



VOLUNTEERING
AMONG IMMIGRANTS

Austria

National Report



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Introduction

In Austria, an innovative approach to increase inclusion of immigrants has become highlighted topic throughout the country, and there are programs and activities under standard integration national policies that aim to increase migrants' sense of belonging to the host society. These programs and activities related to inclusion of migrants are carried out with the partnership consisting of actors from public and private fields in Austria. The programs and activities consist of language classes, social services provided, paths to citizenship and giving about migrants' rights. Even though these are good measures to enhance inclusion of migrants to the host society, there are specific challenges that are recognized by the authorities and civil society in Austria. These challenges are unemployment for low-skilled migrants, increasing risks of social exclusion, and concerns belonging to local society with the lack of integration with migrants. In order to overcome these challenges, it requires to implement based on practical elements to stimulate migrants to be involved in the actions consisting of the social integration and active participation. In line with this point, volunteering is being seen as a unique method of integrating migrants in Austria. There are many good practices and initiatives that are supported by the civil society to enable migrants to feel more confident, have competence to incorporate themselves into the host country and increase a sense of belonging. Moreover, Austrian decision makers and local authorities get involved in this process in order to increase the effectiveness of volunteering throughout the country in the long-term process for a better inclusion process of people having migrant background.

The aim of this report is to reflect national framework aimed at volunteering of migrants in Austria and report is presented under five parts. The first part gives a comprehensive information on migration at national level, and it refers to national concept to highlight historical developments, political framework and social framework aimed at immigration issue in Austria. In line with the information given under this title, it is possible to review the data on how Austria experienced immigration issue at national level and also the limitations that should be dealt with for more inclusive migration policies.

The second part provides overview about national context of civil society and volunteering. Under this title, it is possible to find comprehensive information about national regulation, organisation and characteristics of the link between volunteering



and migration and migrants' civic participation and volunteering. Although there is positive picture about the relationship between migration and volunteering, the authorities and civil society in Austria would like to see a more constructive focus on increasing volunteering and solidarity actions aimed at migrants. From Austrian perspective, improving volunteering actions for migrants requires more effective management at organisational level (organisations and institutions working with/for migrants) and a strengthening of cooperation between migrants and civil society/authorities that encourage migrants to be involved in volunteering actions and to recognize the importance of volunteering for improvement in their social and professional paths.

In the third part and fourth parts, the results of the online survey implemented at national level and qualitative research in Tyrol region are presented. These results provide an overview on how the host country (Austria) is approaching the inclusion of migrants through initiatives based on volunteerism and indicators that has an impact on the participation of migrants to the volunteering and migrants' current perspectives and experiences on national approaches to increase their inclusion into the host country by volunteering activities. By sticking to the results obtained and the framework used for survey at national level and qualitative research at local level, it is possible to highlight their results. The research about volunteering among immigrants that was carried out in throughout Austria, during May-June 2018 gives essential data (the location of organisation and number of staff and volunteers in the organisation) on the organisations that has experience on working with/for migrants. (The majority of participatory organisations are located in Vienna, and the majority of participatory organisations have 6- 15 staff, and the majority of participatory organisations contain 31 to 50 volunteers). Moreover, it is possible to get point of view about economic and educational level of immigrant volunteers and the level of their motivation about being volunteer. Although most of them have low educational and economical level, majority of them have great motivation to be involved in volunteering activities, and most of them are grateful about their experience as a volunteer in their organisation and are aware of the benefits of being volunteer for their adaptations and integration, their activities are based on language courses, accompanying services, orientation in employment. Under the title of Qualitative research at local level, there are a clear and consistent information on involvement of volunteers in volunteering actions, role of volunteering in the process of inclusion, cooperation with migrant volunteers and the



organization, problems produced by voluntary activities of immigrants, opportunities and benefits of Volunteering for/with immigrants and policies. Fourth part reflects the results of qualitative research at local level and gives tangible results on volunteering activities and organization. This research is based on 5 different focus groups analysis and were carried with over 32 people between May and July 2018 in Tyrol/Austria and also 20 case studies by interviews.



PART A: MIGRATIONS AND VOLUNTEERING AT NATIONAL LEVEL

1. GENERAL FRAMEWORK ABOUT MIGRATIONS

1.1 Historical Development

Looking at the geographical location of the country and its history, it becomes clear that today's Austria can look back on a long tradition of immigration. However, the fact that Austria has long since (again) become an immigration country is neither officially recognised nor has it penetrated the consciousness of the general public. On the contrary: politics and the media continue to maintain that Austria is not an immigration country despite the high level of immigration.

A brief outline of a long immigration history

Austria, and here especially the greater Vienna area, can look back on a long immigration history. As early as the middle of the 16th century, the poet Wolfgang Schmelzl compared Vienna to Babel because of its confusion of languages.

In the 18th century Vienna was an attractive destination within a professional hiking system covering the whole German-speaking area, which led to a significant part of the craftsmen working in Vienna originating from southern Germany, but also from Switzerland and northern Italy until the early 19th century.

Since the beginning of the 19th century, the proportion of German immigrants to Vienna has been gradually decreasing. After the dissolution of the "Holy Roman Empire of the German Nation" in 1806, the city concentrated entirely on its central location in the Habsburg Monarchy. Over the next decades, it became a Central European melting pot, and Bohemia and Moravia, but also Galicia and Bukovina became the most important areas of origin for the new migrants.

The population of Vienna increased by 1.7% annually until 1890, then by as much as 2% annually in the urban area, which had been enlarged by incorporation. 235,000 people lived in Vienna and its suburbs and suburbs at the end of the 18th century; in 1830 it had grown to 400,000, in 1850 to 550,000, in 1870 to over 900,000 and in 1890 to 1.4 million. The city reached its historic high in 1916 with 2,239,000 inhabitants.

Critics and opponents of immigration often argue that the mass migration of the late 19th century was mainly internal migration within the borders of the Habsburg Empire at that time, which is why the situation at that time is not comparable with the situation today. However, it is often overlooked that the "right of domicile" in force at that time disadvantaged persons from other parts of the monarchy and turned them into "foreigners" in a similar way as today's laws on foreigners do. Anyone who was not entitled to live in their community of residence and threatened to become a burden to the poor, for example, could be deported. Vienna was - also through the violent policy of assimilation under the Christian-social mayor Karl Lueger - a "melting pot against will" and the fully permanent assimilation up to self-denial was the dominant model.

How many Czechs lived in Vienna at the turn of the century can no longer be determined exactly; estimates vary between 400,000 and 600,000. 200,000 people migrated to the newly founded CSR after the Czechoslovak Republic was founded in 1919, the remainder was almost completely assimilated.

For immigrants, the price of successful integration was not only assimilation in the sense of adaptation to the dominant German-speaking culture, but also dissimulation, i.e. denial and suppression of their own origins. Being lumped together with the new immigrants called into question the success of one's own integration. In Austria, a traditional country of immigration, xenophobia has continued to grow on this soil to this day.

Austria - an exemplary country of asylum

After 1945 Austria became one of the most important transit countries for refugees, especially from Eastern Europe. Between 1945 and 1990, around 650,000 people reached the West via Austria. Refugee policy and the claim to be an asylum country were raised to basic principles of Austria's self-image - although it should be noted that Austria's asylum and refugee policy has always also been an interest-led field of symbolic policy and a means of legitimacy identity creation.

Immediately after the end of the Second World War, about 1.4 million foreigners lived in Austria, including more than half a million so-called displaced persons, i.e. displaced persons and war refugees, liberated concentration camp prisoners and forced labourers, Jewish refugees, former prisoners of war and members of allies of the German army, most of whom were soon sent to the emigration countries USA, Canada



or Australia or were forced to repatriate. In addition, more than 300,000 German-speaking displaced persons - so-called "Volksdeutsche" - from Central and Eastern Europe. There is no reliable information on how many of these people actually stayed in Austria; in 1948 their number was still around half a million.

In the following decades Austria became an important target country for political refugees three times as a result of political crises in Communist Eastern Europe and its geographical location.

In 1956/57, more than 180,000 Hungarian refugees arrived in Austria after the suppression of the Hungarian popular uprising. For most of them, Austria was primarily a transit country; about 20,000 Hungarians settled permanently in the country.

After the violent end of the Prague Spring in the summer of 1968, some 162,000 Czechs and Slovaks fled to Austria. A large part later returned to their homeland, the others mostly emigrated to other countries. It is estimated that about 12,000 Czechoslovak citizens remained permanently in Austria.

After the imposition of martial law in Poland and the suppression of the Solidarnosc movement in 1981 and 1982, more than 120,000 Poles came to Austria; the majority of these refugees also used Austria as a corridor to emigrate from here to the USA, Canada or Australia.

The approximately 1,000 Chilean refugees who were admitted to Austria after the military coup of 11 September 1973 and the approximately 300,000 Jews from the Soviet Union and Eastern Europe who emigrated between 1968 and 1986 via Austria primarily to Israel and the USA must also be mentioned in this context.

The "guest worker policy" and its consequences

In the 1950s, Austria also experienced a labour shortage for the first time, which was exacerbated by the migration of Austrian workers to Germany and Switzerland. As early as 1961, workers from Italy were recruited for the construction industry to remedy this labour shortage. The basis for the systematic recruitment - and thus also for immigration - of foreign workers was the "Raab-Olah Agreement" concluded in 1961 between the then Presidents of the Federal Economic Chamber and the Federation of Trade Unions, which for the first time determined the influx of foreign workers. On the

basis of bilateral agreements, the recruitment of workers and their travel to Austria should be organized by specially established local offices.

The first of these recruitment agreements was concluded with Spain in 1962 - and had virtually no consequences. The Association Agreement between the European Economic Community (EEC) and Turkey in 1963 was followed by a recruitment agreement with Turkey the following year. A recruitment agreement (including a social agreement) was also signed with Yugoslavia in 1966. A social agreement with Turkey followed in 1969.

The main principle of the "guest worker" system was the rotation of temporary workers, i.e. the "guest workers" - initially in the vast majority of men without their families - were to return to their home countries as soon as possible and be replaced by new foreign workers if necessary. As a consequence of this policy, some 265,000 people migrated to Austria between 1961 and 1974, most of them between 1969 and 1973. In 1971, the proportion of foreign workers was 6.1%, but only 2.8% of the population; in 1973, 78.5% of "guest workers" were Yugoslavian citizens, 11.8% Turks.

However, the "guest worker" system did not work as planned, as many "guest workers" settled permanently in Austria as early as the 1970s. Thus, however, immigration (again) became an essential element of Austria's demographic development. While in the beginning migrant workers were mainly male without children and family members, in 1971 the proportion of women among the foreign resident population in Austria was already over 39%, that of children almost 15%.

1974 marked a first turning point in Austrian immigration policy. The international oil crisis and the fact that many Austrians working abroad returned to their homeland led to increased competition in the labour market. Politics therefore pursued the goal of reducing the number of "guest workers" through a recruitment freeze for foreign workers and encouraging foreigners already present in the country to return to their homeland. In 1975, the Law on the Employment of Foreign Nationals was passed, which basically gave Austrian citizens priority on the labour market. Only after eight years of employment did foreign workers receive a so-called "exemption certificate", which guaranteed them unrestricted access to the Austrian labour market.

However, the recruitment freeze had a completely unexpected side effect. Although the number of foreign employees fell by around 40% between 1974 and 1984, the problem about the recruitment and the lack of a return option led many "guest workers" to



significantly extend their length of stay and to catch up with their families. This family reunion largely compensated for the return migration and the number of foreign residents remained almost constant. The share of migrants in employment and population converged to 5% and 4% respectively in the mid-1980s. At the same time, this led to an increase in the proportion of women among migrants from 39.4% (1971) to 44.4% (1981); the proportion of children even increased from 14.8% to 22.5% over the same period. Thus, the problem of integrating foreign children and young people into the Austrian education and vocational training system arose for the first time.

Austria - a problematic asylum country

The year 1989, and in particular the upheaval in Romania at the turn of the year 1989/90 and the resulting wave of refugees, marked a further turning point in Austria's asylum and refugee policy. The right of asylum was dismantled step by step under the impression of highly emotionalized domestic political debates. To "prevent asylum abuse", "accelerated asylum procedures" were introduced, visa obligations for the most important countries of origin of asylum seekers were imposed and deportations facilitated. The heated "debate on foreigners" during the 1990 National Council election campaign led to a comprehensive tightening of the law on foreigners at the beginning of the 1990s. Restrictive provisions - such as the introduction of "third country security", the accelerated procedure for "manifestly unfounded asylum applications" or the reduction of the right of temporary residence - should already reduce access to the asylum procedure and have a deterrent effect on potential asylum seekers.

In addition, the SPÖ-ÖVP coalition government decided to use the armed forces as support in monitoring the borders with Hungary and Czechoslovakia.

However, these measures had little impact on the total number of refugees. The collapse of the Yugoslav state and the subsequent armed conflicts in Croatia, Bosnia-Herzegovina and Kosovo led to the largest refugee movement in Europe after the Second World War. Many of the refugees sought protection in Austria, not least because of its geographical proximity. In 1992 around 50,000 war refugees came to Austria from Bosnia-Herzegovina; by 1995 around 90,000 persons had been granted a temporary right of residence¹⁴, however as "de facto refugees" and not as refugees within the meaning of the Geneva Refugee Convention (GFK).

The war in Kosovo led to a further increase in asylum applications. In 1998 and 1999, more than 13,000 Yugoslav citizens, most of them Kosovars, applied for asylum in Austria; 2,953 of them were granted refugee status. However, this relatively high number of recognitions was an exception. Between 1994 and 1998, an average of only 700 refugees per year were granted status under the CSF, with around ten times as many applications.

Since 1999, a decisive change in the composition of the refugee population has been observed. For a long time, non-European asylum seekers were only a small, albeit growing minority compared to European asylum seekers. Since the turn of the millennium, however, this relationship has reversed. As early as 2000, refugees from Afghanistan headed the list of asylum seekers with 2,280 applications, followed by Iranian (1,374), Indian (1,343) and Iraqi (1,231) citizens.

The introduction of "foreigner quotas"

Between 1989 and 1993, the number of foreign nationals living in Austria increased from 387,000 to 690,000, almost doubling. The reasons for this increase were the fall of the Iron Curtain, the wars and expulsions in former Yugoslavia, Afghanistan and Chechnya, and increased demand for foreign workers as a result of the boom in the early 1990s.

The proportion of migrants among the employed rose from 5.9% in 1988 to 9.1% in 1993, while the number of unemployed rose from 149,200 (including 10,000 unemployed foreigners) to 195,100 (including 27,100 unemployed foreigners) over the same period. Despite increased immigration from the former communist states of Central and Eastern Europe (Poland, Czech Republic, Hungary), 60% of these migrants continued to come from the former Yugoslavia and Turkey.

In 1990 the then governing parties SPÖ and ÖVP decided to introduce a quota for foreign workers ("maximum number"), defined as a maximum proportion of foreign workers in the total workforce potential. The annual quotas varied between 8 and 10% of the labour force potential.

In the years 1992/93, a further turnaround in immigration policy was initiated by the legal limitation of new arrivals. Instead of the "guest worker" system, a quota system was introduced which redefined the number of settlement permits each year and thus,



as a first consequence, reduced immigration to Austria. Between 1993 and 2001, net immigration amounted to 159,000 persons, which corresponds to an increase of about 20,000 persons per year. However, the different legal status of foreign workers compared to domestic workers led to discrimination in many areas and led to a new social under classing.

Rising immigration and political debates

The years between 1997 and 2002 were characterized - apart from a temporary decline in 2000 - by a renewed increase in applications for asylum. While 6,719 persons applied for asylum in 1997, the number of applications rose to 39,354 in 2002, almost a six-fold increase. In 2003, the number of asylum applications fell to 32,364. During the same period, the recognition rate rose steadily from 8.1% in 1997 to 28.4 % in 2003.

In 2000, after 13 years of a grand coalition, the ÖVP entered into a government partnership with the FPÖ, whose main demands included the restriction of immigration. While in the last years of the Grand Coalition (1997-99) 298,000 foreign workers were officially registered, their number has now risen steadily and reached a new peak in July 2004 with 379,000 foreign workers. This development was due on the one hand to the fact that the number of foreign employees from EU member states - not least also from Germany - had risen significantly, but on the other hand also to the expansion and facilitation of the seasonal employment of foreigners who were allowed to work in Austria for up to one year and, after a two-month break, to apply for a new temporary employment.

According to the 2001 census, 12.5% of Austria's resident population was born abroad. Austria thus has a higher proportion of "foreigners" than the classic immigration country of the USA. At the same time, Statistics Austria set a new "naturalization record" for 2003 (44,694 persons)¹⁹. However, this high number was not due to a more liberal naturalization policy, but to the fact that many of the migrants who had already been living in Austria for years could now apply for citizenship.

1.2 Political framework

Models of migration policy

Every migration model in Europe and overseas has certain priorities and historical obligations (hysteresis) but also certain similarities resulting from international legal standards. Immigration to the USA, Canada and Australia, and more recently Israel⁶, for example, is a consequence of growth policies that include population growth ("nation building"). On the other hand, in some European countries, such as France, Belgium, the Netherlands and the United Kingdom, much of the immigration results from the right of immigration from the former colonial countries. Similarly, Germany grants "Aussiedler", i.e. descendants of German emigrants to Eastern Europe from the period before the 20th century, immigration. Nevertheless, Germany, like Austria and Switzerland, do not see themselves as immigration countries in the narrower sense, although immigration is similar to that in the traditional immigration countries and the former colonial countries.

Unlike the EEC/EU, the Nordic countries introduced the free movement of their citizens as early as 1954. In the 1960s and 1970s, Sweden's rapid industrialization attracted workers from neighboring countries, especially Finland. The balance of migration stabilized with economic restructuring and the adjustment of incomes between countries. However, unlike Austria, Sweden sees itself as a country of immigration. It aims to promote the integration of immigrants through easy access to citizenship.

Immigration in the countries of southern Europe can be explained differently. These countries have a long history of emigration, often linked to a colonial past that is reflected not only in certain trade relations and political-strategic loyalties, but also in the pattern of recent immigration, which is partly a consequence of the return of descendants of former emigrants. The latter is on the one hand the consequence of economic crises and democratic deficits - for example in Argentina, Uruguay, Peru in South America or from Pontic Greeks around the Black Sea (push factors), on the other hand of preferential treatment of 'returning emigrants' in the 'mother countries' (pull factors).

The Central and Eastern European countries can also point to a tradition of immigration in the period of Real Socialism, which continues to this day through chain migration. This applies above all to migrants from certain former communist countries, such as Vietnam or Afghanistan. (Biffl 2012)



General conditions in Austria (laws, responsibilities)

The above comments make it clear that the direct taxability under foreign law of migrations to Austria is very limited and essentially limited to third-country nationals. (Biffl 2011) However, some of the latter are also governed by European law. Furthermore, Austrian development policy has defined priority countries for development cooperation, such as Kosovo and Albania (Western Balkans), Moldova, Armenia, Georgia (Black Sea region/South Caucasus), Burkina Faso, Ethiopia, Uganda, Mozambique, Bhutan (Himalaya/Hindukush), and the Palestinian territories. Migrations from these countries therefore require policy coordination, as mentioned at the outset.

In view of the limited scope for migration policy geared to the needs of the economy and the labour market, the core of a new immigration model for third-country nationals, the "Red-White-Red Card", was introduced on 1 July 2011 with the Foreign Law Amendment Act. (Biffl - Bock-Schappelwein 2013) The "Red-White-Red Card " regulates the immigration of qualified workers and differentiates between:

- Especially the highly qualified,
- Skilled workers in shortage jobs,
- Other key personnel,
- Graduates,
- Self-employed key personnel.

In the government programme for the XXIV legislative period, the creation of the "Red-White-Red Card" was justified by the fact that the "previous quota system [...] could not sufficiently precisely reflect the needs of the Austrian labour market and society" and that the new immigration model takes into account "objective parameters such as effects on the labour market, the economic performance of the national economy, but also the expected capacity for integration and security-related aspects". (Austria 2008: p. 106)

A transparent immigration model that makes all criteria for immigration explicit and accessible to all, for example by giving everyone the opportunity to test whether they meet the criteria - in line with traditional immigration countries such as Canada and Australia - contributes to the acceptance of immigration among the host population. The system selected, which awards points for various criteria, is particularly helpful. It signals an objective approach, is easy to calculate, facilitates the control of immigration and

opens up flexibility and adaptability to changed requirements through changes in point structures.

Point systems provide potential immigrants and employers with clear lines and guidelines for immigration/nomination of workers. It is also made clear to the public that immigration is based on very specific criteria that are comprehensible. The integration of immigration into an economic development model that sees migration as part of an economic development concept that contributes to economic and employment growth as well as to increasing competitiveness is important in order to relieve Austrians of their fear for jobs. A certain spatial orientation of the economic development strategy - which in Austria, for example, could interact with the EU neighbourhood policy - also makes the role of immigration policy in economic development policy transparent and coherent. In this way, the state not only conquers a certain framework for shaping immigration policy, but also gains the trust of the population.

Asylum seekers (refugees)

According to the Geneva Convention, refugees are those persons who are outside their country of origin for fear of persecution on grounds of race, religion, nationality, membership of a particular social group or political opinion and who are unable or unwilling to benefit from the protection of their country of origin. In the event of a positive conclusion of the asylum procedure, these persons are considered to be entitled to asylum or recognized refugees.

Since the last amendment "Asylum for a limited period of time", persons whose application for asylum was decided positively (persons entitled to asylum) have been granted a limited right of residence for three years for the time being. If the conditions for the initiation of revocation proceedings are not met, the law provides for an unlimited right of residence.

However, if there is a substantial, permanent change in the specific, in particular political circumstances in the country of origin of the person entitled to asylum/the person entitled to asylum or if there is another reason for deprivation (e.g. a final conviction for a serious crime), a deprivation procedure must be initiated immediately and the status of the person entitled to asylum/the person entitled to asylum must be recognized by decision.



Persons entitled to asylum are legally recognized as refugees and have full access to the labour market as well as the possibility of applying for a conventional passport. Asylum seekers are considered to be strangers during the asylum procedure from the application until the final decision.

Exclusion from international protection

Certain groups of persons are not worthy of protection, as they either enjoy the protection of another organization or represent a threat to Austria's security through their conduct, for example by committing a serious criminal offence. In any case, persons who have committed war crimes, crimes against humanity or serious non-political crimes do not receive international protection.

Withdrawal of international protection

The status of the person entitled to asylum/the person entitled to asylum can be withdrawn if the person concerned is no longer worthy of protection, has set a ground for exclusion (see above), has returned to the protection of the country of origin, or has moved the centre of his or her life to another country. If it emerges from the analysis of the state documentation that there has been a substantial, lasting change in the specific, particularly political, conditions that are decisive for the fear of persecution in the country of origin of the person entitled to asylum/the person entitled to asylum, a withdrawal procedure is initiated.

Consequences of the withdrawal

If international protection is denied, this usually results in a measure ending the stay (e.g. deportation), unless another right of residence is possible depending on the individual case:

- tolerance, for example, in cases where deportation is not possible for legal or factual reasons (for example, if no return documents can be obtained despite cooperation)
- Right of residence on grounds particularly worthy of consideration
- Changeover to the regular right of residence under the right of establishment and residence

Beneficiaries of subsidiary protection (subsidiary protection)

Subsidiary protection is granted to persons whose application for asylum has been rejected for lack of persecution but whose life or integrity is threatened in their country of origin. They are therefore not entitled to asylum but are granted temporary protection against deportation.

Persons entitled to subsidiary protection have the right of entry and residence in Austria. In particular, they may reside in Austria, have full access to the labour market and the possibility to apply for a foreigner's passport if no passport from their own country of origin can be obtained.

The status of beneficiary(s) of subsidiary protection may be renewed (possibly several times) if the conditions remain in place when the time limit expires. On first grant, subsidiary protection is granted for one year, and on renewal for two years. Under certain circumstances, the status can be revoked (e.g. because of a crime).

A later change to permanent residence - EU is possible if all requirements for granting are fulfilled.

Withdrawal of international protection

The status of beneficiary(s) of subsidiary protection can be withdrawn if the person concerned is not (no longer) worthy of protection, has set a ground for exclusion (see above), has returned to the protection of the country of origin or has moved the centre of his or her life to another country.

Application for extension of the residence permit (beneficiaries of subsidiary protection)

An extension application may be submitted during the period of validity. Until a final decision on the application for renewal has been taken, the person continues to enjoy all the rights of a beneficiary of subsidiary protection.

If the reasons for granting subsidiary protection continue to exist, the residence permit shall be extended by decision for two years.

Integration and Participation

Concepts for shaping coexistence in a migration society represent politically controversial terrain and are formulated differently from an international perspective.

The basis is initially the respective self-image of a nation, from which corresponding concepts and laws are derived. These define which options of participation are made available for different migrant groups (example EU nationals versus third-country nationals). Some laws regulate the question of immigration and residence, others regulate participation opportunities - for example in the labour market or in relation to political participation. In Austria, a political and public debate on this subject is being held under the banner of integration. Political science usually distinguishes between a systemic, social, cultural and political level of integration.

Participation

More clearly than the concept of integration, "participation" expresses the idea of active participation and the necessary equal opportunities in all areas of society. Such an approach requires both the dismantling of structural and institutional barriers and the support of migrants' ability to act - to contribute to adult education. This contribution ranges from compensatory offers such as support in adapting qualifications and promoting multilingualism to empowerment, support in building social networks and promoting active participation in society. Participation in education means not only the inclusion of migrants as participants, but also the opening of employment options at all levels of the education system.

Integration policies

The field of migration/integration/participation can be described as a cross-cutting political issue. Design tasks concern the labour market, education, social issues, the economy, health care, political participation and much more. In Austria, migration-related agendas are traditionally assigned to the Federal Ministry of the Interior (BMI). The establishment of a State Secretariat for Integration in this ministry in 2011 is regarded as the first step in accentuating the integration agendas as a policy area to be decidedly shaped. In the field of adult education, various, often project-related priorities are set to promote integrative measures (example: ESF projects).

The most important legal bases are the Asylum Act, the Settlement and Residence Act (NAG), the Integration Agreement for the compulsory acquisition of German language skills as part of the NAG, the Aliens Employment Act and the Citizenship Act. In the National Action Plan Integration, fields of action and measures for the future integration policy in Austria were formulated under the leadership of an expert council appointed



by the BMI. As part of a critical debate on the National Action Plan, an independent Council of Experts was founded in October 2012 and presented 125 alternative proposals to the public. In both documents, however, adult education is hardly explicitly taken into account.

The Migration Integration Policy Index (MIPEX) is an international study that provides comparative insights into integration policies in 34 countries, including Austria (see British Council 2007).

National Integration Policy in Austria

Integration is a long-term and comprehensive process that takes place in many different areas of life. The aim is to create framework conditions for "integration through performance". This means that people should not be judged on their origin, language, religion or culture, but on what they want to contribute in Austria. To this end, it is important to enable, demand and recognize performance in order to ensure full participation in society for all citizens.

With strong partners - for example the Austrian Integration Fund (ÖIF), the Expert Council or the Integration Advisory Board - great successes have already been achieved in this respect, as the annual integration reports published to date show: the creation of an integration law, value and orientation courses, simplified recognition of qualifications acquired abroad through a law on recognition and evaluation, early language support, new version of the Islam Act, amendment of the citizenship law - to name but a few examples.

All these integration measures are based on the principle that integration is not a one-way street but a two-way process that requires efforts on the part of both immigrants and the host society. Integration affects us all and is therefore a task for society as a whole that enables peaceful coexistence in diversity. On this website you will also find further information on the ÖIF, the Integration Act, professional recognition, citizenship, project funding, publications and events.

PHASES OF DEVELOPMENT

1960-1990	The "guest worker" paradigm Bilateral recruitment agreements controlled by the social partnership, adoption of the principle of rotation: legal, political, socio-political aspects of integration were considered negligible
1980/90	Integration enters the political arena New political actors (Greens, FPÖ), more immigration from Eastern Europe (BA) after the fall of the Iron Curtain, "Integration before moving in" becomes political leitmotif, Interior Ministry becomes central actor (security thinking)
1995-1997	Milestone in national integration policy Liberal Interior Minister Caspar Einem presents proposals to amend the Foreigners' Laws under the title "Integration Package" and is defeated. His successor Karl Schlögl implements a new version (residence consolidation).
Since 2000-	"Demand instead of promotion" 1998: citizenship amendment = proof of "personal and professional integration" and language skills; 2002: "integration agreement" makes language courses compulsory; 2006: citizenship test; 2010: NAPI; 2011: reform to language level, pre-entry courses become mandatory

1.3 Social Framework of Immigration in Austria

Nowadays it is common practice to focus on the integration deficits in connection with migrants and to draw generalized conclusions about the "social situation" of migrants. However, this negative aspect does not reflect the entire reality of people with a migration background, but overestimates one - albeit essential - aspect, because the situation is actually more complex.

People with a migration background also emerged as entrepreneurs. Some industries literally experienced a heyday in this way. It should be noted, for example, that companies were founded in the gastronomy, handicraft, food trade, insurance and tourism sectors. Family businesses that closed gaps in the service sector left behind by the locals proved to be particularly successful.

Social framework conditions

The social framework reflects the legal status of the migrant. EU citizens enjoy almost similar rights as nationals, asylum seekers and tolerated refugees are only granted minimal care. There are many gradations in between.

Temporary and permanent work bans, restricted and subordinated work permits have a negative effect on the self-esteem of those affected. Self-initiative and self-help are considerably impaired. This has long-term effects on the personality.

Asylum seekers and tolerated persons are often forced to make use of public services. A self-determined, humane lifestyle is almost impossible, especially if the benefits, which are already reduced in comparison to social assistance, are paid in kind. Health care for asylum seekers and tolerated persons is reduced to the indispensable. Necessary medical treatment is sometimes denied.

Reconciling social work for migrants living here for a long time is only planned in exceptional cases. German and orientation courses do not reach certain target groups (for example women from Islamic countries). There is a lot of catching up to do here. Investments in early integration help to avoid subsequent costs of non-integration.

People without papers are completely unprovided for. Even the simplest basic needs are ignored.

Preoccupation

Well-trained people with a migration background is part of everyday life in the companies. Some non-German colleagues have skills that are scarce on the local labour market. In times of globalization with its increasing tendencies towards rationalization and automation, special knowledge and skills are essential.

In times of booming economy there was a great need for unskilled workers. Migrants worked in the low-wage sector, which locals were often unwilling to take over (for example construction industry, restaurants, gardening, road construction, slaughterhouse, garbage collection). People with a low level of education proved to be extremely flexible and found their "niches" that guaranteed them a living.

This gradually changed as the global economic situation deteriorated, which had a delayed effect due to the economic upturn in the Federal Republic of Germany following reunification. Employment opportunities in the low-wage sector declined dramatically; in addition, there was some cut-throat competition from locals: Education and training became important factors that decisively shaped the participation of migrants in social wealth.

Long-term unemployment now poses a particular threat to migrants with a low level of education. Here it is necessary to develop perspectives to counter impoverishment tendencies with all their consequences.

Housing sector

Fortunately, locals and people from immigrant backgrounds live together in many places in close proximity as a matter of course. Neighborhood conflicts are generally not related to the origin of the parties involved. In many places, harmonious living together is a practice that is taken for granted.

In large cities, a different picture emerges in some places: locals leave certain districts, migrants move - often because more expensive apartments cannot afford them - into the apartments that have become available. The infrastructure (kindergartens, schools, shops, etc.) gradually reflects the dominance of the new population group. This development favors the drifting apart of locals and migrants and should not be tolerated in the future. Urban planning measures are in demand here, including so-called neighbourhood management and housing programmes, which include multi-

generation buildings with culturally heterogeneous residential structures, for example. Neighbourly coexistence among members of different social classes would also have to be targeted in order to prevent the impoverishment tendencies of entire districts.

Education and language in the immigration society

The PISA study and education report by the Conference of Education Ministers and the Federal Ministry of Education and Research have confirmed the discrimination against migrants in the local education system.

The fact that many pupils leave school without a diploma is unacceptable. The competences in the children's languages of origin do not play a role in the educational institutions. This disregard for multilingual competences is contrary to the objectives of European education policy, according to which multilingualism is seen as an opportunity and should be promoted at school.

The educational failures of children with a migrant background are frightening. They are overrepresented in secondary and special schools and underrepresented at grammar schools and in education.

Insufficient knowledge of German is often redefined as general learning difficulties and not recognized as a possible cause of learning problems. If there were more support programs, more children with a migration background would receive a recommendation for high school. A school system that begins too early with the selection of children leads to disadvantages for migrant children.

People without papers

The United Nations (UN) has established a Commission on International Migration (World Commission) to examine the opportunities and risks of global migration. This World Commission, which presented its migration report at a conference in Berlin on 31 May 2006, comes to the following conclusion: Migration is an international phenomenon that can only be tackled by global solutions of the world community.

Approximately 200 million migrants are registered worldwide, most of whom leave their homes involuntarily because of extreme poverty, war or other violence. These people simply want to survive and often come up against closed borders, because unemployment among the locals in the industrial countries is currently growing and there is little willingness to accept them. This leads to illegal migration with all its



negative consequences. The economically less developed countries suffer from large overpopulation, the industrialized countries are increasingly developing into a shrinking and aging society.



2. National context of civil society and volunteering

2.1 Regulation, organization and characteristics

Volunteering and Volunteering

According to the voluntary report of the Austrian Federal Ministry of Labour, Social Affairs and Consumer Protection, volunteering is the free and voluntary performance of a function. These often involve positions for which people are elected, appointed or appointed. This function is regularly performed over a certain period of time in the context of associations, institutions, projects, etc. Typical examples of this are club functions, members of the volunteer fire brigade or rescue organizations, works councillors or local councillors.

The term "volunteering" is more broadly based on the English term "volunteering". While in English also activities in the relatives are included, the Austrian Voluntary Service Act defines voluntary commitment as an unpaid benefit that benefits persons outside their own household.

Austrian Voluntary Act 2012

2011 was the European Year of Volunteering. This year, the EU member states received support in the implementation of framework conditions designed to promote voluntary commitment. In addition to a large number of events and measures, the Voluntary Service Act ("Federal Act on the Promotion of Voluntary Service") was created in Austria. The Volunteers Act came into force on 1 June 2012 and regulates the legal framework and structures of the voluntary sector. It also defines the basic principles for the implementation of the Voluntary Social Year, the Voluntary Year of Environmental Protection or the Memorial Service as well as peace and social services abroad. Other measures laid down by law to promote voluntary commitment include the creation of the Austrian Volunteer Council, the publication of the volunteer report and the development of a volunteer passport.

Forms of voluntary work

The 2nd Volunteer Report, published by the Ministry of Social Affairs in 2015, distinguishes between formal and informal volunteering: While formal activities take place within associations, organizations or institutions, informal volunteering is provided on a private basis to immediate neighbours (e.g. neighbourhood assistance).



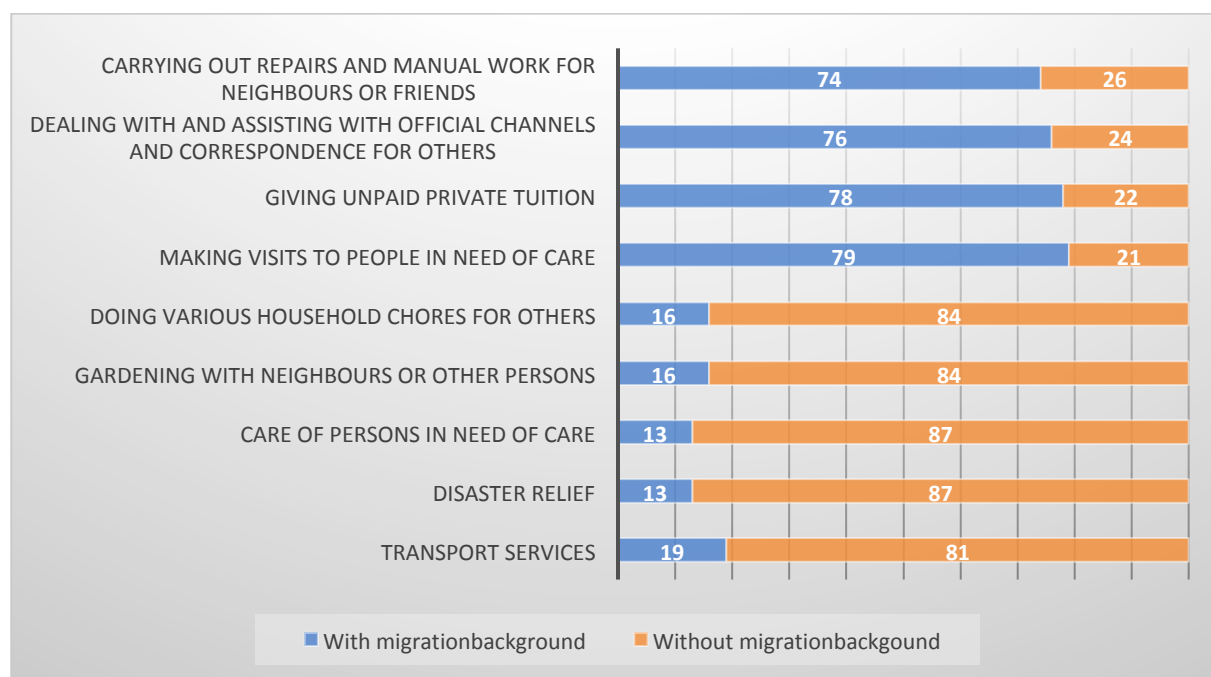
According to the voluntary report, other forms of volunteering include the voluntary social or environmental protection year, the memorial service, the peace and social service abroad, financial expenses such as fundraising, donations, foundations and civic involvement or forms of voluntary involvement by companies such as corporate volunteering or corporate social responsibility.

Volunteering and voluntary work can create opportunities that facilitate the integration process.

Voluntary work by area

In the sector of formal voluntary work, the proportion of migrants is highest in the church and religious sector with 21%, followed by the social and health sector (15%). The participation rate of migrants is lowest in disaster relief and rescue services, as well as in the fields of art, culture and leisure (9% each).

In the informal volunteering sector, the highest proportion of migrant volunteers are involved in the form of repair services (26%), followed by administrative procedures (24%) and unpaid tutoring (22%):



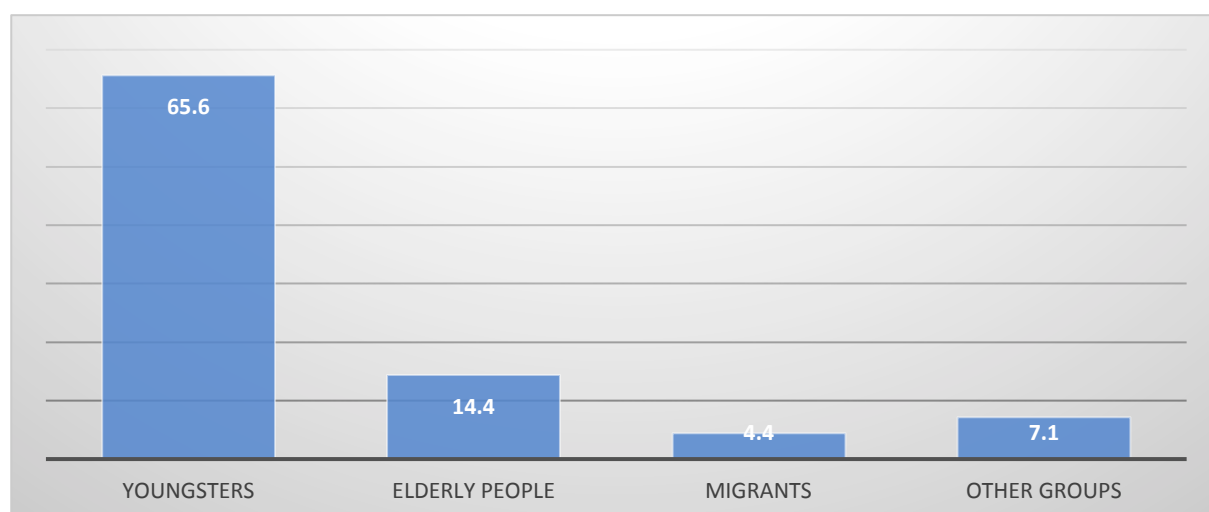
Informal volunteering by field (in %)

Source: 2nd Volunteer Report; IFES - "Volunteering in Austria. Nationwide population survey 2012

Half of the migrants are involved in more than one area. 23% said they were active in two areas and 27% in three or more. There is a clear difference to non-immigrant volunteers: 18% are involved in two areas and only 14% in at least three.

Offers for Volunteers

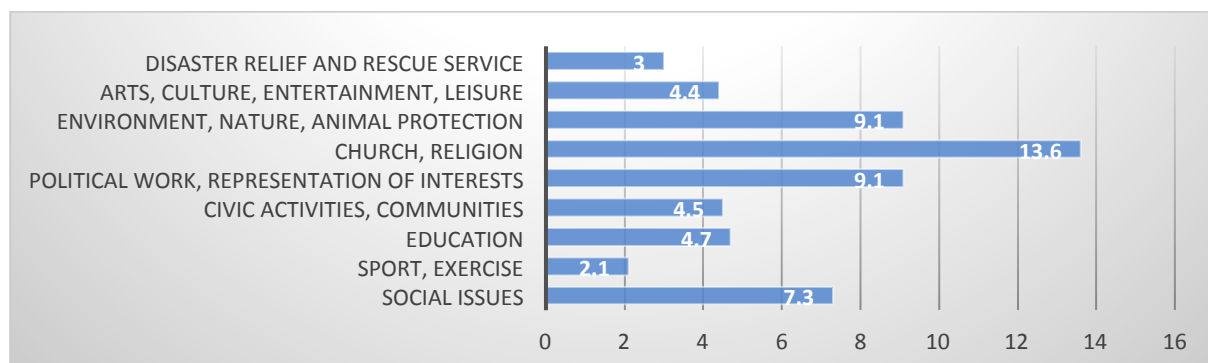
Migrants are not only under-represented in formal voluntary work, they are also less addressed by the various organizations as a target group for participation. According to an online survey conducted by Public Opinion in 2014, there are particularly few opportunities for migrants to become volunteers compared to other target groups. For example, only 4.4% of the organizations surveyed turned their attention to this target group. For young people, on the other hand, there are considerably more offers (65.6%).



Offers for the acquisition of special groups in percent

Source: Public Opinion - Situation and perspectives of voluntary engagement from the perspective of Austrian voluntary organisations in 2014; own presentation.

The church/religion area is still the most likely to address migrants (13.6%), followed by the areas of environment, nature, animal welfare and political work, representation of interests with 9.1% each. The fewest offers especially for migrants are in the field of sport and physical activity (2.1%) and in disaster relief and rescue services (3%).



Offers for attracting migrants in percent

Source: Public Opinion - Situation and perspectives of voluntary engagement from the perspective of Austrian voluntary organisations in 2014; own presentation.

2.2 Volunteering and solidarity action for migrants

Projects and initiatives for migrants

The 2nd Volunteer Report also shows that about 30% of the interviewed migrants would like more information about the possibilities of voluntary work in Austria. Some **projects** try to fulfil this wish and take measures to specifically address migrants as volunteers.

The project **GIVE** (Grassroots Integration through Volunteering Experiences) was carried out by the International Organization for Migration (IOM) and focused on the integration of migrants into formal voluntary work. In the course of the project a toolkit was developed which presents measures for more diversity in volunteer work. The project was carried out in Great Britain, Ireland, the Netherlands and Austria from December 2012 to May 2014.

The project **"Engagiert.Integriert - Interkulturelle Freiwilligenarbeit"** of the "Unabhängiges LandesFreiwilligen-Zentrum Oberösterreich" addresses targeted migrants. Migrants, but also asylum seekers, are referred to organisations and accompanied and advised on their way to voluntary commitment. At the same time, the project supports volunteer organisations in opening up their services to an intercultural target group.

The project **"PROTECT - Learning and Helping in the Honorary Office"** also aims to promote the participation of migrants in formal voluntary work. Volunteers with a

migration background can be trained as emergency trainers by the Vienna Red Cross in order to transfer life-saving knowledge to migrant communities.

In 2012, Federal Minister Sebastian Kurz (then State Secretary for Integration) initiated the initiative **"TOGETHER: AUSTRIA - NOW YOU"**. Under the motto "Now you! In cooperation with associations such as the volunteer fire brigades, the Austrian Red Cross or Caritas, young migrants were specially recruited for volunteer work. Integration ambassadors and associations visited schools together to inform about the possibilities of voluntary commitment.

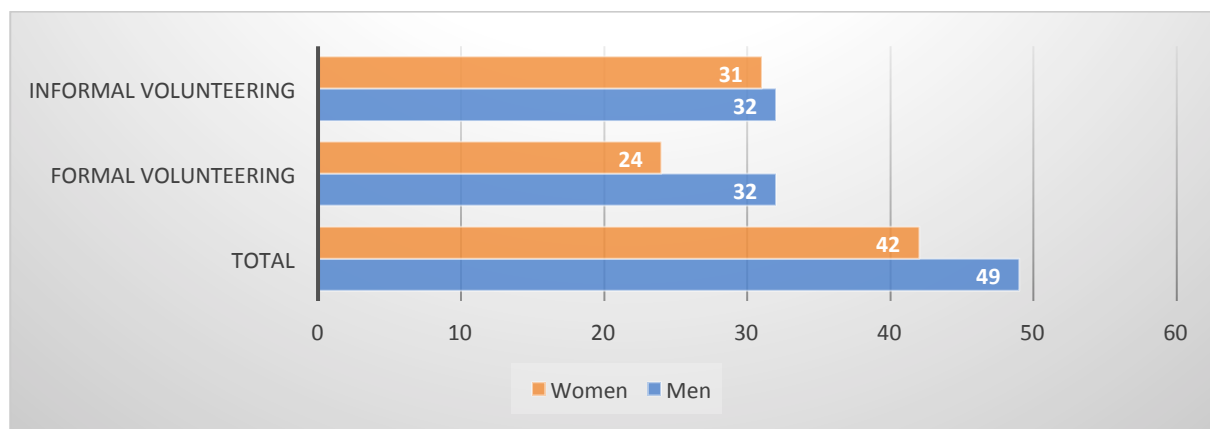
Private individuals, associations, institutions, communities and companies can register on the new online portal **www.wirsinddabei.at** and put their offers for refugees and immigrants online. Registration is free of charge and only a few clicks away. The portal brings refugees, immigrants and people who want to volunteer for them together simply and unbureaucratically. The volunteer portal also provides information on initiatives for volunteering by other organizations throughout Austria.

2.3 Migrants' civic participation and volunteering

Overview

According to the 2nd Volunteer Report, in 2012 the following volunteers were involved in Austria 3.3 million people aged 15 and over volunteered. This corresponds to 46% of Austria's total population. Commitment in the form of informal volunteering (31%) slightly outweighs voluntary work in associations or organizations (28%).

Gender differences show that almost every second male respondent is a volunteer, while about 42% of women volunteer. There is an imbalance in the participation rate, particularly in formal voluntary work.

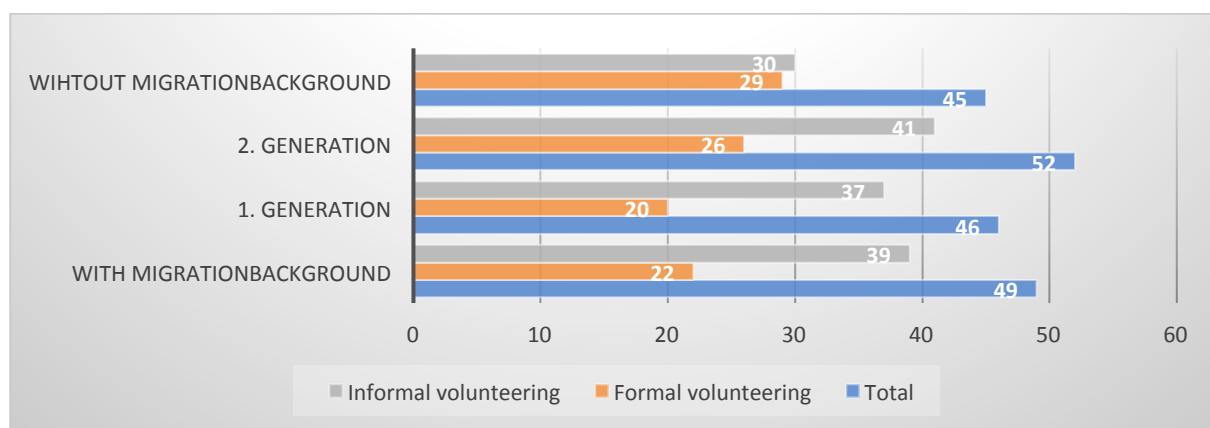


Participation rate (%) of the total population by gender

Source: IFES - "Voluntary commitment in Austria. Nationwide population survey 2012")

Voluntary commitment of migrants

At first glance, the participation rate of migrants in voluntary work is higher than that of people without a migration background. A closer look, however, shows that migrants are less strongly represented in formal voluntary work, but more so in informal voluntary work: According to the IFES survey in 2012, 37% of the first generation of immigrants volunteered without being organised in associations or the like, while the second generation had 41%. For comparison: 30% of autochthonous Austrians do informal voluntary work. In the context of associations and organisations, migrants with a participation rate of 22% are less often active voluntarily than people without a migration background (29%).

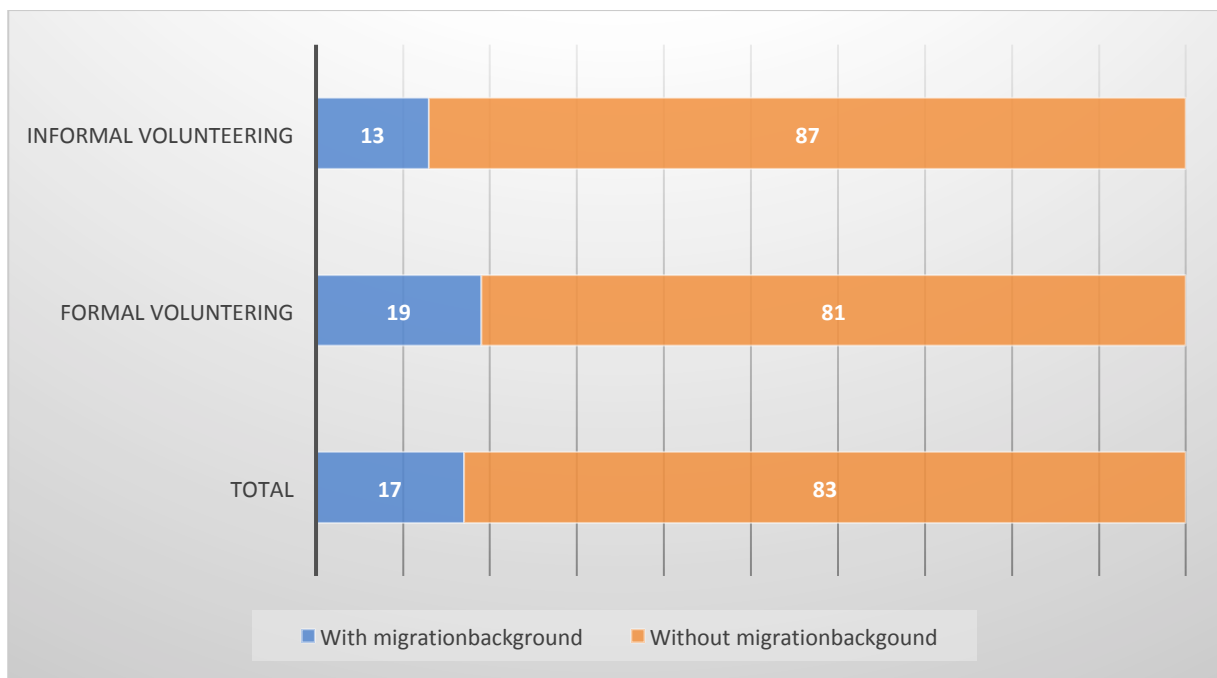


Participation rate (%) of persons with and without migration background

Source: IFES - "Voluntary commitment in Austria. Nationwide population survey 2012

Participation structure

A look at the participation structure, i.e. the percentage of migrants in all voluntary workers in Austria, reveals a similar picture: Altogether 17% of all volunteers have an immigrant background. In the area of informal work 19% are migrants, in formal voluntary work only 13%.



Percentage of migrants in all volunteers in Austria

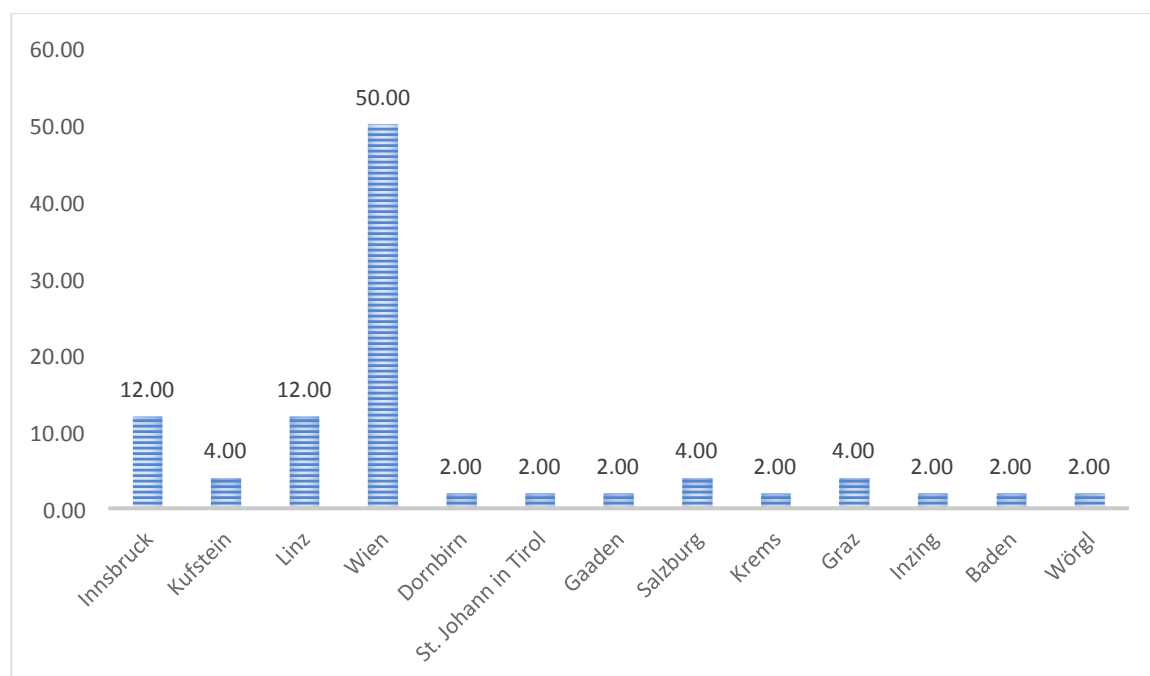
Source: IFES - "Voluntary commitment in Austria. Nationwide population survey 2012"; own presentation

3. National online survey

3.1 Methodology (research design, structure, sampling...)

Most of the respondents (94,0%) belong to formally registered organizations. The highest group of organizations (28,0%) was founded from 2011 to 2018; 20,0% from 2001 to 2010; 24% from 1991 to 2000; 16,0% from 1981 to 1990; 6,0% from 1951 to 1980 and 6,0% to 1950.

Graph 1 – Organizations' geographical position (%)

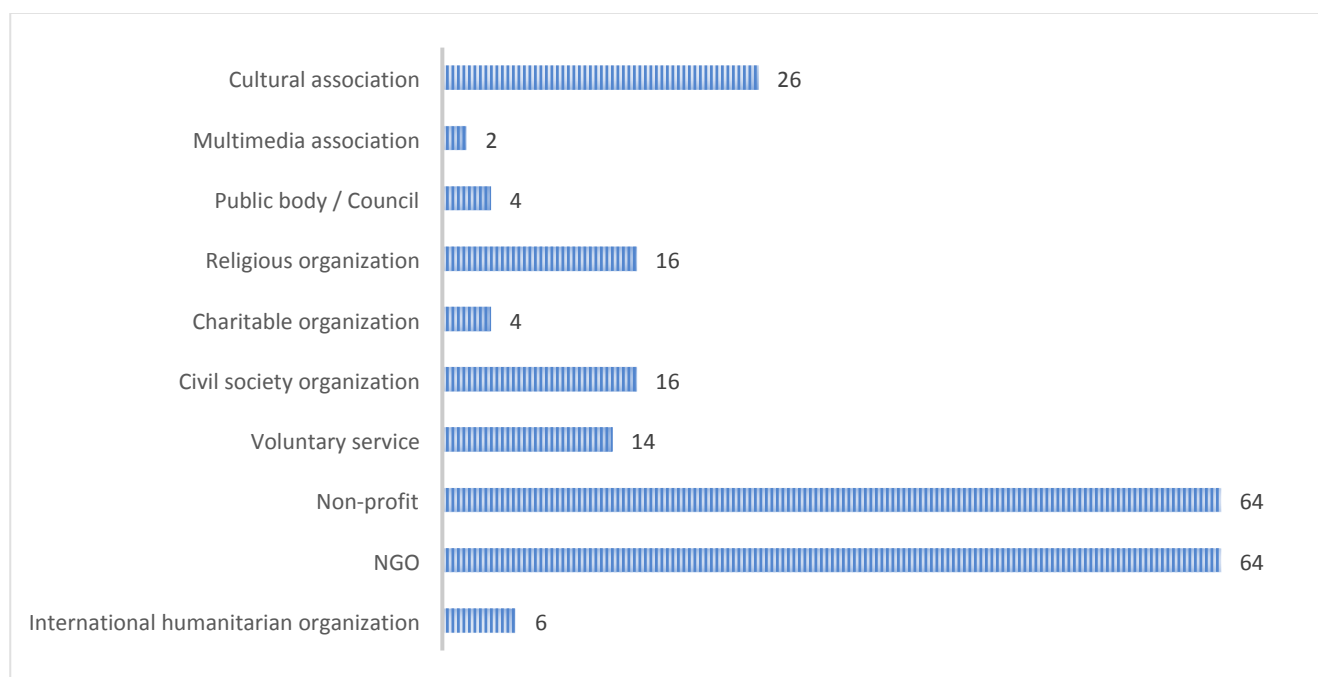


As for Type/form of organization (graph 2), respondents mostly are NGO (64,0%) and Non-profit (64,0%), followed by religious associations (16,0%), which include about 21 different nationalities.

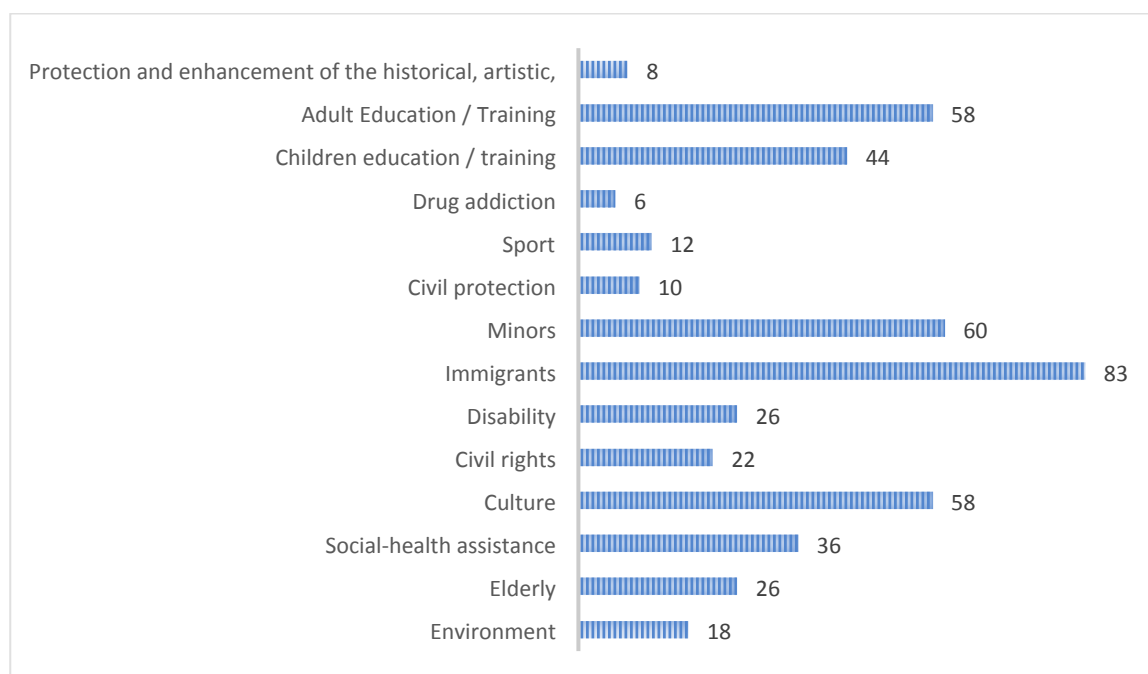
As for intervention, these organizations operate mostly locally (86,0%) and regionally (86,0%), then nationally (44,0%) and internationally (14,0%). Many organizations work simultaneously in the local, regional and international spheres.

For the main sectors of intervention of the organization; 83,0% work in the immigration sector, 58,0% in Adult education and training; 58,0% in Culture; 60% in minors and 44,0% in Lessons/training for children/pupils (graph 3).

Graph 2 - Type / form of organization (%)



Graph 3 - Main sectors of intervention of the organization (%)



The number of migrants working as volunteers or regular employees in the various organisations varies. This is particularly true for those with a maximum of 15 employees (47,0%) or volunteers (24,0%). The same data refer to the presence of women in employment (54,0%) and volunteers (32,9%). However, it is important to emphasise that there are a relevant number of organisations that work neither as salaried employees (31,0%) nor as volunteers (16,0%) with immigrants or second generation immigrants. It should also be emphasised that women are not present, both as employees (33,0%) and as volunteers (18,0%). The following tables show the staff (Table 1) and volunteers (Table 2) working for the organisations that answered the questionnaire.

Table 1 - Number of people (staff) in the organization (%)

	Total number (%)	Number of women (%)	Number of immigrants or second-generation immigrants (%)	Number of women (%)
None	8,0	14,0	31,00	33,0
From 1 to 5	20,0	27,0	27,0	42,0
From 6 to 15	27,0	27,0	31,0	17,0
From 16 to 30	18,0	16,0	2,0	2,0
From 31 to 50	8,0	6,0	2,0	4,0
From 51 to 100	6,0	2,0	4,0	0,0
From 101 to 150	4,0	2,0	2,0	2,0
From 151 to 300	0,0	4,0	0,0	0,0
More than 300	8,0	2,0	0,0	0,0

Table 2 - Number of people (volunteers) in the organization (%)

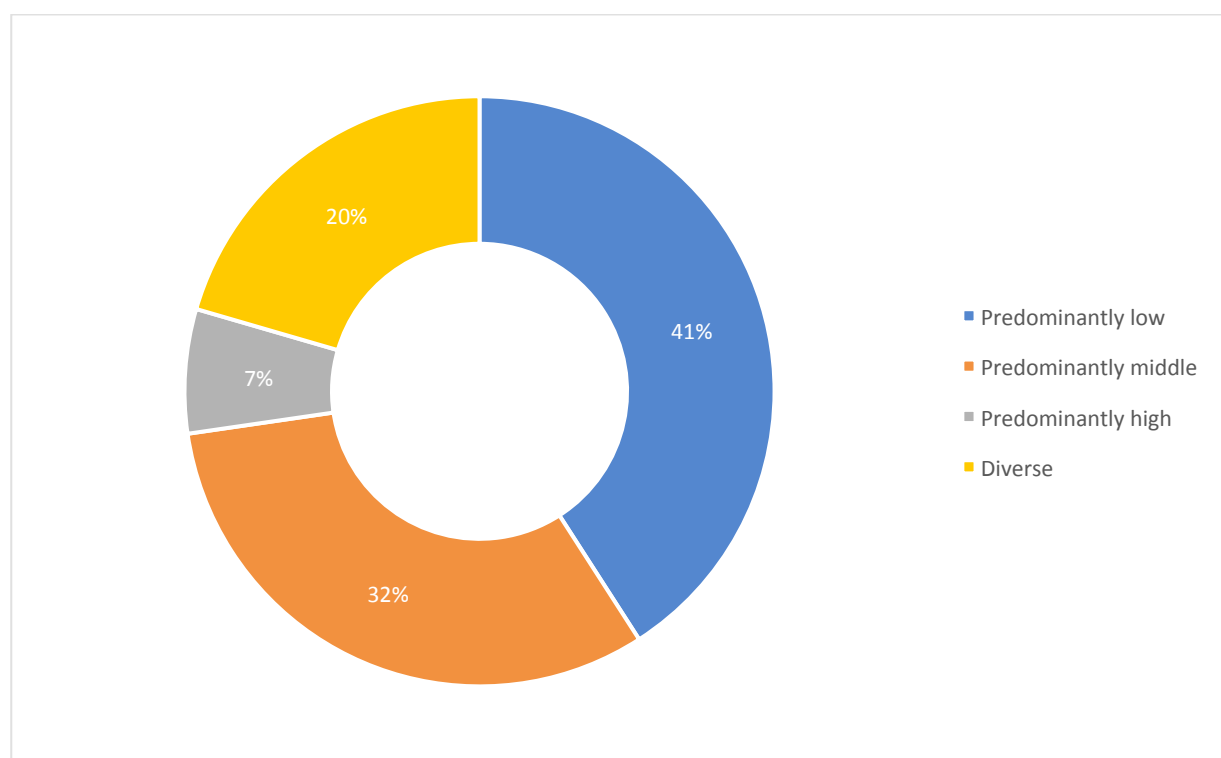
	Total number (%)	Number of women (%)	Number of immigrants or second-generation immigrants (%)	Number of women (%)
None	8,0	12,0	16,0	18,0
From 1 to 5	4,0	10,0	18,0	30,0
From 6 to 15	20,0	22,0	28,0	26,0
From 16 to 30	14,0	30,0	16,0	20,0
From 31 to 50	22,0	8,0	10,0	2,0
From 51 to 100	10,0	6,0	6,0	2,0
From 101 to 150	4,0	2,0	2,0	0,0
From 151 to 300	6,0	2,0	2,0	2,0
More than 300	12,0	8,0	2,0	0,0

3.2 Migrant volunteers in the organization

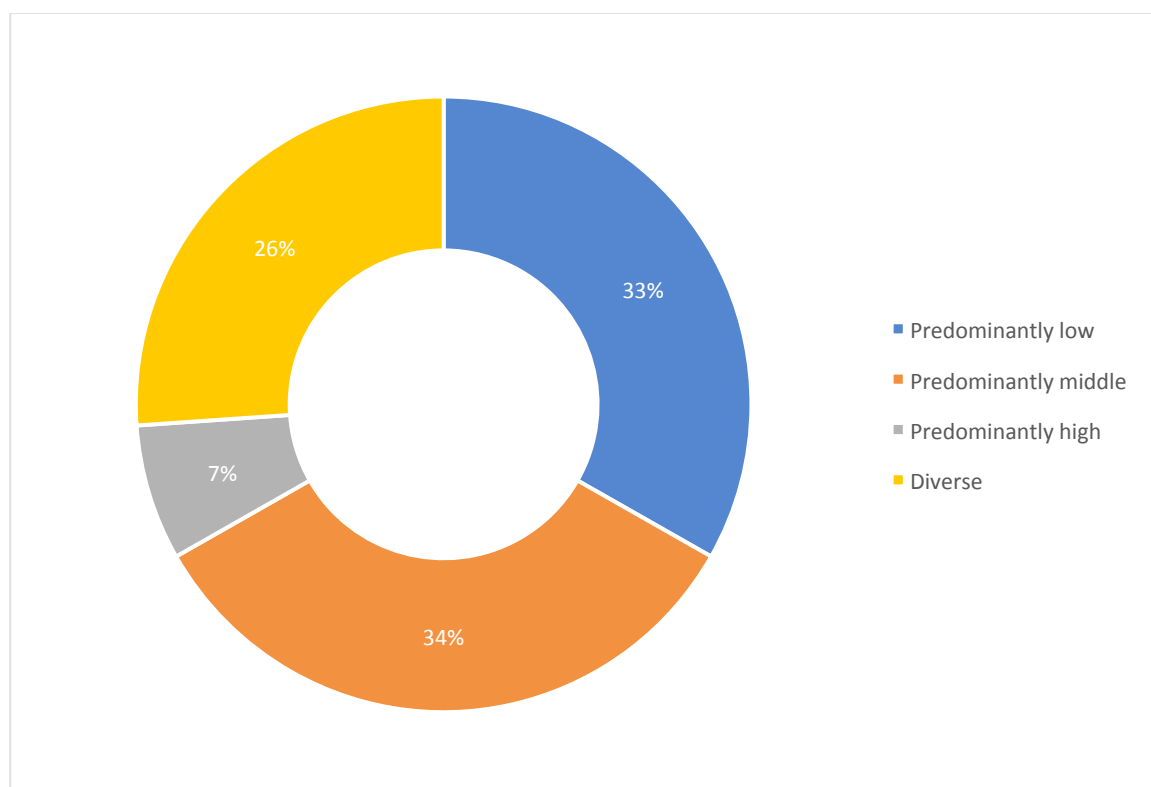
The second part of the questionnaire is intended for organisations. Volunteering for migrants is generally regarded as a valuable and effective instrument for implementing social integration and promoting the ideals of welcome and reception culture and solidarity.

The group of immigrant volunteers varies, as there are 21 different nationalities. The predominant nationality is Syria (23,0%), followed by Turkey (22,0%), Afghanistan (27,0%), Iraq (18%) and Iran (13%). As regards the socio-economic status of immigrants, both the economic level and the level of education of volunteers were taken into account. For the majority of immigrants, the economic level is mainly low (40.0%), while the educational level is predominantly medium (41.7%) (Graphs 4 and 5).

Graph 4 - Economic level of immigrant volunteers



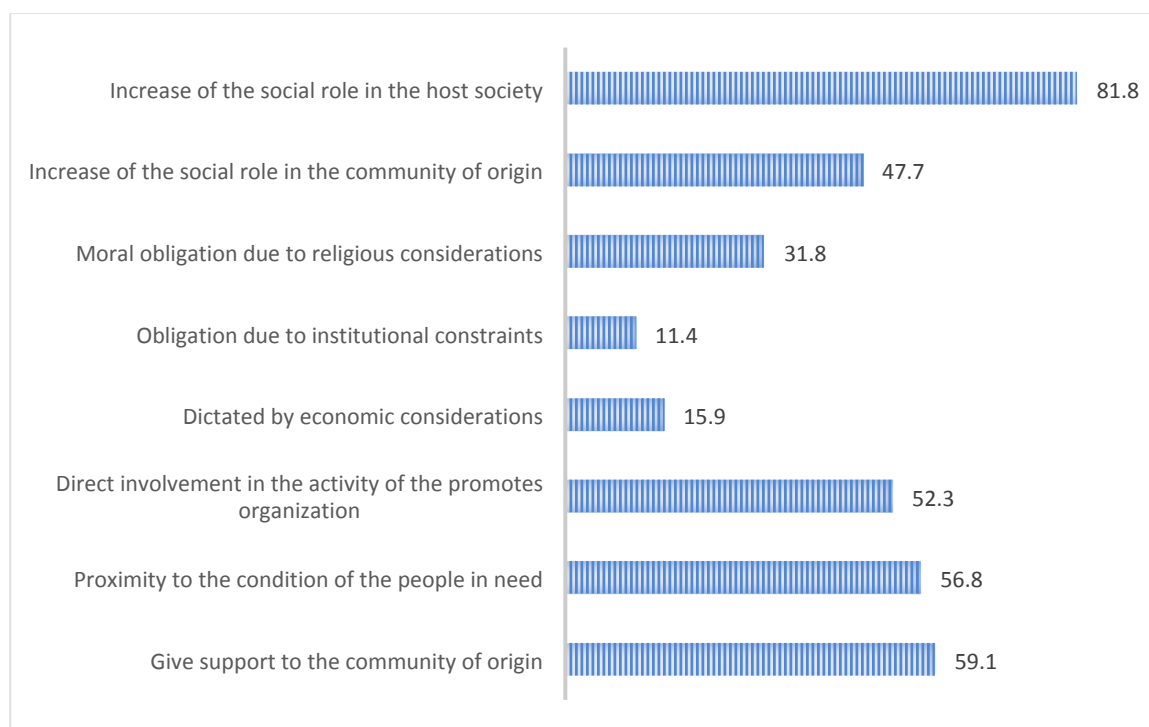
Graph 5 - Educational level of immigrant volunteers



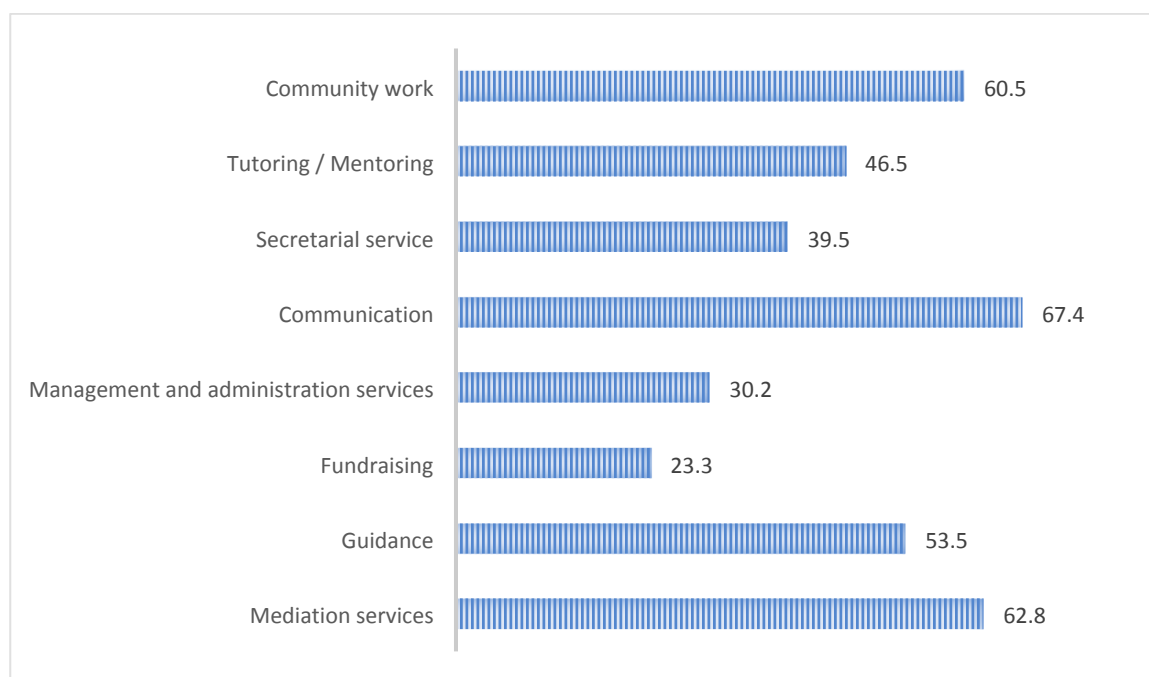
Why immigrants volunteer in organisations, many responded that they wanted to improve their social role in the host society 81,8%. Direct participation in the activities of the organiser organisation / sponsoring organisation was 52,9%. The possibility of supporting the community of origin responded with 59,1% (Graph 6).

The role of volunteers with a migrant background is essential for various activities. Figure 7 illustrates the different roles. There is a dominance of migrants who offer community work 60,5%. Volunteers with a migrant background work in activities such as placement services 62,8% and communication 67,4% (Graph 7).

Graph 6 - Motivations of the immigrant volunteers working in the organization



Graph 7 - Role played by immigrant volunteers

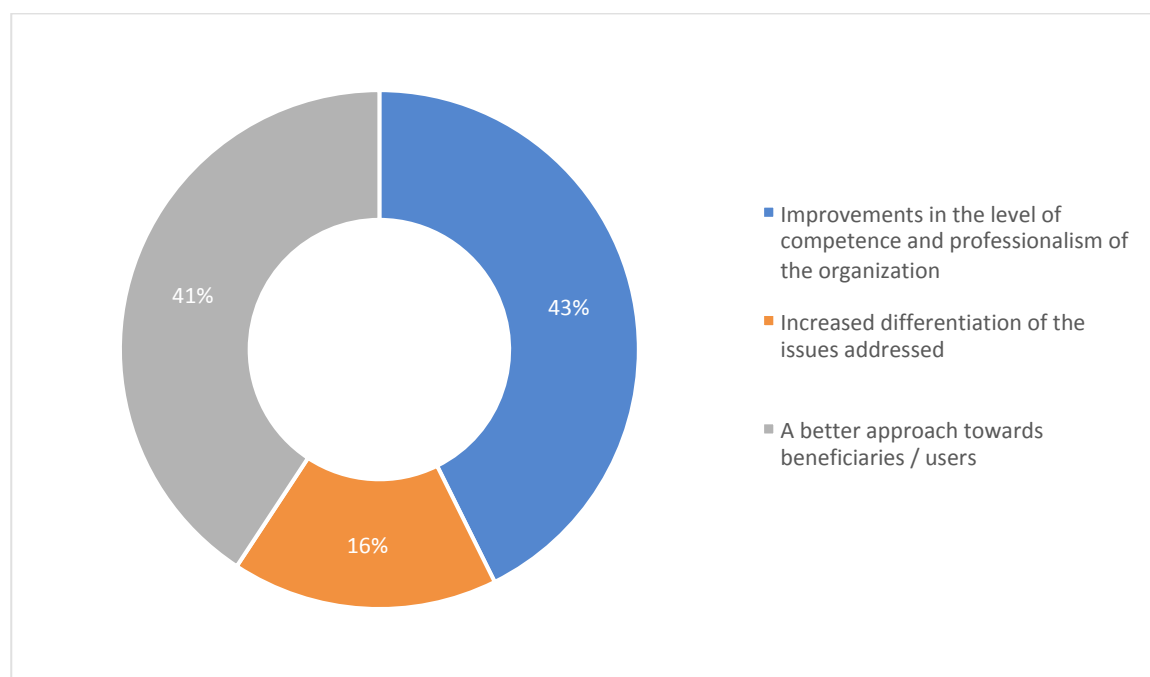


How the immigrants applied to the organisations as volunteers; 86,4% stated that this is done via "Informally by passing by and introducing themselves". 45,5 % were recruited by direct contact, 50,0 % by submission of a CV.

To understand the benefits that immigrants can derive from volunteering, a number of elements have been developed, accompanied by a scale of 1 to 5 (where 1 is the minimum and 5 is the maximum). The answers show that migrants have definitely benefited in the following areas: Cultural exchange and social connections 68,2%; language skills 70,5%, sense of belonging / interest in events taking place in the host society 63,6%.

Graph 8 illustrates the advantages that the sponsoring organizations derive from the voluntary work of migrants.

Graph 8 - The benefits of migrants' volunteering on the promoter organization



To understand the factors that hinder the voluntary participation of migrants, three aspects have been outlined: structural obstacles related to the local social context, subjective obstacles for volunteers and operational obstacles. As regards the first aspect (structural obstacles related to the local social context), respondents stressed that the overly restrictive migration policy 62,8%, is the most important, while hostility/mistrust

towards institutions 30,2%, has the least impact. Hostility in the surrounding society 31,8% in the second series just after migration policy.

Regarding the subjective obstacles of volunteers, the organisations replied that the most important are working time 31,8% and family life 29,5%, while low motivation 31,8% and cultural differences 27,3% are not so relevant. Interestingly, language barriers also seem to be a major problem with 31,8%.

As for the third aspect, the lack of resources 34,1% is the main reason why migrants do not participate in voluntary activities, while the weak internal organisation 14,0% and the low level of participation in decision-making within the organisation is 19,0%.

Among the factors which can facilitate the removal of the above obstacles, it is therefore interesting to note that training of volunteers with experience in immigration and asylum 62,8% is considered to be the most effective and that information and awareness-raising measures 53,5% for all citizens are considered to be extremely important in removing obstacles to the participation of migrants.

Furthermore, 50,0% of respondents believe that legislative reforms to promote individual access to civil rights (civil, social and political rights) could support the process of voluntary participation of migrants and the increased involvement of immigrants in decision-making processes 53,5%.

In addition, the organisations state that economic subsidies for voluntary work 54,5% and strengthening the regulatory role of municipalities (municipalities/regions etc.) 31,0% are also important.

Instead, only 62,8% indicate the possibility of making the voluntary work of asylum seekers mandatory until their legal status is defined. This is indeed a rather controversial issue in Austria. If one of the respondents states:

Many of the asylum seekers do not know what volunteering means. The aim is to give these people the opportunity to show their potential. If this work becomes mandatory, they can also speed up the integration process.

3.3 Volunteering for migrants

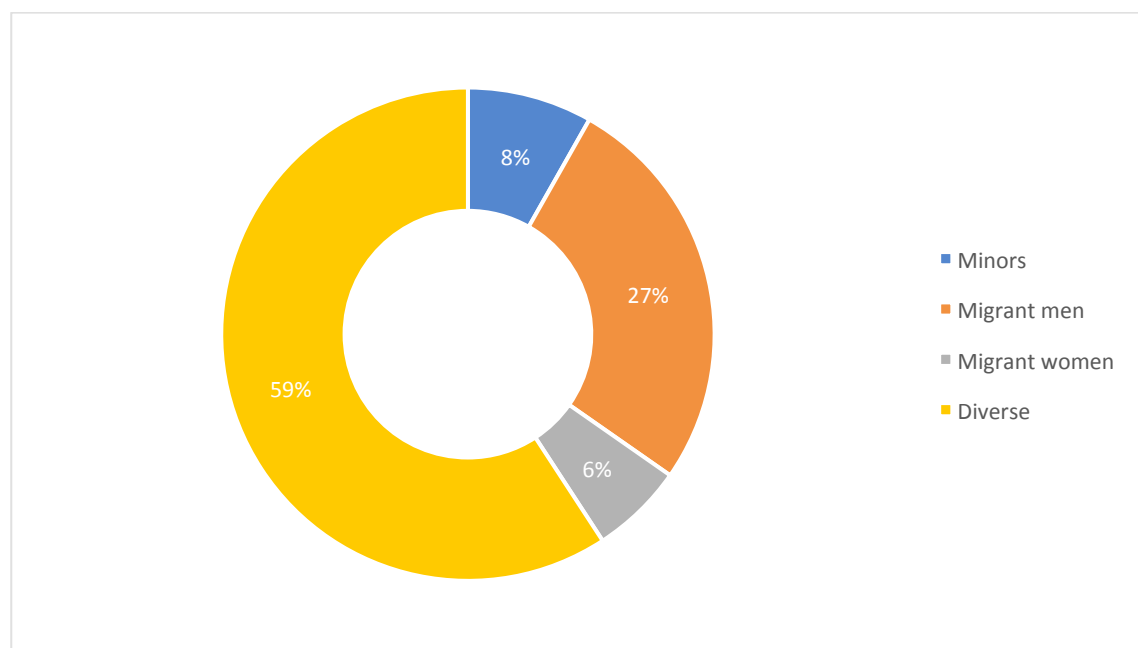
Most of the activities carried out by the organizations, especially at least every two weeks, are: Literacy and language courses 40%; assistance with bureaucratic activities (accompanying services) 21.6%; support and orientation in self-employment and/or employment 36.6%; health protection and care/health care 20%; support and protection of vulnerable groups (minors, persons threatened by human trafficking, refugees and asylum seekers) 20% and language course origin language 20%.

The organisations usually work with other organisations to carry out their actions 80,0%. In particular, more than half work with non-governmental organisations 92,3%, local civil society organisations 69,2% and local authorities or institutions 82,1% and EU/international organisations 41,0%.

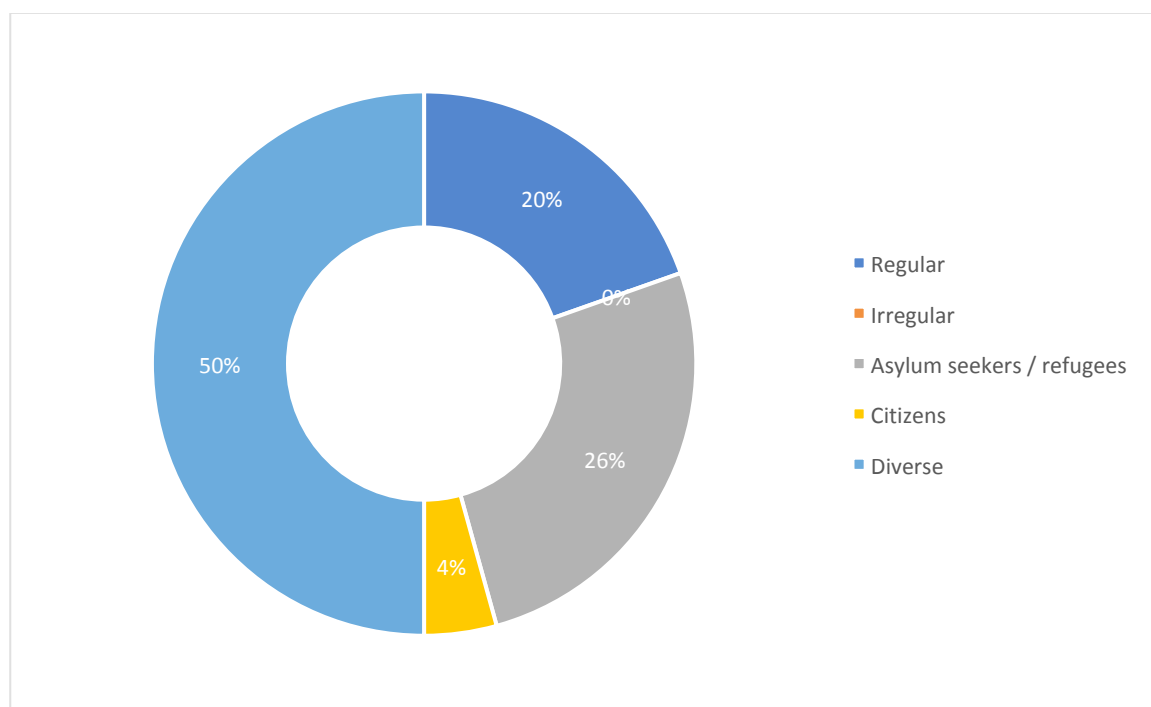
The profile of immigrants benefiting from the work of the organisation/requiring the organisation's help; only men with a migrant background 26,5%, followed by women with a migrant background 6,1% and minors 8,2% (Graph 9).

As far as their legal status is concerned, the recipients of voluntary work are mainly asylum seekers and refugees 26,1% (Graph 10).

Graph 9 - Predominant profile of the immigrant recipients of the voluntary activities



Graph 10 - Recurrent status of the immigrant recipients of voluntary activities



The organisations have assessed the use of volunteers (for/with migrants); sense of belonging / interest in events in the host society 56,0%; less isolation / enhanced social relations 62,0%; greater autonomy / self-activation in relation to one's own needs 42,0%; knowledge of the national language 46,0%; Access to social services and opportunities in the local context 46,0%; employment rate 30,0%; health 34,0%; upgrading of existing professional skills 32,0%; acquisition of new professional skills 34,0%; raising the level of economic well-being 26,0%; housing 30,0%.

The impact of voluntary measures in favour of migrants on the local context of intervention illustrates greater openness towards immigrants 44,0%, greater openness of institutions to immigrants 38,0% and improvement of social and community services 30,0%. However, 41.5% underline that these measures have only a limited impact on reducing reception costs and thus on costs in general 26,0%.

On the factors that limit the effectiveness of volunteering for/with migrants, give institutional constraints, bans and restrictions 42,0%; scarcity of available economic resources 42,0%; irresponsibility of public authorities 26,0%; discontinuity 28,0% and weak organization of social services 26,0%.

Many of the organisations believe that voluntary actions are not always effective because public opinion is hostile 36,0% and also because of the low professional competence 28,0%.

One of the organisations believes that voluntary activities by asylum seekers and migrants are important to improve their social inclusion.

Migrants' voluntary work is often overlooked. There is practically no representative data on the voluntary commitment of migrants or asylum seekers. From the little information available on the subject, it is clear that migrants are less likely to volunteer than Austrians. In many areas, such as the volunteer fire brigade, migrants are actually less common. However, migrants who volunteer are just as active as locals. They have created a wealth of formal and informal structures. In addition, their voluntary activities are often different from those in the voluntary sector and are therefore often overlooked.

Migrants or asylum seekers also have more difficult access to associations and organisations due to language, possible costs, lack of contacts, etc. It is also known that people from disadvantaged social classes are less likely to volunteer because they are more involved in dealing with everyday problems and because irregular working hours or shift work make voluntary work more difficult.

The voluntary commitment of migrants/asylum seekers is not only important for integration into society, but generally strengthens the capacity of migrants/asylum seekers to act. Volunteering is not only a "service - it also creates relationships of trust, cooperation, solidarity and responsibility that are relevant for living together. Everyday exchange and voluntary cooperation are the basis for trust. Where people trust each other, prejudice, fear and violence find a bad breeding ground.

The ability to organise oneself is an indispensable prerequisite for arriving and coping with civil society. In this light, the networks of the respective migrant groups can be viewed positively: they are a form of self-help and "self-empowerment. In addition, the voluntary involvement of migrants increases employment opportunities in the labour market, because important contacts are made through involvement in an association, for example, and information is exchanged that would otherwise not be accessible. In order to improve these voluntary actions for and with migrants, it is essential to think of

"joint programmes of migrant organisations and national and international institutions".
The results show that it is necessary to train trainers to teach them volunteer skills.



4. Qualitative research at local level

4.1 Focus group analysis

Group interviews are a research tool for data collection in qualitative empirical social science. The methodical procedure for implementing a focus group is described in the literature in many different ways and must always be considered in relation to the respective research object. The focus group method makes it possible to explore people's knowledge and experiences. Focus group interviews only make sense if they deal with suitable topics and have a concrete objective.

To discuss the role of migrant volunteering, we have developed a concept. With this approach we wanted to learn about the opportunities and benefits, problems and constraints associated with migrant volunteering, the impact of migrants' volunteering on community life, opinions on policies and institutional proposals.

4.1.1 Interviews with the focus groups

In the table you can see who are involved in the 5 different focus groups. At least 32 persons from the focus groups were present at the focus group meetings. Many of these participants have been involved in volunteer activities for a long time. We have also tried to involve as many organisations with different priorities and work experiences as possible in the meetings. The interviews were conducted between May and July 2018 in Tyrol/Austria.

Table 3. *Overview: Research Sample Focus Group Interviews*

No.	Personal Code	Number of participants	Setting and participants	Characteristics of the participants
1	ME_TR	8	Kufstein; 2 Austrians, 6 Turkish participants.	Association for migrants; board members & chairman
2	ME_HU	7	Innsbruck; 7 Turkish	Association for migrants; board members & chairman
3	YA_KA	6	Innsbruck; 2 Bosnian, 1 Austrian, 2 Serbian	Association for migrants; board members & chairman
4	RU_GU	5	Schwaz; 3 Austrian, 2 Turkish	Association for migrants; board members & chairman
5	NA_GI	6	Innsbruck; 1 Turkish, 3 Austrian, 1 Nigerian, 1	Association working with school students; board members & chairman

1. Involvement in Volunteering and the issue of immigration

- innovative approach to provide better understanding on volunteerism and to carry out the practices which enable the volunteers to increase their competences for better social and economic opportunities.
- a way to adapt good practices into particularly organizations where the volunteers may like to have formal recognition of their skills.
- Encouragement for the organizations in other fields to adopt the methodology used, such as organizations/institutions which provide educational and employment opportunities.
- broadest context to recognize the needs of volunteers for better inclusion of them into daily life and employment area.
- flexibility and capacity within the content to meet the existing and next training needs of volunteers in the long term and also there are multi ways of learning and approaches in order to fulfil the demands of employers.
- focus on volunteers' learning process and enable them to be involved in learning process by learning by experience.

2. Role of volunteering in the process of integration

3. First involvement with volunteering of immigrants and the motives behind it

- Determination of the limits and strength related to volunteerism and increase awareness on volunteerism and its importance for the social society and individuals.
- Focus on social and employment competences for volunteers through interaction and dynamic way. It is necessary tool to adapt the attitudes about communication management and conflict management.
- Formulation of the ways to deliver training sessions which are based on individual training needs and takes account of volunteers' acquisition of specific skills and knowledge and their understanding level on principles and concept to be delivered.

4. Further course of cooperation with migrant volunteers and the organization

- The participants taking place in the meeting want to get overview about obstacles for the participation in voluntary activities. They want to increase our vision to

anticipate the possible problems considering the fact we haven't created an effective strategy yet.

- VAI's Orientation Manual for Volunteers is good tools which we can use to identify suitable tasks considering the volunteers' expectations.
- clarify boundaries, responsibilities and rules in order to ensure organizational planning with respect to volunteers
- as one suggestion from one of the participants, it requires more comprehensive information to the communications part, such as adding various practices or more techniques.

5. Direct Involvement of immigrants in the organization's activities.

- - Volunteers need to be aware of your personal interest and needs in order to be more effective in their daily volunteering practices
- volunteering is an effective opportunity to come together with the ones having different cultures and backgrounds

At this point, the activities can support the volunteers having immigrant background to have active involvement and to increase their competences.

6. Opportunities and benefits of Volunteering for/with immigrants

- Workshops, trainings and seminars adopting the methodology in VAI project should be implemented after the project span in order to keep the participants and beneficiaries' interest alive to the project topic. The gather the ones who are eager to share their point of view about volunteering.
- This project will enable people from the local society to integrated in the volunteering activities through effective methodology
- VAI project will be good practice in order to increase the project aimed at increasing the migrant volunteers' inclusion into the local society
- Moreover, it will create good connection among the migrants and local society without prejudices.

7. Problems produced by voluntary activities of immigrants

- It requires to reach more participants in order to maximize the impact of the VAI project in the project countries, it means more volunteer who will be able to increase their vocational competences.

- Different dissemination tools and channels should be used by the project consortium in order to disseminate the project results and inform more participants

8. Influence of migrant volunteers on community life

- new approaches on recruitment of volunteer beyond tradition tools.
- a framework for the volunteers to be aware of the ways to contact with the right people for employment opportunities through efficient dialogue.
- different elements to meet various kinds of volunteers' needs, so volunteers can choose different tool according to their own needs and expectations.
- detailed methodology and techniques for volunteers to sustain and benefit these skills in long term

9. Policies to strengthen the role of volunteering

- different processes and instruments that promote the quality of volunteer work in integration projects.
- -The extent to which these instruments and processes are applied depends on the available financial and technical resources.
- Both state and private sponsors and institutions supporting integration projects are called upon not only to demand, but also to support and further develop quality assurance in voluntary work.
- State and private funding institutions can support voluntary work in the field of integration by further implementations
- encouragement among local organization for further practices
- Decision makers should be stimulated for long term solutions and provisions about the volunteering issue and civil society.

Most important question that was asked

The most important question is about the sustainability of volunteering activities and possible financial support to support volunteers with materials.

Further amendments of the partners

The preparing for new activities in the organisation in order to maximize inclusion of the immigrants into volunteering activities. It will be created strong cooperation in order to transfer the gains to the national level.



4.2 Case studies by interviews

The interviews are conducted with various stakeholders. These people are involved in volunteering with/for migrants. We report on the results, which focus on the main issues arising from a comparative analysis. We collected 20 Interviews examined the activities and composition of the organizations.

Table 4 - Overview: Research Sample Individual Interviews

No.	Personal Code	Gender	Background/ Characteristics	Field of engagement in volunteering
1	AR_AY	M	Turkish, (parents migrated)	Volunteer in Migrant organisation
2	BR_BY	M	Turkish, (parents migrated)	Volunteer in Migrant organisation
3	BR_DA	F	Turkish, (parents migrated)	Volunteer in Migrant organisation
4	CM_AG	F	Turkish, (parents migrated)	Volunteer in Migrant organisation
5	DE_DE	M	Turkish, (parents migrated)	Volunteer in Migrant organisation
6	EL_PR	M	Austrian	Volunteer, working with refugees
7	ES_US	F	Austrian	Volunteer, working with refugees
8	ND_AK	F	Bosnian	Volunteer in Migrant organisation
9	PL_SZ	M	Bosnian	Volunteer in Migrant organisation
10	RU_GC	F	Turkish	Member of a migrants' association.
11	UL_PT	M	Austrian	Volunteer, working with refugees
12	KS_DM	F	Austrian	Volunteer, working with refugees
13	NH_DM	F	Turkish, (parents migrated)	Volunteer in Migrant organisation
14	BK_KR	M	Turkish, (parents migrated)	Volunteer in Migrant organisation
15	DZ_BB	M	Bosnian	Volunteer in Migrant organisation
16	YL_GR	M	Austrian	Volunteer in Migrant organisation
17	IS_SL	M	Afghan, since 3 years in Austria	Volunteer in Migrant organisation
18	NR_LJ	F	Iraqi, since 2 years in Austria	Volunteer in Migrant organisation
19	HS_MR	M	Irani, since 8 years in Austria	Member of a migrants' association.
20	SB_BR	F	Iraqi, since 3 years in Austria	Volunteer in Migrant organisation

Participants were informed through different dissemination channels. The main objective was to inform the people in the local as much as possible and to gather the ones who are eager to share their point of view about volunteering. The main focus was to select volunteers who show motivation to share their background and needs and increase their capacity. For the representatives, the main focus was to select the ones who want to share their organizational and personal experience and to enhance their organizational strength for further volunteering activities.

4.2.1 Volunteering activities and organisation

The participants work as volunteers in various organisations in Tyrol. They do not receive any financial support for their activities. Some volunteers work directly with asylum seekers and unaccompanied minors. The others work with the migrants where they help with the integration process (as well as social activities or language courses). Organization offers some techniques to overcome conflicts them such as equal right to speak or linguistic support for those who have linguistic problems.

4.2.2 Subjective motives and experiences

On the one hand, external factors are relevant, because some people have more opportunities and resources to get involved than others. It has already been shown that gender, age and education as well as a person's social and cultural environment have a great influence. In addition, however, there is usually a concrete impetus and motives at the individual level that encourage voluntary commitment. Many voluntary activities result from the requirements of everyday life. The volunteers apply because they want to donate their time for something charitable and do not yet have any concrete ideas for what. With all these committed people, different occasions and motives take effect that lead to the start and continuation of their voluntary activities. People get involved for very different reasons. For many, helping is a deeper inner concern. Volunteering is a self-rewarding activity for them. Often it is also the social connection, being together and working with like-minded people. Personal involvement can also raise awareness of a topic and lead to a voluntary commitment to it.

Participants face with some obstacles on their daily life especially adaptation into the society. Their motivation to be involved in the meeting was to share their experience and to hear other stories about volunteering and immigration issues. Volunteers were so eager to reflect their point of views as volunteers and to have more knowledge to be

volunteers/more effective volunteers. It was good opportunity for the Representative to witness the volunteers point of views about volunteering and to be aware of their organizational methods on volunteering and to make them better for further process.

4.2.3 Impact of voluntary activities

The active social participation of migrants (currently around 15 percent of the Austrian population) provides impulses for social and cultural coexistence. Meaningful and serious integration efforts must encompass a wide variety of spheres - including volunteer work. In the context of formal and informal voluntary work, people with a migrant background promote new forms of social cohesion and integration in a wide variety of ways. Voluntary activities of migrants are currently mainly in the form of self-organisation or in the informal sector. Traditional areas such as emergency services, social services or community-based volunteering are currently hardly perceived by migrants.

In many European countries, measures are already being taken to remove barriers to access to formal voluntary work in order to support social integration processes. Volunteering and voluntary work can create opportunities that facilitate the integration process. It provides broadest context to recognize the needs of volunteers for better inclusion of them into daily life and employment area. Moreover, it is a way to offer flexibility and capacity within the content to meet the existing and next training needs of volunteers in the long term and also there are multi ways of learning and approaches in order to fulfil the demands of employers. Volunteers can be involved in the learning process which enable them to be involved in learning process by learning by experience.

5. Conclusions

People who volunteer in the social field provide their time and skills free of charge. This commitment is free, but by no means a matter of course. Many organisations benefit from the commitment of many volunteers and their commitment is invaluable to society.

In order to promote voluntary commitment, win new volunteers and integrate volunteers into an organisation over a longer period of time, good framework conditions are required. Even if volunteering does not meet the criteria of a "normal" employment relationship, certain guidelines are still required to ensure the success and quality of the cooperation.

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In many European countries, measures are already being taken to remove barriers to access to formal voluntary work in order to support social integration processes.

The need for the integration of people with a migration background in non-profit institutions and thus the need for intercultural openness, commitment and integration exists from several sides:

On the one hand, the proportion of people with a migrant background in Austria also increases with their need for more participation and shaping their environment and for the use of non-profit institutions.

On the other hand, the institutions of volunteering need more and more volunteers. The respective cultural influence, personal or family experience with migration, linguistic knowledge, etc. are also valuable resources that must be used consciously in and for an immigration society. Ultimately, it is a matter of successful integration in the interests of both parties.



Thirdly, therefore, society cannot refrain from actively promoting integration if society as a community wants to remain intact and capable of acting. Integration is only possible through the participation of all sections of the population in the community and its tasks. Such participation is always linked to culture and especially to the environment. This makes it difficult, but it is precisely in this circumstance that the chances of intercultural bridging lie.

Volunteering at local level enables people to teach each other new skills and those who were previously excluded to understand and demand their rights. It also helps individuals to develop the competencies to engage and participate beyond their own budget or village, to monitor and understand government commitments and spending patterns, and to form women's groups to extend their own sphere of influence beyond the local level to the national and even to the global level. It has the capacity to act as a partner of local government institutions or national or international civil society organisations.

Voluntary work and civil society commitment in general can be illustrated in economic parameters, but also include symbolic dimensions such as honour, status and commitment. Through their potential for learning and making sense, volunteer work ultimately has an impact on the actors. In addition to the other main forms of work, i.e. gainful employment and family work, voluntary and voluntary work is thus an important sub-area of social value creation and also contributes to socio-cultural integration and changes in society.

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