



Consistency of Migration und Development Policy in Austria

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Contact:

Mag.^a Téclaire Ngo Tam
Laudongasse 40, 1080 Wien
Tel.: +43 (0)1 405 55 15 311
Fax: +43 (0)1 405 55 19
Email: teclaire.ngotam@suedwind.at
www.suedwind-agentur.at

Mag.a Regina Joschika
Annenstraße 29, 8020 Graz
Tel: +43 316 22 51 77
regina.joschika@suedwind.at
www.suedwind-agentur.at



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1. Introduction

“Durability and coherence of development policy must be recognized as the goal for every political sector.” (Government program 2008-2012, S.250)¹

Migration and development sectors are administered as and considered to be fairly independent. The statistics in the present report have clearly shown this. We are still far from an ideal of coherence, both on political or NGO and Diaspora-level organization. There is a lack of ideas, strategies, and specific plans of action.

In the following pages, you will find insight into the Austrian migration and development policy as well as the current status of efforts to create coherence. You will also find written opinions and statements of the main actors and explanations of the challenges they face.

The following report is an extract of a status quo research report being currently developed on the situation in Austria. Thus, the report is not exhaustive.

14.01.2012, Vienna

2. Central actors of the migration policy and development cooperation

2.1 Actors in the migration sector

Federal Ministry of the Interior (BM.I)

Asylum and integration issues are the responsibility of the Federal ministry of the Interior (BM.I)².

The Federal Ministry of the Interior controls and coordinates the implementation of specific integration measures. One tool for the implementation of these measures is the Integration Committee, in which representatives of ministries and states, social partners, institutions, and associations join together to discuss specific measures and their

¹ <http://www.bka.gv.at/DocView.axd?CobId=32965>, as available on the 20.04.2011.

² http://www.bmi.gv.at/cms/bmi_service/start.aspx#t_aufgaben, eingesehen am 25.7.2011.

implementation³. The Integration Committee is part of the National Plan of Action for Integration.

The State Secretariat for Integration

During a “Krone” (An austrian newspaper) interview, the State Secretary Sebastian Kurz emphasized: “My focus is integration, and not asylum or immigration. Those are the purview of Interior Minister Johanna Mikl-Leitner. On this point there is a very clear delineation of authority.”⁴

Although the State Secretariat for Integration makes a clear distinction between migration or immigration and integration, integration-friendly measures within his sector contribute to a greater participation of the migrants. These kinds of measures are condition for further progress towards a potential involvement of migrants in development cooperation.

Austrian Integration Fund (ÖIF)

Here as well, integration is the main objective. The Austrian Integration Fund was created in 1960 as the “UN Refugees Fund” by the United Nations High Commissioner for Refugees (UNHCR) and by the Federal Ministry of the Interior. As part of the integration agreement⁵ and early language support, the institution was also responsible for the integration of migrants. Since then, the organization’s name has changed to the Austrian Integration Fund⁶. The Integration Fund promotes the linguistic, social and professional integration of migrants in Austria. It is largely financed by the Federal Ministry of the Interior.

NGOs

In Austria, there is no NGO that actively participates in migration policy. However, many NGOs comment on government measures relating to immigration policy, and they present grievances and encourage debate. Regularly, certain NGOs create initiatives intended to make the situation known to the public and express with ostentation statements against particular immigration policies. For instance, Diakonie Austria, Asyl in Not, SOS-Mitmensch and Caritas are organizations that often set public actions together.

³ http://www.integrationsfonds.at/nap/integration_wird_breit_diskutiert/ and http://www.bmi.gv.at/cms/BMI_OeffentlicheSicherheit/2011/01_02/files/INTEGRATION_III.pdf, as available on 25.7.2011.

⁴ http://m1.krone.at/s=g33txCIJc-jpvHf2HBw51A03/krone/S25/object_id__258580/hxcms/rssmobile.html, as available on the 28.07.20011.

⁵ <http://www.integrationsfonds.at/iv/ivneu/>, available on the 25.7.2011.

⁶ http://de.wikipedia.org/wiki/%C3%96sterreichischer_Integrationsfonds and http://www.integrationsfonds.at/wir_ueber_uns/leitbild/, as available on the 25.7.2011.

One such example is the “**Asylkoodination Österreich**“(Austrian Asylum Coordination). This organization defines itself as “an association of foreigners and refugee aid organizations and supervisors.” Its self-imposed goal is to support the activities of organizations and individuals engaged in advising migrants and refugees.

Besides the organizations mentioned previously, in Austria there are also **many counseling centers for migrants**, such as the Institute for Migration (IAM). These organizations and initiatives exert political and social pressure, support campaigns and develop policy positions and demands - but only with mediocre success.

2.2 Actors of development cooperation

Development Cooperation consists of a joint effort at the state and private levels. Development Cooperation aims to improve the livelihoods of people in developing countries and create awareness about global challenges and contexts.

2.2.1 Government bodies

Development policy is a part of Austrian foreign policy. Policies and requirements arise in coordination with the European Union and other international bodies (EU, UN, OECD, and International Financial Institutions)⁷.

The foundations for development cooperation are set forth in the Millennium Development Goals⁸ (MDGs) and the Paris Declaration of 2005⁹. While the Foreign Ministry plans strategy and programs, the Austrian Development Cooperation Agency (ADA) is responsible for implementing the projects. The ADA administers inter alia the bilateral budget for development cooperation. The implementation of projects itself is done for the most part by NGOs.

Federal Ministry for European and International Affairs (BMeiA)

The Federal Ministry for European and International Affairs (BMeiA) is responsible for the strategic direction of the Austrian Development Cooperation (ADC). In dialogue with

⁷ <http://www.entwicklung.at/entwicklungspolitik/>, as available on the 18.7.2011.

⁸ In order to alleviate global poverty and its consequences, all Member States of the United Nations - and therefore Austria - have put in 2000 eight development goals to be achieved together in 2015.

⁹ The "Paris Declaration on the effectiveness of development cooperation" from 2005 is an international agreement between developed and developing countries aiming to improve the quality of development cooperation.

partner countries and the Austrian Development Agency (ADA), the Foreign Ministry develops programs and sets the Austrian development policy of the three-year program.¹⁰

Austrian Development Agency (ADA)

The Austrian Development Agency is the representative of the Austrian Development Cooperation. The ADA is responsible for the implementation of all programs and projects in ADC partner countries¹¹ and manages the budget. The programs and projects of the ADC are implemented by the ADA, which currently works with NGOs and companies in seven priority areas. Another focus is education and public information in Austria¹².

Other public actors

In addition to the Foreign Ministry, other federal ministries, provinces, and municipalities, as well as the Austrian Development Bank, help by contributing to the budget for development cooperation.

Federal Ministry for the Interior (BMI)

The Federal Ministry for the Interior (BMI) is responsible for the asylum system. In addition to support for refugees in Austria, the BMI is responsible for processing and allocating annual funding from the European Refugee Fund. The latter is aimed to facilitate the return and reintegration of refugees¹³.

Federal Ministry of Finance (BMF)

The BMF represents Austria's economic development and foreign policy interests to multilateral development banks and is responsible for the work of the Austrian Development Bank (OeEB). The Three-Year Program on Austrian Development Policy is created by the Federal Ministry for European and Domestic Affairs (MFA) in consultation with the Federal Ministry of Finance (BMF)¹⁴.

Austrian Development Bank (OeEB)

The Austrian Development Bank (OeEB) funds projects in poorer countries which currently receive aid for development. OeEB is a subsidiary of the Austrian Control Bank (OeKB), and is therefore a purely private financial institution with a public contract.

¹⁰ <http://www.entwicklung.at/akteure/bmeia/>, as available on the 21.7.2011

¹¹ Countries and Regions of the ADC: <http://www.entwicklung.at/laender-und-regionen/>, as available on the 21.7.2011.

¹² <http://www.entwicklung.at/akteure/ada/>, as available on the 21.7.2011

¹³ Ibid.

¹⁴ <http://www.entwicklung.at/akteure/weitere-oeffentliche-akteure/>, as available on the 21.7.2011

OeEB was founded in March 2008 and is classified as one of the European Development Finance Institutions (EDFIs)¹⁵.

2.2.2 Non-Governmental Organizations

Umbrella Organizations

Many Austrian NGOs focused on development are represented by and united under several umbrella organizations. The largest umbrella organization is "AG Globale Verantwortung" (AG Global Responsibility).

AG Globale Verantwortung

The umbrella organization AG Globale Verantwortung (Association for Development and Humanitarian Aid) currently represents the interests of 42 member organizations (and 2 of which are cooperation partners). These organizations are active in the fields of development cooperation, development education, and policy work, as well as humanitarian aid and sustainable global economic, social, and ecological development.

The Evangelical Church, (A.B. and H.B.), and the Catholic Church are important promoters of private development cooperation. Two umbrella organizations are especially notable: the **Church Development Cooperation** (EAEZ) and the **Coordination Center of the Austrian Bishops' Conference for Development and Mission** (KOO).

2.2.3 International Organizations

International Organization for Migration (IOM)

The International Organization for Migration (IOM), whose motto is "migration for the benefit of all," was founded in 1951 and is one of the most active international organizations in the field. It describes itself as the leading intergovernmental organization working in the migration sector. IOM has set itself the task of working closely with governmental, intergovernmental, and non-governmental partners to ensure the orderly and humane management of migration, to promote international cooperation on migration

¹⁵ <http://www.globaleverantwortung.at/>, as available on the 21.7.2011

issues, to find practical solutions to migration challenges, and to provide humanitarian assistance to migrants in need.¹⁶

One of the main goals of IOM is to strengthen the positive relationship between migration and development. In 2006, IOM launched the program "Migration for Development in Africa" (MIDA), which mobilizes various African Diaspora associations towards development in their respective country by assisting specialists, teachers, and other skilled workers.

2.2.4 Initiatives of individuals and small private groups

Actions in this context are difficult to measure because these groups have no formal structure or records. Migrant individuals and diaspora organizations are classified as this kind of group. Both are gathering in Hometown Organizations, which provide individual and collective return remittances to home countries, thereby supporting private health care, education, and other benefits of development cooperation. **A Hometown Organization** (HTO) is an organization that was founded by a diaspora—a group of immigrants who share the same origin or nationality and live in the same community. HTOs are a form of self-organization in which migrants may pursue goals of influencing and promoting the political, economic, and cultural development of their country or their region of origin.¹⁷

3. Coherence

3.1 Coherence in politics?

Helmuth Hartmeyer, department manager of the Austrian Development Agency (ADA) confirmed the lack of coherence between migration and development at the political level. The three-year program¹⁸ of the Austrian Development Cooperation would try to bring more coherence to development policies:

¹⁶<http://www.iomvienna.at/>

¹⁷ http://www.migration4development.org/sites/m4d.emakina-eu.net/files/home_town_associations_project-briefing_document.pdf, as available on the 10.10.2011.

¹⁸ The so-called three-year program of the Austrian Development Cooperation sets the substantive framework for the implementation of the objectives of international development policy. In it, the positions of Austria's development policy are laid down.

*“The three-year program was always considered a means to achieve greater coherence in Austrian development policy. But it is difficult because the Foreign Ministry—the department which oversees such policy—administers only less than 20 percent of development assistance. The other 80 percent cannot be so easily coordinated and made coherent. The intention now is to make the Foreign Ministry, the Ministry of Finance and the ADA the three basic pillars of a new three-year program. Thus, the idea of coherence would be better served.”*¹⁹

According to Christian Fellner, director of Department IV/B, Justice and Home Affairs (Asylum/Migration) of the BMieA, there is a greater chance that, in the future, discussion of migration and development will follow along with the three-year program:

*“There is inter-ministerial coordination. An example of this is the three-year program, which will probably incorporate the theme of migration and development in the near future. Furthermore, the government tries to be cohesive, in hopes that no Ministry will contradict another. There is therefore a kind of cooperation. But I would say that there is no clear direction for action, because there is still no clear plan of action.”*²⁰

There is currently no discernible political guidance for migration and development, although this would be noted as an indirect goal, even for the government program:

“Political sustainability and coherence of development must be recognized in all policy areas as a target.” (Government Program 2008-2013, P.250)

In the 2010-2012 three-year program, the following correlating sectors were defined as interfaces: “Security and Development,” “Environment and Development” and “Business and Development.”²¹ There is no interface for “Migration and Development” in the program. The topic isn’t discussed at any point, as opposed to the previous version (2008-2010 three-year plan), which contained a statement on the topic.²²

“At the international level, the issue of migration and development has become more important. In the 2005 European Consensus on Development, the EU identified migration as an area on which EU development cooperation should focus. The relevant conferences on Migration (Euro-African Ministerial Conference on Migration and Development, Rabat (2006), Tripoli (2006), and Paris (2008); and the second EU-Africa Summit in Lisbon (2007)) should contribute to deeper political dialogue between the EU and Africa on the topic. The goal is a common concept of development cooperation

¹⁹ Interview with Helmuth Hartmeyer, held on the 15.11.2011.

²⁰ Interview mit Christian Fellner, held on the 21.11.2011

²¹ http://www.entwicklung.at/uploads/media/3JP_2010-2012_03.pdf, as available on the 10.10.2011.

²² http://www.oefse.at/Downloads/eza/OEZA_Dreijahresprogramm_2008-2010.pdf, P.57, as available on the 10.12.2011.

seeking to reduce migration pressure by improving the situation in countries of origin and to maximize the positive effects of international migration.”

One important jointure between the priority countries of the ADA and migration to Austria is Southeastern Europe. Within the national competences, the ADA's supports positive forms of migration, which could arise from mobility partnerships within the EU. Furthermore, the ADA strives to find ways to encourage migrants to send money to their country of origin in order to support small- and medium-sized enterprises. To combat “brain drain,” ADA organizes an annual competition for students from Western Balkan countries, supplemented by a job exhibition. In Southeastern Europe, the ADA is also actively engaged in the fight against human trafficking and in the SADC region through perennial project initiatives against the trafficking of women and girls.”

Unlike Austria, other EU countries had earlier challenged themselves to create a cohesive migration and development policy, according to sociologist Herbert Langthaler in the *Südwind* magazine from February 2009:

“In many EU countries, migration and development have now been more than just a lively topic for public debate for years. There are specific programs and projects that integrate migrants and their organizations into public development cooperation (EZA). In Austria, this process is taking place very slowly.”²³

Also not always there is a consensus on which migration should be addressed. Ambassador Marianne Feldmann of the BMeiA, Head of Unit -VII.4 explains in an interview with us on 21 of November 2011:

„Migration issue will become world-wide more and more important– keyword for example climate change. The question is: where do people migrate? The majority of the migration is interregional or - continental, not necessarily only the migration to Europe, the one we are now dealing with”.

3.2 Coherence in NGOs and Diaspora organizations?

Non-governmental organizations (NGOs) and Diaspora organizations currently highlight the relationship between development cooperation and migration. They cite a need for joint examination of these topics. On the practical level of development cooperation of NGOs, integration of migrants and Diaspora organizations is still quite rare and sporadic.

²³ See: <http://www.suedwind-magazin.at/start.asp?ID=237796&rubrik=4&ausg=200902>, as available on the 14.1.2012.

Furthermore, few members of Diaspora organizations are employed as workers in NGOs. Rather, Diaspora organizations strive to establish their own facilities, which usually have fewer resources. This creates an atmosphere of competition and mistrust among Diaspora organizations, which complicates cooperation with development NGOs.

In response to the international debate, which was embedded in the context of the EU-Africa dialogue, a position paper on "Migration and Development" was written in April 2007 in the AGEZ (predecessor of the NGO Federation *Globale Verantwortung: Global Responsibility*).²⁴

However, the recommendations issued at that time seemed of no interest to any part of the addressees: the Austrian government, Parliament, the BmeiA and BMI, the EU Commission, and the European Parliament. There was no action taken by either the NGOs or the public sector. But the position paper remains a fundamental document for NGOs in favor of a future debate.

Best Practice?

Examples of successful cooperation between NGOs and Diaspora organizations are rare. One best practice example should be featured: the "Ke Nako Project," which was conducted in 2010:

The project "**Ke Nako AfriKa - AfriKa Jetzt! An Initiative for a Multi-faceted Picture of Africa**" was awarded the State Prize for Public Relations. This joint initiative of the Austrian Development Agency (ADA), the Vienna Institute for International Dialogue and Cooperation (VIDC), and the African Networking Platform (AVP) was joined by approximately 100 partner organizations. The initiative and its more than 300 events piqued the interest of some 184,000 people in Austria. This initiative is one of the best examples of successful development policy education and communication in the ADC.

The jury based its decision on the following arguments:

"The 'Ke Nako Africa' has impressively succeeded in molding the public image of a whole continent and thus has brought forward an important social issue using all forms of media. The project is convincing in its variety of coordinated measures, brought together under the same banner. Different social groups had the opportunity to express their opinions in some controversial dialogues. In this context, sensitivity in dealing with people from different cultures was always in the foreground. The initiative attracted

²⁴<http://www.oneworld.at/agez/Migration-und-Entwicklung.pdf>, as available on the 14.1.2012.

partners from various organizations and media, as well as Austrian and African NGOs, universities, youth organizations, and cultural institutions. Thanks to this integrative approach, the occasion of the World Cup was used to help African communities in Austria to assert a more positive presence through more than 300 events. "25

On the initiatives of individual NGOs and Diaspora organizations, more and more meetings, discussions and pilot projects on the subject have been conducted in recent years.

The following is a list of examples that show the ways in which NGOs and migrants' associations are engaged:

- **20 June 2009: "Development through Migration:"** A Symposium by and with: Pan African Forum of Austria, Grüne Bildungswerkstatt Minderheiten, Grüne MigrantInnen Wien, Südwind Agentur Regionalstelle Wien, and Evangelischer Verein für Studentenheime Wien (ASH). ²⁶

- **In 2009**, Südwind initiated, with funds from the ADA, the pilot project "**Development Policy on a municipal level**," aiming to establish a connection between migration and development on the communal and district levels. The experience gained through this pilot project has shown that in the context of migration, it is difficult to draw the attention and interest away from the topic of integration.

- **On June 11 2010**, the NGO network "Rights - Opportunities - Diversity" organized a **series of workshops on "Migration and Development."** The network is a loose coalition of NGOs in Austria that are active in the areas of integration, asylum, and anti-discrimination. The aim is to promote a concept of integration that seeks to create equal opportunities.

- On 01 March 2010, Caritas launched its new project in Vorarlberg, "**Migration and Development."** The project aims to provide advice to potential migrants, provide support for returnees, aid in the reintegration of returnees, and form a start-up fund for long-term prevention of migration and the promotion of development in Armenia.²⁷

- On **30 June 2011** the conference "**Migration and Development - Participation of the African Diaspora in Development Discourse**" was held in Vienna. The conference was organized in cooperation with the African Networking Platform and the VIDC. These

²⁵ <http://derstandard.at/1289608773620/Public-Relations-PR-Staatspreis-an-Ke-Nako-Afrika--Afrika-Jetzt-Agentur-Grayling-Austria>, as available on the 10.10.2011.

²⁶ <http://doku.cac.at/symposiumentwicklungdurchmigration.pdf>, as available on the 14.1.2012

²⁷ <http://www.caritas-vorarlberg.at/auslandshilfe/migration-und-entwicklung/migration-und-entwicklung-armenien/>, as available on the 2.11.2011.

two organizations currently offer a good example of how a meaningful collaboration between NGOs and associations can be made. ²⁸

- Another example of alliance is the **Caritas' Consulting Project** for migrants who wish to implement development projects in their home country. However, for this kind of consulting, additional personal or financial resources don't exist, says Daniela Pamminer at Caritas. That's why this type of consulting isn't actively promoted but simply continues to go on. Migrants do usually accept this kind of consulting offer. (Note: However, these are usually financial requests that cannot always be fulfilled)²⁹

Despite these isolated positive examples, the potential of Diaspora and migrant organizations in the Austrian Development Cooperation remains largely untapped. The director of the Centre Chiala'Afrika Kamdem Mou Poh à Hom in Graz appealed to utilize the potential of migrants:

*"The expertise that the EZA is looking for can be found in migrants. We know what people in those villages need and we speak their language. But unfortunately no one has asked us to help. I would like to see discussion about a reorientation of development cooperation in Austria with the ambition to include all interested parties, and especially people who came from these countries. This isn't about excluding Austrians. This is about going further than just hearing peoples' opinions. We want to be part of this story. Being asked for my opinion is not enough for me. We want to be included from the outset. People with an immigration background would bring a new dynamic to the development cooperation. If we had more people participating and deciding, then new concepts would arise that are more viable than the ones we now have."*³⁰

For Livinus Nwoha, head of the association IKEMBA in Graz, as well, participation and integration of migrants and Diaspora organizations in the Austrian Development Cooperation are very important. However he points out a condition:

"(...) supposedly, these organizations maintain an active contact with the old country and are familiar with the social and political changes in their respective countries. However,

²⁸ Documentation on the conference: Migration und Entwicklung – Partizipation der afrikanischen Diaspora im entwicklungspolitischen Diskurs: http://www.vidc.org/fileadmin/Bibliothek/DP/pdfs/Schmidjell/Dokumentation_Migration_und_Entwicklung_30_Juni_2011_final.pdf, available on the 14.1.2012.

²⁹ Information from the interview with Daniela Pamminer, held on the 30.9.2011

³⁰ Interview with Kamdem Mou Poh à Hom, held on the 15.11.2011

some migrants couldn't forge a connection with their new home (lack of participation, cooperation, and opportunities to be included), and neither with the old country."³¹

Our interlocutor has discussed the argument that the origin justifies the maturity of the Diaspora in development cooperation. Helmuth Hartmeyer of the ADA expressed his concern about this:

*"In general, I am very critical of development aid, and it is not because African people will do it that it will be dramatically better. The concept is decisive. Whether an Austrian NGO or an African community living in Austria organizes such projects, well, the difference is not huge. So, I do really question the argument, 'I come from there and that is why I know this topic better than you.' When people are far from their homeland for a long time, many changes may have taken place there. It is simply no longer the same country as the one they left. The real question is, what is the knowledge or experience that they brought here. In the same way, not everyone who lives in Austria is well-informed about Austrian politics or knows Austrian economic relationships just because he lives here. So, for me, the argument, "I come from there," is quite unconvincing."*³²

3.3 Reasons for a poor coherence

There are some challenges that must be overcome in order to achieve coherence between the two topics. This chapter discusses the main causes for the lack of coherence so far, causes which were inter alia mentioned in the interviews. These barriers should of course be seen as challenges.

"No one feels responsible."

One reason why the migration and development fields are usually handled separately in Austria is the confusion over jurisdiction. The government actors working in the field of development policy consider the field of migration policy to not be in their purview, and vice versa. No one feels responsible for the connection between the two issues, says Daniela Pamminger of Caritas Foreign Aid.

"On the political level, Austria is far from coherent. It seems as though no one feels responsible for connecting the two issues. On the international level and in Germany, the

³¹Sources: interview on Diaspora and migrants' organizations

³²Interview with Helmuth Hartmeyer, held on the 15.11.2011.

*topics of migration and development have long been considered related—but not in Austria“.*³³

"Most immigrants are from Europe"

While two-thirds of migrants are from EU and EEA countries, the ADC focuses on so-called developing countries. This also makes coherence more difficult, for example the integration of immigrants in development cooperation. Christian Fellner said:

“Most immigrants are intra-European. In the ADC, we work on a very different side of the issue. From this point of view, the connection is quite loose, so to speak.”

"Migration only dealt with in terms of security"

Migration and integration are often discussed in Austria only as regards the issue of security.

The conditions of migration policy make it difficult to expand the focus, and therefore the topic of integration prevails on the issues of development cooperation. The greater the proportion of migrants, the harder it becomes to have a discussion on "Migration and Development," as debates on "Migration and Integration" dominate the discourse. In Vienna, Südwind conducted a pilot project in the district Rudolf-Fünfhaus, with the active participation of the district council. Interestingly enough, the district got involved in our pilot project while the FPÖ-section of the District Council had not participated in the project and its activities, on the grounds that there was no interest in such questions.

The State Secretariat for Integration was created in April 2011 as part of the Federal Ministry of the Interior (BM.I). That the Secretariat for Integration is a part of the Ministry of the Interior is still controversial. For many people, the integration and asylum laws of the Interior are perceived as too restrictive, and that motivates the critics. It is feared that the Secretariat for Integration may be biased. The Head of Caritas, Michael Landau, said in a press release on October 03, 2009:

"Austria needs a separate State Secretariat for Integration, which would include in its decisions all important areas such as education, employment, social affairs, and refugee affairs. The issue of migration should no longer be considered solely from a security

³³Interview with Daniela Pamminer, held on the 30.9.2011.

*perspective. Migration and integration are manifold issues affecting all sectors of society."*³⁴

"The fields have to stay separated"

The opinion that the fields of migration and development must be kept apart is also fairly popular. Some politicians of the integration sector assume that migrants who engage in DC would maintain a deeper connection with their country of origin and would therefore not integrate into Austrian society. Everyone does not share this opinion. Herbert Langthaler, a social anthropologist and expert on refugees and migration topics, said:

*"People want to promote integration and they are afraid that community organizations would work against integration. This is founded in a fear of the disintegration of society! That is the slogan people are working with. In our opinion, this thought is not correct. There are studies that prove that migrants from community projects are competent in Austria as well, because they have to understand, for example, how to raise and manage funds, which is an integrative process."*³⁵

"Conditions between NGOs und diaspora organizations are different"

Disparities of conditions and resources impede an equal cooperation between development NGOs and Diaspora organizations. Many Diaspora organizations arose from the primary necessity of participation in integration activities in Austria. Development cooperation is neglected due to lack of resources, much to the dismay of those organizations. The development cooperation of the migrants takes place on another level: in so-called "Home Town Organizations," where NGOs have strictly no access. Examples of Home Town Organizations in Vienna are the Ghana Union, Nanca (Nigeria) and Mbogliaa ba Austria (Cameroon), etc.

Many migrants and diaspora organizations also perceive the DC as too bureaucratic and complicated. As Kamdem Mou Poh à Hom, director of Chiala'AfrikaZentrums in Graz, says:

"We will not discuss the topic in Chiala'AfrikaZentrum. Everyone makes development cooperation with his family or for themselves, outside the official Development Cooperation. The Austrian Development Cooperation is unknown—nobody knows about

³⁴[http://www.caritaswien.at/aktuell/presseaussendungen/detail/artikel/1678/1057/?tx_ttnews\[pS\]=1199142000&cHash=295e097a55](http://www.caritaswien.at/aktuell/presseaussendungen/detail/artikel/1678/1057/?tx_ttnews[pS]=1199142000&cHash=295e097a55), as available on the 12.10.2011.

³⁵Interview with Herbert Langthaler, held on the 11.10.2011.

it. It is extremely bureaucratic. We ourselves, at Chiala, find it difficult. You need very specific skills for that.” ³⁶

4. Public discourse on migration and development policies

4.1 Political discourse

The debate over the necessary coherence between migration and development policy is still in its early stages. While much is said, researched, and written on the topic of "Migration and Integration," the combination of "Migration and Development" remains unexplored. Social anthropologist Herbert Langthaler³⁷ analyzed the situation as follows:

“Under the heading ‘Migration and Development,’ there are several things being discussed, depending on where interests lie. On the one hand, there are politicians in Europe who believe that development could prevent migration, according to the following principle: if we ‘take’ action so that ‘they’ feel better, then ‘they’ will stay where they are. These people would rather support ‘development instead of migration’. Another much-discussed topic is remittances from migrants to their home countries. Since the World Bank and other organizations have revealed through studies the full extent of these remittances, public authorities in both host countries and countries of origin have expressed all sorts of desires.” ³⁸

The so-called “return program”, such as the International Organization for Migration proposes it, is now the topic of criticism. The program is inefficient, says Herbert Langthaler:

“The return project simply doesn’t work. You can almost say so in every case. The money that people receive with it is simply gone. It could only work if stable transnational networks were established. This problem also works the other way around—when

³⁶Interview with Kamdem Mou Poh à Hom, held on the 15.11.2011.

³⁷ Herbert Langthaler is a social anthropologist and journalist specializing in refugee and migration issues. He has co-authored a study on the political participation of refugees and asylum seekers in the EU, which was presented in November in the Südwind Magazine (Study at www.asyl.at/projekte/node.htm).

³⁸Interview with Herbert Langthaler, held on the 11.10.2011

migrants are in Europe for a long time, the connection is lost and they are no longer interested in supporting projects and families in their country of origin. They simply have much more to do here. Many studies confirm that. "39

Helmuth Hartmeyer of the Austrian Development Agency hails the initial impetus to merge the two policies. It remains to be seen how these will be reflected in programs and projects of development cooperation. An involvement of the Ministry of Interior is essential to this process:

*"It would be better if the Ministry of the Interior was involved, because the questions of integration, the question of the legality of people, in fact, everything that has to do with asylum is not enforceable without police authority. But I think there are fairly meaningful initiatives between MFA and ADA or between ADA and migrants' organizations that are not dependent on the Ministry of the Interior. 'Ke Nako Africa,' for example, was not coordinated by the Ministry of the Interior. We can help in certain areas. We can achieve minor victories. But for major victories in this sector, the right political climate is still missing in Austria."*40

4.2 Contribution of the media

At the moment, the topic of "Migration and Development" receives no publicity in the mainstream media. Something may sporadically appear in development policy media and a variety of community media.

Moreover, in the community media of migrants there is no connection made between the two topics. When we asked why this is so, journalist and media critic Simon Inou of M-Media⁴¹ answers:

*"A debate on the two topics is too far away from people's daily concerns, and the media simply reflect this."*42

³⁹Ibid.

⁴⁰Interview with Helmuth Hartmeyer, as available on the 15.11.2011.

⁴¹ M-MEDIA, Organization for the Promotion of Intercultural Media Work is an association of immigrants in Austria based in Vienna, which works for greater ethnic diversity in Austrian media companies and an adequate representation of immigrants in the mainstream Austrian media. The organization was founded by a native of Cameroon, Simon Inou, who works as a journalist and media critic.

⁴²Interview with Simon Inou, held on the 24.11.2011.

4.3 Scientific contribution

There are currently only a few scientific studies on the subject. The lack of study has been criticized by Christian Fellner of the Section IV/B, Justice and Home Affairs (Asylum/Migration) of the BMeiA: there is no analysis or guidelines on how to coordinate policy in a constructive and systematic way.

Nevertheless, the theme of "Migration and Development" is slowly establishing itself in the Austrian scientific community. Universities and individual scientists dedicate themselves to the topic, investigating the win-win prospects, questioning terminology or investigating the coherence between migration and development policies.

It was stated inter alia that the increased attention for the role that migrants are playing in development policy is linked to the increasing global remittances. According to the World Bank, the volume of remittances to developing countries is twice that of the total of official development assistance. (See Pamminger, 2009).

Examples of scientific papers on the matter are:

- Perchinig, Bernhard (2003). Integrationspolitische Dimension von MigrantInnenorganisationen. (Integration policy dimension in migrant organizations.)
- Daniel, Gerda (2007). "Frauenmigration und Entwicklung - Die Potentiale der internationalen Frauenmigration für Armutsbekämpfung und sozioökonomische Entwicklung" Undergraduate thesis feminism course)⁴³
- Keg, Heinz (ed.) (2003, 2007). 2. Österreichischer Migrations- und Integrationsbericht. (Second Austrian Migration and Integration Reports)
- Pamminger, Daniela (2009). Von „Migration und Entwicklung“ und möglichen Anknüpfungspunkten für die Caritas Steiermark. (From "Migration and Development" and possible points of contact for the Caritas Steiermark). Master's thesis, MAS Migration Management, University of Salzburg.⁴⁴

5. Summary and Perspectives

The necessity for further discussion of the coherence of migration and development policy is clear from this inventory. Contacts between the different parties are too limited.

⁴³http://www.vhs.at/fileadmin/uploadsrmc/downloads/Service/FGS_Diplomarbeiten/DADaniel_5.pdf.

⁴⁴http://www.integrationsfonds.at/migrationsmanagement/downloads/masterthesis_pamminger_042009.pdf.

There are currently attempts to shape coherent policy coordination in government bodies. Coordination processes in other areas, however, are already more advanced than in that of migration and development.

The difficulty to face the problem of lack of coherence has been constant during the surveys for this report. Minister Marianne Feldmann of the BMeiA says: *"It is in the air, but no one has any idea how we can bring it to a head. "45 To take an initial step towards consistency, what is needed is "mark out common areas of action and develop common guidelines."46*

Recent developments have created new cause for hope: the ongoing project "CoMiDe," for instance, in which actors from both migration and development cooperation fields try to bring to the light the issue of coherence. Daniela Pamminger also welcomes the initiative:

"When someone starts at zero, there is obviously an observable improvement of the situation. There is definitely more literature than five years ago. And the project CoMiDe represents a great improvement. There is finally something happening and the subject is being discussed! In Austria at the moment, there are very few starting points for the discussion of this topic—hardly anyone deals with it and there is little expert knowledge. "47

⁴⁵Interview with Ambassador Marianne Feldmann, held on the 21.11.2011.

⁴⁶ Ibid.

⁴⁷Interview with Daniela Pamminger, held on the 30.9.2011.

Interviewpartner

Dr. Herbert Langthaler (Asylkoordination) Social anthropologist and journalist with focus Flight and migration subjects (on 11.10.2011)

Dr. Helmuth Hartmeyer - Austrian Development Agency - Funding Civil Society Development Communication and Education in Austria (on 15.11.2011)

Dipl.-Ing. Joe Kajo Taylor, Honour Chairman of the Pan African forum, advisers and Program Coordinator. Member of Ghana union in Austria (on 16.11.2011)

Dr. Christian Fellner, BMeiA, Head of Unit IV/B – Justice and Home Affairs (Asylum/Migration) (on 21.11.2011)

Ambassador Mag.a Marianne Feldmann Director of Department VII.4 Information & Communication, Strategic Planning, Security & Development (on 21.11.2011)

Simon Inou M-MEDIA (Founder) Association to the promotion of intercultural media work in Austria (on 24.11.2011)

Mag.a Daniela Pamminger, Staff member of the Caritas foreign aid and author of a master thesis on the subject Migration and Development. (on 30.9.2011)

Kamdem Mou Poh à Hom, Chairman Chiala´AfrikaZentrums in Graz (on 15.11.2011)

Unfortunately, we have not succeeded yet in receiving an interview from the B.M.I.