

Integration Indicators in Austria

Youth Work in the Context of Integration

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1. List of abbreviations

BDL: Bundesland, Bundesländer (= Federal province, federal provinces)

bOJA: Bundesweites Netzwerk Offene Jugendarbeit (= Nationwide network for open youth work)

MOJA: Mobile offene Jugendarbeit (= Mobile open youth work)

NAP – I : Nationaler Aktionsplan für Integration (= National action plan for integration)

OJA: Offene Jugendarbeit (= Open youth work)

SCHUSO: Schulsozialarbeit (= School social work)



2. Introduction

The increase in migration to Austria in recent years has created new challenges for the integration of immigrants and refugees. In 2016, the 18-34 age group accounted for 83% of asylum seekers in the EU, which makes the integration of young adults and young people particularly important. Integration is understood here, as described by UNHCR (2005), as a dynamic and reciprocal process between the immigrant and autochthonous population. A successful integration process involves the willingness of immigrant men and women to adapt to the society of arrival without giving up their own cultural identity and a corresponding willingness on the part of the society of arrival to meet the needs of a diverse population (cf. UNHCR 2005). These changes thus create new challenges for the immigrant population as well as the resident population.

In response to these new challenges, measures for youth and young adults were developed at national level in the government programme (2020-2024) in the field of integration. Part of the Austrian Youth Strategy 2013-2020 (Federal Ministry of Economy, Family and Youth 2013) was to establish regional networking meetings for actors working in the fields of youth work and integration. These meetings revealed that, on the one hand, important information on youth work and the intersections between the fields of youth and integration is missing. On the other hand, it was found that new knowledge in the area of youth work is not implemented by actors working in the field of integration. Also at the national level, the National Action Plan for Integration (Fassmann 2019) was formulated, which provides overarching and strategic measures and indicators for activities and actors in the field of integration.

At the level of the federal provinces, there is a Youth Advisory Council for all nine federal provinces, which is composed of youth organisations and groups. These are also part of the Federal Youth Council, which advocates for the interests and concerns of young men and women at the national level. The work of the integration sector at the federal level is regulated by integration offices, which have been established in eight of the nine federal provinces (Lower Austria, Upper Austria, Vienna, Vorarlberg, Styria, Burgenland, Carinthia and Tyrol). So-called integration mission statements were developed by the integration offices of the provinces to serve as a guideline for integration models. Such integration mission statements have also been formulated by cities and municipalities.

The aim of this analysis is to examine these Austrian integration mission statements to see whether and in which way they take young people into account. The questions to be answered are what demands are made of young people in the integration process, what offers exist or are being considered to support them in this process and how the resident population can contribute to the successful integration of young people. The guidelines will also be examined to see whether they contain recommendations for intersectoral cooperation and accompanying scientific research.

The analysis included 25 mission statements of the following municipalities, cities, countries and institutions:



1. Municipality of Altbach (2008)
2. bOJA (Konrad 2016)
3. City of Bregenz (Landeshauptstadt Bregenz 2017)
4. City of Dornbirn (Fink-Schneider et al. 2017)
5. Municipality of Feldkirch (Greussing & Sprenger 2008)
6. City of Graz (Eichinger & Grosz-Rauchenberger 2015)
7. Municipality of Guntramsdorf (Zwicklhuber 2004)
8. Municipality of Höchst (Hutter et al. 2011)
9. Municipality of Hohenems (Bentele & Ucar 2009)
10. Province of Carinthia (Gruber et al. 2017)
11. City of Krems (Zwicklhuber et al. 2003)
12. Municipality of Kufstein (Sevencan & Warbanoff 2019)
13. Municipality of Lauterach (Ausschuss für Integrationsangelegenheiten & Häfele 2016)
14. Leiblachtal region (Vogel et al. 2010)
15. Municipality of Leoben
16. Municipality of Lustenau (Gächter et al. 2014)
17. National Action Plan for Integration (Fassmann 2019)
18. Province of Upper Austria (Pabel & Güngör 2018)
19. Government Programme 2020-2024 (2020)
20. City of Salzburg (Maier et al. 2006)
21. Tyrol (Burtscher-Mathis 2019a, 2019b)
22. Traismauer (Martischnig et al. 2004)
23. Vorarlberg (Güngör et al. 2016)
24. Wolfurt (Thaler et al. 2011)
25. City of Vienna (Municipal Department 17 - Integration & Diversity)

The mission statements were screened using online research of the websites of the magistrates, public administration offices, offices for integration of all nine Austrian federal provinces, the capitals of the federal provinces as well as through the following collective registers:



- Österreichischer Städtebund <https://www.staedtebund.gv.at/themen/integration-und-migration/integrationskonzepte-leitbilder-leitlinien/>,
- Informations- und Monitoring Zentrum für Migration und Integration in Tirol <https://www.imz-tirol.at/infoportal.html#integrationsleitbilder>
- Projektstelle für Zuwanderung und Integration okay.zusammenleben <https://www.okay-line.at/Wissen/integrationspolitische-strukturen-in-vorarlberg/leitbilder-und-evaluierungsberichte.html>

In a first step of the analysis, all policy recommendations and indicators of the 25 mission statements that refer to youth, intersectoral cooperation and/or accompanying scientific research were collected. Only those areas of action, policy recommendations and indicators were included in the analysis that have a clear connection to these topics. Since the mission statements contain both policy recommendations and indicators of a successful integration process, both were included in the further analysis in this step. The majority of mission statements was formulated in the form of policy recommendations, which is why these were only reformulated to indicators in a second step. While policy recommendations show suggestions on how to deal with a situation, indicators describe how the change in this situation can be measured and thus verified (cf. Fassmann 2019). An indicator, therefore, shows how the effect of change is taken into account.

Subsequently, a descriptive analysis of the policy recommendations and indicators was carried out. The distribution of the policy recommendations and indicators was analysed on the basis of a crosstabulation containing all 350 identified measures of the areas of action and mission statements. For this calculation, the original phrasing of the mission statements was taken over, i.e. both policy recommendations and indicators. In addition to the overall weighting of the identified areas of action in all mission statements, the distribution of the policy recommendations was analysed according to the mission statements. Finally, the distribution of the individual areas of action was also broken down according to all mission statements.

For the content analysis of the mission statements, intersections between the policy recommendations and the indicators were grouped into six areas of action and the remaining policy recommendations were reformulated into indicators. Subsequently, the areas of action were discussed in terms of content and their indicators were presented. The six areas of actions are "language and education", "work and occupation", "creating an arrival and information society", "intersectoral cooperation" and "accompanying scientific research". The policy recommendations and the indicators contained in the areas of action were included in the analysis due to their clear reference and/or connection to the topics of youth, intersectoral cooperation and/or accompanying scientific research. Consequently, areas of action in the integration mission statements, in which youth and young adults are implicitly included but not explicitly mentioned, were not included in the analysis. These areas of action include "housing and community work" and "health".



The indicators were divided into two types: Indicators for measures and for outcomes (results). The indicators for measures were again divided into two measures, namely those that are directed at the local population and those that concern inter-institutional measures. The measures targeting the local population include, on the one hand, measures that are intended to strengthen integration competence and, on the other hand, steps that contribute to improving social integration. At the inter-institutional level, a further distinction can be made between measures at the structural level and measures that serve capacity building. The policy recommendations in the mission statements can be found at the end of this report.



3. Analysis of the areas of integration in the context of youth and intersectoral cooperation

This part presents those areas of integration that refer to young migrants and refugees. Special attention is paid to the needs and requirements of young people in the integration process. The indicators aim to identify the necessary preconditions for the integration of young people. The main focus here is on learning the German language, acquiring general education and labour market integration. The policy recommendations developed in the integration guidelines also deal with approaches on how young men and women with a migration background can be supported in meeting these requirements in the integration process. The possibilities of the local population to create a culture of arrival and information, in which meetings encounters are facilitated and discrimination is counteracted, are also pointed out. In addition to young migrants and the society of arrival, the role of the various educational institutions, associations and NGOs is also addressed. Their responsibility lies in the coordination of their individual areas of responsibility and increased cooperation between the integration and youth work sectors. Following the presentation of the areas of responsibility of three actors in the integration process (young migrants, society of arrival and relevant institutions), the relevance of the accompanying scientific research is described. The young people's area of responsibility is divided into the fields of "language and education" and "labour market".

The distribution of the areas of action of all integration models can be seen in Figure 1. This distribution is based on all policy recommendations and indicators identified in the 25 integration models (n=350). As this pie chart (Figure 1) shows, almost half of the policy recommendations and indicators are directed at the area of "language and education", followed by "creation of a culture of arrival and information" with almost a quarter. 16% of the policy recommendations and indicators were developed for the area of "work and occupation", while 10% account for "specific offers for young people". The least addressed areas are "intersectoral cooperation" with 4% and "accompanying scientific research" with 2%.

Figures 2 and 3 show this distribution again differentiated by mission statements. Figures 2 and 3 also show that the area of "language and education" appears in almost all mission statements (23 out of 25). Policy recommendations and indicators are developed second most frequently for the area of action "work and occupation", namely in 21 of the 25 mission statements analysed. The area of "Creating a culture of arrival and information" is dealt with in 17 mission statements. As can be seen from Figure 2, the high proportion of the area of action "Creation of a culture of arrival and information" in the overall distribution of the areas of action (see Figure 1) results from the above-average number of policy recommendations in this area in the mission statement of the city of Kufstein (Sevencan & Warbanoff 2019), while being mentioned in fewer guiding principles than the area of action "Work and occupation". The area of "specific offers for young people" is addressed in four mission statements and "intersectoral cooperation" in 11. The least frequent area of action is "accompanying scientific research" with one mention each in the mission statements of the city of Kufstein (Sevencan & Warbanoff 2019), the city of Graz (Eichinger & Grosz-Rauchenberger 2015) and the province of Carinthia (Gruber et al. 2017).



Figures 4-9 show the distribution of the individual areas of action among the mission statements. Figure 4 shows that with 162 policy recommendations and indicators for the area of "language and education", the most policy recommendations and indicators overall were developed for this area. The area of "language and education" is given great importance in the integration mission statements in two ways: 23 of the 25 mission statements (with the exception of bOJA (Konrad 2016), Vienna (Municipal Department 17 - Integration and Diversity)) deal with the topic, and of all the policy recommendations, approximately half refer to the area of "language and education". This means that this topic area appears in almost all mission statements and takes up the largest share of the areas of action in most mission statements.

Figure 5 shows that for the area of "Creating a culture of arrival and information", with 78 policy recommendations and indicators, significantly fewer measures were developed and the topic was dealt with in fewer mission statements. For the field of action "work and occupation", Figure 6 shows that with a lower number of 55 policy recommendations and indicators, there is a more even distribution among the mission statements than in the field of action "Creating a culture of arrival and information". Figure 7 shows that for the area of "specific offers for young people", 35 policy recommendations and indicators were developed in five mission statements and are evenly distributed among them. For the field of action "intersectoral cooperation", 14 policy recommendations and indicators were developed in 11 mission statements, as Figure 8 shows. Six policy recommendations and indicators were developed for the area of "accompanying scientific research", divided among three mission statements (see Figure 9).

3.1 Comparative analysis of the mission statements of the cities, federal provinces, the NAP – I, the integration mission statement of the bOJA and the government programme 2020

A look at the distribution of the mission statements analysed (Figure 10) shows that the majority are made up of mission statements developed by cities, namely 18 out of 25. Thus, the high proportion of almost 75% of all policy recommendations and indicators from city mission statements is also understandable, as can be seen in Figure 11. After the mission statements of the cities, the mission statements of the federal provinces are in second place with a total of four mission statements (Figure 10). The mission statements of the federal provinces account for 18% of the policy recommendations and indicators (Figure 11). The remaining mission statements are made up of the National Action Plan for Integration (Fassmann 2019), the bOJA's Integration Mission Statement (Konrad 2016) and the Government Programme 2020 (Figure 10). 5% of the policy recommendations and indicators come from the bOJA's Integration Mission Statement (Konrad 2016), 3% from the Government Programme 2020 and 2% from the NAP - I (Fassmann 2019) (Figure 11).

Figure 12 shows the distribution of the individual areas of action among the cities' mission statements. Similar values can be seen here in the overall distribution of the areas of action (Figure 1): Almost half of the recommendations and indicators deal with the area of "language and education", followed by



just under a quarter in the area of "creating an arrival and information society". 13% of the policy recommendations and indicators of the cities' mission statements were developed for the area of "work and occupation", while 11% mention the area of "specific offers for young people". As in the overall distribution of the areas of action (Figure 1), the fields of "intersectoral cooperation" with 4% and "accompanying scientific research" with only one percent are in last place in the cities' mission statements (Figure 12).

Figure 15 shows this distribution more differentiated again according to the mission statements of the individual cities. Here again, similar values can be seen as in the differentiated representation of the overall distribution (Figures 2, 3). The area of "language and education" appears in 17 of the 18 city mission statements. Policy recommendations and indicators were developed second most frequently for the area of "work and occupation", namely in 15 of the 18 city mission statements. Recommendations and indicators for the area of "creating an arrival and information society" were formulated in 13 of the cities' mission statements. For the area of "intersectoral cooperation", recommendations and indicators were developed in 9 of the city mission statements. For the area of "specific offers for young people", recommendations and indicators were developed in five city mission statements; the area of "accompanying scientific research" is only mentioned in two mission statements and is thus the rarest.

While for the area of action "language and education" in the mission statements of the federal provinces (Figure 13), the overall distribution (Figure 1) and the mission statements of the cities approximately half of the policy recommendations and indicators have been developed, there are significant differences in distribution for the other areas of action. Almost one third of the recommendations and indicators were developed in the area of "work and occupation", while the area of "creating an arrival and information society" accounts for 14% of the indicators and policy recommendations. While the areas of "intersectoral cooperation" and "accompanying scientific research" – similar to the overall distribution and the cities' mission statements – account for the smallest share of indicators and recommendations with 5% each, no recommendations or indicators were developed for the area of "specific offers for young people".

A differentiated examination of the distribution of the areas of action among the individual federal provinces in Figure 14 shows that the area "language and education", which occurs most frequently, also occurs most frequently in each of the four federal provinces. In second place is the area of "work and occupation", which is also found in all of the federal provinces' mission statements. Recommendations or indicators for the area of action "creating an arrival and information society", on the other hand, are only dealt with in three of the four mission statements from the federal provinces. Half of the mission statements of the federal provinces contain policy recommendations and indicators in the area of "intersectoral cooperation", while the area of "accompanying scientific research" is only found in the mission statement of the province of Carinthia (Gruber et al. 2017). However, there are three indicators for this area in each of the categories of mission statements from the federal provinces and cities, even if the weighting shows a small difference.



Figure 16 shows the distribution of the areas of action among the other mission statements that cannot be assigned to a city or a federal state. Here it becomes clear that these mission statements cover significantly fewer areas of action than the mission statements of the cities or federal provinces. The bOJA mission statement (Konrad 2016) covers half of the areas of action, namely the areas "creation of a culture of arrival and information", "specific offers for young people" and "intersectoral cooperation" and the most areas of the three mission statements. The NAP - I (Fassmann 2019) and the government programme each deal with the areas of "language and education" and "work and occupation".

Figures 17-21 show the distribution of the individual areas of action among the mission statements of the cities, federal provinces and the mission statements of the bOJA (Konrad 2016), the NAP - I (Fassmann 2019) and the Government Programme 2020.

3.2 Comparative analysis of the mission statements before 2010 and those from 2011-2020

Of the 25 mission statements analysed, eight were published in the years before 2010, and the remaining 17 were published in the following years, which thus make up the majority of the mission statements. Figure 22 shows the occurrence of the areas of action in the respective time periods. This figure clearly shows that the area of "accompanying scientific research" is only dealt with in the mission statements published from 2011 onwards. While the same number of indicators and policy recommendations were developed for the area of "intersectoral cooperation" in both time periods, there are varying degrees of deviation in the other areas of action. Since almost twice as many mission statements were published in the period from 2011 to 2020 than before 2010, it is not surprising that fewer indicators and recommendations were developed in the older mission statements.

The distribution of the areas of action in the mission statements published before 2010 can be seen in Figure 23. While 118 of the indicators and measures were developed in the older mission statements (Figure 23), 232 come from the mission statements published after 2011 (Figure 24). Following the trend of the distributions described so far, the area of "language and education" accounts for almost half of the indicators and measures here. In second place is the area of action "creating an arrival and information society" with a quarter of the indicators and recommendations. In the mission statements published before 2010, 11% of the indicators and recommendations developed account for the area of "specific offers for young people". While in the overall distribution (Figure 1) the area of "work and occupation" is allocated 16%, it only accounts for 9% in the mission statements published before 2010. Moreover, the area of "intersectoral cooperation", with 6%, has again one of the lowest shares in comparison with the distributions described so far. The area of "accompanying scientific research" was not addressed at all in the older mission statements.

In the more current mission statements, similar ratios can be observed for the areas of "language and education" with 45% and "creation of a culture of arrival and information" with 21% compared with the older mission statements (Figure 24). However, a clear difference can be observed for the area of "work and occupation", whose ratio is 10% higher than in the older mission statements. 9% of the



indicators and recommendations were developed for the area of "offers for young people". On last place, are again the areas of "intersectoral cooperation" and "accompanying scientific research" with 3% each, which corresponds also with the overall distribution.

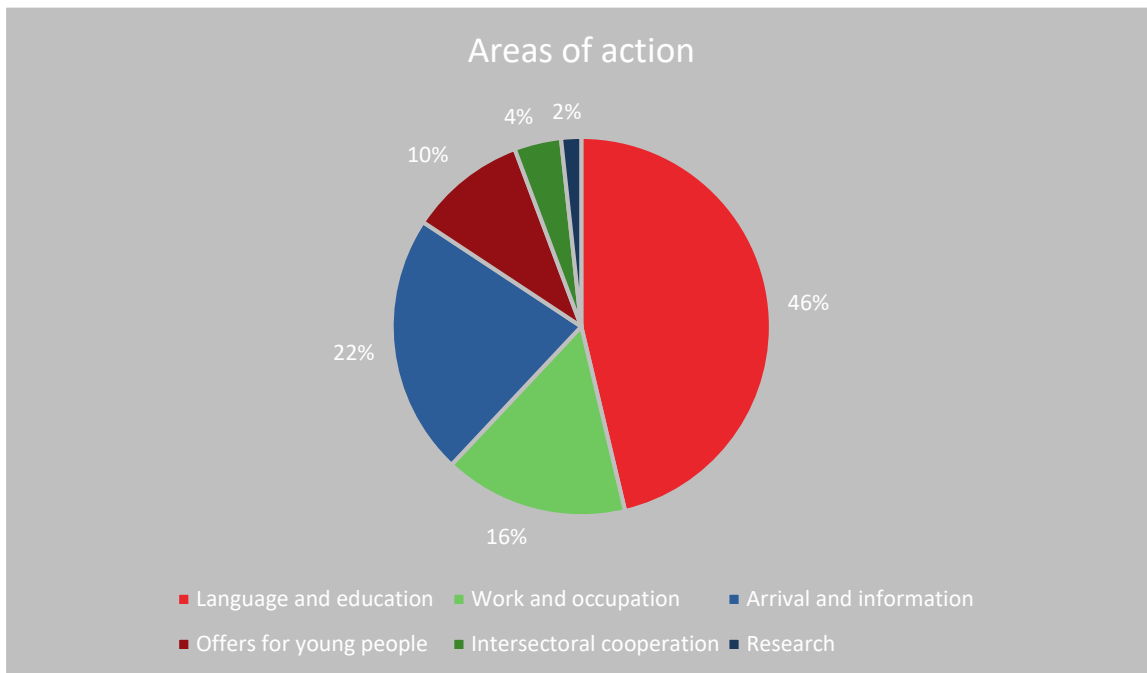


Figure 1 Distribution of policy recommendations. Source: own calculation (n=350)

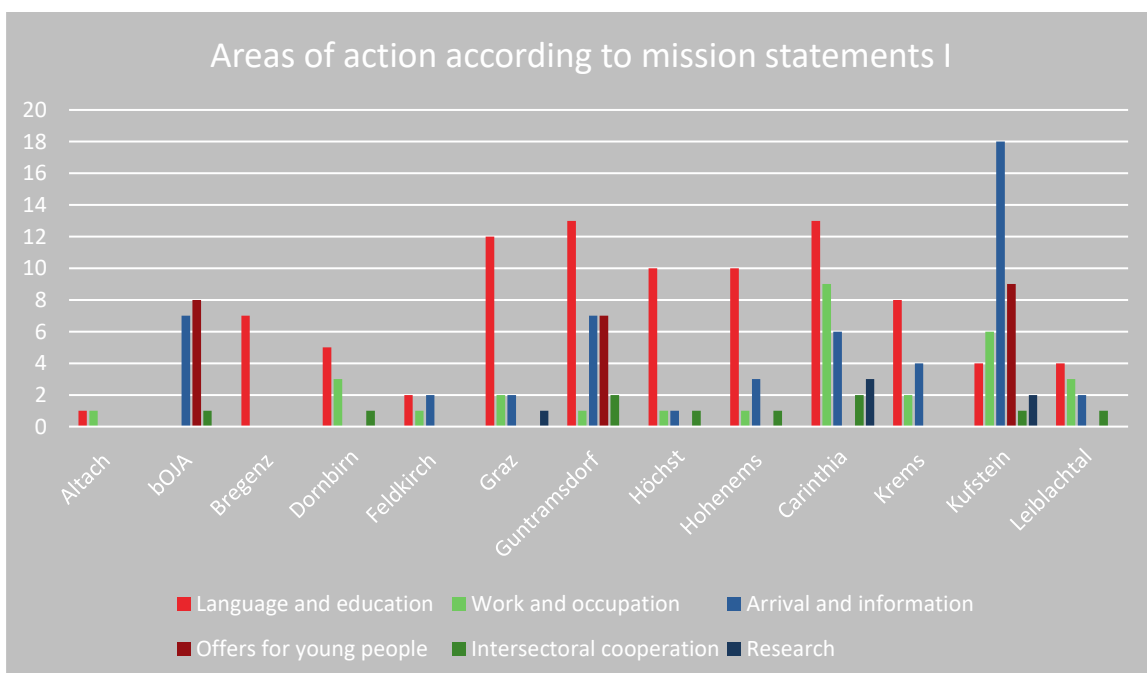


Figure 2 Areas of action according to mission statements 1/2. Source: own calculation (n=350)

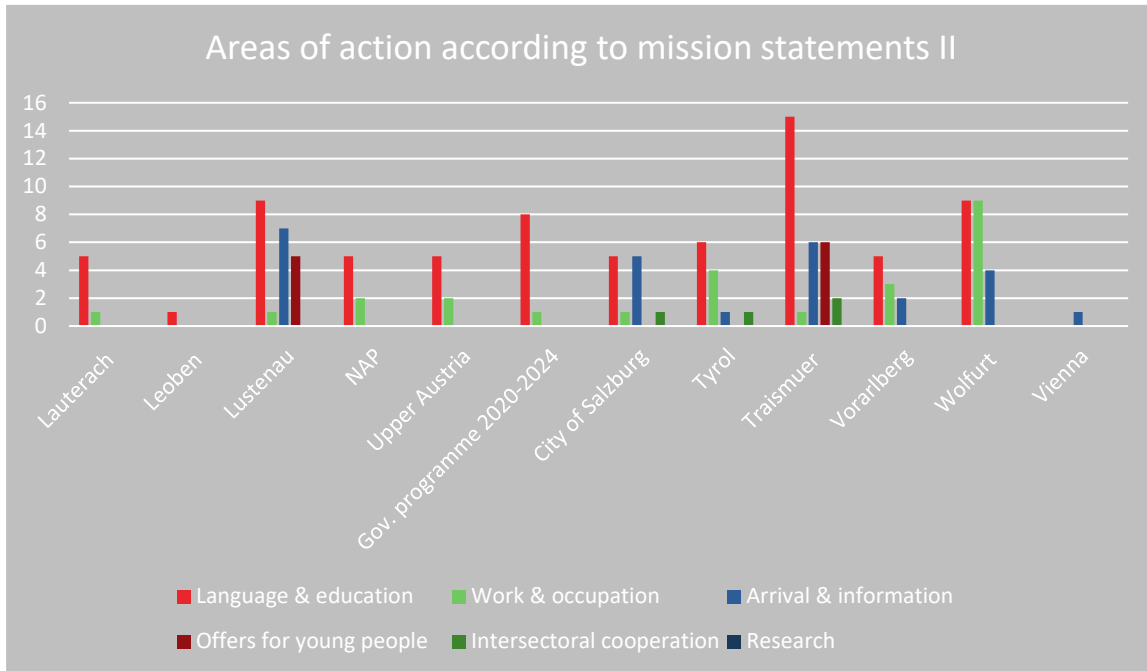


Figure 3 Areas of action according to mission statements 2/2. Source: own calculation (n=350)

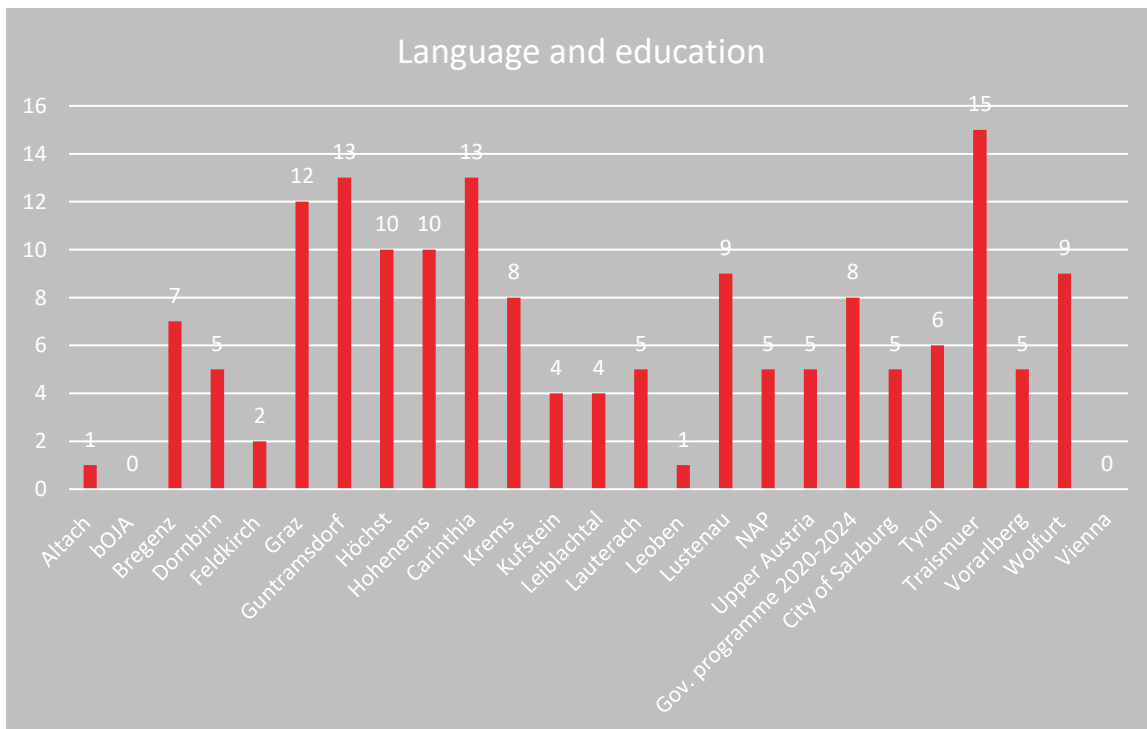


Figure 4 Area of action "language and education" according to mission statements. Source: own calculation (n=162)

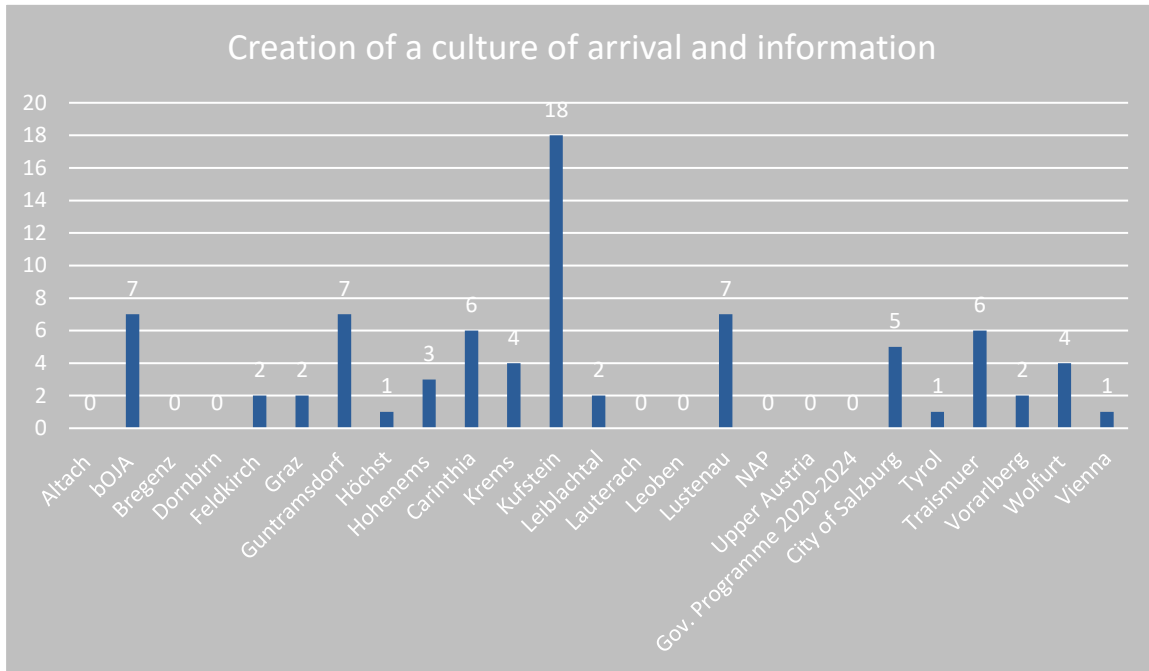


Figure 5 Area of action "creating a culture of arrival and information". Source: own calculation (n=78)

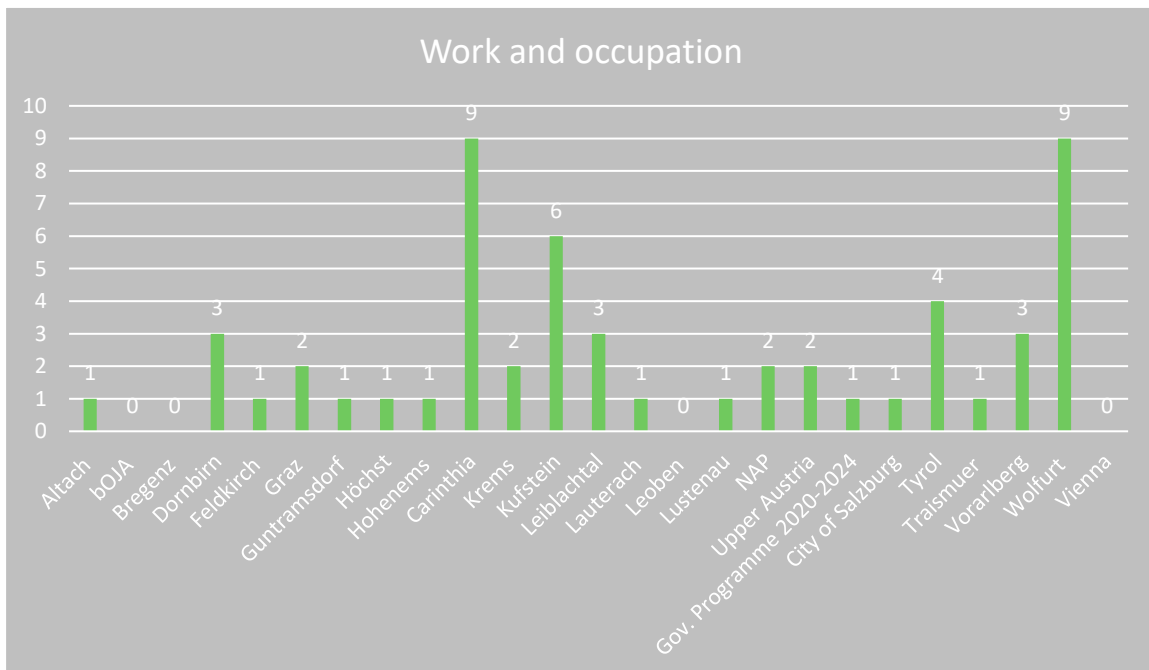


Figure 6 Area of action "work and occupation" according to mission statements. Source: own calculation (n=55)

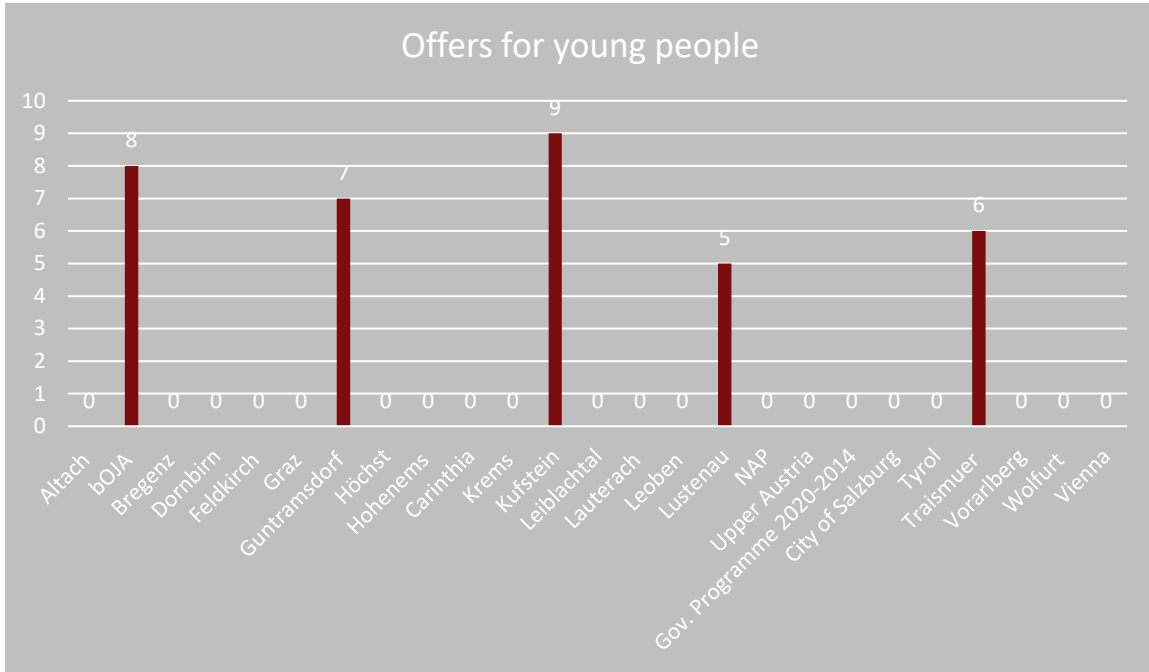


Figure 7 Area of action "specific offers for young people". Source: own calculation (n=35)

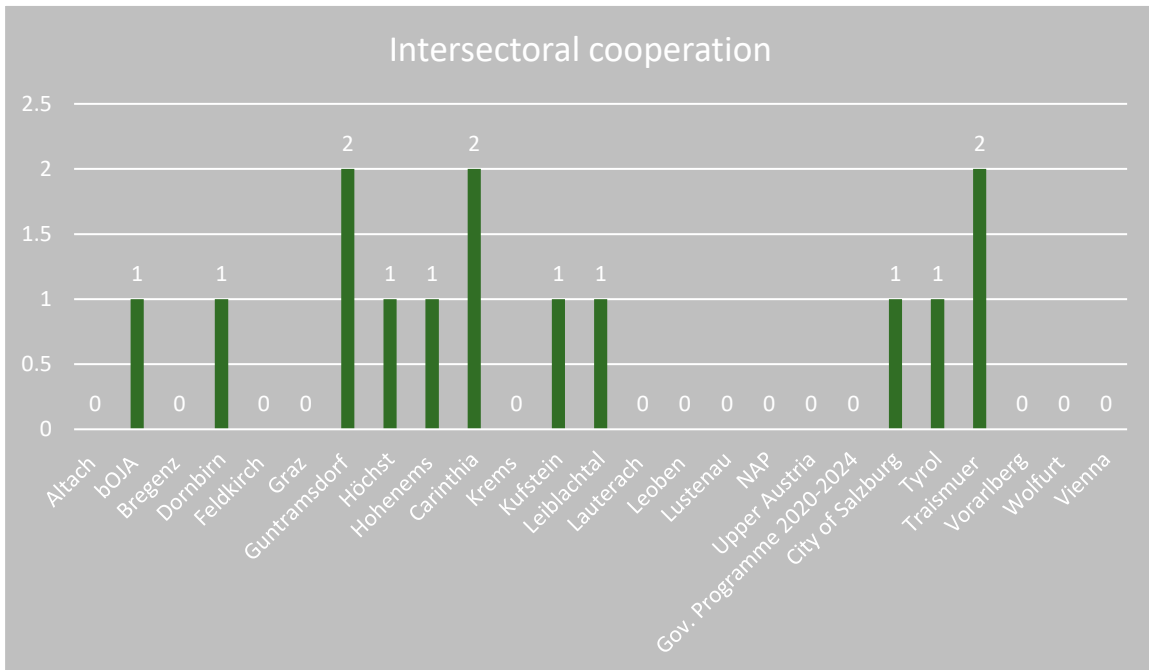


Figure 8 Area of action "intersectoral cooperation". Source: own calculation (n=14)

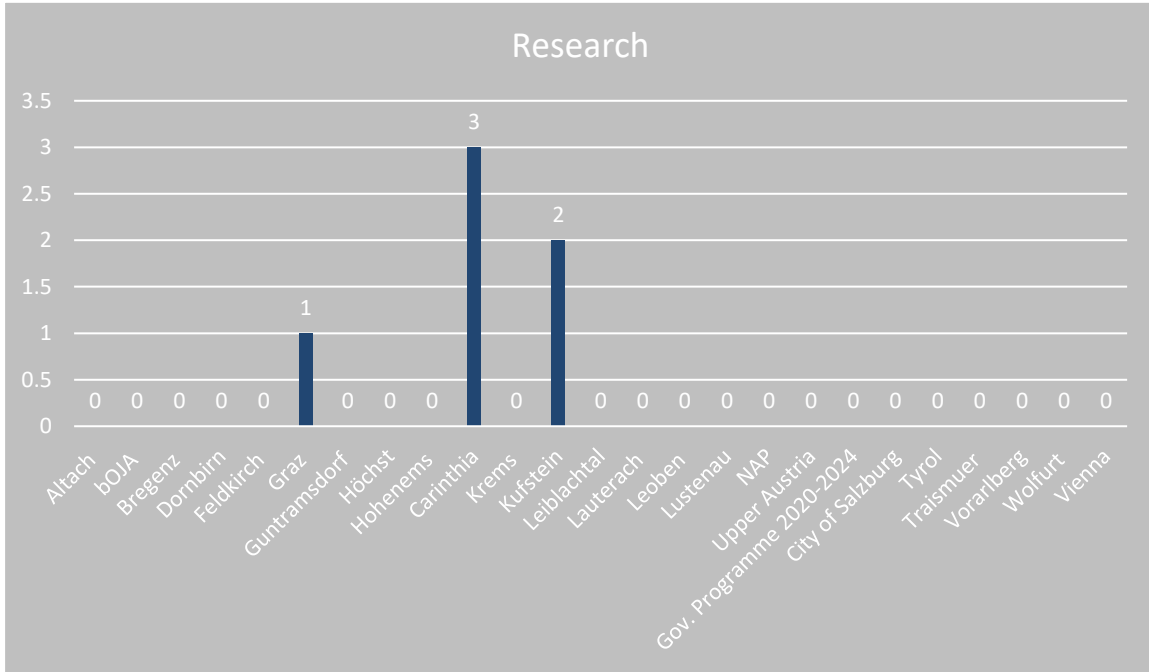


Figure 9 Area of action "accompanying scientific research". Source: own calculation (n=6)

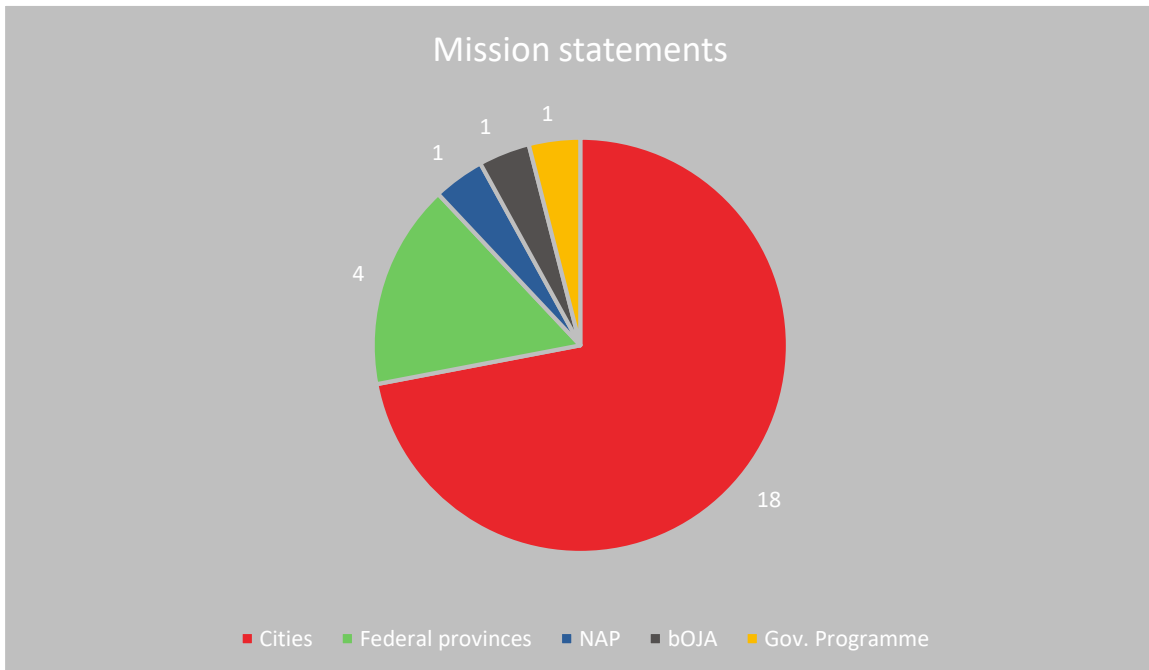


Figure 10 Distribution of mission statements among cities, federal provinces and others (NAP-I, bOJA, Government Programme 2020). Source: own calculation (n=25)

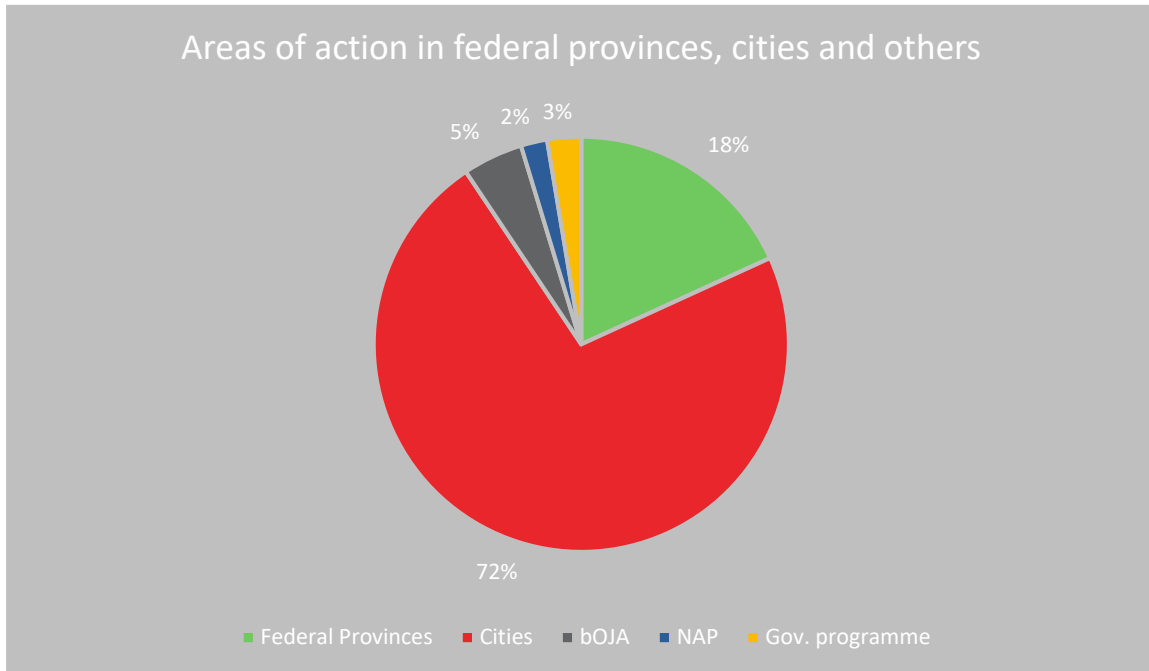


Figure 11 Distribution of areas of action in the federal provinces, cities, the bOJA, the NAP-I and the Government Programme 2020. Source: own calculation (n=350).

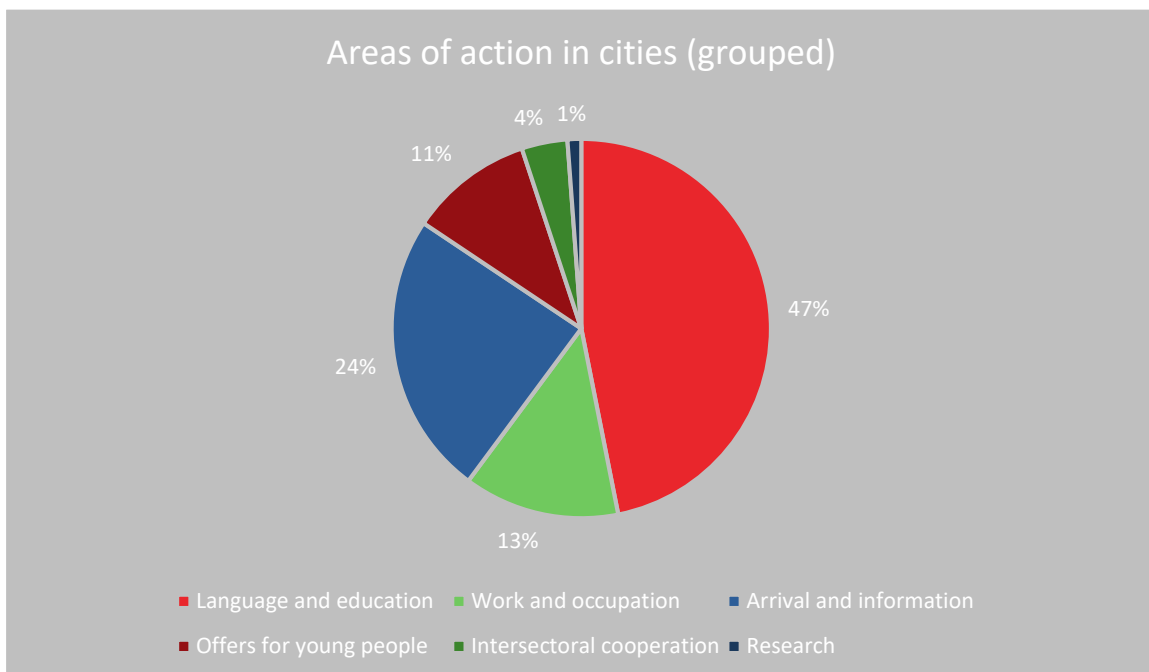


Figure 12 Grouped distribution of the areas of action in the cities' mission statements. Source: own calculation (n=256)

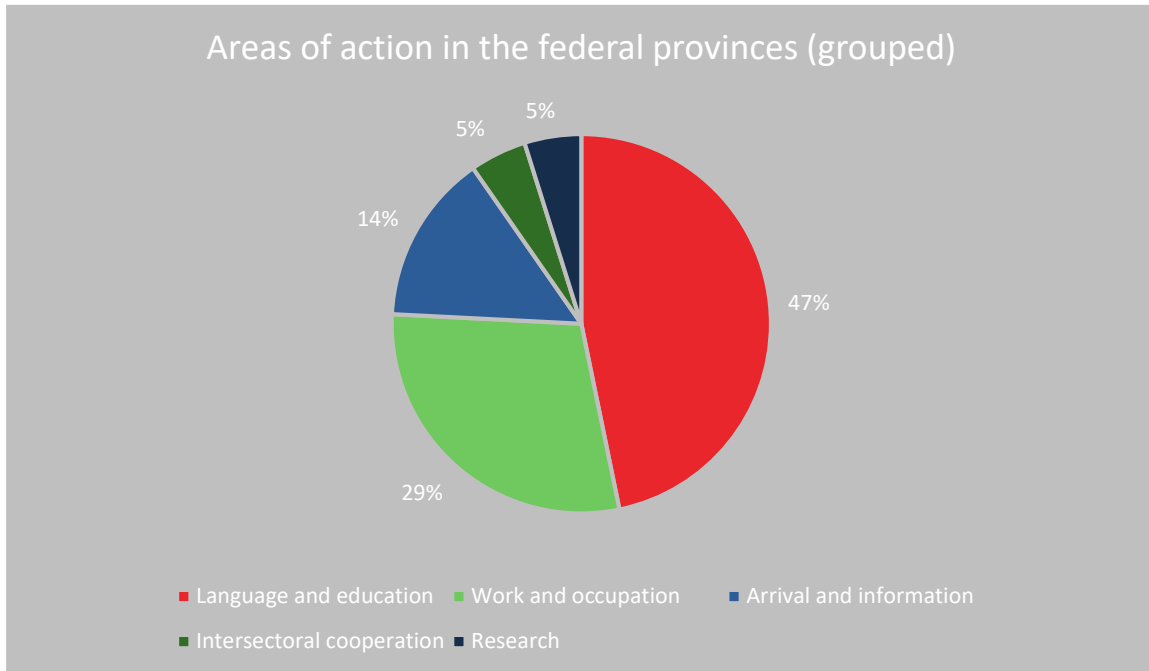


Figure 13 Grouped distribution of the areas of action in the mission statements of the federal provinces. Source: own calculation (n=62)

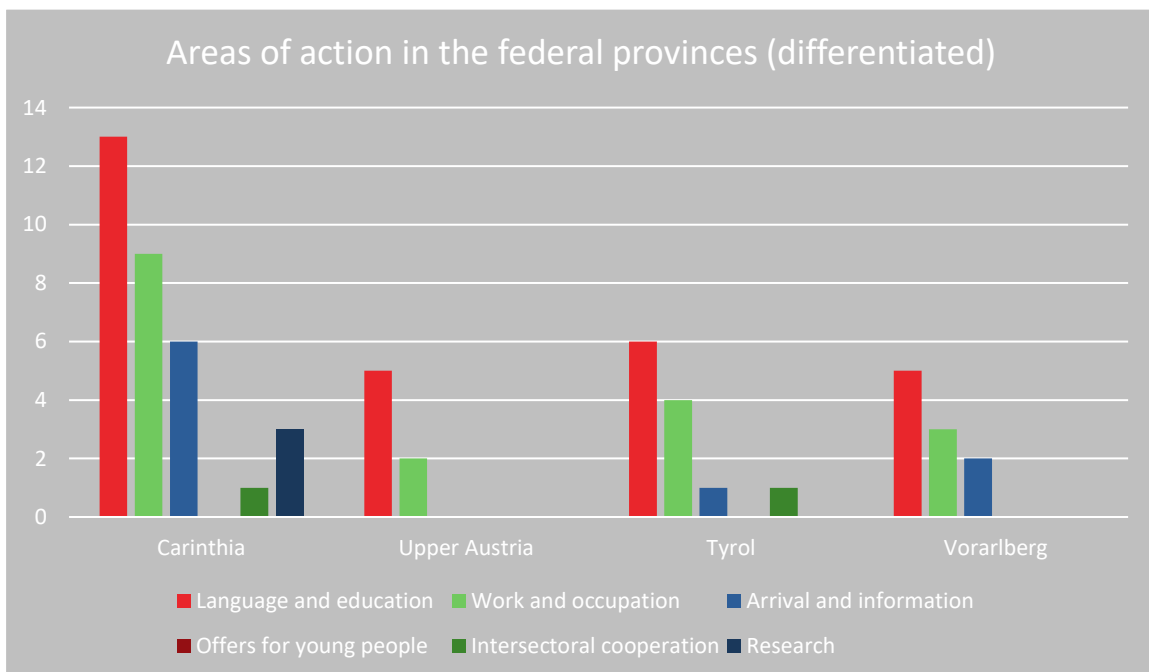


Figure 14 Differentiated distribution of the areas of action in the mission statements of the federal provinces. Source: own calculation (n= 62)

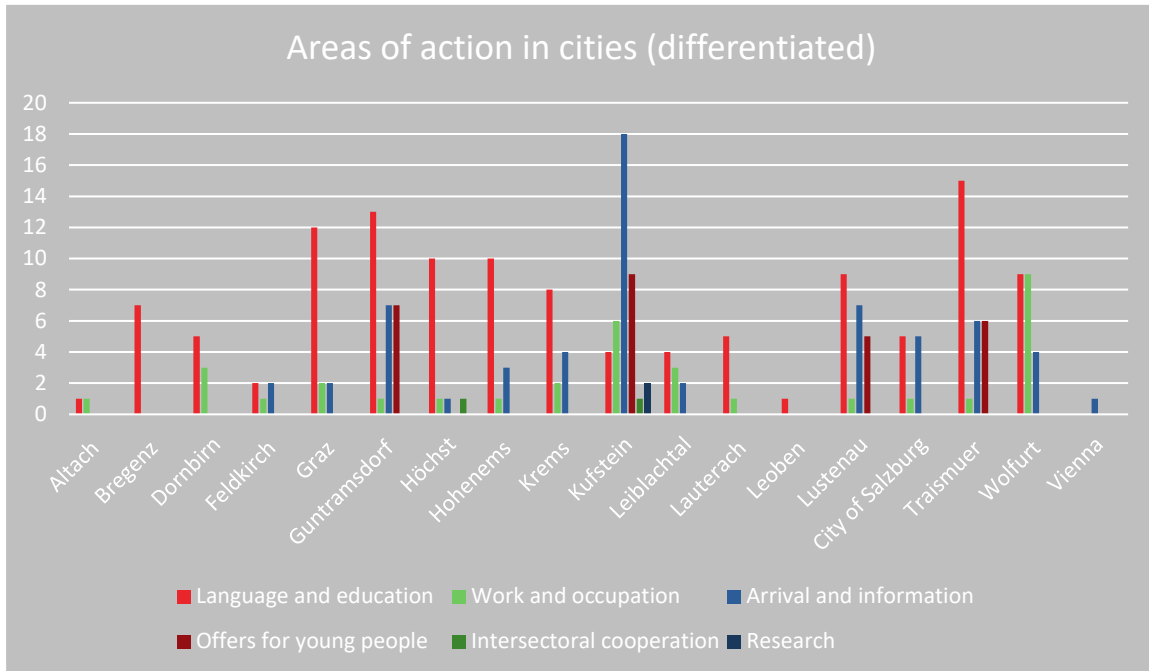


Figure 15 Differentiated distribution of the areas of action in the cities' mission statements. Source: own calculation (n= 256)

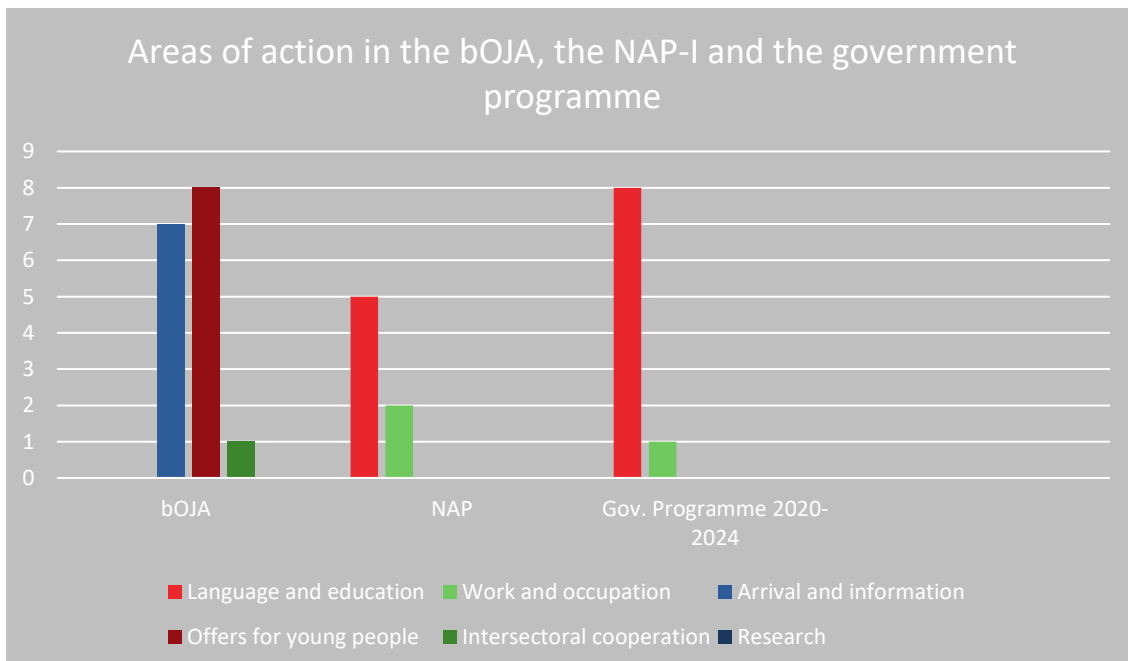


Figure 16 Distribution of the areas of action in the mission statements of bOJA, the NAP-I and the Government Programme 2020. Source: own calculation (n= 32)

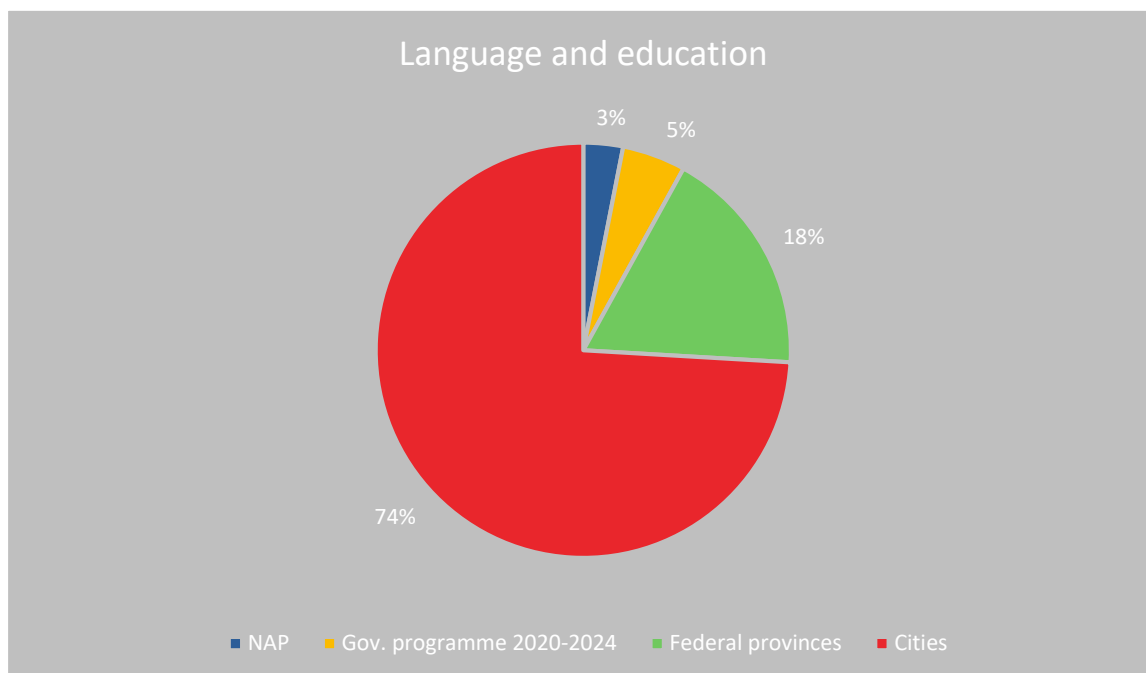


Figure 17 Distribution of the field of action "Language and Education" grouped by federal provinces, cities, the NAP-I and the government programme. Source: own calculation (n=162)

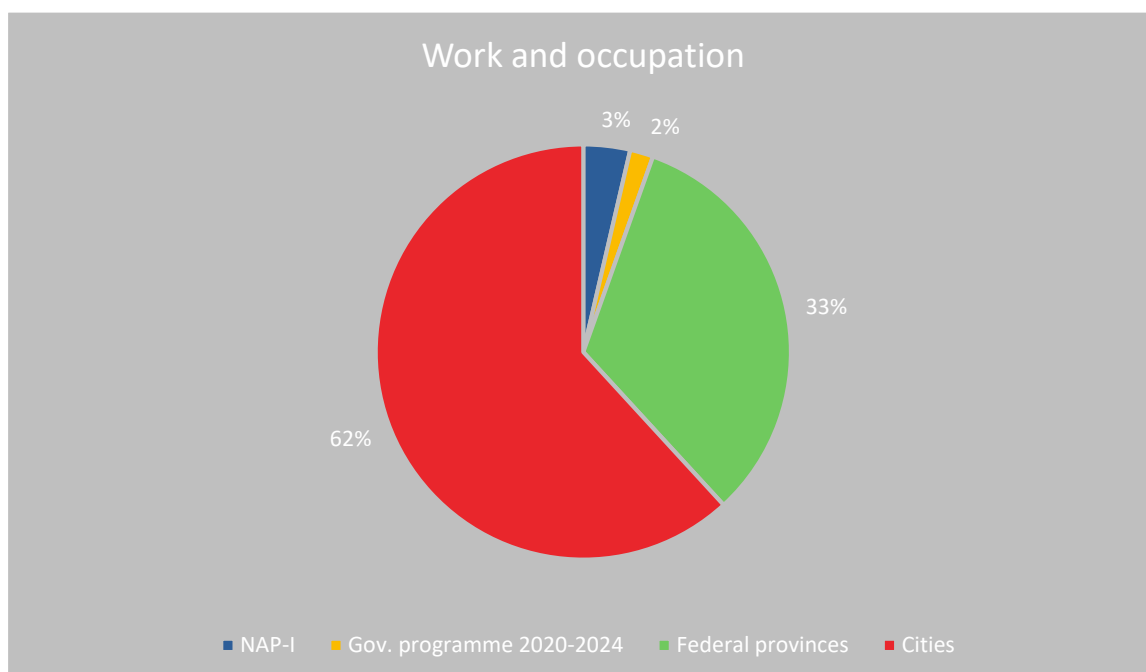


Figure 18 Distribution of the field of action "work and occupation" grouped by federal provinces, cities, the NAP-I and the government programme. Source: own calculation (n=55)

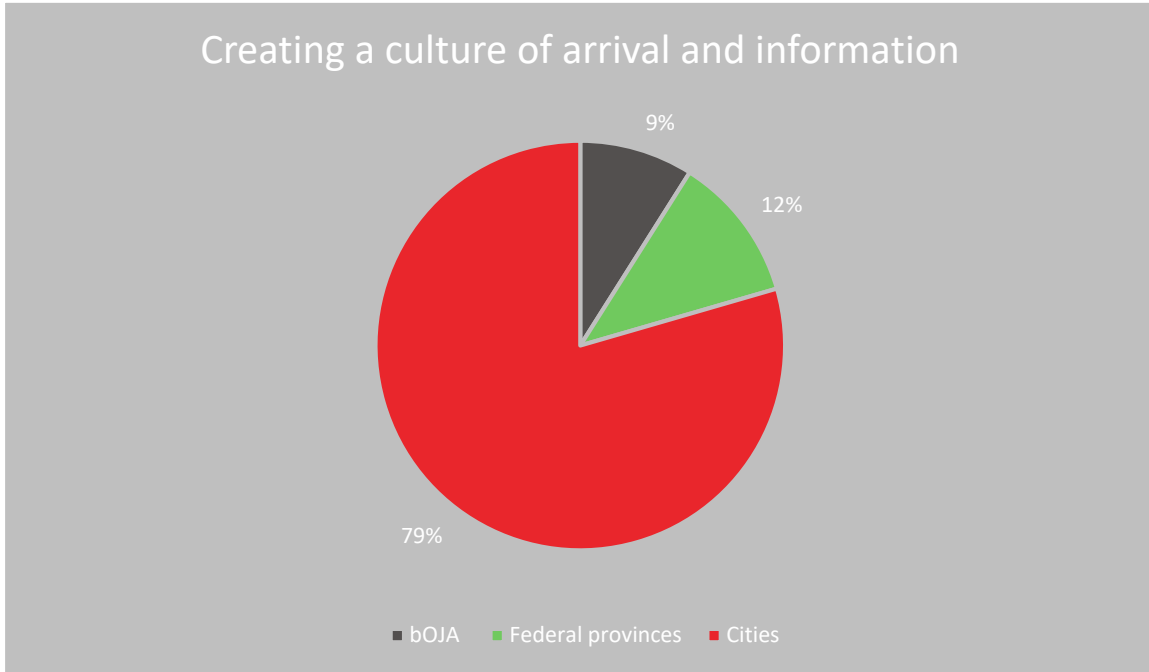


Figure 19 Distribution of the area of action "Creating a culture of arrival and information" grouped according to the mission statements of the cities, federal provinces and bOJA. Source: own calculation (n=78)

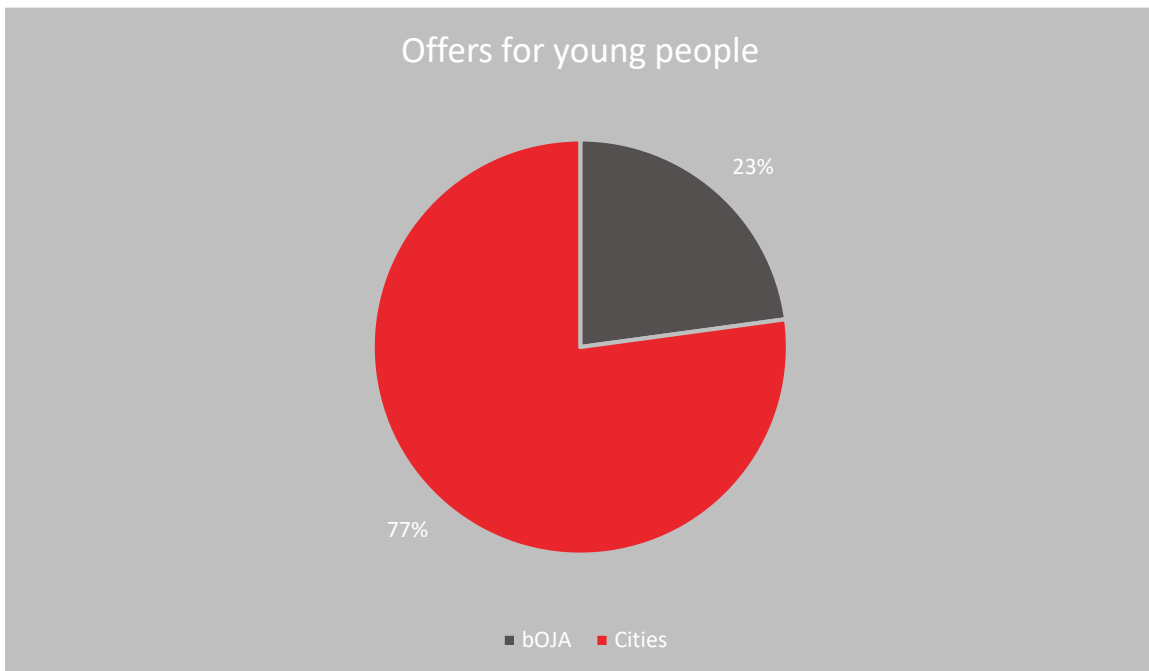


Figure 20 Distribution of the area of action "specific offers for young people" grouped according to the mission statements of the cities and the bOJA. Source: own calculation (n=35)

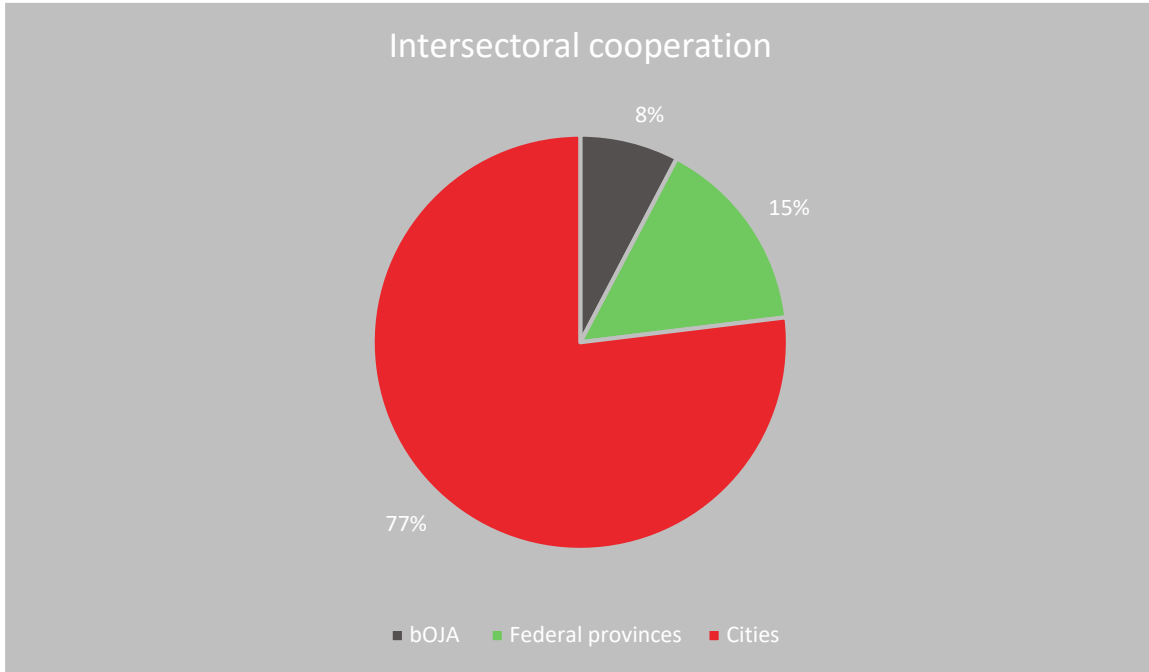


Figure 21 Distribution of the area of action "intersectoral cooperation" grouped by cities, federal provinces and the bOJA. Source: own calculation (n=14)

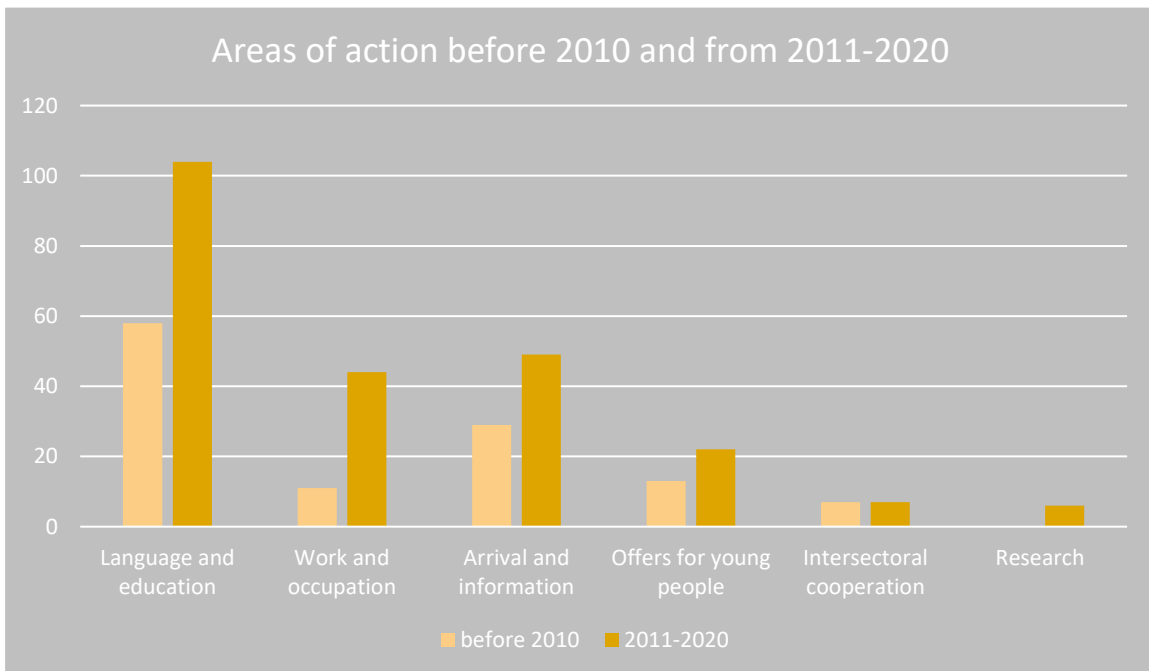


Figure 22 Distribution of areas of action according to mission statements before 2010 and mission statements from 2011-2020. Source: own calculation (n= 350)

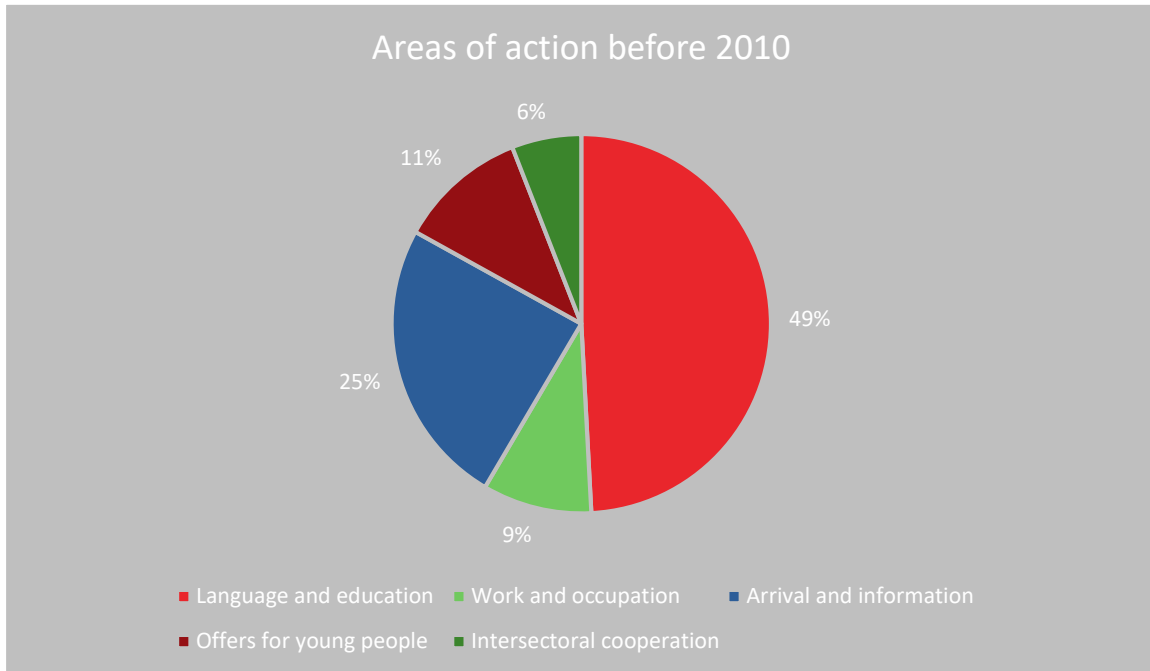


Figure 23 Distribution of areas of action according to mission statements before 2010. Source: own calculation (n=118)

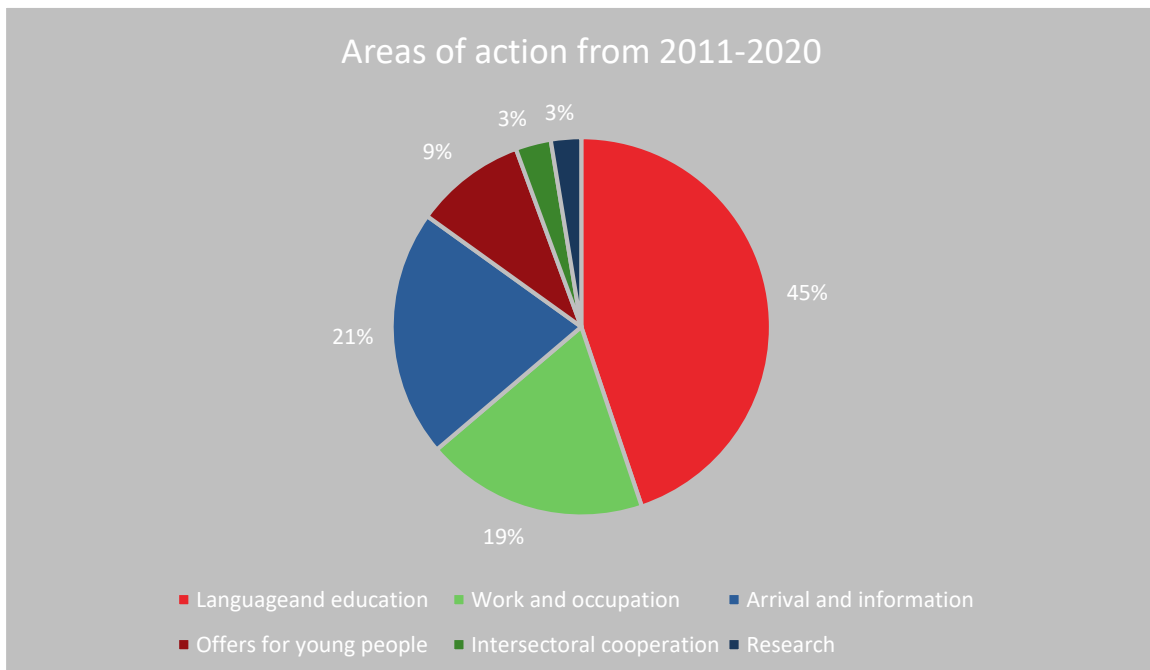


Figure 24 Distribution of areas of action according to mission statements from 2011-2020. Source: own calculation (n=232)



3.3 Language and education

A common language provides the basis for mutual understanding, is a prerequisite for social participation and thus "one of the most important steps on the way to the social, cultural and professional integration of immigrants" (Sevencan & Warbanoff 2019, p. 24). In addition to learning the German language, it is of great importance for young migrants and refugees to be successful in their education for their integration process. Good training and educational qualifications not only facilitate access to the labour market, but also to social groups, social environment and networks.

The development of the young people's linguistic competence also includes the promotion of multilingualism. This should be made possible on the one hand by expanding mother-tongue teaching, and on the other hand by increasing support for teaching German as a foreign or second language. The promotion of multilingualism can also be achieved, in addition to teaching, through expanded native-language services in municipal libraries.

As part of the education in schools, the rules and rights of the host society are also to be taught and religious education that promotes integration is to be offered. In order to successfully implement these lessons, the teachers are supported in their intercultural competences and corresponding further training is offered, which also includes anti-discrimination and anti-racism work. This sensitisation of the teaching staff can also increase awareness among the young people and counteract discrimination.

In order to make it easier for disadvantaged young people to (re)enter their educational path, it is necessary to broaden the existing understanding of education and to develop corresponding offers, such as obtaining or catching up on compulsory schooling and participating in vocational training courses. Access to these offers should also be extended to young asylum-seekers in order to avoid a concentration of young refugees and young people with a migration background in sections of society where academic achievement is low. The aim of these measures of promoting education is to reduce social inequality in the population as a whole and to promote equal opportunities. After all, through fair and equal access to education and training and on the basis of a common language, the common good and social cohesion can be strengthened. In implementing these measures, the increased networking and cooperation of educational institutions with NGOs, associations and similar institutions is an important component. Through this cooperation, more extracurricular activities for language promotion can be offered that take place in the afternoons or during school holidays. These offers can be implemented in the form of a buddy system for German language or reading mentors combining learning German with games and leisure time activities. In addition to the cooperation of educational institutions with NGOs and associations, parental cooperation and parental work is an important point in 13 (i.e. more than half of the) integration mission statements, namely those of:

Dornbirn (Fink-Schneider et al. 2017), Krems (Zwicklhuber et al. 2003), Kufstein (Sevencan & Warbanoff 2019), Traismauer (Martitschnig et al. 2004), Guntramsdorf (Zwicklhuber et al. 2004), the city of Salzburg (Maier et al. 2006), Graz (Eichinger & Grosz-Rauchenberger 2015), Hohenems (Bentele & Ucar 2009), Wolfurt (Thaler et al. 2011), Leiblachtal (Vogel et al. 2010), Lauterach (Ausschuss für Integrationsangelegenheiten & Häfele 2016), Bregenz (Landeshauptstadt Bregenz 2017) und Höchst (Hutter et al. 2011).



This includes, on the one hand, conveying to parents the importance of education and learning German, and, on the other hand, responding to the needs of parents, for example by having interpreters present at parents' evenings and also offering low-threshold opportunities for parents to get to know each other. In addition to interpreters, the use of intercultural staff in schools is also recommended in several mission statements. While the majority of the integration mission statements deal with the role of schools and kindergartens, universities and colleges are almost completely excluded from the field of education. The integration model of the city of Leoben in Styria is only missions statement that addressed support for foreign students.

Indicators „language and education“

A) Indicators concerning measures	
a) Indicators concerning measures aimed at the local population	
I) Measures to strengthen integration competence	II) Measures to improve social integration
Number of offers of extracurricular language support measures Number of courses offered to obtain qualifications and number of graduates Number of classes offered in the pupils' mother-tongue Extracurricular support measures Measures to support foreign students	Offers for the promotion and equality of girls and women Complaints reported due to discrimination or racism
b) Indicators concerning intra-institutional measures	
I) Structural level	II) Capacity building
Pre-school and out-of-school support/mentoring ratios by age and nationality Pupils by school type and nationality Foreign regular students at public universities	Proportion of participating interpreters at parent-teacher meetings Regularity of networking meetings with participants Number of intercultural staff in schools



Educational achievement of the 25-64 year old population by migration background	Training and further education for teachers, school social workers and school psychologists
Early school leavers after 8 th grade by language and school type	Proportion of school psychologists and school social workers in educational institutions
Ratio of children with a migration background in kindergartens and schools	
B) Indicators concerning outputs (results)	
Proportion of mother-tongue literature in libraries	Number of brochures on school entry and everyday school life in schools

3.4 Work and occupation

The next field of action presented deals with the professional life. Entering the professional life is a challenge for many young people. In particular, young men and women with a migration background are often facing a multitude of hurdles. To facilitate their entry into working life, skills assessments should be carried out as early as possible, followed by career guidance counselling. The municipalities can offer low-threshold entry assistance through their own sphere of influence and by establishing contacts. The provision of training and career opportunities in the municipality should also be proactively communicated at career fairs and in schools. Other possibilities for facilitating entry into the labour market are internships, try-out-days for companies and young people to get to know each other, and community service.

For those young women and men who have already transitioned from education into employment and have completed their education, some integration mission statements analysed recommend facilitating nostrification.

In addition to vocational training that is not being officially recognised, discrimination during the application process and in the company is another hurdle for young people with a migration background. To counteract this, targeted measures against discrimination and racism in companies are recommended. For example, employers and employees should be made aware of how young people are affected by discrimination and should also be sensitised to issues of interculturality and integration. Companies that put a non-discriminatory business philosophy into practice should be awarded public prizes and should be given preferential treatment in the assignment of public contracts. This not only supports these businesses, but also serves as an example and a source of motivation for others.

Disadvantaged groups such as young women, young people who are neither in education nor in employment, as well as unemployed young people under 25 must be given special support. For this purpose, it is proposed to offer young people the possibility to complete their apprenticeship in a different province, if there are no apprenticeship places available in the province of residence. Young



women should be supported in overcoming traditional role models and in striving for and achieving success in education and employment. One support measure that is particularly relevant for disadvantaged groups in the field of employment is the promotion of educational orientation measures in schools in combination with job application training. Moreover, financial incentive systems for further education and training can be used as an additional motivational tool for young people, if resources allow for it.

Indicators „work and occupation“

A) Indicators concerning measures	
a) Indicators concerning measures aimed at the local population	
I) <i>Measures to strengthen integration competence</i>	II) <i>Measures to improve social integration</i>
Number of competence tests and career guidance counselling Number of education and training days and their participants	Number of workplace discrimination complaints filed by under 30-year-olds
b) Indicators concerning intra-institutional measures	
I) <i>Structural level</i>	II) <i>Capacity building:</i>
Job opportunities outside the primary labour market Funding for mentoring programmes, number of programmes implemented and their participants and number of graduates Number of unemployed young people	Number of publicly awarded companies for practising a non-discriminatory corporate philosophy Training on intercultural sensitisation in companies (employers)
B) Indicators concerning outcomes (results)	
Participants and graduates of short-term internships in the framework of education and training days Number of young people with a migration background in training/occupation in the city administration or city-related institutions	Number of self-employed migrants Number of notifications of qualifications of under30-year-olds



3.5 Creating a culture of arrival and welcome

While the first two areas of action, "language and education" and "work and occupation", focus on the demands placed on young people with a migration background in the integration process, the field of action "creating a culture of arrival and information" deals with how integration can be promoted by the host society.

Of the 25 integration mission statements analysed, 17 describe different aspects of fostering a culture of arrival and information (bOJA (Konrad 2016), Feldkirch (Greussing et al. 2008), Graz (Eichinger & Grosz-Rauchenberger 2015), Guntramsdorf (Zwicklhuber et al. 2004), Höchst (Hutter et al. 2011), Hohenems (Bentele & Ucar 2009), Carinthia (Gruber et al. 2017), Krems (Zwicklhuber et al. 2003), Kufstein (Sevencan & Warbanoff 2018), Leiblachtal (Vogel et al. 2010), Lustenau (Gächter et al. 2014), Stadt Salzburg (Maier et al. 2006), Tirol (2019a, 2019b), Traismauer (Martischinig et al. 2004), Vorarlberg (Güngör et al. 2016), Vienna (Magistratsabteilung 17 - Integration & Diversity)). In all 17 mission statements, the main focus concerning this area of action focuses on creating opportunities for getting to know one another. The bOJA (Konrad 2016) in particular, but also the integration mission statement of the city of Kufstein (Sevencan & Warbanoff 2018), the city of Salzburg (Maier et al. 2006) and the province of Vorarlberg (Güngör et al. 2016) address the importance of youth work and youth centres.

In addition to creating opportunities for getting to know one another, existing fears in the population should also be addressed and reduced through awareness-raising and further education, as particularly recommended in the integration mission statement of the province of Carinthia (Gruber et al. 2017). The mission statements of the cities of Guntramsdorf (Zwicklhuber et al. 2004), Kufstein (Sevencan & Warbanoff 2018), Lustenau (Gächter et al. 2004) and Traismauer (Martischinig et al. 2004) contain separate policy recommendations for young people and should therefore be highlighted. They differ from the other mission statements in that they do not only indirectly mention young people in their policy recommendations, but have developed specific measures for this target group. Since the content of these target group-oriented measures is strongly oriented towards the creation of a culture of arrival and information, as also described in the other mission statements, these measures developed especially for young people are also presented within the framework of this field of action.

Encounters between young people with and without a migration background can take place best in spaces that are accessible without the pressure to consume. Therefore, it is recommended that the opening of associations is promoted and facilitated so that young people can approach each other through sports, culture and music. By emphasising joint activities as a connecting element, the focus is directed towards commonalities and shared experiences.

In order to facilitate access to association facilities, the association can be introduced and presented in schools. Parents are also invited to get to know the associations and their leisure and sports facilities. The presentation is made by representatives of the association, who can also be supported by interpreters. In this way, educational and childcare facilities can also be used as places of encounter and checked for further possibilities of exchange. Prior to that, it is important to take stock of already existing meeting spaces and to connect them with other places of encounter such as schools. For



example, art projects in cooperation between schools or kindergartens and local artists can help to promote integration and community. In addition to associations, religious institutions and communities also offer opportunities for encounter and exchange. Therefore, the cooperation of religious communities should be strengthened and inter-religious dialogue should be supported. In schools, associations, religious and other institutions, the approach of a buddy system and peer education can also be helpful in strengthening the relationships among young people. In addition, counselling centres for girls should be established.

In addition to making use of existing meeting places, new multicultural centres can be opened to provide a designated place for exchange and dialogue between different cultures. Furthermore, events and offers, where people with a migration or refugee background bring in with their skills and expertise, should be particularly promoted.

As already mentioned, youth centres and youth work have a special status in the field of action of “creating a culture of arrival and information”. For many young people with a migration history, youth centres offer a neutral place where there are no expectations of performance or consumption. They can gather and get to know one another there. In addition to newly arrived young people, it is also recommended to include representatives of the second generation migration in the youth centres. Open youth work in particular has an important role to play in shaping and moderating leisure time. Therefore, it is recommended to strengthen the presence of youth work in the public space in order to prevent and solve conflicts. In the youth centres, special attention should also be paid to the inclusion of young people without a migration background. The aim of youth work and open youth work is to highlight the diversity of young people, to point out their rights and to facilitate their political education. The political education of young people should be as low-threshold as possible and thus also initiate and promote the political participation of young people.

According to the integration mission statement of the municipality of Guntramsdorf (Zwicklhuber et al. 2004), the creation of a multilingual brochure helps to familiarise young people with a migration background with youth-specific offers of the local associations, unions etc. Moreover, personal meetings with public figures can help young people to learn more about the offers and the life of the arrival society. On the one hand, these public figures should act as role models and, on the other hand, they should give the young people orientation and open up new perspectives for them.

Therefore, in this area of action, positive narratives and appreciation of engagement and community are to be promoted. In doing so, action is taken against any kind of discrimination and diversity is prioritised. Best practice examples could receive recognition through a public award ceremony and thus also motivate others to get involved with young people with a migration background.



Indicators „creating a culture of arrival and welcome“

A) Indicators concerning measures	
a) Indicators concerning measures aimed at the local population	
II) <i>Measures to improve social integration</i>	
<p>Number of funded projects that focus on the skills of young people with a migration background</p> <p>Members and participants taking part in association events by nationality</p> <p>Number of counselling centres for girls and the number of visitors of such centres</p> <p>Number of existing places without compulsory consumption per town/city/province</p> <p>Number of interfaith events</p> <p>Number of funded art projects dealing with the topic of integration</p>	
b) <u>Indicators concerning intra-institutional measures</u>	
I) <i>Structural level</i>	II) <i>Capacity building:</i>
<p>Number of events in schools to present associations and the number of participants of such events</p> <p>Number of multicultural centres and events held, number of visitors/participants of such centres/events</p> <p>Number of funded peer education or buddy projects</p> <p>Number of meetings with public figures and role models and the number of participants of such meetings</p>	<p>Number of awards and subsidies awarded to initiatives for young migrants</p> <p>Diversity of staff in youth centres, associations, etc.</p> <p>Number of mobile youth workers</p>
B) Indicators concerning outcomes (results)	
Number of brochures produced with youth-specific offers	



3.6 Intersectoral cooperation

In contrast to the previous areas of action, the field of action "intersectoral cooperation" does not deal with the responsibility of individual actors, but with an overarching role of educational institutions, NGOs, youth centres, clubs, associations and their staff or members. Through intersectoral cooperation, the networking and cooperation between integration and youth work is to be strengthened, as well as that of all institutions visited by young people.

The area of action "intersectoral cooperation" is described in the mission statements of the bOJA (Konrad 2016), the city of Dornbirn (Fink-Schneider et al. 2017), the municipality of Guntramsdorf (Zwicklhuber et al. 2004), the municipality of Höchst (Hutter et al. 2011), the municipality of Hohenems (Bentele & Ucar 2009), the province of Carinthia (Gruber et al. 2017), the municipality of Kufstein (Sevencan & Warbanoff 2018), the region of Leiblachtal (Vogel et al. 2010), the city of Salzburg (Maier et al. 2006), the province of Tyrol (Burtscher-Mathis 2019a, 2019b) and the municipality of Traismauer (Martischinig et al. 2004).

The cooperation of youth work, school social work and schools enables interlinkages between learning spaces provided by schools and extracurricular learning spaces as well as the development of "full-time" education concepts and should therefore be promoted. This requires concrete initiatives for personal exchange and cooperation. It would also be helpful to establish a networking newsletter, in which information about the offers provided by integration officers and open youth and mobile open youth workers for educational institutions is compiled. For the dissemination of information and the support of networking, multilingual mobile teams could function as entities between the actors and institutions. In addition to newsletters and mobile teams, counselling centres and one-stop-shops could be helpful as centralised sources of information and networking.

In order to learn from one another, it is also advisable for the federal provinces to exchange good practice examples, which should help to strengthen the sense of community among the actors involved and the coordinated cooperation in order to reduce competitive thinking.

Indicators „intersectoral cooperation“

A) Indicators concerning measures	
a) Indicators concerning measures aimed at the local population	
I) <i>Measures to strengthen integration competence</i>	
Number of counselling centres and one-stop shops	
b) Indicators concerning intra-institutional measures	
I) <i>Structural level</i>	II) <i>Capacity building:</i>



<p>Lists compiling good practice examples</p> <p>Number of annual networking meetings of educators</p> <p>Number of annual networking meetings between educational and extracurricular institutions</p> <p>Number of newsletters and circular letters of the integration officers of the (mobile) open youth work</p>	<p>Number of multilingual mobile teams</p>
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3.7 Accompanying scientific research

The field of action "accompanying scientific research" still has the greatest potential for expansion. It is addressed in only three mission statements, namely Graz (Eichinger & Grosz-Rauchenberger 2015), Carinthia (Gruber et al. 2017) and Kufstein (Sevencan & Warbanoff 2019).

The evaluation of exclusionary factors within the legal framework and of funding instruments is intended to help prevent and counteract systematic disadvantage. Moreover, factors promoting the integration process as well as such hindering it are to be identified. An annual report on demographic development should also provide an overview of the current situation. To carry out these surveys, it is recommended to seek cooperation with universities and universities of applied sciences.

Indicators „accompanying scientific research“

A) Indicators concerning measures
b) <u>Indicators concerning intra-institutional measures</u>
<i>1) Structural level</i>
Evaluation of exclusionary factors within the legal framework and of funding instruments
Number of collaborations with universities, number of funded dissertations
B) Indicators concerning outcomes (results)
Number of annual reports on demographic development
Studies on factors promoting and hindering integration



4. Conclusio

Through the higher number of immigrants to Austria, most of whom (83%) are between 18 and 34 years old, new challenges for the local population, educational institutions, youth facilities and the immigrant population are created. In order to meet these challenges, integration mission statements have been developed in Austrian provinces, cities and municipalities to serve as a guidance for integration models. In this report, these models were analysed in terms of how they deal with young people in the integration process. It was examined which expectations are placed on them and which offers already exist for them or are being considered to support them in the integration process. The mission statements were also examined with regards to recommendations concerning intersectoral cooperation and accompanying scientific research.

25 mission statements were included in the analysis, of which 18 were from cities and four from federal provinces. In addition, the NAP - I (Fassmann 2019), the government programme 2020-2024 and the bOJA integration mission statement (Konrad 2016) were analysed. Eight of the mission statements were published before 2010 and the remaining 17 in the years of 2011-2020. 350 policy recommendations and indicators were extracted from these mission statements, which were grouped into six areas of action: "language and education", "work and occupation", "creation of an arrival and information society", "specific offers for young people", "intersectoral cooperation" and "accompanying scientific research". The area of "language and education" was given the greatest importance: with half of the indicators and policy recommendations extracted, "language and education" is addressed in 23 of the 25 integration mission statements, including 17 of 18 models of cities, in all four federal provinces, the NAP - I and the government programme. The areas of "accompanying scientific research" and "intersectoral cooperation", in turn, have the greatest potential to be expanded. They are mentioned the fewest in the analysed integration mission statements and account for the smallest proportion of indicators and recommendations. A comparison of the mission statements of the cities and the federal provinces shows that no specific offers for young people were formulated in the mission statements of the federal provinces. The analysis of the mission statements also revealed differences between the mission statements published before 2010 and those published between 2011 and 2020: While no recommendations or indicators for "accompanying scientific research" were formulated in the older mission statements before 2010, more indicators and recommendations for the area of "work and career" were developed in the more current mission statements published between 2011 and 2020.



5. Overview of the policy recommendations

Policy recommendations „language und education“

1. Promote multilingualism
2. Make use of potential talent
3. Train and further educate teachers working in the field of interculturality and integration
4. Broaden the understanding of education and increase offers for disadvantaged target groups
5. Increase support of pedagogues who teach German as a foreign language
6. Further develop opportunities to complete compulsory schooling
7. Strengthen mother-tongue teaching
8. Create short-term apprenticeships
9. Expand and promote school social work and school psychology
10. Facilitate cooperation among parents and parental work
11. Increase cooperation and networking between the public administration, NGOs, associations and similar institutions
12. Prevent the education system from leaving pupils with a migration background behind
13. Develop holistic information and sensitisation work for the local population
14. Promote educational opportunities also for young asylum-seekers after compulsory schooling
15. Strengthen anti-discrimination and anti-racism work
16. Reduce social inequality to promote public welfare
17. Facilitate religious education that promotes integration
18. Promote equal opportunities
19. Develop extracurricular activities, such as buddy-projects to learn the German language or promote opportunities to learn and use German during sport and leisure time activities
20. Offer more language support measures in the afternoon and during school holidays – ideally in combination with leisure time activities
21. Promote gender equality
22. Improve educational orientation
23. Facilitate networking among pedagogues
24. Communicate the importance of education
25. Emphasize values, rules, rights and duties as well as structural conditions of host society
26. Produce a brochure on starting school, school law etc.
27. Create integrative teaching models
28. Create special offers for girls and women
29. Increase offers of mother-tongue literature, music and games in libraries
30. Hire intercultural staff in kindergartens and schools
31. Interpreters for parent-teacher meetings
32. Equally distribute children of the host society and children with migration background
33. Improve assistance for foreign students



Policy recommendations „work and occupation“

1. Assess skill early on followed by career guidance
2. Initiate and support mentoring programmes
3. Create low-threshold entry opportunities to join the labour market at the municipal level as well as through contacts with partners within the system (e.g. short-term internships to enable a better insight in different professions, promotion of voluntary work etc.)
4. Proactively communicate training and career opportunities at the municipal level including companies owned by or working closely with the municipal administration– e.g. in schools, at career fairs or through other entities promoting educational, vocational and professional orientation for young people
5. Simplify nostrification procedures and respective counselling
6. Initiate and promote anti-discrimination measures in the labour market
7. Strengthen cooperation between companies and the Austrian Public Employment Service (Arbeitsmarktservice), initiate mentoring programmes in companies
8. Offer career entry opportunities (e.g. through community service, internships, voluntary work, increased number of apprenticeships etc.)
9. Help young people integrate into the labour market, prepare immigrants for the labour market and society
10. Honor companies with public awards for putting into practice a non-discriminatory business philosophy and offer them preferential treatment in the assignment of public contracts
11. Identify/Utilise job opportunities outside the primary labour market
12. Pay special attention to unemployed young people under 25 and motivate them to apply for apprenticeships also outside of their province of residence
13. Facilitate intercultural sensitisation for employers and employees
14. Enhance the promotion of women and girls
15. Strengthen the migrant economy, support migrant workers on their way to self-employment
16. Create low-threshold opportunities for the transition from school to work (e.g. through apprenticeships)
17. Initiate orientation and try-out-days for companies and young people to get to know each other
18. Create financial incentive systems for further training and education
19. Facilitate vocational orientation and job application training at schools



Policy recommendations „creating a culture of arrival and welcome“

1. Address existing fears among the local population and counteract them by providing information
2. Strengthen mobile youth work/street work
3. Promote the opening of associations (sports, culture, music etc.)
4. Raise awareness for diversity and relationship work
5. Take stock of existing community places and meeting spaces without pressure to consume and point out existing potentials for joint usage of such places (e.g. youth centres)
6. Making use of cultural activities as a connecting element between people and organise events to dismantle barriers
7. Introduce and present associations in schools
8. Highlight the rights of young people
9. Strengthen cooperation between religious communities, promote inter-religious dialogue
10. Create „artist in residence“ art projects dealing with the topic of integration in cooperation with schools and kindergartens
11. Organise or support formats that promote encounters and a sense of community – especially on a city district level
12. Put emphasis on the importance of youth work in general and open youth work in particular in shaping and moderating leisure time
13. Promote events and initiatives to which immigrants (asylum seekers, persons entitled to asylum, migrants) can contribute with their competences and skills
14. Examine the role and possibilities of municipal childcare and educational institutions as meeting places in the city districts
15. Create multicultural spaces and multicultural centres
16. Promote political education for young people
17. Facilitate buddy system and peer education projects
18. Fight actively against any kind of discrimination
19. Include young people of the host society in the integration process of young people with a migration background
20. Recognise expertise in creating and shaping participation opportunities for young people
21. Create counselling centres for Muslim girls
22. Personal meetings and opportunities for exchange with public figures and role models
23. Initiate a „Togetherness Award“ or other formats as a sign of appreciation and support for the engagement of/for young migrants
24. Organise an integration day in cooperation with youth centres, schools and various youth groups
25. Integrate representatives of the second generation into the team of the youth centre
26. Create a multilingual brochure for young people on what the society of arrival has to offer
27. Encourage projects with the aim of changing/improving the quality of relationships in families



Policy recommendations „intersectoral cooperation“

1. Create and promote concrete initiatives for exchange and cooperation between municipal youth and integration work, on one hand, and educational institutions, on the other hand
2. Create and promote multilingual mobile teams that act as social space-oriented entities among educational institutions, parents and extracurricular institutions (e.g. youth welfare) – for example in cooperation with (mobile) open youth work and school social work
3. Inform regularly about services offered by representatives for integration and (mobile) open youth work (e.g. monthly newsletter)
4. Integrate contact people or coordination centres working in the field of migration and asylum into youth work
5. Exchange good practice examples
6. Establish professional counselling centres or one-stop-shops at the regional level
7. Coordinate regional language support networks managed by educational institutions
8. Promote coordinated cooperation among educational institutions, associations and NGOs; increase cooperation and networking between the public administration, NGOs, associations and other relevant institutions
9. Improve networking between teachers and pedagogues

Policy recommendations „accompanying scientific research“

1. Evaluate exclusionary factors in the legal system and of funding instruments
2. Create an annual report on demographic development as well as other data and information essential for work in the field of integration
3. Research factors that promote/inhibit integration
4. Initiate cooperation among universities and/or universities of applied sciences for the planning and implementation of essential surveys and analyses



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