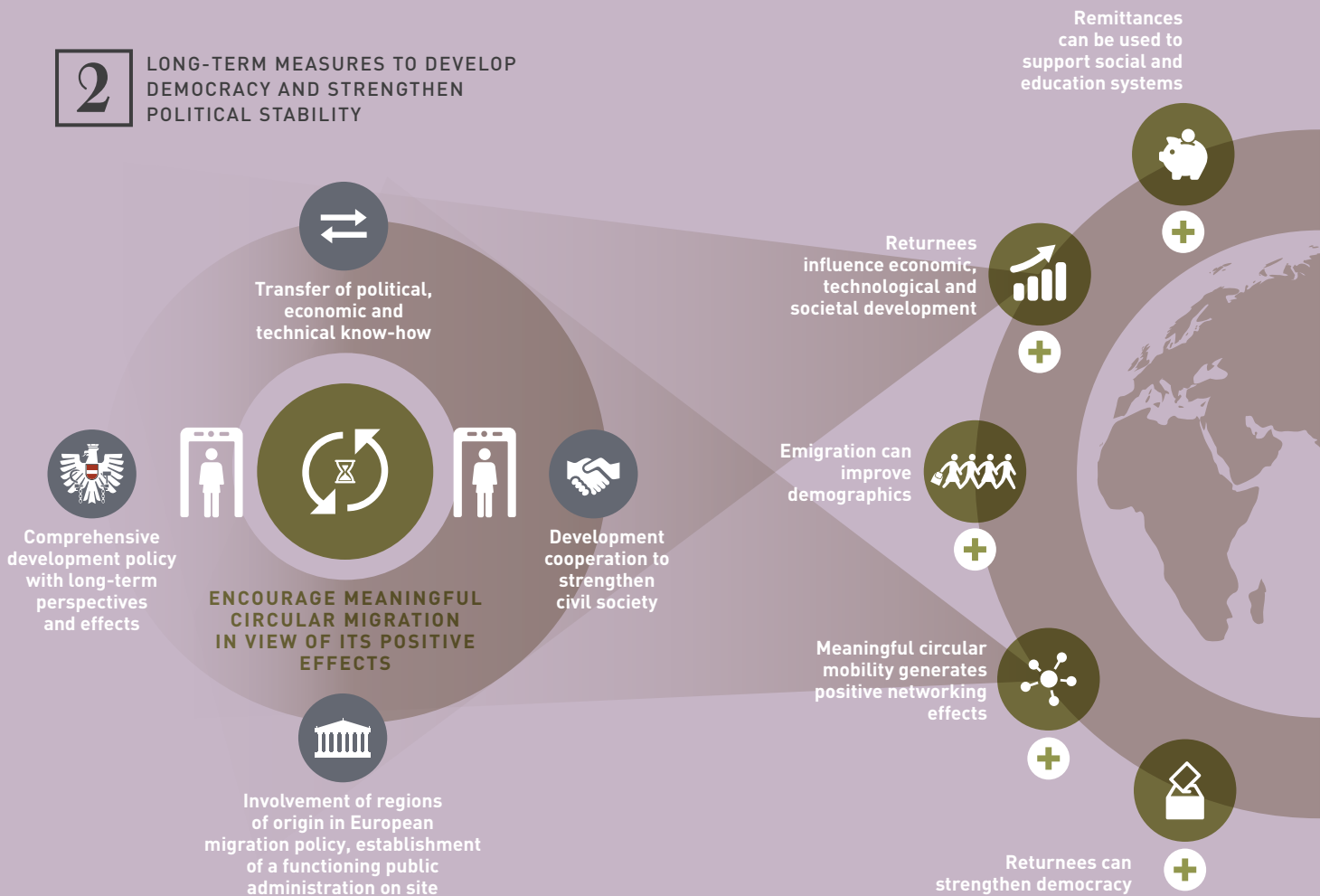




**PERSPECTIVES OF MIGRATION  
IN THE REGIONS OF ORIGIN**

**1** MIGRATION HAS POSITIVE AND NEGATIVE EFFECTS ON THE REGIONS OF ORIGIN

**2** LONG-TERM MEASURES TO DEVELOP DEMOCRACY AND STRENGTHEN POLITICAL STABILITY

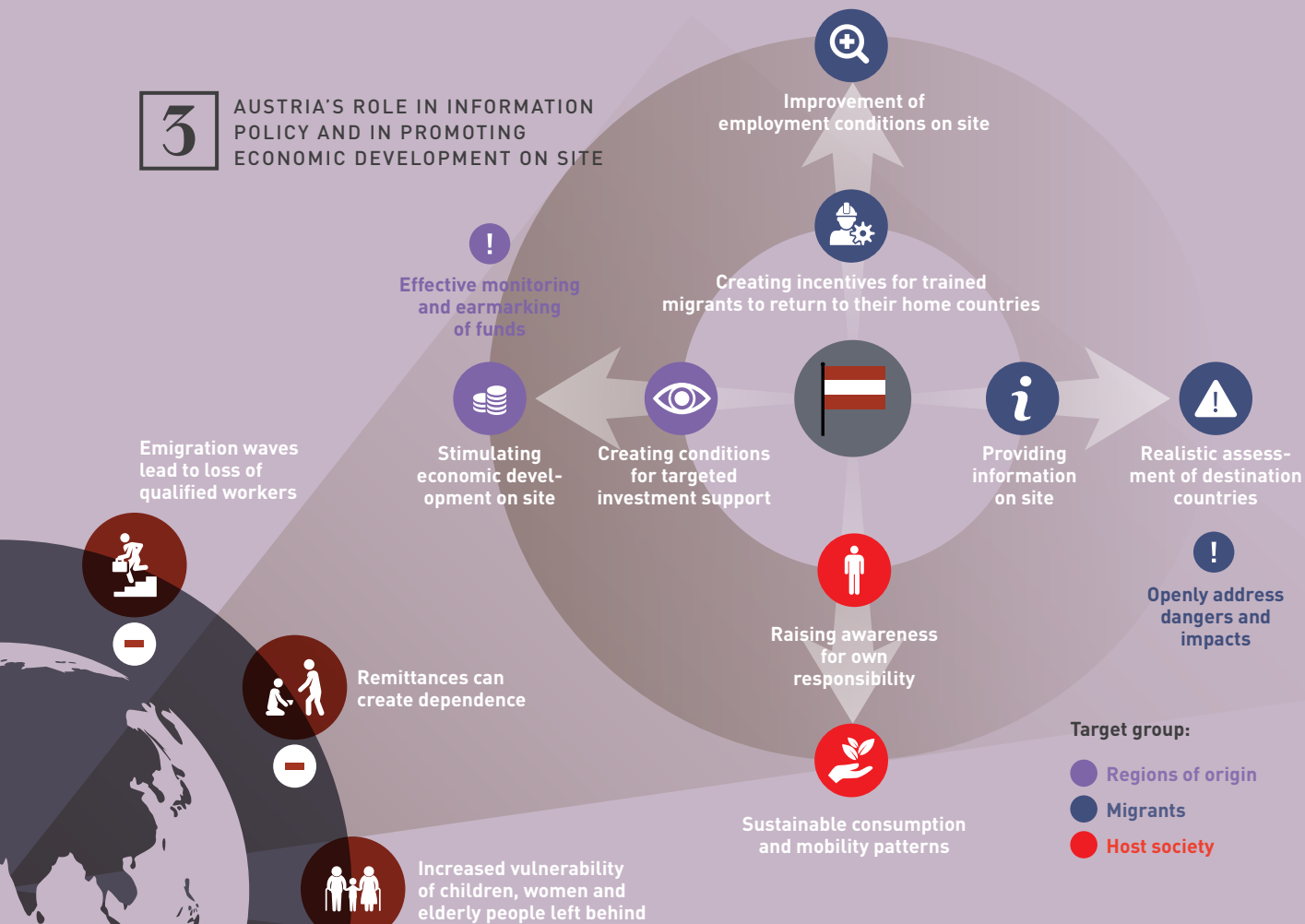


**1** Migration has a considerable impact not only on the countries of destination, but also on the regions of origin. Destination countries as well as countries of origin are subject to both positive and negative effects of migration.

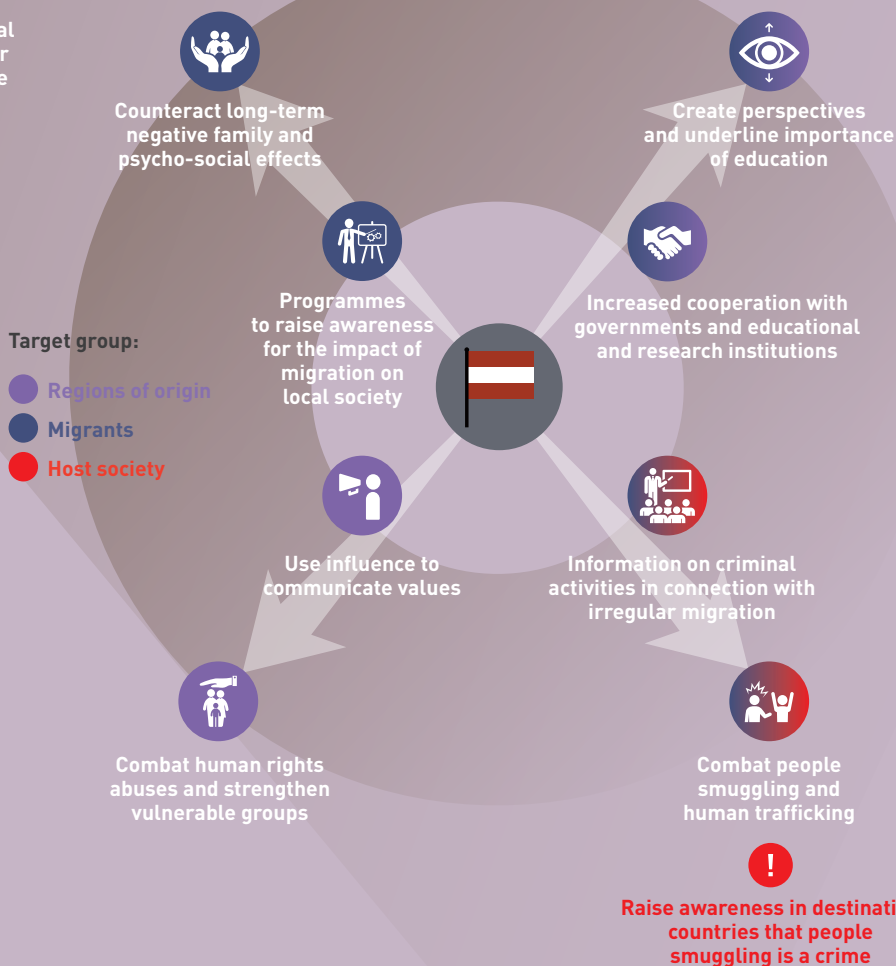
**2** A successful migration policy has to involve all areas of government activity. This applies, in particular, to political and economic cooperation with the regions of origin. The countries of origin should be involved in migration-policy initiatives to a greater extent. Aligned with the objectives of circular migration, this would promote the transfer of political, economic and technological know-how and, at the same time, open up new investment opportunities for Austria.

**3** Austria can contribute to the economic development, the system of education and the dissemination of factual information in the regions of origin in a number of ways. Circular migration is the most effective form of development cooperation. In particular, the return of well-trained experts in law, the social sciences and the humanities would be helpful for the establishment of functioning structures in the regions of origin. However, living conditions in the regions of origin can improve only if people in the destination countries become aware of their individual responsibility and adopt sustainable consumption patterns.

### 3 AUSTRIA'S ROLE IN INFORMATION POLICY AND IN PROMOTING ECONOMIC DEVELOPMENT ON SITE



### 4 AUSTRIA'S ROLE IN STRENGTHENING HUMAN RIGHTS AND PRESERVING HUMAN DIGNITY IN THE REGIONS OF ORIGIN



4 Austria can also make an important contribution to the strengthening of human rights and the preservation of human dignity in the regions of origin. At European level, Austria should urge the EU to bring its political and economic influence to bear in order to strengthen the rights of women, children, the elderly and members of minorities in the regions of origin. However, measures have to be taken not only in the regions of origin, but also in the destination countries: it is essential that everyone be made aware of the fact that people smuggling is a serious crime.





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### CURRENT SITUATION

Another factor to be considered in devising migration policies is the extremely heterogeneous situation in the regions of origin. Migration has a substantial impact not only on the countries of destination, but also, often to a high extent, on the regions of origin. These include the candidates for accession to the European Union, primarily in South-Eastern Europe, other European states, such as Ukraine or Russia, the Middle East, North Africa, the rest of the African continent (Sub-Saharan Africa), South Asia and South-East Asia. Differences in instruments of migration policy as well as the relationships between migration policy and development policy, foreign-trade policy and foreign policy also have to be taken into consideration at Austrian, European and global levels.

Given the emergence of migration-related positive effects of networking, combined with easier access to information about migration routes and countries of destination, even people with small financial resources can now afford to emigrate. In other words: the more migration, the higher the level of information in the regions of origin; and the higher the level of information in the regions of origin, the lower the costs of migration. This, in turn, results in more migration.

The impacts of migration on the regions of origin may be positive as well as negative – as is the case in the regions of destination. The positive effects include the following:

- Migrants returning from democratic countries can trigger or support democratisation processes in their countries of origin. They tend to advocate more political rights and political participation.
- Emigration can ease the burden of a critical demographic development and relieve the pressure on the labour market in the regions of origin.
- The return of migrants can contribute to positive economic development, foster technological progress and lead to an expansion of the structures of the state and civil society.
- The fact that many young people regard education as a chance to emigrate in the future, but then do not emigrate after all, can have a favourable impact on human capital formation in their countries of origin.
- In our globalised world, circular mobility between the regions of origin and destination creates positive network effects. This results in intensified economic relations (trade, foreign direct investments) as well as know-how transfer, and has an influence on institutional and administrative developments.
- Remittances by migrants to their regions of origin are particularly important. The positive effects of remittances are most pronounced in countries that have neither a functioning social system nor a functioning system of education.

At the same time, however, various negative factors and effects can be observed at national and global political, economic and socio-cultural levels:

- Massive and unforeseeable waves of emigration can contribute to a significant “brain drain” (loss of qualified people needed to maintain a country’s economic and innovative strength and in its public administration). This can foster bad governance and corruption.
- Remittances are often used to finance consumption rather than sustainable developments. Moreover, the regions of origin are at risk of becoming dependent on the flow of remittances, and the gap between rich and poor can keep growing.
- Migration has an impact on family structures in the regions of origin. Children and the elderly suffer most from being separated from their family members, and this may have serious psycho-social consequences. These can lead to crime and violence in the regions of origin, and even result in a rise in child labour in certain cases. In some regions of origin, the emigration of men increases the vulnerability of the women and children left behind, as their social status and incomes decline.
- In certain regions of origin, people choose a particular course of education or a specific occupation for themselves or their children with a view to the associated chances of migration. This can lead to a one-sided orientation of the education policies of the countries of origin.
- Organised crime, such as trafficking in human beings and drug trafficking, tends to thrive under the conditions of international migration and take advantage of its networks. In addition, the political elites in the countries of origin often have no interest in counteracting emigration trends among their own population. They see the short-term advantages associated with emigration (such as remittances) and are aware of the fact that emigrants tend to have a higher level of education and therefore side with oppositional forces.

The industrialised countries and their service societies have a heavy responsibility to bear, not only with a view to migration. The exploitation of natural resources, climate change caused by environmental pollution and, not least, consumption patterns in the highly developed states have a strong impact on the regions of origin, which in turn leads to migration. Measures taken in the fields of development policy, economic policy, security policy and foreign policy, ideally to be coordinated at European level, could have a positive long-term effect on the regions of origin. Public-relations work focusing on cooperation in the areas of development policy and security policy as well as on economic cooperation plays an important role in this context.



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## STRATEGIC OBJECTIVES

### **DEMOCRACY, POLITICAL STABILITY AND PUBLIC ADMINISTRATION**

- A successful migration policy requires a comprehensive approach. Migration is an issue that needs to be taken into consideration in every policy area. All too often, the pursuit of short-term economic advantages takes precedence over medium- and long-term considerations (e.g. regarding the development potential of certain regions of origin and the implications of migration flows). Austria should therefore pursue a centrally coordinated development policy that takes a long-term perspective and considers all economic and political implications.
- Given their positive effects, models of circular migration should be promoted.
- Many migrants leave their home countries because they have no or not enough possibilities of democratic participation. Within the framework of development cooperation, efforts should therefore be made at international and European level to strengthen civil society.
- International organisations, the community of states and, in particular, the European Union have to actively work on the prevention, de-escalation and termination of conflicts. Benefiting from its long history of relations with certain regions, Austria should bring its political and economic weight to bear. Based on the strength of long-standing ties, even a relatively small country can change things for the better.
- Migration policy should not focus exclusively on the advantages for the region of destination, but also take the interests of the regions of origin into account. The European Union should involve the regions of origin more strongly in its migration policy. Education, training and institution building must be given absolute priority in European and international migration policies. Austria should take the initiative in setting in motion the elaboration of a European or international concept aimed at empowering migrants to participate in the establishment of a system of good governance.
- The countries of origin should be involved more strongly in the design and implementation of migration-policy initiatives, especially with a view to skilled labour migration. This would ensure that the regions of origin can benefit from the transfer of political, economic and technological know-how. Cooperation along these lines could open up new investment opportunities for Austria.

### **ECONOMIC DEVELOPMENT, EDUCATION AND INFORMATION POLICY**

- Remittances can help to improve individual living conditions and support the stabilisation and sustainable growth of the economy, provided they are used to finance entrepreneurship and investments in education and training. Therefore, development-policy incentives are needed to create the conditions for targeted investments in the regions of origin.

- Efforts must be made to ensure that the funds made available are used for the benefit of the social and economic advancement of large parts of the population. Effective monitoring of the use of earmarked funds is necessary.
- Providing training for migrants who, upon completion of their training, return to their home countries is the most effective and sustainable form of development cooperation. The regions of origin require not only technical and scientific personnel. Expertise in the fields of law, economics, the humanities and the social sciences is equally important for a comprehensive, sustainable development. New models of circular migration, coordinated with the countries of origin, might create the necessary incentives.
- Brain-waste and brain-drain effects can be reduced through better policies in the sectors of the labour market, information and education, both in the regions of origin and in the destination countries. Here, too, a pan-European initiative aimed at developing joint projects is required.
- Communication is an essential element of migration policy. People take their decisions on the basis of the information available. Information targeting the regions of origin can help to correct misconceptions about the destination countries and enables potential migrants to take informed decisions based on a realistic assessment of the situation. The hazards associated with irregular transcontinental migration should be discussed openly in the regions of origin.
- Migration flows are indirectly influenced by each and every one of us. International activities of business and industry and the resulting environmental degradation in all parts of the world, as well as patterns of individual consumption and mobility in our industrial and service societies, may, as a whole, have a strong impact on the economic situation and living conditions in the regions of origin and, consequently, on migration trends. Even though as individuals we may feel that this is beyond our control, it can make a difference if many people choose to act sustainably and become aware of their responsibility vis-à-vis the regions of origin.

#### **HUMAN RIGHTS AND HUMAN DIGNITY**

- European and Austrian foreign and migration policies should pursue the goal of not allowing migration to destroy family and social structures in the regions of origin. The negative long-term psycho-social effects suffered by children whose parents emigrate should be counteracted through programmes in the regions of origin. Austria should initiate awareness-raising projects at European level.





- Poorly educated themselves, many people in the regions of origin feel that education alone does not offer their children positive future prospects and therefore opt for emigration. To counteract this trend, the value attributed to education should be emphasised in the regions of origin. Austria should propose European initiatives aimed at intensifying cooperation with governments, civil societies, and institutions of education and research in the regions of origin and destination.
- In cooperation with the governments of the countries of origin, the European Union and Austria have to fight against smuggling of migrants and human trafficking in the regions of origin at all political, diplomatic and technical levels. This is the only way to prevent the financial exploitation and the loss of lives of migrants who become involved with people smugglers, as well as other consequences of irregular migrations, such as the exploitation of women and children through forced prostitution and slave labour. These forms of crime should be raised as an issue in educational institutions in the regions of origin. In the destination countries, attention should be drawn to people smuggling as a crime against human dignity in order to prevent its trivialisation.
- In order to reduce the flow of refugee migration and the associated dangers to life and limb, the European Union has to use its political and economic influence to strengthen the rights of women, children, the elderly and the various minorities in the regions of origin. The European Union should make involvement of the countries of origin in the strengthening of minority rights and the fight against human rights abuses a prerequisite for participation in development programmes. Here, too, a policy of incentives, e.g. through offers of cooperation to promote education in the regions of origin, would be appropriate.





**CONFIGURATION OF THE  
MIGRATION SYSTEM  
IN AUSTRIA**

**2** LEGAL MIGRATION STRENGTHENS AUSTRIA AS A LOCATION OF BUSINESS AND INDUSTRY



Legal immigration as an opportunity to strengthen Austria as a location of industry and research



Meeting demand for skilled labour in mid-qualification range



Public-relations work targeting potential immigrants



Enhance Austria's attractiveness for highly qualified immigrants



Correct asymmetries of education, social and health-care systems in Europe

Demographics



Global responsibility



Public security and state institutions



Labour and social affairs

**3** RESETTLEMENT

Create possibilities of legal entry for the most vulnerable people coming from crisis regions

Fair distribution of persons in need of international protection – Entitlements to social benefits only in the state in which protection status was granted



Value statement to be signed before permanent settlement in Austria



Consider interactions between migration, the welfare state and the labour market



Allow asylum seekers and recognised refugees to engage in social activities



Austria as an advocate of global and EU initiatives



Clear and uniform rules throughout Europe



SOCIAL PEACE  
STABILITY, SECURITY

**1** Given that migration and asylum policy concerns society as a whole, it requires the cooperation of all relevant governmental and civil-society stakeholders. The overriding objective of migration policy must be to preserve social peace and foster social cohesion. If Austria is to remain a stable state in which people can live in security and prosperity, the systems on which Austria's stability as a state depends must remain in balance.

**2** In a migration strategy focused on security, stability and prosperity, controlled legal migration plays a central role.

**3** Asylum policy must be based on ethical responsibility. Given the reality of mixed migration flows, asylum policy bears responsibility vis-à-vis persons in need of protection, the domestic population and the regions of origin. This challenge can only be met if clear and uniform rules apply throughout Europe and enforcement is harmonised accordingly.

University



# 1 DEVELOPMENT OF A COMPREHENSIVE MIGRATION STRATEGY



Education and research



Economy and infrastructure



Political system and media



Health and health care



Migration influences all policy areas and therefore is a task for the state as a whole

Cooperation of all state institutions and other stakeholders in the development of a migration strategy



Protection of external borders by EU institutions

# 4 IRREGULAR MIGRATION

Consistent return policy



Correct distorted ideas about the destination country

Explore the possibility of a European foreign nationals police



# 5 MIGRATION AND DEVELOPMENT



Coordination of migration and development cooperation policy



Increased cooperation between EU and regions of origin: giving people perspectives in their home countries



Building awareness of individual responsibility for consumption patterns



Sustainable and responsible migration: promote programmes of temporary and circular migration



Migration partnerships: give priority to countries of origin with political and historical ties with Austria

4 A credible asylum and migration policy requires a consistent return policy. To contain the flow of irregular migration, it will be necessary to ensure more effective protection of the external borders of the EU, combat transcontinental people smuggling, and engage in targeted public-relations work in the regions of origin.

5 Development cooperation and migration are closely related policy areas. It is therefore essential that they be better coordinated. Besides the measures taken by governmental and civil-society stakeholders, individual patterns of consumption can have a significant impact.





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### CURRENT SITUATION

Migration has an influence on all policy areas. Migration policy therefore concerns all tasks of the state and has to be taken into account in all political decisions. Based on the findings and conclusions of the Migration Council presented in the individual sections of this report, specific recommendations regarding the further development of the national migration system can be issued. European and international standards have to be considered, in particular, in the field of refugee law. Depending on the type of migration concerned (asylum, legal migration or irregular migration), the state's possibilities for controlling migration vary widely, and some of them are extremely limited in scope. The possibilities that do exist should be used in a targeted manner. Particularly in matters of employment, a clear distinction has to be made between the various migration phenomena, always taking the reciprocal effects that arise from them into account.

Even in times of a "refugee crisis", legal migration – especially labour migration – should be regarded as a desirable and positive form of immigration. It is at the heart of a migration strategy focusing on security, stability and prosperity. In 2011, a new immigration regime was introduced with the "Red-White-Red Card", which grants card holders the right of fixed-term settlement if certain criteria are fulfilled and thus serves as the central instrument of control in the field of labour migration. Residence rights are granted to qualified third-country workers of different categories (very highly qualified workers, skilled workers in occupations with labour shortages, other key workers, graduates of Austrian institutions of higher education, and self-employed key workers). From the inception of this regime, the number of people benefiting from the "Red-White-Red Card" was about twice

as high as under the previous system. Even though it has not met the high expectations placed in it, the system has proved successful. Nevertheless, the potential of the "Red-White-Red Card" to increase the attractiveness of Austria as a location of industry and research on a sustainable basis has yet to be fully utilised.

A major part of immigration is subject to EU law on residence rights. As at 1 January 2015, almost 50% of the non-Austrian resident population in Austria were EU citizens or citizens of other member states of the European Economic Area or Switzerland. This is a consequence of the freedom of movement of persons guaranteed by EU law. Given that Austria has hardly any possibility of controlling this form of immigration and, if at all, can only do so through indirect measures (e.g. by providing more or less attractive social services), ways and means of attracting high-achieving immigrants should be explored.

As last year's wave of refugee migration showed, a system based on freedom of movement within the EU must be complemented by effective protection of the EU's external borders. Failure to meet this requirement runs counter to the fundamental principle of the European Union and leads to the emergence of protectionist border protection models based on the idea of the nation state.

The events that have occurred in the context of refugee migration since the end of 2014 have highlighted the deficiencies of the national and European systems of asylum and migration. The right to asylum is an essential characteristic of a liberal, democratic society under the rule of law. A sustainability-oriented asylum policy is associated with a heavy burden of responsibility: responsibility to those in need of protection, to the domestic population, and to the regions of origin. This responsibility also implies recognition of the fact that resources and capacities for admission are limited. High numbers of asylum seekers, when they exceed a certain magnitude, are bound to have a negative impact on the quality of the system of asylum and admission. Developments in connection with the “refugee crisis” have given rise to concerns about the future among large parts of the population and raised the general question of the perspectives of assistance provided in Europe – far away from the actual regions of crisis and war. A system of protection that accepts the loss of thousands of human lives every year needs to be fundamentally reoriented. Comparisons with past migration movements between neighbouring countries do not apply, as conditions today are entirely different. The unprecedented degree of globalisation has given rise to entirely new communication patterns and forms of transcontinental migration unheard of in the past.

If a well-structured system of asylum and immigration is to be maintained, a consistent return policy is indispensable. In the absence of a return policy, the migration system loses credibility. There is an urgent need for action at European level, if the EU’s dependence on the willingness of the countries of origin to readmit their own nationals is to be reduced. Better coordination of development cooperation in Europe and Austria is essential in order to establish migration policy as a central parameter in this policy area.

Given the provisions of European and international law, the principles of the rule of law, and the jurisprudence of the supreme courts based thereupon, the legal situation in the field of migration has become extremely complicated and almost impossible to grasp in its full complexity. Whatever the type of migration, those concerned find themselves confronted with a maze of legal standards and provisions, especially in the field of foreign nationals law, that makes compliance very difficult.

Ultimately, there is no doubt that migration policy must be supported by the population. In a democracy, acceptance by the population is indispensable. Migration-policy guidelines for Austria and Europe, especially in terms of quantity and future orientation, must be endorsed by public opinion. Therefore, the fears and anxieties of all groups of the population have to be taken seriously, addressed and openly discussed.





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## STRATEGIC OBJECTIVES

### SETTLEMENT AND RESIDENCE

- Given that migration and asylum are cross-cutting issues, all the ministries and other stakeholders concerned should cooperate more closely. To this end, a national migration strategy should be developed on the basis of this report.
- Greater attention has to be paid to the communication of values to immigrants, also in certain areas of legal migration. Modelled on the principle that requires immigrants to learn German before they come to Austria, the acceptance of the values of our society should be made a condition for the immigration of third-country nationals.
- The demand-based system of controlling legal immigration in accordance with certain criteria should be further developed. Demographic developments have to be taken into account.
- Austria should participate actively in the revision of the EU Blue Card Directive and ensure, in accordance with the principle of subsidiarity, that the “Red-White-Red Card” can still be used without restrictions as a national instrument for qualified immigration.
- Eligibility for the “Red-White-Red Card” should be extended to holders of bachelor and doctoral degrees. Allowing third-country graduates a period of twelve months to find a job appears to be substantively justified. Moreover, the “Red-White-Red Card” regime should be adapted so as to ensure that the demand for skilled labour can also be met in the mid-qualification range.
- A professional and broad-based concept for public-relations work should be developed in order to make potential qualified immigrants aware of Austria as a location of industry and research and inform them of the advantages of legal migration offered by the “Red-White-Red Card” system.
- The opportunities of legal migration, especially for purposes of work and education, should be highlighted. Austria’s attractiveness can be enhanced through an immigration policy that is linked with other policy areas and enables family members to join highly qualified workers in Austria. To this end, steps must be taken to reduce bureaucracy in the field of legal migration.
- Austria should advocate the correction of asymmetries in the fields of education, social services and health care within the European Union. Initiatives aimed at better meeting the demand for labour with personnel from the European Economic Area should be taken.

### ASYLUM AND RESETTLEMENT

- The provisions of asylum law have to be harmonised throughout Europe in order to ensure uniform enforcement. Austria should contribute actively to realising the long-term goal of establishing European authorities with uniform structures and the introduction of an EU asylum procedure.

- The rights of persons entitled to protection as well as the possibilities of terminating their asylum status and returning them to their countries of origin have to be harmonised at EU level to a greater extent. Europe-wide, asylum status should – in compliance with fundamental rights – be established as a temporary legal institution, the constitutive extension of which will only be granted if the conditions under which asylum was first granted continue to exist.
- Inactivity can lead to crime and foster radicalisation. Asylum seekers and recognised refugees not yet integrated into the labour market should be given a structured set of meaningful daily activities. The principle of mutual obligation applied to recipients of social benefits should also apply to asylum seekers and recognised refugees. Social engagement and community-building activities are to be promoted.
- The fundamental rules of a democratic and liberal society are essential pillars of social peace. Everyone can be expected to know and observe these fundamental rules. A value statement to be signed upon resettlement or prior to permanent settlement, and obligatory courses that teach these values, should provide the basis for immigration.
- The measures envisaged for various policy areas have to be assessed for their impact on migration. In particular, social benefits and labour market services play a decisive role in potential immigrants' choice of a country of destination. Careful consideration of possible interactions and forward-looking action are essential in order not to upset the balance of these systems.
- Austria should continue in its role as an initiator and pioneer at EU level (e.g. the "Save Lives Initiative"). The main focus should be on adapting EU law so as to ensure solidarity and fairness in the distribution of people in need of international protection among the Member States. This includes measures to prevent secondary migration within the European Union in the long term. Employment rights and entitlements to social benefits, for instance, should only exist in the Member State in which protection status was granted.
- In order to contain the transcontinental flow of refugees and the associated dangers to people's lives, to protect particularly vulnerable groups, such as women and children, and to implement protective measures locally in the regions of origin, solutions have to be devised to protect people in the peripheral areas of conflict regions, e.g. in safe zones or existing refugee facilities. On-site protection systems have to be established. In cooperation with mobile authorities, persons likely to be granted asylum should be brought to Europe by safe and legal means, subject to predefined numerical limits and a limitation in time of their asylum status. Such solutions should be jointly developed and implemented by the European Union or, at least, by a group of Member States. Persons who do not qualify for protection have to be returned quickly to their respective regions of origin or to protected facilities. The requirements to be met for the management of global migration and mixed migration flows include:
  - a workable system that allows persons in need of special protection to enter the country;
  - intensified measures for the resettlement of refugees;
  - effective and efficient protection of the borders of the Schengen area.



- In the field of resettlement, helping those particularly in need of protection should remain the top priority. The European Union should bring its economic and political weight to bear in calling for global solidarity among the international community. The allocation of refugees qualifying for resettlement must be based on fairness vis-à-vis all countries. No single state should be able to derive an exclusive (macro-economic) benefit from other people's suffering.

#### **IRREGULAR MIGRATION**

- EU institutions should assume the task of ensuring more effective protection of the external borders of the EU. This goal could be achieved by broadening the scope of the FRONTEX mandate or by creating a special external border management agency of the European Union. As long as external border protection is not managed appropriately at supranational level, commensurate measures are to be taken at national level as a transitional solution.
- In the long term, transcontinental people smuggling can only be combatted effectively through supranational measures. Austria should take the initiative at EU level in aiming for the establishment of a European foreign nationals police authority whose bodies have powers similar to those of national foreign nationals police forces.
- Targeted public-relations work in the regions of origin should help to contain illegal immigration by correcting distorted and excessively positive ideas about the regions of destination and presenting a realistic image of the actual situation.

- A credible migration policy requires a consistent return policy. Stronger incentives for voluntary return and more efficient measures for implementing forced returns are essential. This necessitates a consistent attitude vis-à-vis uncooperative countries of origin to be adopted at national level and agreed upon with the EU Member States.

#### **MIGRATION AND DEVELOPMENT**

- Development cooperation and migration are closely related policy areas and therefore need to be better coordinated.
- At European level, cooperation should be intensified with those regions of origin and transit whose political and economic developments have a decisive influence on the stability of Europe. Cooperation with the regions of origin should cover all issues relating to the establishment of potential safe zones for asylum and resettlement as well as the return policy. The objective has to be to give people in the regions of origin perspectives for the future; long-term policies must take precedence over short-term gains.
- Migration policy must be taken into consideration in all contacts and forms of cooperation with regions of origin and transit regions. Its objectives have to be derived from a national migration strategy.
- Programmes of temporary and circular migration play an essential role in a sustainable and responsible migration policy.
- When entering into migration partnerships, preference should be given to countries of origin with long-standing political or historical ties with Austria.

- A broad-based initiative aimed at making people aware of the fact that economic practices in the destination countries as well as individual patterns of consumption can have an impact on the future prospects of people in the countries of origin would be desirable.

# MEMBERS OF THE MIGRATION COUNCIL

## CHAIRMAN OF THE MIGRATION COUNCIL



### **PROF. PAUL LENDVAI**

Journalist and political writer, author of 17 books, editor-in-chief and co-publisher of “Europäische Rundschau”, columnist for the daily “Der Standard”, executive producer of “Europastudio”, a television discussion programme produced by ORF (Austrian Broadcasting Corporation).

**FOCUS AREA: DEMOGRAPHIC DEVELOPMENTS AND CHANGES IN SOCIETY**



**UNIV.-PROF. DR. HEINZ FASSMANN**

Geographer specialising in migration and urban research. Chairman of the Expert Council for Integration of the Federal Ministry of Europe, Integration and Foreign Affairs, Vice-Rector for Research and International Affairs at the University of Vienna, Member of the Austrian Academy of Sciences.



**DR. STEPHAN MARIK-LEBECK**

Born in 1976, geographer and head of the “Demography, Health and Labour Market” unit at Statistics Austria. More than ten years of work in the field of migration and integration statistics, project leader for the “Statistical Yearbook on Migration and Integration”.

## FOCUS AREA: DIVERSITY



### **ARABELLA KIESBAUER**

Moderator of numerous television programmes in Austria and Germany since the end of the 1980s. Awarded the Golden Decoration of Merit of the Republic of Austria by the Austrian Federal Ministry of Education, Arts and Culture in 2003 for her many years of committed work promoting integration as a cultural mediator.

**FOCUS AREA: EDUCATION AND RESEARCH**



**UNIV.-PROF. DDR. CHRISTIANE SPIEL**

Professor of Educational Psychology and Evaluation at the University of Vienna since 2003. Founder of educational psychology as a scientific discipline. Research areas: life-long learning, prevention of violence, integration of migrants, and gender stereotypes in educational socialisation.



**UNIV.- PROF. DR. MARKUS HENGSTSCHLÄGER**

Head of the Institute of Medical Genetics and Director at the Center for Pathobiochemistry and Genetics of the Medical University of Vienna, Deputy Chairman of the Austrian Bioethics Commission, Deputy Chairman of the Austrian Council for Research and Technology Development, Member of the University Council of the University of Linz, and Head of the Academia Superior Think Tank.



## FOCUS AREA: ECONOMY AND INFRASTRUCTURE



### **PROF. DR. BERNHARD FELDERER**

Studies in economics at the University of Vienna and the University of Paris (1964 – 1966); Research Assistant at Princeton University, Visiting Professor at the University of North Carolina, USA (1966 – 1968); Institute of Economic Policy and Economic Research, University of Karlsruhe (1968 – 1974); Professor of Economics at the University of Cologne (1974 – 1990); Director of the Vienna Institute of Advanced Studies (1991 – 2012); Member of the Government Debt Committee since 2002; Chairman of the Government Debt Committee/Fiscal Council since the end of 2006.

**FOCUS AREA: LABOUR AND SOCIAL AFFAIRS**



**UNIV.-PROF. DR. WALTER SCHRAMMEL**

Professor Emeritus of Labour and Social Law at the School of Law of the University of Vienna.



**DIANA MEDANOVA, BSC**

Born in Bulgaria; came to Austria in 2007 to study at the Vienna University of Economics and Business. While still a student, founded an Internet business for the comparison of insurance offers. Owner of a consulting company in the insurance sector since 2015. Promotes female and non-Austrian start-ups.

## FOCUS AREA: HEALTH AND HEALTH CARE



### DR. H.C. FRANZ KÜBERL

Born in Graz in 1953; 1994–2016: Director of Caritas at the Diocese of Graz-Seckau; 1995–2013: President of Caritas Austria. Priority areas of work, based on the conviction that all people should have the same chances in life: fight against poverty, help for people in need of protection, emergency relief abroad, pastoral care, care for elderly people.

## FOCUS AREA: POLITICAL SYSTEM AND MEDIA



### GERALD GROSS

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**FOCUS AREA: PUBLIC SECURITY AND STATE INSTITUTIONS**



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**FOCUS AREA: CONFIGURATION OF THE MIGRATION SYSTEM IN AUSTRIA**



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## GLOSSARY

### **Asylum**

The right to asylum is enshrined in the Geneva Convention on Refugees. It protects persons who are outside their own country's territory owing to fear of persecution on grounds of race, religion, nationality, membership of a certain social group or political affiliation, and who are unable or unwilling to obtain protection in their home country.

### **Asylum Act**

The Asylum Act governs the granting and withdrawal of the status of recognised refugee and the right to subsidiary protection for foreign nationals in Austria, the granting of residence rights for reasons worthy of special consideration (so-called humanitarian residence right), as well as the question as to the circumstances under which decisions based on the Asylum Act result in the termination of residence rights pursuant to the Foreign Nationals Police Act. The Federal Office for Immigration and Asylum is responsible for the enforcement of the Asylum Act.

### **Asylum seekers**

Persons who have applied for asylum (international protection) and whose applications have not yet been processed, closed or considered to be unfounded.

### **Brain drain**

Brain drain refers to the loss of human capital through the emigration of qualified individuals, which typically has a negative impact on the economy, the labour market, the education system and other sectors in the regions of origin.

### **Brain gain**

Brain gain refers to the receiving country's gain in human capital through the immigration of qualified individuals.

### **Brain waste**

Brain waste refers to a situation in which the qualifications of individuals, mostly immigrants whose knowledge and skills acquired abroad have not been adequately recognised by the receiving state, are not utilised for the benefit of the latter.

### **Community**

The term community as used in this report refers to an ethnic, a religious or a cultural community in the receiving state (e.g. Russian community, Christian-Orthodox community).

### **Diversity**

Diversity refers to differences between groups and individuals, e.g. in the core dimensions of age, gender, sexual orientation, religious or cultural affiliation and disability.

### **EFTA**

EFTA (European Free Trade Association) is an intergovernmental organisation set up for the promotion of free trade and the economic integration of its members. The Member States of EFTA are Iceland, Liechtenstein, Norway and Switzerland. The Association is based on the EFTA Convention and a worldwide network of free-trade and partnership agreements.

### **Foreign nationals**

Foreign nationals are individuals of non-Austrian nationality.

### **Foreign nationals law**

Foreign nationals law is a term that covers all legal provisions applicable to nationals of states other than Austria and to stateless persons. Austria's foreign nationals law comprises not only such legislation as the Settlement and Residence Act, the Foreign Nationals Police Act and the Asylum Act, but also the Act Governing the Employment of Foreign Nationals, the Basic Welfare Support Act, and provisions on the granting of Austrian citizenship.

### **Foreign Nationals Police Act**

The Foreign Nationals Police Act governs not only the activities of the foreign nationals police (including, in particular, the prevention of illegal entry into the country by foreign nationals, monitoring of foreign nationals during their stay on Austrian territory, the passing back of foreign nationals and the prevention and termination of illegal acts in connection with irregular migration), but also the issue of visas to third-country nationals for a stay of up to six months, the rejection, forced return and toleration of persons illegally residing on Austrian territory, and the enforcement of residence-terminating measures.

### **Guest workers**

During the economic boom in the 1960s, Austria began to actively encourage foreign guest workers, especially from Turkey and the former Yugoslavia, to come to Austria. Originally, the idea was that foreign workers would stay in the country for some time, then return to their countries of origin and, if necessary, be replaced by new "guest workers".

### **Host society**

A society that receives immigrants or is otherwise confronted with migration phenomena (e.g. irregular migration).

### **Immigration country**

An immigration country is a country that attracts immigrants because it typically has a preponderance of "pull factors" and therefore owes its population growth primarily to immigration. In contrast, an emigration country is a country from which many people are driven to emigrate on account of "push factors".

### **Integration**

Integration is a long-term process aimed at enabling immigrants to become involved in society on a permanent basis, so that they can participate in the life of society on an equal footing with the domestic population. This is a reciprocal process in which both the host society and the immigrants that are to be integrated encounter one another in a spirit of mutual appreciation. Criteria of successful integration include the recognition of the legal systems and the values of the host society by immigrants, their economic self-sufficiency, and a command of the language that allows them to become involved in all areas of public life.

### **Internal migration**

Internal migration refers to the movement of persons within a country to a different place of temporary or permanent residence. The term can also refer to cross-border migration within the European Union or within the European Economic Area (EEA) and Switzerland.



## **Migration**

The term refers to the cross-border migration of persons who live or work temporarily or permanently in a state other than their own. Migration is a many-faceted phenomenon that occurs in various forms, such as legal migration (e.g. migration for the purpose of work and education or family reunification), irregular migration (illegal entry into and/or illegal stay in the country) and asylum (justified refugee migration).

## **Migration background**

The term migration background applies to two groups of persons: On the one hand, it applies to persons who have immigrated from abroad ("first generation" migrants), including those who arrived in Austria some time (even a long time) ago. On the other hand, it applies to persons born in Austria (who never migrated themselves) to immigrant parents, i.e. "second generation" immigrants. Those whose parents were born in Austria, but whose grandparents immigrated from abroad, are "third generation" immigrants.

## **Migration flows / Migration movements**

These are migration processes involving large numbers of people. If migration occurs due to a variety of reasons or motivations, the term "mixed migration flows" is used.

## **MINT**

The MINT subjects are mathematics, informatics, natural sciences and technology.

## **Net migration**

Net migration is the balance between immigration and emigration. Depending on whether the number of immigrants exceeds the number of emigrants or vice versa, the country records a migration gain (positive migration balance) or a migration loss (negative migration balance).

## **Parallel society**

The term refers to an ethnically homogeneous group of the population with little or no spatial, social and cultural contact with the host society.

## **Recognised refugees**

Persons whose applications for asylum have been accepted are called recognised refugees. They have the right to remain in Austria on a permanent basis. In many areas of law, they have the same rights and obligations as Austrian citizens.

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

The Red-White-Red Card is a residence permit granted to qualified third-country workers on the basis of certain criteria pursuant to the Austrian Settlement and Residence Act. The Red-White-Red Card is intended for "very highly qualified workers", skilled workers in occupations with labour shortages, "other key workers", third-country graduates of Austrian institutions of higher education, and self-employed key workers. The Red-White-Red Card entitles the card holder to fixed-term settlement.

## **Reintegration**

The term is used in the context of (former) migrants returning to their countries of origin.

## **Remittances**

Money transfers by migrants to their countries of origin are referred to as remittances.

## **Resettlement**

Resettlement is the acceptance and integration of refugees in special need of protection by a third country, if return to the country of origin or permanent acceptance by the current country of residence is impossible.

### **Residence permit**

Third-country nationals who intend to remain in Austria for more than six months or settle there for a certain purpose can apply for the residence permit specific to the purpose of their stay.

### **Segregation**

Segregation means the concentration of individual social groups within a limited area of a town or region. Besides ethnic, cultural and religious characteristics, segregation can also be based on other demographic categories (e.g. social status). Ghetto formation is an extreme form of segregation.

### **Settlement**

The term “settlement” is defined in the Austrian Settlement and Residence Act. Pursuant to this act, settlement means actual or intended residence on the federal territory for the purpose of establishing a domicile for more than six months within one year, establishing the centre of main interests or pursuing a gainful occupation on a non-temporary basis. In principle, the period of (lawful) settlement is of relevance for the (subsequent) granting of a residence permit for unlimited settlement (“long term resident – EU”) and the granting of Austrian citizenship. The Red-White-Red Card for qualified labour migrants is a residence permit that authorises the card holder to settle in Austria.

### **Settlement and Residence Act**

The Austrian Settlement and Residence Act governs the granting, refusal and withdrawal of residence permits for third-country nationals staying or wishing to stay in the country for more than six months, as well as the documentation of residency under EU law for citizens of the EEA and Switzerland and their third-country family members. Thus, the act covers the core areas of “legal migration”. The corresponding employment rights of foreign nationals are laid down in the Act Governing the Employment of Foreign Nationals.

### **Society as a whole**

The term refers to the host society including immigrants.

### **Third-country nationals**

Third-country nationals are persons who are nationals of states other than EU Member States, EEA countries or Switzerland.

### **Visa/Visa liberalisation**

A visa is a permit of entry or transit granted by a state for a short-term stay of up to six months. Visas are usually issued in the form of passport stickers. There are airport transit visas (“A visas”), travel visas (“C visas”) and residence visas (“D visas”). Airport transit visas and travel visas are governed by the provisions laid down in the EU Visa Code. Residence visas issued for a longer stay in the country (e.g. for purposes of employment or job search) or for humanitarian reasons are regulated by the Foreign Nationals Police Act. Nationals of states with which visa liberalisation agreements have been concluded are allowed to enter Austria without a visa and stay for a certain period of time (usually 90 days).

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## **UNDERSTANDING MIGRATION – MANAGING MIGRATION**

# UNDERSTANDING MIGRATION – MANAGING MIGRATION



## DEMOGRAPHIC DEVELOPMENTS AND CHANGES IN SOCIETY



An ageing society with low birth rates needs young working-age immigrants



Demographic imbalance as a security risk: balanced distribution as an important factor of stability



State systems need time to adjust to changes and can only cope with managed migration



## DIVERSITY



As diversity increases, shared values are all the more important for social cohesion



In a democracy, acceptance by the population is essential. Migration policy needs general support



Diversity as a source of innovative strength and a challenge



Neutrality of religions in all spheres of the secular state



## EDUCATION AND RESEARCH

From the state and to each and every



School-specific “social index”: resources for schools should be allocated on the basis of clear criteria. Support for pre-school children in learning German; multilingual education should start at elementary level



Promotion of the dual system of training and transfer of the Austrian success model to relevant regions of origin



Capacity bottlenecks in certain fields of study require coordination of higher education policy at EU level



Suitable measures against emigration of Austrian university graduates: Austria should derive a benefit from its investments in education and training



## POLITICAL SYSTEM AND MEDIA



Values for society as a whole: building awareness for fundamental values in Austria



Counteract radicalisation trends: civic instruction as a prerequisite for a living democracy and an inclusive society



Comprehensive communication as a prerequisite for the credibility of policy makers and media



## PUBLIC SECURITY AND STATE INSTITUTIONS



Open internal borders necessitate external border protection by EU institutions



Austria as an advocate of multilateral and EU initiatives: further development of the Save Lives Initiative



Harmonisation and simplification of migration and asylum law: adoption of an EU Migration Codex and an Austrian Migration Code



## IRREGULAR MIGRATION



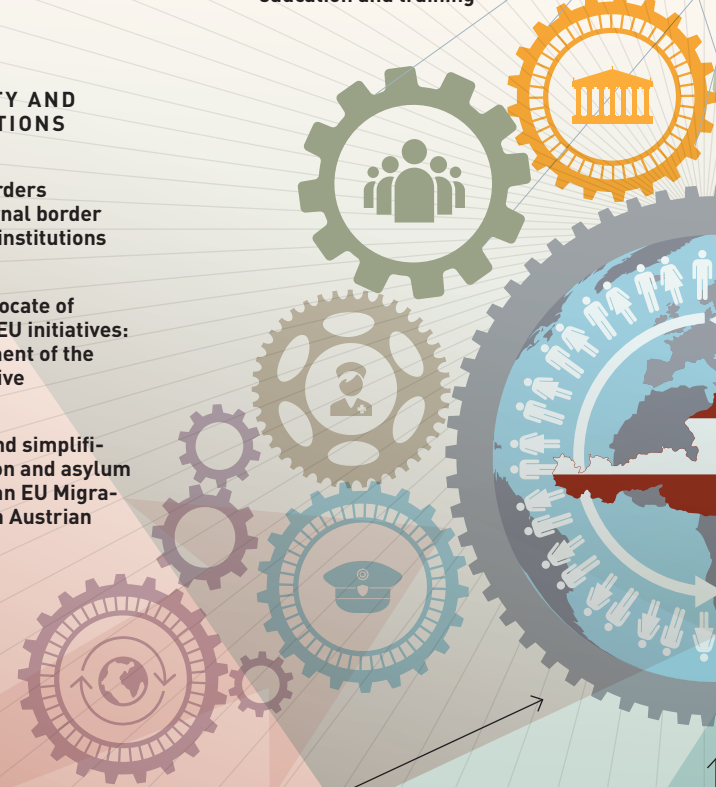
Security



Stability







ASYLUM



and its institutions  
every individual





### ECONOMY AND INFRASTRUCTURE

-  Economic growth needs controlled, demand-oriented immigration
-  Promotion of entrepreneurship through tax relief for middle incomes
-  Easier reconciliation of work and family: increase in childcare services
-  Incentives for settlement in structurally weak regions
-  Benefits in kind instead of cash benefits for asylum seekers and recognised refugees

### LABOUR AND SOCIAL AFFAIRS

-  Migration can help to balance the ratio between contributors and beneficiaries
-  Measures to meet the demand for skilled labour: incentives for qualified immigration, e.g. modern one-stop-shop services
-  Promote achievement orientation and social cohesion: encourage voluntary social engagement of migrants





### HEALTH AND HEALTH CARE

-  Targeted immigration programmes to meet the demand for health-care workers and physicians
-  Measures to counteract shortage of physicians: prevent emigration of medical graduates and medical personnel
-  Counteract shortages in health care and consider special needs of migrants
-  Eliminate asymmetries of health care systems in Europe

### PERSPECTIVES OF MIGRATION IN THE REGIONS OF ORIGIN

-  Long-term measures to develop democracy and strengthen political stability in the regions of origin
-  In the regions of origin: correct distorted ideas of the regions of destination
-  Building awareness for the individual's responsibility for sustainable patterns of consumption
-  In the regions of destination: convey the message that people smuggling is a serious crime

### CONFIGURATION OF THE MIGRATION SYSTEM IN AUSTRIA

-  Migration has an impact on all policy areas: development of a migration strategy as a task for the state
-  Possibilities of legal immigration for persons in urgent need of protection: mobile EU authorities, with UNHCR involvement, at the periphery of regions in crisis
-  Consistent return policy as a prerequisite for credible asylum policy: return of persons not eligible for protection, improved cooperation with countries of origin
-  Further development of Red-White-Red Card system to meet the demand for skilled labour

SOCIAL  
PEACE

Prosperity

LEGAL MIGRATION



**Understanding Migration – Managing Migration.** Austria is resolved to remain a stable and secure state in which people can live in prosperity, and to assume its global responsibility vis-à-vis the regions of origin. If social peace is to be preserved in Austria in the long term, state systems such as education, the economy, the labour market, health care and public security have to be kept in balance. Migration cannot be viewed as being separate from these essential functions of society and the state. Every measure taken by the state in any area of policy, as well as the patterns of behaviour of each and every individual, can have consequences that are relevant to migration. **Managing migration is a task shared by all of us.**