

EUROREG
Case study report

**Regions, minorities and European integration:
A case study on the Austrian region of Burgenland**

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Introduction

Globalization, European integration, and other transnational processes transform the relationship of states and therefore the functions and meanings of the borders connecting and dividing national territories. Border regions can be the places where state transformation becomes apparent on the ground, as a consequence of functional integration effects as well as changing symbolic identifications. Historically, the decline of the Austro-Hungarian Empire shed light on the powerful force of nationality politics, framing the historical context for the first theoretical reflections about multi-national states.¹ Today, European integration contributes a renewed political opportunity for the post-war Austrian republic to renegotiate the relationship with the national minorities living along its borders with the former Habsburg provinces and neighbouring EU accessors. In order to exemplify the cultural-territorial politics transforming states from the bottom-up, this chapter examines how national minority politics along Austria's Eastern border changed in the context of the country's European integration since the early 1990s.

Situated along Austria's Eastern-most state border, Burgenland is the country's youngest region with a long history of changing national belongings and the highest diversity of minority cultures: the Burgenland Croats, the Hungarians, and the Roma. The several small, territorially dispersed communities have almost fallen victim to assimilation in the German majority population. Its changing history and geographic position along the border has also made Burgenland Austria's most socio-economically disadvantaged region. But the recent historic changes in Europe, starting with the opening of the Iron Curtain in 1989, to Austria's EU accession in 1995, and EU enlargement in 2004 have recently brought new hope to the region. Burgenland has been acknowledged EU objective 1 status as well as large Interreg programmes, turning it into Austria's largest receiver of EU regional funds. The regional government has recently promoted the multinational border heritage as an important capital for the region's European integration. Burgenland presents a case study of cultural mobilization in a region affected intensely by the changing functions of its borders. Based on their long cross-border experience and their cross-cultural knowledge, the national minority organizations can gain an important political role in mediating the governmental efforts for institution-building and the continued mistrust between the populations East and West of the former Iron Curtain.

In a context of multiple territorial and cultural transformations characterizing European integration, this chapter questions how the turn of Burgenland's regional government policy toward more autonomous economic development affected the political mobilization of the multinational heritage of the border region. Following an introduction to the multinational region of Burgenland in the context of Austrian nationality politics, the regional government's economic development policy from the national to a larger European space will be analyzed with regard to resulting institutional changes – real or symbolic - in the field of minority policy. In order to understand whether the government's cultural strategy is based on a broader institutional consensus in the region, the next part analyzes the different political actors' responses and interpretations of the socio-economic and political

¹ Particularly Karl Renner's model of national-cultural autonomy and Richard Coudenhove-Kallergi's paneuropean movement represented such early ideas of reconciling cultural and territorial claims beyond the model of the nation-state (Offredi 1994/1995; Riesbeck 1996; Ziegerhofer-Prettenthaler 2004; Nimni 2005).

re-territorialization processes in the field of minority policy. Questioning whether this emerging cultural vision actually contributes to strengthen the regional institutions, the next step will be to show the structural changes in the field of minority policy by identifying winners and losers from the new regionalist policy. Finally, by asking whether those losing from regional development turn to another political arena for demanding their claims, the European integration effects on national minority policy will be shown as multi-level territorial transformations even in the absence of any explicit EU policy.

Background of the case:

Burgenland - a multinational border region in Austria

After the defeats of the two World Wars, the remaining territories of the Austro-Hungarian Empire were reconstituted as the Second Republic of Austria, a federal state based on a Germanized idea of the Austrian nation. The Austrian State Treaty of 1955 anchored the protection of the Croatian and Slovene minorities in the constitution, thus proposing that the Allied founding forces had intended a multinational basis of Austrian citizenship. But over time, the multicultural heritage of the former imperial capital city Vienna and of the border regions Carinthia, Styria, and Burgenland became mostly excluded from the majority German-speaking public. At the same time, Austria's external protection status for the German speaking population in the Italian province of South Tyrol motivated the Austrian government's intense international engagement for the promotion of minority protection in Europe.

The preparations for EU accession in 1995 and the EU sanctions in 2000 drew Austria's domestic human and minority rights situation into the critical focus of European politics. The country's long borders with the new Eastern European member states made it one of the states most territorially exposed to EU enlargement. Differentiated from the old autochthonous minorities, the new migrants from kin-states in the former area of the empire pose a challenge to the Germanized nation that gives rise to xenophobic aggression and extreme right propaganda. But for economic reasons there is strong official commitment to the promotion of cross-border cooperation and Euroregions. In sum, Austria was one of the first cases to bring the nationality problems which Central Eastern Europe inherited from the Habsburg Empire into the EU, thus challenging the civic idea of citizenship from the inside of Europe.

Based on the consociational democracy of Austria's second republic, this conflictive historic heritage had turned into a comparatively harmonious majority-minority relationship and locked into a highly institutionalized minority protection regime. Austria's political spectrum, including that of minority politics, has been defined less by language groups, and more by party politicization and their respective assimilation strategies. While Austrian minority politics focused on the conflict between the Slovene minority and the German majority in the region of Carinthia, there are six acknowledged minority groups living in Austria, mostly close to the Eastern border. South of the historically multi-cultural capital Vienna, the Eastern-most region Burgenland is characterized by the highest diversity of territorially dispersed minority cultures. The Burgenland Croats were Austria's largest

minority estimated between 30.000 and 40.000 people, the Hungarians about 25.000, and the Roma between 30.000 and 40.000 in 1991.²

Between the 10th and the 12 centuries Hungarian border guards were settled in today's area of Burgenland, developing diverse local traditions, later a stronghold of Protestant Hungarian nationalism against the Habsburgs. At the time Burgenland joined Austria in 1921, the Hungarian minority was characterized by deep socio-cultural divisions between the 'Magyaron' bourgeois and former bureaucratic elites, who only used Hungarian privately; the agricultural successors of the original low aristocracy, who were additionally divided into three religious groups; and the 'Beres', for whom the use of the Hungarian language represented their social inferiority as farm workers who recently immigrated. Enforced by three refugee waves from communist Hungary in 1945, 1948, 1956, these inner social divisions resulted in decreasing identification with the minority group and language assimilation.

Settling since the 16th century in parts of Western Hungary, South Western Slovakia, and South Eastern Lower Austria, the Burgenland Croats developed a separate high language in the 19th century. When Burgenland became part of Austria in 1921, the nationalization of the church-run schools polarized the Croatian minority between the Social-Democratic camp aiming at socio-economic integration into the Austrian market and the Christian-Democratic camp aiming at protection of the Croatian ethnicity. During the Second Republic established since 1955, this political integration into the national party spectrum turned Austria's numerically largest minority into an internally polarized and therefore 'silent minority.'

Moreover, five larger Roma groups live in Austria's territory today, namely – in order of their presence in the Central European German-speaking area: Sinti, Burgenland Roma, Lovara, Kalderash and Arlje. Coming from Hungary, the Burgenland Roma were the first to settle in Burgenland and in the towns of the Eastern part of Austria from the 15th century onwards. The Holocaust, survived by only 600-700 out of 7000 Burgenland Roma, represents a dramatic memory for the older population, parts of whom were extorted in the immediate post-war period as stateless people and offered compensation only since the 1960s.

Starting in the inter-war period and increasingly since the 1960s and 70s, labor migration has forced an increasing number of people belonging to either of the three minorities to leave their bilingual rural communities and move to urban centers outside Burgenland, particularly Vienna. Recent immigration waves from the respective kin states have brought a cultural revival to the shrinking autochthonous communities in and outside Burgenland. Beginning in the late 1970s and 1980s but increasingly since the 1990s, the Burgenland Croats as well as the Hungarians and the Roma have achieved legal improvements, making Burgenland one of the most minority-friendly regions in Austria.

² As the survey of the more recent census of 2001 is considered politically questionable by many minority groups, the statistics of 1991 are still the official numbers used by most actors involved in minority politics. Taking into account the problems of quantifying minority belonging, these numbers combine surveys of everyday language use in the census of 1991 and self-estimates by the minority organizations to constitute a rough comparison (Statistik Austria: www.statistik.gv.at; www.initiative.minderheiten.at/; www.gruene.at/10bl/; Feb 2004).

Due to its federalist constitution as well as to the historic heritage of the multi-national Habsburg Empire, Austria's present minority regime is characterized by a high degree of diversity among the administrative regions as well as among the local, regional, and federal levels. Historically, the nationalities question of the Austro-Hungarian Empire was characterized by the strong political stance of the Catholic Church, who supported the minority groups as a Habsburg loyal conservative stronghold against the emerging liberal ideology of German and Hungarian nationalists. The federal region of Burgenland, which became part of the Austrian Republic only in 1921, shows different patterns drawing on its heritage from the Hungarian part of the Austro-Hungarian Empire. There, little politicization for national parties combined with church-run schools and diverse local dialects into a 'village ethnos' that after 1921 could be integrated easily into the main Austrian political parties, the Social Democrats and Christian Socials. In contrast to the Carinthian Slovenes mobilized as part of the Partisan resistance, there was – with the exception of Jews and Roma - little National Socialist prosecution or nationally motivated resistance of ethnic minorities in Burgenland.

During the immediate post-war period 1945-1955, the political role of the Slovenes in Styria and Carinthia and the Burgenland Croats in the peace negotiations with the Allied powers led to their privileged minority status, defined by international and constitutional law in Art 7 of the Austrian State Treaty. In 1976, the federal Minorities Act³ enacted for the first time a unitary legal basis for all Austrian minority groups: not only the Slovenes and Burgenland Croats, but also the Viennese Czechs and the Hungarians were offered official status in a consulting mechanism to the federal government, the so-called Advisory Council ('Volksgruppenbeirat'). However, acceptance was low, as the Croats and Slovenes saw their constitutional rights reduced (Baumgartner 1995).

Nonetheless, the political escalation of the Carinthian conflict in the 1970s had given rise to new activism, resulting in the 1980s in political organization of minority interests outside the established party spectrum. A range of legal claims met a more liberal jurisdiction, leading from 1988 to the annulment of parts of the restrictive earlier legislation (Pernthaler & Ebensberger 2000; Rautz 2000; Pernthaler 2003). In 1989, the Slovenes participated in the governmental consultancy committee of the 'Volksgruppenbeirat'; in 1992 also the Viennese Hungarians were integrated into the Hungarian Council. In reaction to the separation of the Slovaks from the Czech Republic, the same year also saw the establishment of a separate 'Volksgruppenbeirat' for the Slovak nationality. In 1993, also the Roma and Sinti were included as a national minority group into the applicability of the federal Minorities Act of 1976. The 1990s saw also major regional improvements, particularly regarding bilingual schooling, official language use and bilingual topographic names in Burgenland. Despite two bomb attacks in bilingual villages in 1994/5, Burgenland's minorities remained mostly unconcerned by the nationality conflict in Carinthia. They profited from the improvements promoted by the Carinthian Slovenes at the federal level, and from the lessons drawn by the regional government of Burgenland for a more harmonious nationality regime (Baumgartner 1995).

Taking the geopolitical changes in Europe as an opportunity for regional development, the government of Burgenland aims to turn its border situation into a capital factor for regional development. Stemming partly from the time before the border opening in 1989 and before Austria's EU accession in 1995, a range of more or less formalized cross-border

³ 'Volksgruppengesetz', Fed. Law Gazette No.396/1976

institutions has been established. Several bilateral cooperation agreements were initiated in the 1980s with Hungary on culture, with the independent Yugoslavian republics of Croatia and Slovenia on research, and some contacts with the then Soviet republic of Moldavia and with former Czechoslovakia. The exchange with Hungary became more institutionalized with the 'Österreichisch-Ungarische Raumordnungskommission' (ÖUROK) in 1985, followed by the 'Österreichisch-Ungarischer Regionalrat' in 1992, and resulting in 1998 in the Euregio West-Nyugat Pannonia. Presently the most important cross-border project of Burgenland's government, the Euregio comprises the region of Burgenland and the neighboring Hungarian comitates of Győr-Ménfőcsanak and Vas. But it overlaps geographically with other preexisting transnational and transregional arrangements with different geographical and function ranges.⁴ Thus, EU funded projects as well as public-private partnerships, semi-private development agencies, and inter-governmental coalitions serve as strategic instruments offering political, economic, and symbolic resources for regional development. While socio-economic and cultural gaps between the Hungarian and the Austrian side cannot be overcome quickly, the border region profits from large amounts of EU objective 1 funding channelled to Burgenland and from the market integration effects benefiting the Western parts of Hungary (Horvath & Müllner 1992; Seger & Beluszky 1993; Eger & Langer 1996; Burgenländische Landesregierung et.al. 2000; Schimmel 2001; Mayer 2002).

The functional transformations within and across the borders with the kin-states provide new opportunities for collective action by the regional government as well as by non-governmental organizations. Rapid socio-economic modernization tendencies including economic restructurings, urbanization and cultural assimilation affect the bilingual areas as well as the whole region. Also cultural pluralization trends since the early 1980s have resulted in legal improvements, advertising Burgenland as one of the most minority-friendly regions in Austria. These changes in the field of nationality politics, its cultural and territorial conditions, might all be associated with external changes associated with European integration. As a field highly sensitive for the sovereignty of the member states, the national minority culture rarely ever becomes the direct focus of EU policies. It is only in the context of political-economic development policies, that cultural contents are pursued, e.g. in the framework of tourism development or employment qualification programmes funded by EU structural funds, and – to a very small budgetary extent – the promotion of language diversity. But the political-economic integration put forward by the EU contributes supra- and transnational patterns to the international environment characterized since the late 1980s and early 1990s by increasing exchange across Austria's borders. European integration – in its broad sense – might thus offer a general opportunity structure and cultural frame motivating bottom-up change in the domestic policy field of nationality politics which is not directly affected by EU policies

⁴ Burgenland is a member in the Alps-Adria region to the West, in the Centrepe project promoted by Vienna to the East, the ARGE Donauländer including the whole Danube region, the Assembly of European Regions and the 'Europäische Konferenz der Weinbauregionen', and in inner-Austrian cooperation with the regions of Vienna and Lower Austria in the Planungsgemeinschaft Ost and the Verkehrsverbund Ostregion.

**European integration and the domestic-regional context of change:
mobilization of Burgenland's multi-national heritage for regional development**

Researching the political-economic functions and cultural meanings constituting the border, the following chapter focuses on the strategic re-orientation of the regional government policy from the national context toward an increasingly also supra- and transnational environment. How does the reorientation of the regional government's economic development policy from the national to a larger European space affect institutional changes in the field of minority policy? Do these cultural strategies also entail new structural opportunities for the region's national minorities? Or do they merely serve political-economic purposes through symbolic mobilization and representation? Analyzing the regional government's cultural policy in different political arenas at the regional, federal, and European level gives insight into the relationship between symbolic discourse and real political engagement for the nationalities in the region.

Since the beginning 1990s, the attitude of Burgenland's regional government toward the three autochthonous minority groups has changed importantly. The neglect of minority issues characterizing official visions of Burgenland since its post-war integration into the Austrian state slowly gave rise to a more tolerant and even positive attitude toward the region's multinational and multilingual heritage. This political turn also found expression in the governmental declaration by Regional Governor Hans Niessl (SP) at the beginning of his first coalition period in 2001:

'It is our objective to successfully strengthen our country – we want to ascend to the upper class of successful European regions. With this ambitious aim, I start my work as a regional governor together with the team of this regional government.

(...)

*The multilinguality of our country serves us therefore as an additional start advantage because we can thus achieve easier access to the markets of Hungary and Croatia. In this sense the nationality groups also take an important bridge function in the economic realm.'*⁵

Also the new president of Burgenland's regional parliament, Walter Prior, formerly known as a hardliner for German assimilation amongst his SP party colleagues, joined the intercultural discourse at the opening of the legislation period in December 2000:

⁵ *“Unser Ziel ist die erfolgreiche Stärkung unseres Landes - wir wollen in die obere Klasse der europäischen Erfolgsregionen aufsteigen. Mit diesem ehrgeizigen Anspruch trete ich als Landeshauptmann gemeinsam mit dem Team dieser Landesregierung an.*

(...)

Die Mehrsprachigkeit unseres Landes kommt uns dabei noch als zusätzlicher Startvorteil zugute, weil wir damit leichteren Zugang zu den Märkten in Ungarn und Kroatien erhalten. Den Volksgruppen kommt in diesem Sinne auch eine wichtige Brückenfunktion auf der wirtschaftlichen Ebene zu.“, Regierungserklärung of Landeshauptmann Niessl, Burgenländischer Landtag, XVIII. Gesetzgebungsperiode - 2. Sitzung - Donnerstag, 1. Feber 2001, pp. 33-40

*'The new regional parliament (...) is in its constitution a good example of the diversity of our country. It shows the broad spectrum of political orientations, which ultimately want to work each in their own way positively for the country. In the new regional parliament becomes expressed also the confessional diversity of our country. Last but not least, the constitution of the regional parliament documents also the language diversity, the richness of the country based on its nationalities. We thus continue a tradition of Burgenland appreciated widely beyond the borders and distinguished Burgenland above all by tolerance, mutual understanding and togetherness.'*⁶

While such intercultural commitments presented a new feature of official discourse characterizing the governmental period under Hans Niessl (SP) since 2000, the political struggles preparing this change already started under his Social Democratic predecessors. Already as early as in 1990, the Burgenland village of Kittsee offered the strategic location for a conference of nationality groups ('Volksgruppenkongreß') claiming the transformations in Eastern Europe as an opportunity for the realization of the rights of ethnic minorities for language and cultural diversity in a new Europe.⁷ The main political yardstick constituted a study about the Croats in Burgenland, mandated by the Austrian Federal Chancellery upon the initiative of the Advisory Council and conducted in 1994 by a private market research institute (OGM 1994). At this occasion, Martin Ivancsics, then chairman of the Croatian Advisory Council and by 2000 also political secretary of the Regional Governor described the decrease of the Burgenland Croat language as 'identity problem not only for the Croats, but for the identity of Burgenland'.⁸

During the 1990s, several improvements for Burgenland's minorities became apparent: in 1993, the constitution of the Advisory Councils for the nationalities of Croats, Hungarians, and Roma respectively had enabled the representatives nominated by the organizations in agreement with the Federal Chancellery a consultation status to the federal and – in fact rarely applicable – to the regional government on issues concerning the situation of the minority group. On this basis the Federal Chancellery increased the subsidies for the Austrian minorities from 0,36 million Euro since the enactment of the Minorities Act in 1977 up to around 3,8 million Euro yearly after 1995. Regarding the allocations for Croatian, Hungarian and Roma minorities, the minorities associated with Burgenland received around 1,8 million Euro in 2002.⁹

In 1994, a new federal Minorities School Act for Burgenland¹⁰ replaced the regional legislation of 1937: it introduced the possibility to unregister from bilingual schooling in the autochthonous villages. At the same time, it complemented these territorial rights limited

⁶ „Der neue Landtag (...) ist in seiner Zusammensetzung ein gutes Spiegelbild der Vielfalt unseres Landes. Es zeigt sich die breite Palette politischer Strömungen, die letztendlich jede auf ihre Weise positiv für das Land arbeiten wollen. Im neuen Landtag wird auch die konfessionelle Vielfalt unseres Landes deutlich. Nicht zuletzt dokumentiert die Zusammensetzung des Landtages auch die sprachliche Vielfalt, den Reichtum des Landes durch seine Volksgruppen. Wir setzen damit eine weit über die Grenzen des Landes hoch geschätzte Tradition des Burgenlandes fort, die sich vor allem durch Toleranz, gegenseitiges Verständnis und durch das Miteinander auszeichnet.“, Ansprache des neugewählten Landtagspräsidenten, Walter Prior, Burgenländischer Landtag, XVIII. Gesetzgebungsperiode - 1. Sitzung - Donnerstag, 28. Dezember 2000, p. 8

⁷ ‚Wandel im Osten als Chance für die Volksgruppen‘, APA 30 Sept 1990.

⁸ ‚OGM: Situation burgenländischer Kroaten "alarmierend"‘, APA 15 Dec 1994.

⁹ This estimate is probably a bit high because not all of the 1,196 million allocated to Croats, 278.000 to Hungarians and 382.000 Euro to Roma (Rechnungshof 2004, p.10) actually subsidized activities located in Burgenland or associated with the region; see overview of federal subsidies in Annex.

¹⁰ ‚Minderheitenschulgesetz für das Burgenland‘, Fed. Law Gazette No. 641/1994

to the autochthonous territories by a personal right applicable in the whole region of Burgenland. It also extended the bilingual schooling offers from four years primary school to the full eight year period of compulsory education and reduced the numbers of students per class.¹¹ Accompanying public investments into bilingual education, culture, and schooling included also the establishment of a bilingual high-school in Oberwart and accompanying high increases of federal finance for schooling.¹²

At the regional level, the Kindergarden law of 1995 was the first major step also toward a regional legislation for the promotion of bilinguality. Yet, it was only by the year 2000 that the political situation in the region was ready for the symbolic act of installing bilingual topographic signs indicating the names of some autochthonous villages, already provided for in the Austrian State Treaty of 1955.

These various changes in the field of nationality politics were facilitated by several contextual factors: generational changes of the political elites leading from the 1980s to a pluralization of socio-political affiliations in the Austrian party system and the minority organizations¹³; the opening of the Iron Curtain from the end 1980s leading to symbolic reinterpretations of the region's border-situation from national periphery to European center¹⁴; Austria's EU accession leading to the symbolic re-evaluation of cultural diversity in the context of the EU's decision to accord Burgenland objective 1 status;¹⁵ EU enlargement and increased economic competition leading to efforts for integrating the competition from Western Hungary into common institutions of cross-border cooperation.

EU-funds provided only an additional motivation for the regional government's earlier autonomous engagement to establish cross-border cooperation with Western Hungary. Mostly the EU funding guidelines and programme documents established economic and infrastructural policy priorities and little realm for cultural promotion. Compared actually to the overall amount of EU monies of 165,6 million Euro for the EFRE programming period 1996-2000 and the 271 million Euro for 2000-2006, the EU payments for projects coordinated by associations active in cultural minority or language promotion, namely a total of 1,935 million Euro under EFRE 1995-1999 and 149.164 Euro under Interreg IIIA 2000-2006, seem quite small.¹⁶

Adding also the federal subsidies, which can be estimated in total between a third and a half of the yearly budget of around 3,8 million Euro from the Federal Chancellory and 7.4 million Euro from the Federal Ministry of Culture and Education, the cultural field attracted high increases of external funding to the region since the mid-1990s. The regional funding for minority culture is comparatively low and unstable, between 1,2 million Euro in the anniversary year of 2001 and under 100.000 Euro in 2002 out of a total regional budget averaging 884,5 million Euro.¹⁷ 'Real' political action by the regional government in the area of minority policy focused less on the direct financial promotion of minority culture,

¹¹ HKDC & Landesschulrat 2004, p.112-113

¹² In 1996 the bilingual schooling subsidies for all of Austria amounted up to 90 million ATS in addition to 13 million ATS other minority project funding, making the Federal Ministry of Education and Culture the most important source for the promotion of bilinguality (Federal Government Report to Federal Parliament, 2002).

¹³ Interviews 17, 22, 34.

¹⁴ Interview 17.

¹⁵ Interviews 8, 19.

¹⁶ Wagner et.al. 2003; statistics EFRE (07/2005) & Interreg IIIA (04/2005), provided by Regional Management Burgenland (see Annex).

¹⁷ Burgenländischer Kulturbericht 2000; 2001; 2002; 2003.

but aimed to influence the federal policy to increase federal funding and infrastructural investments in the region. In the changing European context, the political discourse advertising Burgenland as multicultural region contributed to attract these additional finances from the EU and from the federal state.

Beyond these symbolic mobilizations for regional development, the regional government pursued few activities in federal or European minority politics. The leading politicians promoting Burgenland's cultural turn avoided any political confrontation with the national-populist governor of Carinthia, Jörg Haider. There are no representatives from Burgenland involved in the so-called 'consensus conference', which has been established by the Federal Chancellery as a mediation instrument for the nationality conflict in Carinthia.¹⁸ Also there is little opportunity for minority associations to integrate their long established cross-border contacts and cultural knowhow into the emerging intergovernmental institutions governing the cross-border region.¹⁹ The legal provision defining the whole region as bilingual schooling territory with mixed territorial and personal rights can be understood as a response to increased socio-economic mobility. Faced with unclear territorial definitions of the federal minority legislation, it countered a possible loss of financial claims to growing autochthonous and allochthonous Croatian, Hungarian, and Roma communities in the urban centers outside the region.

Thus, Burgenland's cultural turn provided symbolic and financial benefits for the region in competition with the growing political economy of the neighboring metropolitan center, Vienna. Just as the official neglect of the cultural heritage of the border region had served regional integration into the Austrian national economy, its recent rediscovery has contributed to the competitively advantaged position of the region in the larger European economy.

Actors' responses and perceptions:

national minority mobilization in a changing political economy

The political-economic and social transformations in Europe might thus appear to contribute to an easy functional solution to the nationality problem of the region. The long neglect by the regional government might prove to a successful strategy of 'sitting out' the problem until it disappears by itself – either by assimilation or by changing external interest structures. But cultural belonging is deeply-rooted and – while not primordially defined - it cannot be transformed easily according to the respectively powerful political economic interest. The relations between majority and minority groups are based on long institutionalized paths guiding the political interactions within and between the national organizations. This poses the question how the different political actors in the field of minority politics interpret and respond to socio-economic re-territorialization processes and the resulting changes in regional policy. Do the various minority organizations adapt their

¹⁸ Interview 10, 17.

¹⁹ Interviews Göttel, 19, 32; the purely intergovernmental structures of the Euregio are provided for by Arts. 7, 8, 9 of the Framework Agreement about the Cooperation of the Euregio West-Nyugat Pannonia, see Burgenländische Landesregierung (2000).

cultural and territorial representations to the dominant regional consensus? The minority institutions vary according to their language or ethnicity, the socio-cultural or political-functional power basis of their organizations, their political party orientation, the legal status of their minority rights, their relationship with a kin-state, the citizenship status possibly defining the minority, and the link with their autochthonous territory. The diverse mobilization strategies of different minority groups illustrate how these diverse historic paths respond to changes in the institutional structures by different interpretations of cultural and territorial belonging.

The Burgenland Croats were polarized since the 1920s between Social Democratic promoters of national assimilation and Christian Conservative supporters of national segregation. During the Second Republic, this ideological polarization into two socio-political camps continued under the leadership of the Croatian Cultural Association of Burgenland 'HKD'²⁰, founded already in 1921 at the time of Burgenland's integration with Austria, and since the main organizational base of Croatian minority culture, promoting Christian-Conservative values and ethnic traditions of the rural communities; and on the Social-Democratic side, the socio-economically progressive Presidential Conference of Social Democratic representatives from Croatian and bilingual municipalities in Burgenland²¹, founded in 1978. Due to this link between ethnic and political organizations, Croats came to work in all fields and for both political sides including important leadership functions in the regional institutions as well as in the federal parliament. Although there is no ethnic mandate in the regional parliament, its representatives have always included minority members. This functional inclusion actually implied little political representation of minority issues, attributing to the Burgenland Croats a reputation as a 'silent minority'.²²

Their silence came to an end during the 1970s when a new generation of activists claimed minority rights as fundamental democratic rights, a movement which by the 1980s gave rise to organizational mobilization outside the established party spectrum. The Cultural Association 'KUGA'²³ in Großwarasdorf/Veliki Boristof, founded in 1982, aimed at critical, modern, non-folkloristic minority identification, cooperating also with parts of Viennese associations, particularly the Croatian Academics Club 'HAK'²⁴, a students association already established in 1948. These efforts resulted in a generational break with the party-linked minority organizations supported by traditional local elites who had turned into political representatives of mass regional organizations. Younger, educated, and urbanized elites, socialized student movements, pushed the demands for social reform and multi-cultural self-expression into the minority groups, and questioned the established power structures and their integration with the political establishment. The theoretical self-reflection and identification of cultural minorities with other socially marginalized groups gave rise in practice to a broad range of cultural activism outside the party-political field (Holzer 1993; Baumgartner 1996; 1999). As a result of this cultural and organizational fragmentation of minority mobilization, the political consultation instrument of the Advisory Council provided for by the federal Minorities Act of 1976 was not constituted

²⁰ HKD - Hrvatsko kulturno društvo u Gradišću / Kroatischer Kulturverein im Burgenland, Eisenstadt.

²¹ Prezidij SPÖ-mandatarov iz hrvatskih i mišanojezičnih općina u Gradišću / Präsidium der SPÖ-Mandatare aus kroatischen und gemischtsprachigen Gemeinden im Burgenland, Eisenstadt.

²² „Sprachenerhebung: trotz Minderheiten wenig Interesse im Burgenland“, APA 11 Nov 1976.

²³ KUGA - Kulturna zadruha / Kulturverein KUGA, Großwarasdorf.

²⁴ HAK - Hrvatski akademski klub / Kroatischer Akademikerklub, Wien-Eisenstadt.

until the 1990s. Yet, this generation's ideas of pluralism and interculturalism ultimately found entrance into the official governmental strategy by the year 2000.

For the Social Democratic side among the Croatian speaking population, the 1990s developed as a period of internal struggle over different cultural strategies of socio-economic progress: on one side, the established party elites pled for hesitant and gradual adjustments while they defended the old path of German assimilation as the only way the low-skilled working classes among the Burgenland Croats could find employment, commute to Vienna, and thus integrate the peripheral region into the Austrian national economy.²⁵ Conversely, the opening of the borders with the neighboring states and Austria's EU accession provided an opportunity for the new generation of educated urban Croatian elites to reinterpret bilingualism and intercultural understanding as a means of socio-economic development. One of the first public expressions of the new intercultural proponents constituted a brochure, which provided an argumentation guideline for the promotion of bilingual teaching and education:

*'The first years in the EU have confirmed the general trend also for Burgenland's employment market: today the employees need a solid education and must be able to adapt to new developments. Increasingly also a further qualification gains importance – language knowledge! Who speaks two or more languages has definite start advantages in the competition for good jobs!'*²⁶

The minority organizations associated with the Social Democratic party or functionally linked with the regional government turned to the promotion of intercultural communication and bilingualism. Particularly, the Croatian Culture and Documentation Center 'HKDC', the School for Adult Education of the Burgenland Croats 'HNVŠ', the Association of Burgenland Croatian Pedagogues 'ZORA', and the Scientific Institute of the Burgenland Croats 'ZIGH',²⁷ contribute significantly to the development of teaching materials and schooling plans for bilingual language education in Burgenland.

Most socio-cultural associations associated with the conservative spectrum continued their engagement focusing on the promotion of Croatian culture as the representation of a separate ethnicity. The Croatian Cultural Association of Burgenland 'HKD' supported the intercultural turn of the regional institutions, but the decreasing use of Croatian as an everyday language undermined its political claims for ethnic representation. Therefore it focused its cultural-conservative engagement to local socio-cultural education activities within the autochthonous villages. As the ethnic-national conflict transformed into an issue

²⁵ '[Walter] Prior: ORF-Sendungen für kroatische Volksgruppe zu begrüßen', OTS 7 May 1990; 'Ortstafelfrage: SP-Mandatare setzen auf Prinzip der Freiwilligkeit', APA 28 Apr 1994.

²⁶ 'Die ersten Jahre in der EU bestätigen den allgemeinen Trend auch in der burgenländischen Arbeitswelt: die Arbeitnehmer/innen brauchen heute eine solide Ausbildung und müssen sich neuen Entwicklungen anpassen können. In verstärktem Maße kommt aber eine weitere Anforderung zur Geltung – Sprachkenntnisse! Wer zwei oder mehr Sprachen beherrscht, hat eindeutig Startvorteile im Wettbewerb um gute Jobs!', Ivancsics, M. (1998) 'Warum nicht? Argumente für das zweisprachige Schulwesen / Zac ili Zasto ne? Argumenti za dvojezicno školstvo' (3rd edition), hkdc - Kroatisches Kultur- und Dokumentationszentrum / Hrvatski kulturni i dokumentarni centar: Eisenstadt / Zeljezno, p. 6-7.

²⁷ HKDC - Hrvatski kulturni i dokumentarni centar / Kroatisches Kultur- und Dokumentationszentrum, Eisenstadt; HNVŠ - Narodna visoka škola Gradišćanskih Hrvatov / Volkshochschule der Burgenländischen Kroaten, Eisenstadt. ZORA - Društvo Gradišćanskih pedagogov / Verein burgenländisch-kroatischer Pädagogen, Eisenstadt; ZIGH - Znanstveni institut Gradišćanskih Hrvatov / Wissenschaftliches Institut der Burgenländischen Kroaten, Eisenstadt.

of regional language and education policy, the conservative side now promoted Croatian language, music and craft as means for the conservation of traditional ethnic group belonging in local communities.²⁸ Despite – or possibly because of - commuting, urbanization, and suburbanization, the local associations experienced a revived interest in folkloristic leisure and entertainment activities amongst the younger generation (Holzer 1993).

The Croatian associations active outside the region of Burgenland, particularly the Burgenland Croatian Culture Association in Vienna 'HGKD' and the Croatian Academics Association 'HAK' as well as the Croatian Press Association 'HŠtD'²⁹ pursued a more pan-nationalist strategy. Addressing the Burgenland Croatian commuters and migrants in Vienna, these organizations extended their engagement beyond the autochthonous villages of origin to the capital city, the federal state as well as beyond the state-borders. Mutual interests in lobbying for bilingual Croatian schooling in Vienna as well as the common use of infrastructure available since the foundation in 1994 of the Burgenland Croatian Center 'CGH'³⁰ led to contacts with the allochthonous Croatian migrants' organizations. However, this mostly functional cooperation of the organizational elites contributed little to overcome mutual mistrust with regard to the nationalist mobilization in the Croatian kin-state (Bozic 1998). Opposing some migrants' claims to incorporate the Burgenland Croats within contemporary Croatian pan-nationalism, the autochthonous Croats stressed their loyalty to the Austrian state. They distinguished themselves as an old diaspora settled in the countries of the Austrian monarchy since the 17th century. Their historic homeland covered today's regions of Burgenland, Western Hungary, Slovakia, and Southern Moravia in today's Czechia, from Southern Burgenland to Brno, from Vienna to Győr, Marchfeld until Laa/Thaya, an area almost continuously inhabited by Croats before 1921. The present works for language codification of a distinct Burgenland-Croatian dictionary that yet needs to include new words from Croatian standard-language are paradigmatic of the struggles to maintain the autochthonous identity separate and alive.³¹

The intercultural turn in the region of Burgenland is seen very critically by proponents, most of whom descend originally from conservative Croatian backgrounds, of an autochthonous national identity amongst the liberal educated elites. This skepticism is motivated by the fear that the opening-up of a weakened ethnic minority to intercultural cooperation risks, in fact, full integration or – in more radical terms – assimilation, such as that developed under the former German strategy, that might take full effect even if disguised as intercultural dialogue. Moreover, the Viennese elites' suspicion against the intercultural turn in their homeland is also motivated by their exclusion from the regional compromise which mainly concerned the territorial interests of Burgenland.³² Thus, the socio-political cleavage dividing the Croatian minority within Burgenland came to be covered under a territorially motivated institutional compromise that created new tensions between the Burgenland Croats in the region and those outside it.

²⁸ Interview 16.

²⁹ HGKD - Hrvatsko Gradišćansko kulturno društvo u Beču / Burgenländisch-Kroatischer Kulturverein in Wien; HAK - Hrvatski akademski klub / Kroatischer Akademikerklub, Wien-Eisenstadt; HŠtD - Hrvatsko štamparsko društvo / Kroatischer Presseverein, Eisenstadt.

³⁰ CGH - Gradišćansko-hrvatski Centar / Burgenländisch-kroatisches Zentrum, Vienna; Interview 9.

³¹ Interview 12, 18.

³² Interview 9, 12, 18, 25.

Although the opening of the borders resulted in a reevaluation of the Hungarian language mostly among the majority population and business, this had little effect upon the Hungarian minority. The opening of the borders with Hungary initiated a symbolic revival of Hungarian heritage in Northern Burgenland, manifested in 1996 by a meeting of around 600 former inhabitants in the depopulated settlement Meierhof Albrechtsföld (Baumgartner 1999). In Southern Burgenland, the cultural activities carried by a few educated elites around the Hungarian Media and Information Center 'UMIZ',³³ promoted information exchange about Hungarian contemporary culture in a larger Pannonian region that crosses the state's borders. Unlike the Croatians, the Hungarians and their associations are weakly integrated into the regional political party system, and therefore they retrieve fewer political gains from the government's intercultural turn. Their stronger cultural and geographical dispersion among different localities has left the Hungarian minority even more weakened by socio-economic mobility and assimilation. Even more than the Croatians the Hungarian organizations suffer from a decreasing membership base and personal power struggles between the representatives.

These political divisions go back to the immigration waves of the 1950s and 1960s which strengthened the Hungarian populations in the urban centers outside Burgenland. The territorial cleavage between autochthonous organizations in Burgenland and allochthonous associations in Vienna is also a political cleavage defined by relationships with the Hungarian kin-state. The opening of the borders and improving bilateral relations between Austria and Hungary in the 1990s have strengthened the former Viennese dissidents numerically and politically who now re-established their relationship with the post-communist kin-state. The Burgenland organizations responded to reproaches for their former Communist-friendly orientation by retreating to local activities dispersed amongst several villages.

Since the beginning 1990s, the mobilization and common representation of different Roma groups as one nationality group ('Volksgruppe') was supported by diverse contextual factors: the cultural or political engagement of some individuals in the group;³⁴ linguistic research and the standardization of the Burgenland Romani language; a general trend toward cultural pluralism and acknowledgement of diversity; the official acknowledgement of national-socialist crimes committed against Roma and compensation efforts by the Austrian state; the federal subsidizing structures necessitating the constitution of a common Advisory Council; as well as the policies of the Council of Europe and the OSCE.

In Burgenland, Roma associations have specifically organized in the district of Oberwart since 1989, namely in the 'Verein-Roma' and the 'Roma-Service'. Though they were born under the structure of a singular organization working for the promotion of education, the former focuses now on socio-economic integration projects for unemployed youth, while the latter concentrates on the development of teaching materials and bilingual literature. Moreover, the 'Kulturverein Österreichischer Roma', founded in 1991, is strongly anchored in a Burgenland Romani background but is situated in Vienna and more oriented in its political representation work toward the municipality and the federal state. 'Romano Centro', the other Viennese organization founded in 1991, understands itself as an

³³ UMIZ/MMIK - Ungarisches Medien und Informationszentrum / Magyar Média és Információs Központ, Unterwart; Interview 24.

³⁴ see Stojka (1988): this autobiographic book is considered one of the first public expressions of Roma culture in contemporary Austrian society.

allochthonous association of Roma with either Austrian or foreign citizenship, who immigrated since the 1960s (Baumgartner & Freund 2005).

As the degree of organization amongst the Roma is still very low, their political representatives pursue a highly inclusive strategy addressing allochthonous as well as autochthonous populations independent of their origin inside or outside Burgenland or Austria. Political organization and integration into the Austrian institutions is promoted by representatives who stress their personal autochthonous status and Austrian citizenship. Most political leaders associate themselves with the Burgenland Roma, a group long settled in the territory of today's Burgenland but whose population is recently decreasing relatively when compared to the Roma populations of mixed immigrant background in Vienna and other urban agglomerations. Regarding the education and development gaps to the organizations in neighboring Eastern European countries, the Austrian organizations see themselves as leading partners in the emerging European cooperation for Roma promotion. Since 1993 the Karl-Franzens University in Graz works on the codification of the Romani language. The resulting Burgenland Romanes dictionary provides the Austrian organizations with a central role among all European groups in the further efforts to promote an international standard Romani language. Despite emerging European institutional cooperation and occasional allocations from the regional intercultural initiatives, the Roma associations gain most finances from federal minority subsidies and compensation funds.³⁵

In sum, the promotion of multilinguality and interculturalism advertised by the regional government meets little open contestation by cultural minority associations. Yet, their different historic developments, organizational structures, legal situations, and territorial identifications motivate different interpretations of and strategic responses to the present socio-economic re-territorialization processes and the resulting political changes. Due to their close personal linkages with the political institutions of the region, the organizational structures of the Croatian minority are more directly affected by the emerging intercultural consensus than the Hungarians and Roma. While some Roma have recently received increased acknowledgement from majority political institutions, the Hungarians seem to instead become more frustrated about their future as an ethnicity. Similarly, the Burgenland Croatians in Vienna see fewer benefits as an ethnic minority left out of the intercultural strategy established by the Croatian elites in the region of Burgenland.

**Changing opportunities and constraints for minorities:
political winners and losers of multinational regionalism**

Regarding these diverse cultural paths of the minority groups associated with Burgenland's territory, the changes of the government's cultural policy might have advantaged some and disadvantaged others. Can we then speak of an emerging dominant vision that strengthened the power of the regional institutions not only in the political-economic but also in the cultural field? Which social and political actors in the field of minority politics win or lose from cultural mobilization for the new regionalist policy? The following analyses the

³⁵ Interviews 2, 28.

resulting structural changes to the public institutions of nationality politics in Burgenland at the input-side as well as the output-side of regional cultural policy. Inclusion and exclusion in the dominant public vision of territorial culture constitutes varying boundaries between the public and the private sphere of minority promotion, the political and the social sphere of minority activism.

The emerging intercultural development vision strengthened the power of regional institutions in the field of minority policy mainly in that it enabled the different regional actors to overcome historic, political, and cultural divides for common action at the federal level. Starting from the mid-1980s, this cultural turn was facilitated by the retirement of several leading figures, particularly Fritz Robak, since the 1960s leading promoter of German assimilation in Burgenland's Social Democratic party and chairman of the Presidential Conference of SP political representatives from bilingual Croatian communities. He passed his political functions to the later regional parliamentary president Walter Prior in 1988 and died in 1993. On the other side, Johann Mueller, for 14 years chairman of the Croatian Cultural Association of Burgenland 'HKD', was replaced by Slatka Gieler in 1988.³⁶ Thus, from the early 1990s, parts of the younger generation proceeded into leading positions in the minority organizations and political parties and started activities to regain control of the field of minority culture. It was on the basis of this generational change that a political compromise between the Croatian elites of both grand regional parties could be achieved. The infiltration of regional political institutions with Croatian minority elites, historically responsibly for its nationalist polarization, enabled now a political party compromise for intercultural regional development.

On this cooperative basis only it was possible to constitute the Advisory Council for the Croatian nationality in 1993³⁷, seventeen years after their legal provision by the Minorities Act of 1976. According to the federal provisions³⁸, the Advisory Council was to be constituted by two chambers, one speaking for the political parties and the Catholic Church, the other one for the non-governmental organizations representing the minority. However, this requirement contradicted the structures of the Croatian organizations constituted by two large minority representatives: the Presidential Conference of SP Mayors and political representatives in bilingual Croatian communities, founded in 1978; and the Croatian Cultural Association of Burgenland, founded already in 1921 at the time of Burgenland's integration with Austria. The former gained its representative power from the political functions of its members as representatives of a political party (the SP) and would thus belong to the first chamber. The latter was an association with a broad social membership base only ideologically linked with the Austrian People's Party (VP) and therefore would belong to the NGO chamber. This functional opposition in the organizational structures enhanced the cultural-political deadlock which inhibited the constitution of the Advisory Council in the Austrian tradition of elites consensus based on party-proportional balance.

The functional preconditions were improved only from 1986 by the foundation of a party-based representation structure also on the conservative side. As the counterpart to the SP-based Presidential Conference, the Working Group of Croatian Municipal Politicians in Burgenland convened all VP-Mayors and political representatives of Burgenland's

³⁶ 'Generationswechsel im SP-Kroatenpräsidium', APA 4 Dec 1987; 'Kroatischer Kulturverein' mit neuer Obfrau', APA 19 Sept 1988.

³⁷ 'Aufgaben des Beirates', Kurier 23 Nov 1993

³⁸ Ordinance of the Federal Government governing the Advisory Councils for National Minorities, Fed. Law Gazette No.38/1977.

bilingual Croatian villages.³⁹ Now the necessary functional-political balance was provided to establish the Advisory Council: of 24 seats in total, five each were allocated to the political parties SPÖ and ÖVP, two to the Catholic Church in the 'party curia'; still, in the 'party-independent curia' four seats were constituted by party-close minority organizations and only the remaining eight were taken by actually independent cultural associations. In fact, the Social Democratic party has eight votes and the VP six votes in the Advisory Council for the Croatian minority.⁴⁰

Yet, the Advisory Council remained divided by the years-long discussion about the issues of topographic signs, which struggled the SP elites.⁴¹ Fears of ethnic escalation similar to that following the 'Ortstafelsturm' in Carinthia of 1971 motivated the opponents from among the Croatian minority represented by the chairman of the SP mayors conference Walter Prior. During the 1990s, several proposals for a federal ordinance regarding the implementation of the bilingual topographic signs in Burgenland were circulated by the then Social Democratic Federal Chancellery, but apparently failed due to the conflicts dividing the regional SP and the Croatian Advisory Council. It was only in July 2000, following a political change in the federal government, that the new, conservative Federal Chancellor Wolfgang Schuessel took the symbolic step to install the bilingual topographic signs in 47 villages of Burgenland. The motivations for this federal decision were interpreted differently: the political achievements for the conservative side were claimed actually enforced by an ordinance enacted by SP Chancellor Viktor Klima during the last days of his government.⁴² In the context of the EU sanctions against the extreme right-populist Freedom Party in the new federal coalition government, this symbolic act came useful as prove of the conservative government's respect for human rights.⁴³ Ultimately, the fact that it was claimed a victory by all political sides meant that the cultural struggles of the 1990s were terminated. In 2000, the newly elected regional governor Hans Niessl made the chairman of the Croatian Advisory Council and of the organization HKDC Martin Ivancsics his political secretary. Also Walter Prior declared his commitment to intercultural dialogue in his inauguration speech as a parliamentary president.⁴⁴

Thus capturing the Croatian minority institutions, the SP-governed regional government gained not only federal minority subsidies for the region but also informal decision power on their distribution. In lack of more formal regional competences on minority issues and faced with a quite passive federal state, the smooth functioning of the Croatian minority institutions has provided the regional government of Burgenland not only a symbolic leadership role but also informal legislative power in the otherwise federal management of the region's minorities. As the Federal Court of Audit stated in its 2004 review, the

³⁹ DZ - Djelatna zajednica hrvatskih političarova u Gradišću /Arbeitsgemeinschaft kroatischer Kommunalpolitiker im Burgenland, Kroatisch Geresdorf; Interview 29.

⁴⁰ <http://www.hkd.at/iinfode.htm> (June 2005).

⁴¹ Burgenländische Seele wird zu den zweisprachigen Ortstafeln untersucht, Kurier 31 May 1994; Ortstafelfrage: SP-Mandatare setzen auf Prinzip der Freiwilligkeit, APA 28 April 1994; Zweisprachige Ortstafeln im Burgenland: Verfassungsklage droht, APA 13 April 1994; SPÖ verzögert die Aufstellung von gemischten Ortstafeln im Burgenland, Der Standard 25 Dec 1994; Abstimmung über Ortstafeln, Kurier 8 Feb 1994; Durchbruch bei zweisprachigen Ortstafeln für das Burgenland, APA 18 Nov 1993; "Ortstafelstreit" auf burgenländisch, Kurier 6 Nov 1993; ,SPÖ verzögert die Aufstellung von gemischten Ortstafeln im Burgenland, Der Standard 25-02-1994; Erste Zweisprachige Ortstafel im Burgenland, APA 13 July 2000.

⁴² Topographical Ordinance for the Burgenland, Fed. Law Gazette vol.II No.170/2000

⁴³ Interviews 17, 29.

⁴⁴ Walter Prior - Ein Burgenlandkroate als Landtagspräsident, APA 28 Dec 2000.

Advisory Councils' decisions about the distribution of minority subsidizing are normally accepted and as such implemented by the Federal Chancellery.⁴⁵ Moreover, the Croatian Council prides itself of being the most efficient and consensus-oriented of all the national Advisory Councils because the party elites normally coordinate their positions in advance. At the meetings there is then little room for discussion before the NGO mandatories are asked to vote on the proposals of the politicians.⁴⁶

In return, the regional government's official acknowledgement of cultural diversity brought a symbolic reevaluation, increased political attention, infrastructural and financial improvements to all minority groups in the region. But these general improvements on the output-side are opposed to very unequal developments favoring the Croatian elites at the input-side of regional politics. To justify the intercultural turn the official discourse referred to economic necessities related to the opening of borders. But in fact, neighboring Hungary is a much more important economic partner than Croatia, which is not even an EU accession candidate. The increased socio-economic importance of Hungarian language among the German majority became apparent in the bilingual schooling statistics:⁴⁷ since the federal Minorities School Act for Burgenland in 1994, participation in bilingual classes remained mostly stable or even increased. Taking account of the much higher numbers of Croatian than Hungarian everyday language use and the generally decreasing numbers of native speaking students in the bilingual schools, the participation in Hungarian bilingual classes is particularly high. The growing interest among the German speaking majority population in Hungarian language is also reflected by the increase of bilingual schools established since 1994 outside the autochthonous villages. Yet, these socio-economic changes were not transformed into a political-institutional change for the Hungarian organizations. Due to their strong links with regional political institutions, only the Croatian elites were in a position to gain symbolical leverage from the opening of Eastern Europe for 'Croatian as a Slavic language'.⁴⁸

Most of the recent intercultural activities in the region are actually managed by representatives of the Croatian minority, often with close links to the political parties, particularly the governing Social Democrats. The beginning 1990s therefore saw increasing activities by some SPÖ close associations, namely the above mentioned HKDC, the HNVŠ, and ZORA. Moreover, the Scientific Institute of the Burgenland Croats ZIGH was founded in 1994. The traditional ethnic organizations such as HKD, HCKD or HAK all drew on a large membership base from among the minority population, the voluntary work of their members, and the federal subsidizing of one long-served employee ('Lebende Subvention'). But the newly emerging institutional infrastructures were mostly functionally organized around a few professional employees with project-oriented workstyle rather than

⁴⁵ '10.1. Das BKA entsprach bei den Entscheidungen über die einzelnen Förderungen in vollem Umfang den Empfehlungen der jeweiligen Volkgruppenbeiräte.

10.2. Somit überließ das BKA de facto den Beiräten die Entscheidung über die Förderungswürdigkeit der Anträge. Es fehlten jedoch spezifische Förderungsrichtlinien, um die Praxis der Volksgruppenförderung insgesamt transparenter zu machen.' (Rechnungshof 2004, p.11)

⁴⁶ Interviews 16, 17.

⁴⁷ During the schooling year of 2004/5, the numbers of students attending bilingual schools during nine years obligatory schooling (four years primary school, four years secondary school) amounted 1701 for Croatian teaching (1435 primary, 266 secondary school; as well as 286 in highschool), 1408 for Hungarian teaching (886 primary, 522 secondary, as well as 224 in highschool), and 24 in Romanes primary schools; see statistics in HKDC & Landesschulrat (2004)

⁴⁸ Interview 17.

any basic organizational subsidizing.⁴⁹ Thus, the politically mandated intercultural turn of the region allowed cultural minority politics back on the political agenda as an uncontroversial issue of semi-privatized development management. Historically, the personal links between Croatian minority organizations and regional political parties were responsible not only for the nationalist polarization of the minority but also for the exclusion of minority claims from the public agenda of Burgenland's post-war consociational institutions. Now, the renewed depoliticization of minority culture as part of regional development undermined the political claims of the established structures of ethnic representation, particularly the Burgenland Croatian Cultural Association as the largest member-based minority organization in the region.⁵⁰

On the other side this cultural depoliticization was accompanied by an organizational politicization which strengthened the legitimacy of the political parties and government-related institutions to act on behalf of minority culture.⁵¹ This structural politicization mainly favored the Social Democratic party who extended their representative power into the field of minority politics. Also the Green Party, whose originally countercultural activism was now turned into a core vision of regional development, won a second seat for one of the founders of the intercultural grass-roots initiative KUGA in the regional elections of 2000. The Christian conservative Peoples Party (VP), though participating as the grand oppositional party in the regional intercultural compromise, lost ethnic conservatism as an issue of political mobilization. While being able to show financial gains for the ethnic activities, the party elites suffered from a political divide with the conservative Croatian cultural association and alienated large parts of the ethnically conscious electorate. Ultimately, also the radical right Freedom Party found little political ground for nationalist contestation given the dominant regional vision of intercultural economic development.⁵²

This trend in the field of minority policy was reflected also in the regional election results which mark the year 1996 as a turning point toward increasing electoral support for the Social Democrats and for the Green Party, a strong decline for the right-nationalist Freedom Party, and a stabilization for the Christian-conservative Peoples Party.⁵³ While the changes in the field of minority policy were certainly not the main causes for the changing electoral trend, the concurrent cultural changes were certainly not opposed to these political tendencies.

⁴⁹ ,Wissenschaftliches Institut der Burgenland-Kroaten gegründet', APA 31 Jan 1994; Interviews 12, 18, 19.

⁵⁰ Interviews 16, 29.

⁵¹ Interview 17.

⁵² Interviews 15, 19, 22.

⁵³ The regional election results were for the SPÖ 44,45% in 1996, 46,55% in 2000, 52,23% in 2005, for the Greens 2,49% in 1996, 5,49 % in 2000, 5,2% in 2005, for the F 14,55% in 1996, 12,63% in 2000, 5,76% in 2005, and for the ÖVP 36,06% in 1996, 35,33% in 2000; 36,34% in 2005; for graphical illustration of regional election results since 1945 see Annex.

Relationship between ethnic-national identity and territory: national mobilization as multi-level European politics

Regarding Burgenland's intercultural response to European integration, the question must be posed whether those ethnically oriented actors left out of the new multilingual policy can make Europe their new political home. Is the much advertised 'Europe of the Regions' also a 'Europe of Cultures' in that it provides opportunities for national mobilization beyond the borders of the state? Do those who are excluded or losing from regional development turn to another territorial level of government or do they remain in the region to contest the regional consensus? As regional development policies seem to develop more autonomous strategies, these multi-level politics might also cause spill-over effects upon the territorial organization in the field of minority politics. The intergovernmental and trans-national aspects of European integration in the national minority field will be analyzed by identifying the cooperation strategies of different minority actors and their main political arenas.

The Austrian federal state remains the main governmental level with formal competences in the field of minority policy based on constitutional and simple law.⁵⁴ Since the post-war peace settlements, the federal minority protection policy had been embedded in a changing international context. In the international post-war order, European kin-states were attributed an important protection role for national minorities in the neighboring states. The role of bilateral treaties is being re-considered in the context of post-communist transformation and European integration. European integration might have a certain symbolic effect at the intergovernmental level, enabling EU members such as Hungary to take a more demanding stance toward the Austrian state to provide adequate minority protection. This intergovernmental pressure – together with the symbolic effects of EU conditionality and the Council of Europe conventions, and Austria's recent membership in the EU - provided the context for the federal government's new minority policy during the mid-1990s. But these pressures were mostly symbolic, mediated by the federal state, as illustrated by the fact that the optional clauses foreseen by the Council of Europe conventions obliged the Austrian state to no more than its domestic status-quo.

The international transformations fall short also of any relevant increase of direct influence of the kin-state upon the minority organizations or the regional government. The Austrian government declines to acknowledge Slovenia and Croatia as successor states of Yugoslavia with regard to its protection power as kin-state anchored in the Austrian State Treaty of 1955.⁵⁵ This shift from international obligations toward a more sovereign policy did not imply a weakening of Austria's constitutional obligations toward these minorities anchored in domestic law. At least in the case of non-EU member Croatia this did not

⁵⁴ The only regional innovation is the Kindergartenengesetz of 1995 which introduced the possibility of bilingual education in the preschooling age, and a decision 2005 by the regional parliament demanding federal finance compensating the additional public investments necessitated by the federal schooling legislation of 1994.

⁵⁵ Laibach will Österreichs Slowenen mit Minderheitenvertrag schützen, Die Presse 24 Feb 1995.

provoke any contestations from the side of the kin-state or the minority organizations, who – for historic reasons and present political-economic difficulties – do not maintain any close contacts with their kin-state. Hungary, a politically and economically better situated EU-member, affords political and financial support for its expatriate organizations in Austria.⁵⁶ Yet, the Hungarian minority in Burgenland is weaker than the Croatians, whereas the Roma received high increases in federal funding without the support of any kin-state. This comparison illustrates the closer relationship minority organizations have with domestic institutions than they do with kin-states, even in a context of border openings and EU-enlargement.

Also the EU as a supranational European policy framework exerts little direct influence upon the minority protection regime. Out of 307.965 Euro overall project budgets coordinated by May 2005 by cultural minority associations under Interreg IIIA (2000-2006), only one project of 8.300 Euro was not directed by Croatians (it is run by Hungarians).⁵⁷ While the regional government funding for cultural minority activities seems to be more balanced, the Croatian-run organizations were the main carriers of EU funded projects. Unlike the federal subsidies for ethnic minority associations, EU structural fund guidelines do not permit the subsidization of cultural activities for their own sake. Therefore, promotion of intercultural heritage and multilingualism was subsumed under the territorial economic objectives guiding EU regional policy. The Croatian elites, due to their close links with the regional government institutions, shared this territorial vision and had access to the necessary political and infrastructural resources for such administration-intensive EU-projects. EU structural funding is mainly governed by the regional political executive, which not only drafts the programming document but also has the ultimate decision-making authority concerning project allocation. The semi-governmental regional management agency serves merely as a technocratic implementation arm, whereas the real decisions seem to be taken according to party-political interests in the regional Governor's office. The small chance for outsiders to win funding in this party-dominated system is exacerbated by the limited personnel capacities of mostly voluntary minority work, and the labor-intensive administration of EU projects. Thus, there is little bottom-up engagement of the longer established minority organizations for EU funding.⁵⁸

Only the new intercultural grass-roots initiatives (KUGA, OHO, Europahaus)⁵⁹ could establish themselves through EU-funding. Being neither eligible for federal minority subsidies nor allowed to nominate any members to the Advisory Council, associations that were originally considered to be “a provocation to the political establishment,” saw EU funding as their only financing opportunity. However, they were successful only in those cultural programmes administered directly by the EU Commission. Only later, in the context of EU accession, was their intercultural engagement rewarded by their symbolic inclusion into the regional cultural institutions.⁶⁰ KUGA and OHO received high EU subsidies dedicated, according to the guidelines of objective 1, mainly to infrastructural

⁵⁶ Interviews 4, 24.

⁵⁷ RMB Programm-Monitoring, see EFRE statistics in Annex.

⁵⁸ Interviews 16, 26.

⁵⁹ OHO – Offenes Haus Oberwart; Interviews 19, 27, 31.

⁶⁰ It was particularly following the symbolic occasion of the EU Commissioner's visit to the region which included also a concert at the KUGA in Grosswarasdorf that Burgenland's objective 1 status was decided and the counter-cultural initiatives received funding; see: Burgenland beirctete EU-Regionalkommissar, APA 26 Nov 1993; EU-Kulturattaches besuchen Burgenland, APA 12 Oct 1994; EU ist burgenländische Kulturszene Millionen wert, Kurier 11 Oct 1996; Millionen für Alternativkultur, Kurier 25 March 1997.

investments. Lacking sufficient complementary funding for labor cost to manage and upkeep their new buildings, these countercultural initiatives are now shaken by financial and identity crises. Conversely, one initiative continuing its controversial programming, which contested and discussed the meaning of Europe, was excluded from regionally administered EU funds since the beginning. This association still maintains its controversial activities on a small level through direct funding from the EU Commission, but it was forced to slightly de-politicize its focus and redirect it away from the region of Burgenland, towards an international search for co-operation partners.

Generally, EU structural funds provided little additional input to initiate or promote cross-border cooperation among minority organizations. Mostly cross-border contacts existed already before the fall of the Iron Curtain. They were then revived in a rather unsystematic way, and sometimes facilitated by EU-funding. Interreg or Comenius funds were mostly allocated to governmental institutions such as schools or municipalities, mainly in support of the cross-border activities of the regional government. Representatives of cultural associations saw the main advantage of European integration in the opening of borders, which facilitated existing cross-border contacts but will only take full effect with the implementation of Schengen-agreements from 2007.⁶¹

The cultural associations' various cultural exchanges, international contacts and cross-border activities rarely included any systematic political activities at the transnational or European level. They mostly stressed the irrelevance of their various external activities relative to their domestic ties with the Austrian state in terms of financial resources and loyal citizenship. The Viennese associations, particularly the Croatian Academics Club, which initiates and organizes a yearly Croatian youth festival in changing locations of the diaspora across Europe have been the most active at the European level. Moreover, some of the leading members are active in the European Youth Foundation, an off-spring of the association more conservative FUEV for 20-30 years, where the president of the Burgenland Croatian cultural association is one of the board members. Although these two ethnic organizations are the ones losing most from Burgenland's intercultural turn, none of these trans-national associations nor any of the supranational European bodies seem to provide a feasible alternative to the domestic state institutions.⁶²

A more successful ethnic bridge for public mobilization across the state-borders seems to be the media. For about 25 years, the Croatian weekly newspaper 'Hrvatske Novine' has served a pan-national market with its 3400 copies and 15.000 readers, one third of them abroad, mainly in Hungary.⁶³ In 1989, Austria's public broadcasting corporation ORF introduced specific regional programs for national minorities, including a weekly TV programme, multilingual radio news and an internet news website⁶⁴. In 1998, the privatization of radio frequencies enabled the establishment of a private bilingual radio programme called MORA. After a few years, however, a transfer of frequency rights that turned the non-profit dedication into a commercial purpose put an end to this grass-roots initiative around the KUGA association. Since then, the underrepresentation of multilingual media concerns a major discontent⁶⁵, especially regarding the insufficient Hungarian

⁶¹ Interviews 21, 12, 23; see also Horvath & Müllner 1992; Zuckerstätter-Semela 2001; Baumgartner et al. 2002.

⁶² Interviews 16, 9, 25.

⁶³ Interview 12.

⁶⁴ www.volksgruppen.orf.at; Federal Chancellory (2000).

⁶⁵ Interviews 18, 19.

programmes on public TV and radio. Only the internet page of the UMIZ provides extensive and detailed information about the region called 'Wart,' which surrounds the village of Unterwart within and beyond Austria's borders with Hungary. However, run by its highly engaged organizer as a 'one-man-show', some suspect, its intellectual approach might fulfill the information demands of external elites rather instead of attracting interest from the regional population.⁶⁶ On the contrary, the Croatian webpage 'Cyberkrowodn' fulfills a more bottom-up demand for participation and popular culture. Emerging around a village restaurant in Unterpullendorf / Dolnja Pulja, it invites the users' contributions to go beyond a 'folkloristic traditional corset' represented by 'singing, jumping, and praying' and a high culture carried by 'academics, politicians, and priests'.⁶⁷ Thus, the various media initiatives aim to reflect a diverse contemporary spectrum of everyday minority culture beyond language and state boundaries. Yet, these initiatives carried by a few active individuals and groups can only cover people's private and leisure activities and can hardly extend the use of minority languages into the public sphere.

While the region of Burgenland has benefited economically, politically and symbolically within federal minority politics, it has abstained from using its power beyond its immediate regional interests. The regional policy for intercultural development focuses mainly on cultural promotion within the region and shows little external engagement for minority protection either within the federal or the European contexts or for 'expatriate' minority members. The federal Minorities School Act of 1994 complemented the constitutional territorial rights of some autochthonous villages by including personal rights applicable only in the region of Burgenland. These rights took account of increasing social mobility within Burgenland but not of increasing commuter and migration flows beyond the borders of the region or the state. Specifically, the growing Croatian communities in the neighboring metropolitan center and capital city Vienna feel left out of the regional intercultural consensus dominating the federal policy toward the Croatian minority.

The metropolitan center and capital city Vienna emerged as an alternative territorial base for all three Burgenland minorities. Responding to increasing immigration, the Viennese government recently stressed the integration of allochthonous minorities.⁶⁸ Due to a lack of constitutional rights for autochthonous territorial minorities, the Viennese Croats are more disposed towards cooperation with allochthonous Croats. But this pan-national opening of this minority population was inhibited by the last census of 2001 which expressly distinguished between Burgenland Croatian and the standard Croatian language. Conversely, this distinction was not made for the Roma or the Hungarian minorities, both autochthonous in Burgenland with increasing autochthonous and allochthonous populations in Vienna. This division served to maintain the existing federal minority regime distinguishing between autochthonous and allochthonous nationalities and it maintained the financial and political power of the Burgenland's political elites in Croatian minority politics. The intercultural development strategy served the regional interests of Croatian political elites in federal minority politics, but it offered little support to the Hungarian interests in the region.⁶⁹

⁶⁶ www.umiz.at; Interviews 24, 20, 25.

⁶⁷ www.cyberkrowodn.at.

⁶⁸ Interview 5, 7, 9, 11, 30.

⁶⁹ Interviews 4, 20.

For their part, the Hungarian and Roma organizations could continuously rely on the federal government for financial support. The amount and distribution of the federal subsidies for these nationalities has remained relatively stable since the sharp increase in 1995, following the initial constitution of the Advisory Councils. Compared to their relative size, the Slovene minority (around 1,2 million Euro yearly) and the Roma (more than 390.000 Euro) receive disproportionately high funding. The Hungarians' allotment (around 280.000 Euros) is extremely low, the Slovaks' (40.000 Euros) is slightly low, and the Croatians (1,2 million Euro) seems relatively fair (Rechnungshof 2004). The imbalance between the distribution of funding and the population numbers among the minorities does not reflect the increased influence of the Croatians in regional politics.

Yet, the federal minority regime finds itself in a growing crisis as its focus on collective and territorial rights tends to conserve the carrier organizations' structures without regard for demographic developments. Against territorial and cultural challenges from immigration and social mobility, the Federal Chancellery has stressed the impossibility of quantifying national belonging and the importance of organizational activities and territorialized structures for the maintenance and existence of the minority group. Following a slightly more active stance in the context of Austria's European integration policy during the 1990s, since around 2002 the right-conservative government has once again retreated to passivity, characterized by timely delays of payments and parliamentary reports. It has lacked criteria and evaluation of achievements of the legal objectives of 'conservation and guarantee of existing status of the nationality group'. It is also characterized by a reduction of personnel in the department responsible for national minority affairs of the Federal Chancellery's Office and a de-facto transfer of decision-making on subsidy applications to the Advisory Councils (Rechnungshof 2004). While a territorial and ethnic separation seems to be the intentional policy of the federal government, the emerging inconsistencies provide opportunities for new actors, thus deepening the regional asymmetry of the Austrian minority regime.

Conclusion

The regional government's turn toward territorial mobilization for more autonomous economic development resulted in a strategic change in cultural policy from national assimilation towards a post-national idea of an intercultural border region. While facilitated by larger contextual changes associated with mostly symbolic meanings of European integration, the more direct incentives for these changes in the field of minority policy came from the federal state.

The regional government's intercultural-bilingual turn is based mostly on a reorientation of Croatian party elites responding to socio-economic re-territorialization. The cultural organizations respond to the changing territorial and socio-economic context by adapting their territorial identifications associated with ethnicity to their various strategic interests. While rarely challenging the regional government's engagement in the cultural field, the socio-cultural associations tend to continue their various strategies focusing on ethnic separation.

The continuous political party dominance transformed Croatian minority politics from nationalist polarization and institutional exclusion to cultural inclusion of the minority field into regional institutions. This top-down politicization of culture was motivated by a territorial interest in collective mobilization for regional economic development. This cultural re-territorialization excluded those minority representatives outside the regional boundaries as well as those unwilling to change their cultural priorities for ethnic-national mobilization.

European integration gives rise to little direct political influence upon the field of cultural policy, which remains mostly a domestic policy field. Yet, there are important challenges to the federal minority protection system, mostly stemming from socio-economic pressures, territorial mobility, and plural cultural bottom-up mobilization. The government of Burgenland's turn toward intercultural mobilization for a more autonomous regional economic development both poses as challenge and responds to federal policy. Despite various cross-border activities at the grassroots level, European institutions provide little alternative territorial basis for those minority actors negatively affected by the domestic changes of the federal system.

These findings support the assumption that European integration gives rise to changes of regional institutions and economic development conditions and that this diversification of sub-national policy choices offers an opportunity for the political mobilization of minority groups. However, European integration becomes more relevant as a symbolic process and less so in terms of the direct impact from EU structural policy, particularly in the field of minority mobilization. These strong symbolic aspects also open a realm for political action by minority representatives, subnational governments and, most importantly, political parties. Different strategic choices motivating the various actors have stressed the importance of distinguishing between cultural and territorial mobilization, especially in a border context characterized by increasing social and economic mobility. The varying strategies of the Hungarian, Croatian, and Roma representatives highlight the diversity of historic paths despite their common present situation in the region. But the fact that the political parties and the federal state ultimately remained the most important actors in the minority field reminds us of the strong path-dependent power of territorial institutions associated, in this case, with Austrian consociationalism.

Autonomous regional development policies undermine the power of both the state and ethnic minority representatives to define national identity in an asymmetric way. But there is so far little sign that European integration might provide opportunities for the construction of alternative political arenas of national-ethnic mobilization. The state, which defines the cultural and territorial boundaries of political institutions, is the main functional and symbolic level mediating minority and regional mobilization in a context of European integration.

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- (2) 22 March 2005: President of Kulturverein österreichischer Roma, district representative of Vienna SPÖ, chairman of Roman Advisory Council.
- (3) 23 March 2005: Referee for European affairs, Vienna Business Agency.
- (4) 30 March 2005: President of Zentralverband ungarischer Vereine und Organisationen in Österreich & Historian at Austrian Academy of Sciences, member of Hungarian Advisory Council

⁷⁰ anonymous interviews, numerical order according to date of interview.

- (5) 31 March 2005: Chairwoman & Editor of Initiative Minderheiten, coordinators of EU projects
- (6) 7 April 2005: chairman of Österreichisch-Slowakischer Kulturverein
- (7) 8 April 2005: unit for integration and minorities, Wiener Rathaus, MA 17, formerly semi-governmental agency 'Wiener Integrationsfonds'
- (8) 18 April 2005: Historian specialised in Burgenland and minorities; Hungarian nationality
- (9) 20 June 2005: Managing director of Burgenländisch-Kroatisches Zentrum and of Burgenländisch-Kroatischer Kulturverein in Wien, board member of Initiative Minderheiten, member of Advisory Council for Croatian nationality
- (10) 22 June 2005: Head of Unit for National Minorities, Austrian Federal Chancellery
- (11) 22 June 2005: Municipal Councilor, Chairwoman & speaker on minority questions of Green Party, Vienna Municipal Council.
- (12) 22 June 2005, Chief editor of Hrowatski Novine – Kroatische Wochenzeitung, Managing Director of Kroatischer Presseverein.
- (13) 24 June 2005, Former leading representative of Carinthian Slovenes
- (14) 27 June 2005, Social and political scientist specialised in minority politics, Austrian Academy of Sciences
- (15) 30 June 2005: written interview response, Parliamentary representative in Landtag Burgenland, FPÖ speaker on minority issues
- (16) 21 July 2005: President of Kroatischer Kulturverein im Burgenland & Member of Croatian Advisory Council
- (17) 21 July 2005: Political secretary of Regional Governor of Burgenland (SP), chairman of Croatian Culture and Documentation Center HKDC, chairman of Croatian Advisory Council and of General Conference of all Advisory Councils
- (18) 21 July 2005: Editor in Croatian Minority Department, ORF Burgenland
- (19) 22 July 2005: parliamentary representative in Burgenland Landtag (Greens), founder of cultural initiative KUGA, Croatian rock-band Bruji
- (20) 25 July 2005: Chairman of Burgenländisch-Ungarischer Kulturverein (recently only section Oberpullendorf), Mayor of Oberpullendorf, Member of Hungarian Advisory Council, former member of Bundesrat (SP)
- (21) 25 July 2005: Mayor of border village Bildein, initiator of EU funded cross-border cooperations
- (22) 26 July 2005: Regional Councilor and parliamentary representative in Landtag Burgenland, ÖVP speaker for nationality issues, member of Croatian Advisory Council

- (23) 26 July 2005: Inspector for bilingual schooling in Landesschulrat Burgenland, former chairwoman of Croatian School of Adult Education, member of association ZORA
- (24) 27 July 2005: Managing director of UMIZ – MMIK, Ungarisches Medien und Informationszentrum
- (25) 27 July 2005, Private lawyer & member of Croatian Academics Association
- (26) 28 July 2005: Managing Director of Regionalmanagement Burgenland (development agency managing EU funds)
- (27) 28 July 2005: Managing Director of NGO Europahaus Burgenland
- (28) 29 July 2005: Chairman of Verein Roma-Service, member of Roma Advisory Council
- (29) 29 July 2005: President of working group of ÖVP representative of bilingual municipalities in Burgenland, Mayor of Guettenbach, president of Bgld. Gemeindebund, member of Advisory Council for Croatian nationality
- (30) 9 August 2005: secretary of Forum Polonium / Forum der Polen in Österreich
- (31) 9 August 2005: Managing director of association OHO - Offenes Haus Oberwart.
- (32) 10 August 2005: Interregionaler Gewerkschaftsrat Burgenland – Westungarn.
- (33) 10 August 2005: Former Head of Unit for nationality affairs in Austrian Federal Chancellery, now Federal Ministry of Education, Science and Culture, chairman of Wiener Arbeitsgemeinschaft für Volksgruppenfragen.
- (34) 31 August 2005: representative in Federal Parliament, Speaker for Minority issues of Green Party, Burgenland Croatian.

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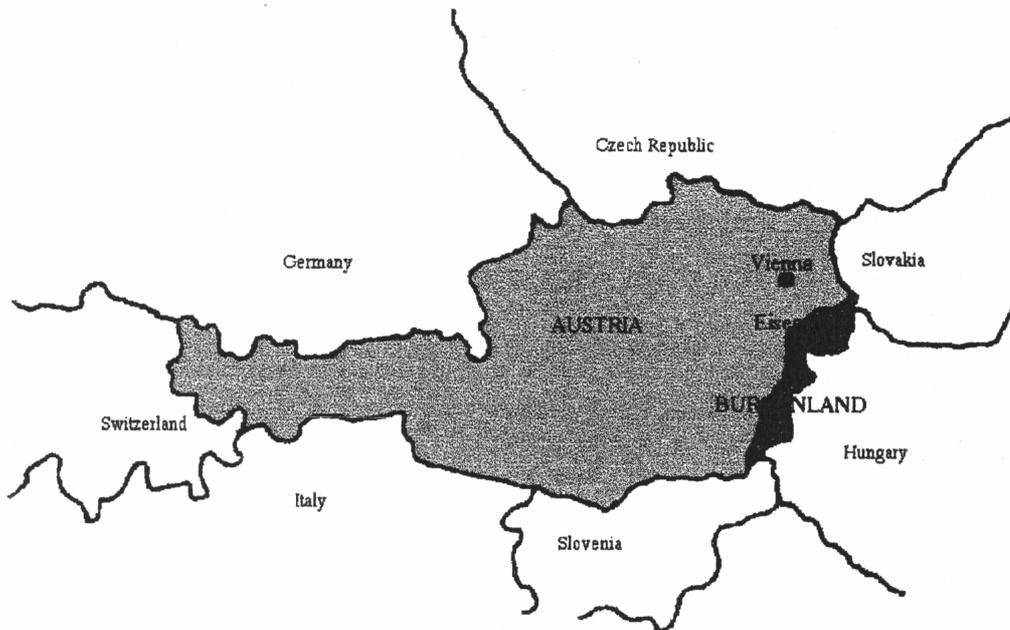
Parliamentary protocols and government reports, www.burgenland.gv.at (Sept 2005)

ANNEX

Annex 1: Federal subsidies for national minorities (in 1000 Euro). Source: Rechnungshof 2004.

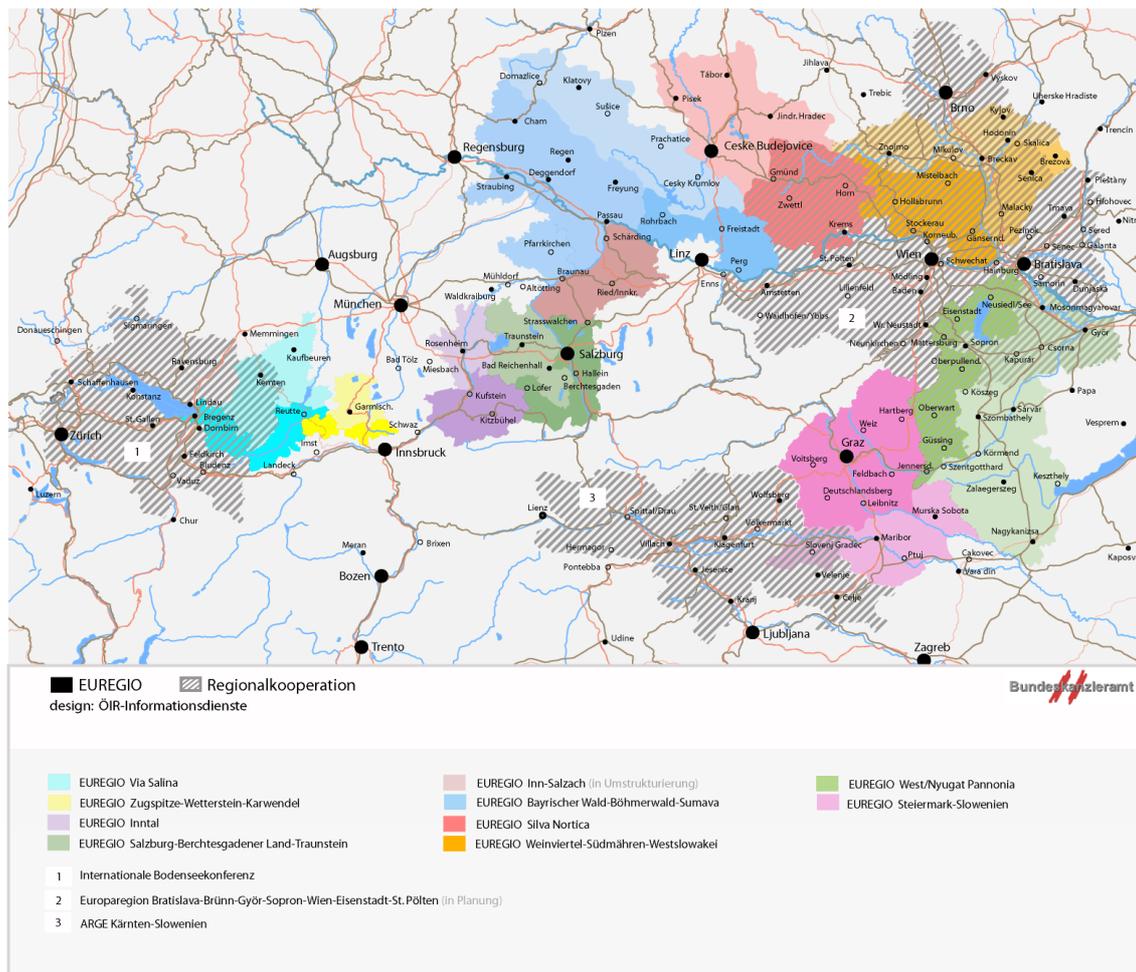
	1998	1999	2000	2001	2002	
Croats	1 320	1 158	1 278	1 169	1 196	
Slovenes	1 305	1 168	1 123	1 281	1 287	
Czechs	344	291	481	478	483	
Hungarians	301	276	286	283	278	
Roma	239	267	286	399	382	
Slowaks	39	31	40	40	40	
Other subsidies		287	401	217	5	--
<i>Total</i>	<i>3 851</i>	<i>3 593</i>	<i>3 711</i>	<i>3 654</i>	<i>3 666</i>	

Annex 2: Location of Burgenland in Austria and neighboring states. Source: Gmeiner 1999



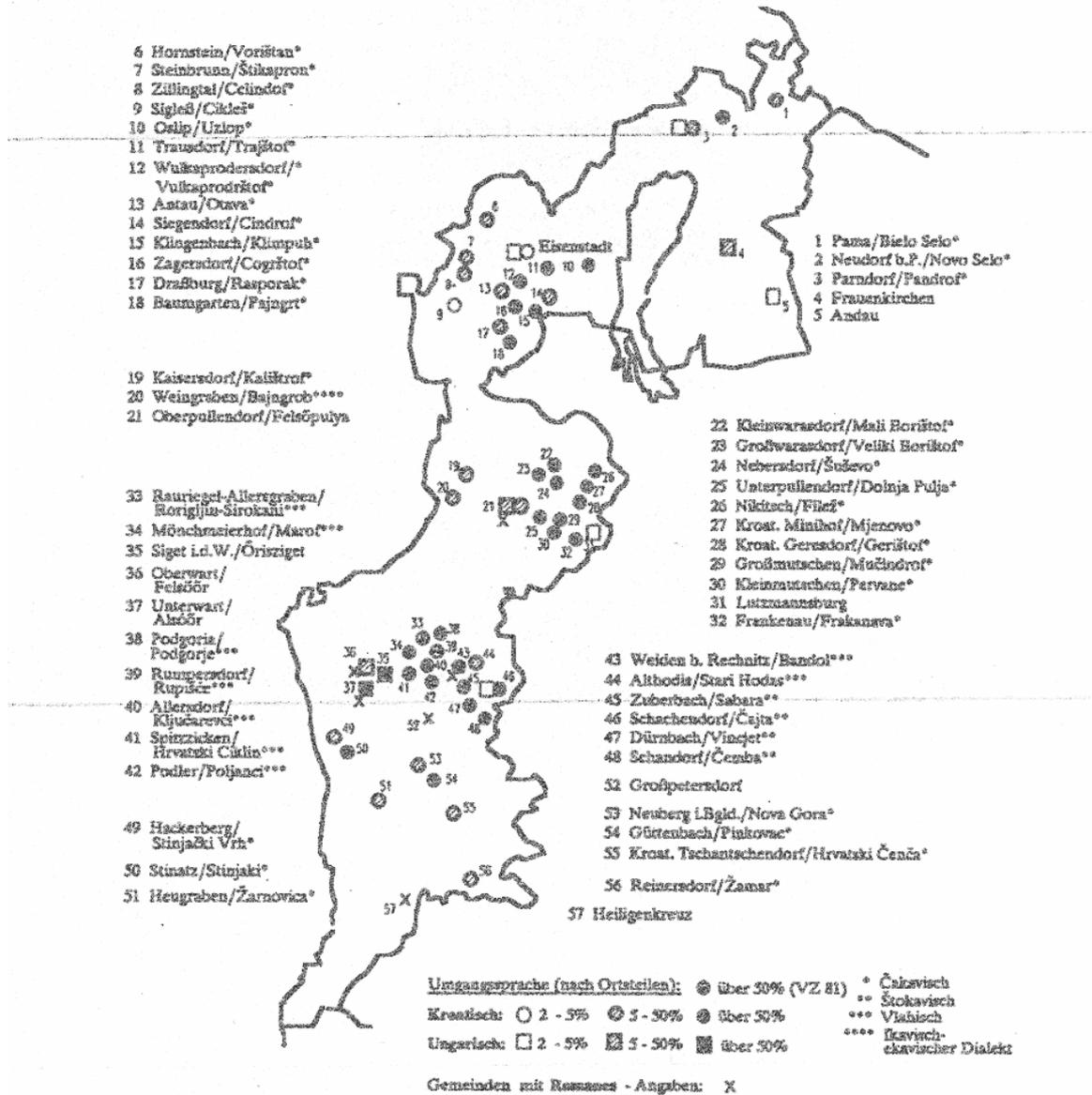
Annex 3: Cross-border cooperation in Austria. Source: Austrian Federal Chancellery, www.bka.gv.at

Grenzüberschreitende Zusammenarbeit - EUREGIOs und Regionalkooperationen



Annex 4: Villages with bilingual population in Burgenland. Source: Holzer & Münz 1991

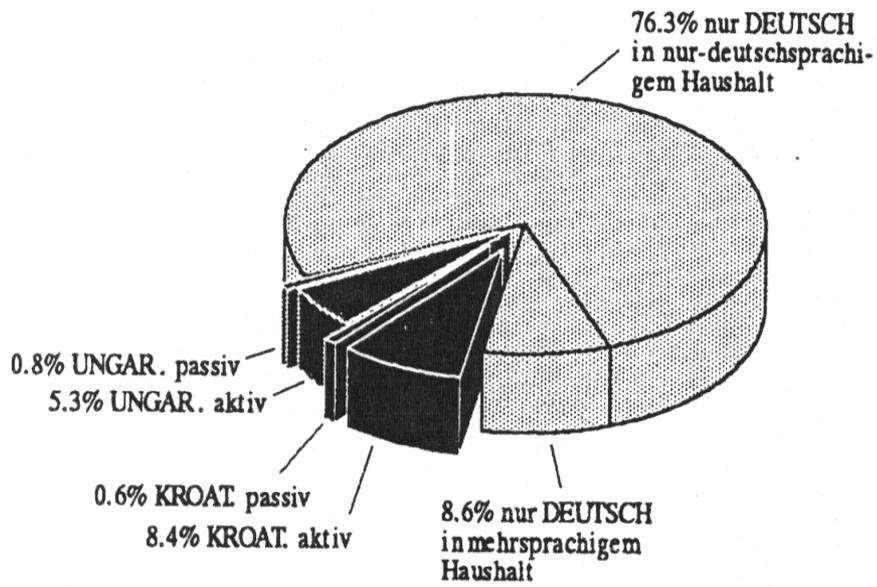
Sprachenkarte des Burgenlandes - Orte nach der Volkszählung 1991¹⁾



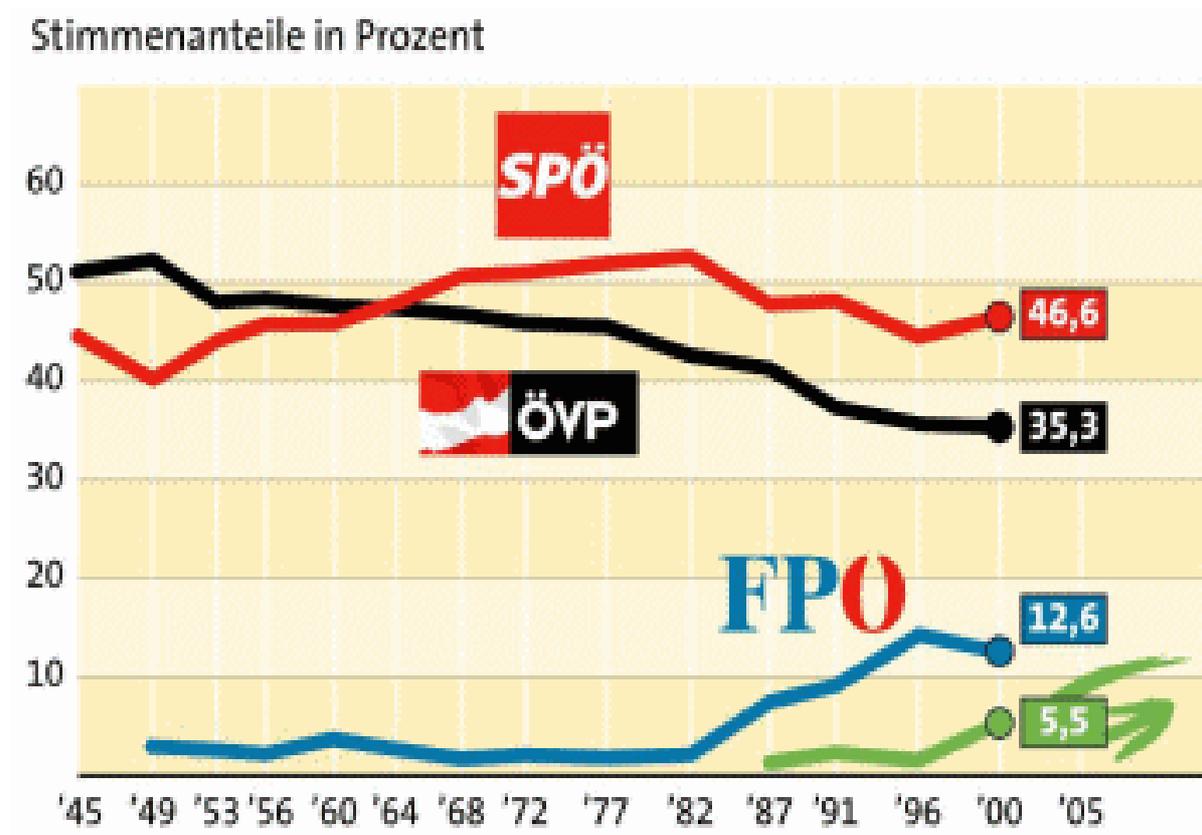
1) Vorläufige Ergebnisse
 Quellen: ÖSTAT, VZ 91; Neweklowsky 1978

Annex 5: Language knowledge in Burgenland 1990-1991. Source: Holzer & Münz 1993

nur DEUTSCH (insges.): 84.9%
auch KROATISCH (insges.): 9.0%
auch UNGARISCH (insges.): 6.1%



Regional elections in Burgenland since 1945, Source: APA, www.wienerzeitung.at (26 Nov 2005)



Annex 6: EU-funded projects by minority organizations in Burgenland. Source: Regional Management Burgenland,

Projektziele	Projektträger	Kurzbeschreibung	förderbare Gesamtkosten	Privatmittel	Förderung			
					gesamt	Bund	Land	
							EFRE	
Ziel 1 1995 - 1999								
1. Ausbau der KUGA	Kulturvereinigung Kultura Zadruha (KUGA)	Mit der Realisierung des Projektes erfolgt die Sanierung und der Ausbau des alten Schulgebäudes (Veranstaltungssaal, Veranlagungsgebäude) zu einem interkulturellen Aktions-, Bildungs- und Kulturzentrum für das Mittburgenland.	1.611.103	237.858	1.373.245	327.754	482.460	563.030
2. Generalrenovierung des Veranstaltungsbüdes	Verein "Offenes Haus Oberwart" (OHO)	Die Gebäudesubstanz des "Offenen Hauses" befindet sich in einem Zustand, der dringend eine Generalrenovierung und einen teilweisen Umbau mit zeitgemäßer Adaptierung des Veranstaltungssaales, der Kinstieräume, der Toilettenanlagen und der Büroräume erfordert. Dadurch sollen die nötigen innen- und außenarchitektonischen, bau-, licht- und bühnentechnischen Grundbedingungen geschaffen werden.	1.318.536	10.425	1.308.111	307.406	429.133	571.572
Additionalität								
3. Z2 - Errichtung eines Zentrums für Zweisprachpädagogik	Kroatistisches Kultur- und Dokumentationszentrum	Das Projekt „Z2 - Zentrum für Zweisprachpädagogik“ beinhaltet die Schaffung eines Zentrums für Aus-, Weiter- und Fortbildung für LehrerInnen, KleinkindpädagogInnen und ErwachsenenbildnerInnen, die in zweisprachigen Bildungseinrichtungen tätig sind. Durch die Errichtung eines Basisarchivs der kroatistischen Volkgruppe und der Zusammenfassung einer öffentlich zugänglichen mehrsprachigen Fachbibliothek wird das Zentrum für Zweisprachpädagogik auch eine wichtige Anlaufstelle für volkgruppenrelevante Forschungsvorhaben.	465.000	154.999	310.001	128.398	180.643	0
4. Servov-, Betreuung- u. Fortbildungszentrum für ein mehrsprachiges Burgenland	Kroatistischer Kulturverein	Das Projekt umfasst die Einrichtung eines regionalen Service-, Betreuungs- und Fortbildungszentrums in Oberwart. Die Servicestelle ist als Anlaufstelle für Volkgruppenangelegenheiten konzipiert, soll aber auch ein adäquates Kultur- und Bildungsprogramm für die kroatistich- und gemischtsprachige bzw. die interessierte deutschsprachige Bevölkerung der Region anbieten. Eine kleine Studienbibliothek soll eine wissenschaftliche Auseinandersetzung mit Volkgruppenfragen ermöglichen.	147.817	48.777	99.040	20.500	77.540	0
Innovative Maßnahmen im EFRE								
5. Digitale Mehrsprachigkeit	ARGE Volkgruppen Burgenland	Das Projekt hat zum Ziel, die neuen Methoden des e-Learning auch für die Volkgruppensprachen zu erschließen. Schulen und Erwachsenenbildungseinrichtungen sollen entsprechende Materialien zur Verfügung gestellt werden, weiters sollen Angehörigen der Volkgruppen durch eine verstärkte Sprachkompetenz in die Lage versetzt werden, ihre Mehrsprachigkeit effizienter in der Wirtschaft einzubringen.	100.205	205	100.000	0	20.000	80.000

Betrag in EURO

Quelle: RMB Programm-Monitoring

Projektziel	Projektträger	Kurzbeschreibung	Förderung					
			Projekt Gesamtkosten	Privatmittel	gesamt	Bund	Land	EU
1. School on screen	ARCE Volksgruppen Burgenland	Erstellung eines e-learning Programmes für Mehrheiten im Burgenland u. i. Westungarn	140.362,16	4.522,56	135.839,60	0,00	65.658,52	70.181,08
2. Bilinguale Kommuniverwaltung in der Grenzregion	ARCE der zweisprachigen Kommunalländliche im Bgld.	Verbesserung der Grundlagen u. Materialien für die Erstellung d. Zweisprachigkeit im kommunalen Sektor. Verstärkung d. gg. Kooperation zw. Gemeinden, Schulungen u. Seminare zur Verbesserung der Sprachkompetenz.	63.803,81	0,00	63.803,81	0,00	31.901,91	31.901,91
3. Vino na poljanci	Kroatischer Kulturverein im Burgenland	Herstellung einer Filmdokumentation des Weinbaus der Kroaten im Burgenland und in Ungarn.	68.000,00	0,00	68.000,00	0,00	34.000,00	34.000,00
4. Euregio - mehrsprachige Vorschulbildung	Volkschule der Burgenländischen Ungarn	Begründung einer ständig gg. Kooperation zw. Kindergärten, Erstellung gem. angestellter Lernspiele zur Sprachbildung, gg. Partnerschaften zw. gleichsprachigen Kindergärten u. Kindertagesstätten i. Nachbarorten	8.300,00	1.860,00	6.640,00	0,00	3.320,00	3.320,00
5. Trachten und historisches Kunsthandwerk im pannonischen Raum	Z2 - Zentrum für Zweisprachigpädagogik	Vergleich verschiedener Trachten der Kroaten i. Bgld, i. Ungarn u. i. Slowakei, Konzeption u. Herstellung einer mobilen Ausstellung (Leihgaben, Graphiken,...), Probenarbeiten zur zeitgemäßen Vermarktung, Vortragsreihe	9.800,00	2.800,00	7.000,00	0,00	3.500,00	3.500,00
6. Schertheaterprojekt mit Partnerschule	hede	Das Theaterstück "Cirkus Mono" wird in d. bgl. kroatische Sprache übersetzt und im Rahmen eines fächerübergreifenden Schulprojektes einstudiert. Gastspiele für zweisprachige Schulen im Bgld. und in Ungarn.	6.900,00	1.380,00	5.520,00	0,00	2.760,00	2.760,00
7. Zweisprachiger Unterricht im Grenzraum	Forum pannonischer Pädagogen - hede	Gemeinsame Seminare, Austausch v. Erfahrungen u. Unterrichtsmaterial, Anbahnung von Schulprojekten, Schulbuch über d. Geschichte.	10.800,00	3.800,00	7.000,00	0,00	3.500,00	3.500,00
			307.965,97	14.162,56	293.803,41	0,00	144.640,43	149.162,99