

The Expert Council for Integration



INTEGRATION REPORT 2018

Figures, trends and analyses –
A focus on the integration of women

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FOREWORD

by the Federal Minister for Europe,
Integration and Foreign Affairs

Migration to Europe and Austria was again at a high level in 2017, although there was a drop in the number of asylum applications compared to previous years, and this trend continued in the first half of 2018. Despite this decline, current events need to be monitored very closely and evaluated on an ongoing basis, as the situation at the external borders of the European Union, particularly in the Mediterranean countries, but also the situation related to the humanitarian, economic, and demographic developments in the Near and Middle East and on the African continent give cause for concern.

In recent years Austria has taken in a disproportionately high number of persons entitled to asylum or subsidiary protection compared with other EU Member States. Austria is exemplary in meeting its international obligations to provide protection, and makes a major contribution to solidarity in the European community of states. In 2017 Austria was once again at the forefront within the EU with 2.8 asylum applications per 1,000 inhabitants. With 24,735 asylum applications in 2017, the number of asylum applications was lower than in the previous year, yet at the same time, in proportion to its population, Austria was by far the leader across Europe in terms of positive asylum decisions.

Despite the decline in the number of asylum applications, we still face major challenges related to integration, particularly as a result of the extraordinary influx of refugees in recent years. To ensure that the refugee crisis does not turn into an integration crisis, government integration measures as well as the participation and shared responsibility of all immigrants are needed. In line with the integration principle of "promoting and demanding", immigrants must play an active role in ensuring their integration and advancement in society. Austria provides a full range of opportunities for this. Essential prerequisites for successful integration include learning German, participating in the labour market, and internalising Austrian and European values. In my role as Integration Minister, I would like to focus on three key areas with respect to integration policy: strengthening the role of women, promoting a common Austrian identity, and the fight against political Islam.

Women are regarded as multipliers in the integration process, as they are the driving force in the area of education for the entire family, and they play an important mediating role in the transmission of values. At the same time, however, women frequently lose out in this process. They are often tied to the household as a result of domestic and family responsibilities, making it more difficult for them to take advantage of educational and training opportunities, or to participate in the labour market. This in turn increases their dependence. Certain cultural values and patriarchal structures from the countries of origin also make participation in the receiving society more difficult and make women more vulnerable to violence. Boosting equality of women and girls with a migrant background in all areas of life is therefore a particularly pressing goal of integration policy.

Integration also means identifying with the receiving country. Essential here is a common foundation of the values enshrined in the constitution, which apply equally to everyone living in Austria. A pluralistic society must establish this common foundation of values if it is to be fit for the future. In this context, the dangers of trends towards segregation within Austrian society should be mentioned. Anti-democratic ideologies such as political Islam promote the generation of problematic segregated milieus and therefore represent a serious threat to peaceful social co-existence. Early and consistent actions are required to combat these developments in order to counteract polarisation within society.

In light of these developments, I am grateful to the Expert Council for Integration for addressing two of these important topics in this year's Integration Report: the integration of women and the conditions for social co-existence. By dealing with both of these focal areas, the Expert Council for Integration presents us with a valuable, up-to-date and realistic overview of the integration landscape in Austria in all its facets. This Report provides important bases for decision-making for all the stakeholders in this area through its analyses, assessments and recommendations.

I would like to express my sincere thanks to all the members of the Expert Council for Integration, as well as to its Chairwoman, Prof. Katharina Pabel, for their ongoing commitment to Austrian integration policy, and for sharing their profound expert knowledge.

I look forward to continuing this good cooperation.

A handwritten signature in blue ink, appearing to read 'Karin Kneissl', written in a cursive style.

Dr Karin Kneissl
Federal Minister for Europe, Integration and Foreign Affairs

Vienna, September 2018

INTEGRATION IN 2018 – A CONTEXTUALISATION



Integration is and remains an area of social policy that is a focal point of public interest. The number of people immigrating to Austria has fallen over the last few years (immigration in 2015: 214,000; compared with immigration in 2017: 155,000), particularly as the number of asylum applications has fallen heavily for two years in a row (2017: 24,735 asylum applications, i.e. 41.5% fewer than in the previous year). Despite this significant drop, the integration of immigrants and refugees in Austria still requires particular attention, as this will remain an issue for future social policy that is of particular significance for both social cohesion and social peace.

Integration will remain on the political agenda on the one hand because migration flows are dynamic and have been subject to significant fluctuations, especially in the more recent past. Although the immigration numbers are currently falling, it is important for us to monitor political, humanitarian, demographic and also climatic developments, particularly in the Middle East, North Africa and Central Africa closely and from an early stage. It should also be noted that European refugee and migration policy – whether this is common European policy or that of the individual European states – is capable of changing and shifting migration flows.

Integration can of course only be understood in the context of its upstream migration processes. How many people immigrate to Austria based on which type of immigration? What qualifications, conceptions and attitudes do they bring with them? Controlling migration and establishing functional migration management are therefore necessary in order to ensure a successful integration policy. This means not only the resources available, but also the acceptance of migration policy and integration measures in society. The Expert Council for Integration has repeatedly stated that successful integration also depends on the number and profile of the people to be integrated. Seeing this intersection point between migration and integration is crucial.

On the other hand, integration will remain a central issue for future social policy, not least because the migration crisis from 2015/16 left its mark on society and in many cases polarised the debate, including with respect to the discussion on integration. The large number of immigrants required intensive efforts from those responsible in the municipalities, federal provinces and at the federal level, as well as from the many volunteers and from society as a whole, who in many cases were not prepared for these developments.

At the same time, a paradigm shift took place in Austria. Unlike the situation when the guest workers immigrated in the 1960s and 1970s or the time of the last major refugee migration in the early 1990s, there was now an awareness right from the start of the need for integration work. At the peak of the refugee migration in 2015, Austria responded swiftly – also compared with the rest of Europe – and in addition to providing emergency aid for refugees also put plans in place for their future integration. The Expert Council for Integration played a crucial role here with the 50 action points plan for the integration of persons entitled to asylum or subsidiary protection.

This way the migration crisis also became a window of opportunity for integration work and a catalyst for pioneering developments in integration policy. Austria has achieved a great deal in recent years with respect to managing the high numbers of asylum applications, and has made the most of the situation in order to establish sustainable structures in the area of integration, enact statutory measures – in particular the Integration Act – and provide financial and human resources. Important steps have been taken to integrate the new immigrants through teaching the language as well as in education and labour market integration. For many, however, the integration process has just begun and will also require effort and commitment in future from the immigrants themselves, as well as from the receiving society.

This is one of the main reasons why efforts in the area of integration should not be scaled back, despite the fall in immigration numbers in Europe and Austria during the most recent observation period. The immigration peaks have been surmounted but the efforts at the level of integration will continue for a long time to come. The Expert Council therefore sees it as its responsibility to emphasise once again that integration is a long-term task that requires a long-term approach on the part of all stakeholders. Integration is a marathon and not a sprint. This applies to politics, administration, the majority society and of course the immigrants themselves.

This assessment also reflects the working methods of the Expert Council and its understanding of its own role. The Expert Council has been monitoring and advising on integration issues for the last eight years; since last year this has also been based on a statutory footing (the Integration Act). As such, the Expert Council brings together both scientists as well as practitioners, and provides fact-based expertise and scientific evidence to integration policy stakeholders in politics and administration as a basis for their work. The Expert Council always exercises its role away from any (often emotionalised) public debates. It takes a holistic view of the state of integration in Austria and addresses social policy issues in this context, which will also continue to concern Austria in the future. The work performed by the Expert Council is based on data, statistics and other empirical findings, particularly when preparing its integration reports.

**Integration report 2018:
Integration monitoring as a basis, focus on women**

In line with its statutory mission, the Expert Council has compiled the Integration Report 2018, which presents and contextualises developments in the area of integration using the data from the integration monitoring enshrined in the Integration Act. The integration monitoring carried out for the first time in 2017 allows a large amount of different types of data to be merged together and presented holistically from the areas of asylum and residence, school education and adult education, apprenticeship training, welfare benefits, labour market, German courses, values and orientation courses, and academic research.

Together with the national integration indicators from the “migration & integration” statistical yearbook already established, the integration monitoring is aimed at providing an even more comprehensive synopsis of government data and statistics relevant to integration in Austria. The focus of the integration monitoring is on empirical support for the integration of persons entitled to asylum or subsidiary protection, as data is available and can be presented holistically for this target group for the first time due to the Integration Act and the mission it contains to provide data for the purposes of monitoring the integration of groups of migrants.

The relevant data is collected and aggregated across competences by different integration stakeholders at both the federal and province levels. This allows important developments in the area of integration to be highlighted; at the same time it forms an indispensable basis for long-term monitoring and comparisons. The many years of collaboration between the different integration stakeholders in the Advisory Committee on Integration is a crucial prerequisite for the effective collection and merger of this data. From a scientific point of view, widening the data basis by linking data from different bodies is helpful for the purposes of providing even more substantiated assessments and for developing a coordinated integration policy even further. Expanding the data basis further in future and linking this more intensively with existing administrative databases would therefore be a welcome step.

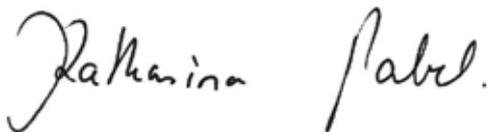
In terms of the issues covered, this year’s Integration Report is dedicated above all to women as a target group and pays particular attention to the challenges related to their integration. The position of women in particular can be a reflection of a society’s development. For this reason, general trends and developments as well as those specific to women are outlined and analysed in various areas. Figures, data and facts are used in the usual manner to provide a comprehensive picture of integration in Austria which serve as a basis for further considerations for the future.

There are still huge challenges. The problem therefore requires a complex and balanced description at all times that does not neglect the relevant opportunities and successes. The positive examples of successful integration in Austria following the refugee migration in recent years must for instance be highlighted to a greater extent.

With respect to the second focal point of the Integration Report, the Expert Council for Integration has also addressed issues and conditions for successful social co-existence that are important in a society shaped by migration. This includes discussions about the values and attitudes that make up our society and that are not up for negotiation in Austria, and those that migrants bring with them and that shape them and their descendents from a cultural point of view. Topics such as a sense of home or belonging, connections of immigrants with Austria, their country of origin or with the country of origin of their parents as well as potential tensions are examined. This is intended to stimulate future debate regarding belonging, identity and social cohesion.

Migration will change our society as a whole. Yet this also means that the society into which integration is required is not a static one. There needs to be an understanding about which values and attitudes constitute our society and which values and attitudes should be accepted by everyone, i.e. by both the population without a migrant background and immigrants alike. This raises the issue of the foundations of successful social co-existence, which is also addressed in this Integration Report.

As Chair of the Expert Council for Integration I would like to thank all members of the Council for their work on this year's Integration Report and for their open and valued contributions and discussions over this past working year. I would also like to thank the employees at the Department for Integration Coordination at the Federal Ministry for Europe, Integration and Foreign Affairs (BMEIA), which acts as the administrative secretariat for the Expert Council, for their great commitment and good cooperation.

A handwritten signature in black ink that reads "Katharina Pabel." The signature is written in a cursive, flowing style.

Prof. Katharina Pabel
Chairwoman of the Expert Council for Integration

Vienna, September 2018

LIST OF ABBREVIATIONS

AHS

Allgemein bildende höhere Schule
[Academic secondary school]

AMS

Arbeitsmarktservice
[Austrian Public Employment Service]

AuBG

Anerkennungs- und Bewertungsgesetz
[Recognition and Assessment Act]

Bali

Datenbank für Budget-, Arbeitsmarkt und Leistungsbezugsinformationen des BMASGK
[Database on Budget, Labour Market and Beneficiary Information System of the Federal Ministry of Labour, Social Affairs, Health and Consumer Protection (BMASGK)]

BAMF

Bundesamt für Migration und Flüchtlinge
(Deutschland) [German Federal Office for Migration and Refugees]

BFA

Bundesamt für Fremdenwesen und Asyl
[Austrian Federal Office for Immigration and Asylum]

BGBI

Bundesgesetzblatt [Federal Law Gazette]

BHS

Berufsbildende höhere Schule
[Higher vocational school]

BMASGK

Bundesministerium für Arbeit, Soziales, Gesundheit und Konsumentenschutz [Austrian Federal Ministry of Labour, Social Affairs, Health and Consumer Protection]

BMBWF

Bundesministerium für Bildung, Wissenschaft und Forschung [Austrian Federal Ministry of Education, Science and Research]

BMEIA

Bundesministerium für Europa, Integration und Äußeres [Austrian Federal Ministry for Europe, Integration and Foreign Affairs]

BMI

Bundesministerium für Inneres
[Austrian Federal Ministry of the Interior]

BMS

Bedarfsorientierte Mindestsicherung
[Austrian needs-based minimum benefit system]

BMS

Berufsbildende mittlere Schule
[Intermediate vocational school]

B-VG

Bundes-Verfassungsgesetz [Austrian Federal Constitutional Law]

BVwG

Bundesverwaltungsgericht
[Austrian Supreme Administrative Court]

EEA

European Economic Area

EFTA

European Free Trade Association

EU

European Union

EU10

The countries that joined the EU in 2004

EU13

The countries that have joined the EU since 2004 (EU10 + Bulgaria, Romania, Croatia)

EU28

All 28 EU Member States (since 1 July 2013)

FH

Fachhochschule
[University of applied sciences]

GRC

Geneva Refugee Convention

IAB

Institut für Arbeitsmarkt- und Berufsforschung [Institute for Employment Research]

IBA

Integrative Berufsausbildung
[Integrative Vocational Training]

IntG

Integrationsgesetz [Integration Act]

NAPI

Nationaler Aktionsplan für Integration
[Austrian National Action Plan for Integration]

NMS

Neue Mittelschule
[New secondary school]

OECD

Organisation for Economic Cooperation and Development

ÖIF

Österreichischer Integrationsfonds
[Austrian Integration Fund]

PIRLS

Progress in International Reading Literacy Study

PISA

Programme for International Student Assessment by the OECD

SOEP

Socio-Economic Panel

TIES

The Integration of the European Second Generation (Study)

UNHCR

United Nations High Commissioner for Refugees

USA

United States of America

ÜBA

Überbetriebliche Ausbildung
[Intercompany Training]

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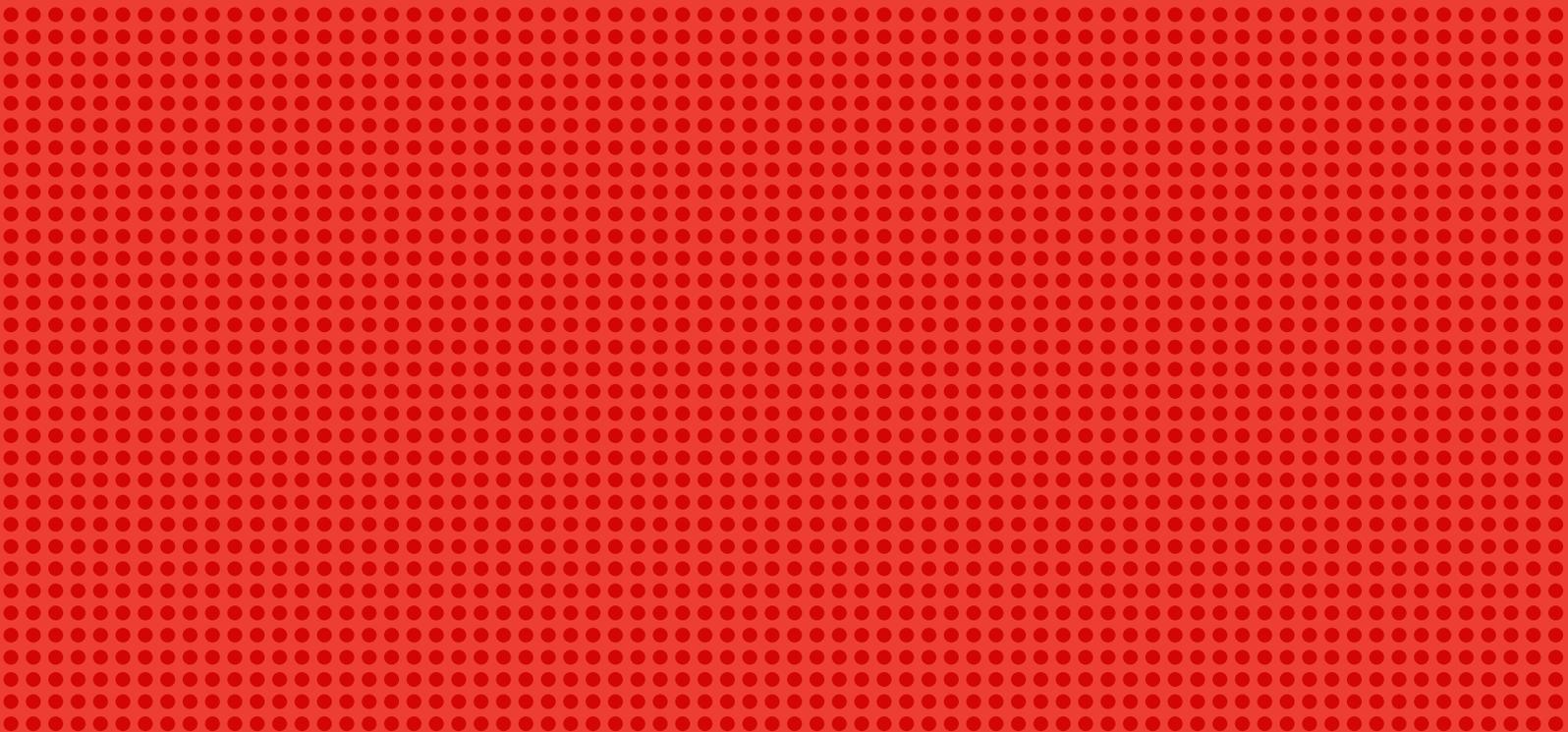
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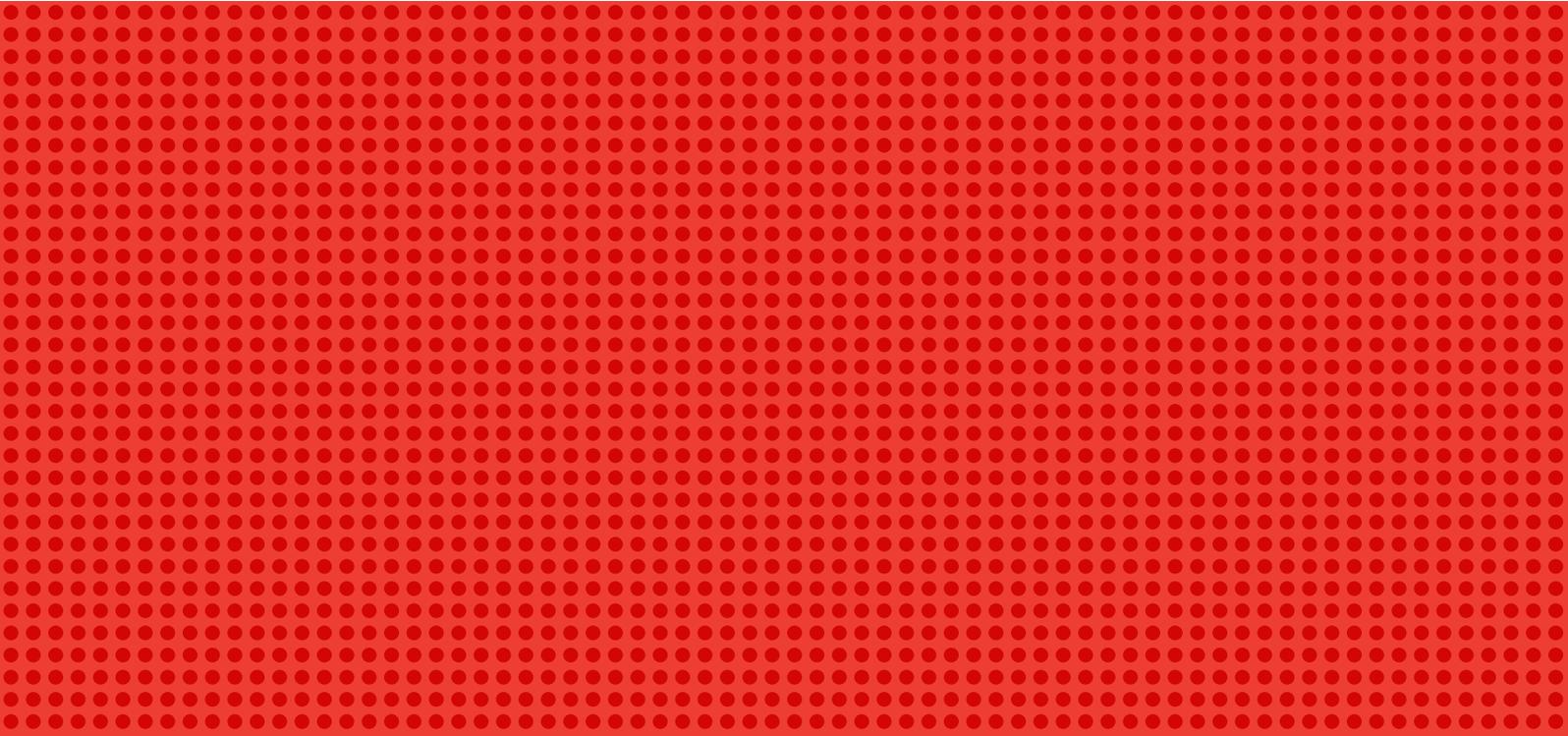
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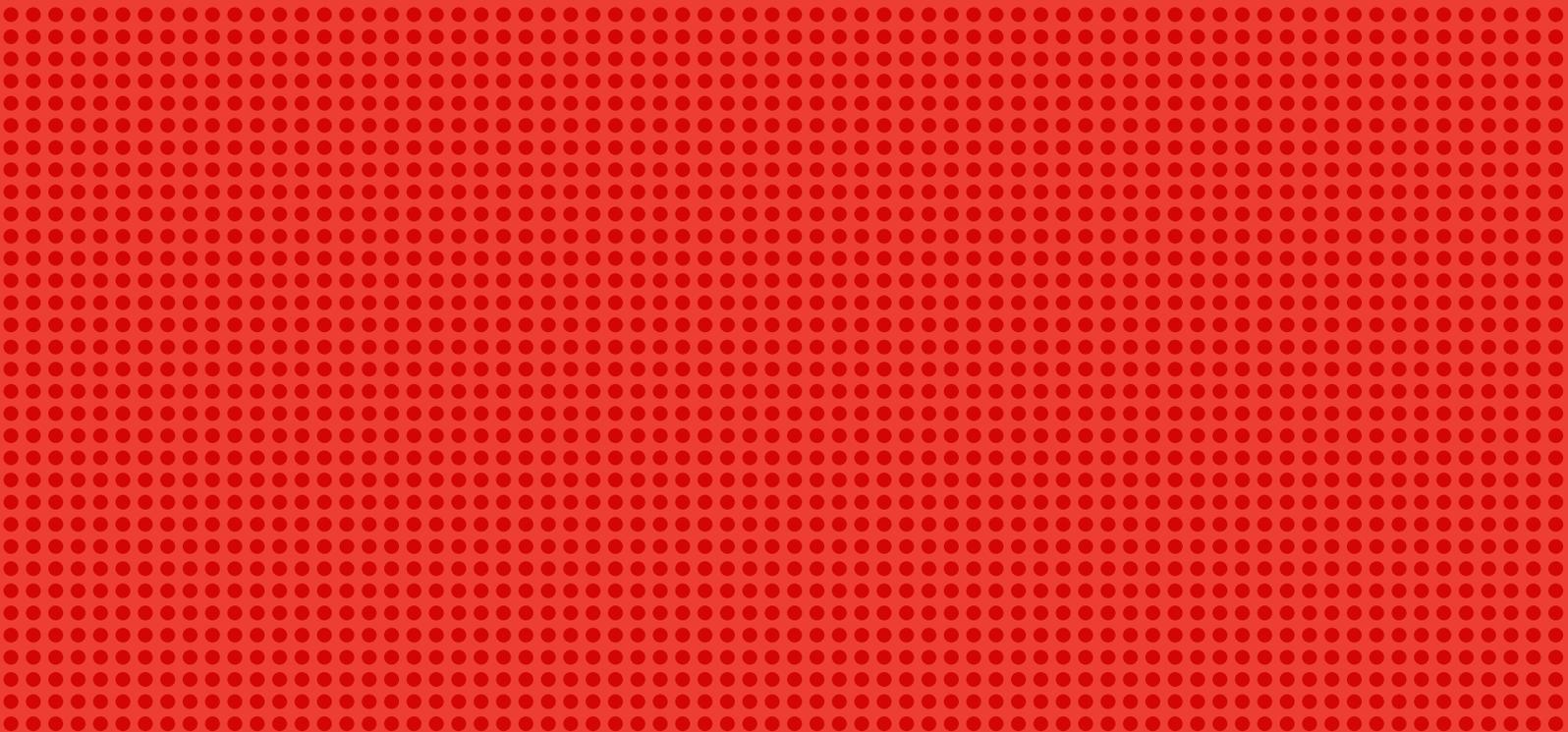
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The Expert Council for Integration has dedicated itself to different integration policy target groups over the years. The focus of this year's report is on women with a migrant background. They deserve special attention and specific support in terms of integration work for two reasons: On the one hand, they are important multipliers, particularly in their families and in their own ethnic cultural communities. On the other hand, they require special attention because they tend not to be integrated as effectively as men from a structural point of view, particularly in terms of (higher) education, earned income and the labour market. These trends are especially clear in the integration monitoring, which was introduced in 2017 following adoption of the Integration Act (§21 of the Integration Act).

General integration developments are outlined initially below in individual chapters using the monitoring data; the focus is then directed at women and any special features as relevant. The data not only provide an evidence-based presentation of the status quo, but also serve as the basis for further deduction related to integration policy (Analysis and assessment section) and therefore for planning future integration work.



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Integration
of women
with a migrant
background

Immigration to the EU28 by immigration reason*

Asylum applications Family Education Work

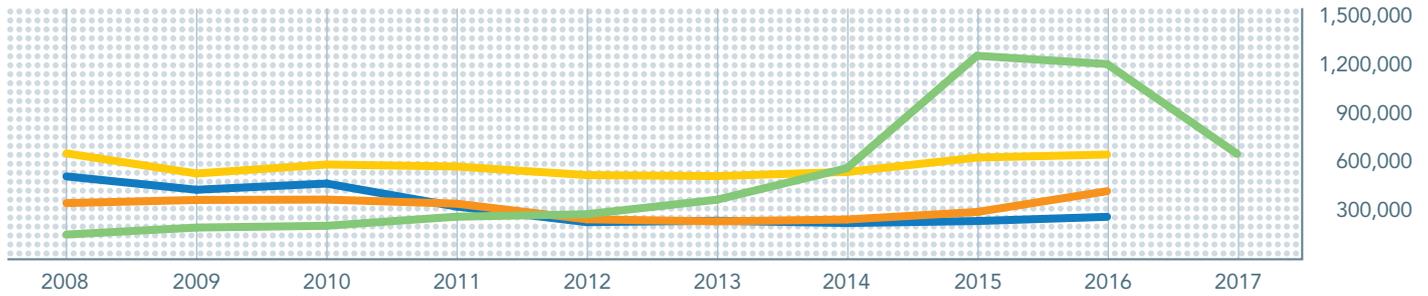


Fig. 1.1.1 / * Explanation of "Family" as an immigration reason: this category mainly includes newly married spouses who move to join their partners living in the EU (and who were usually also born here) on the occasion of the marriage. In a limited number of cases, these are spouses and/or minor children of earlier immigrants. Data by immigration reasons "family", "education" and "work" for 2017 not yet available at the time of enquiry. Source: Eurostat (Asylum and first time asylum applicants by citizenship, age and sex); Annual aggregated data 2008 – 2017; Residence titles issued for the first time by reason for issue, period of validity and nationality 2008 – 2016). As at 1 August 2018; own presentation

IMMIGRATION, ASYLUM AND RESIDENCY

Number of asylum applications lodged – top 10 per 1,000 inhabitants, 2017



First-time asylum applications by sex in EU28 2008 – 2017

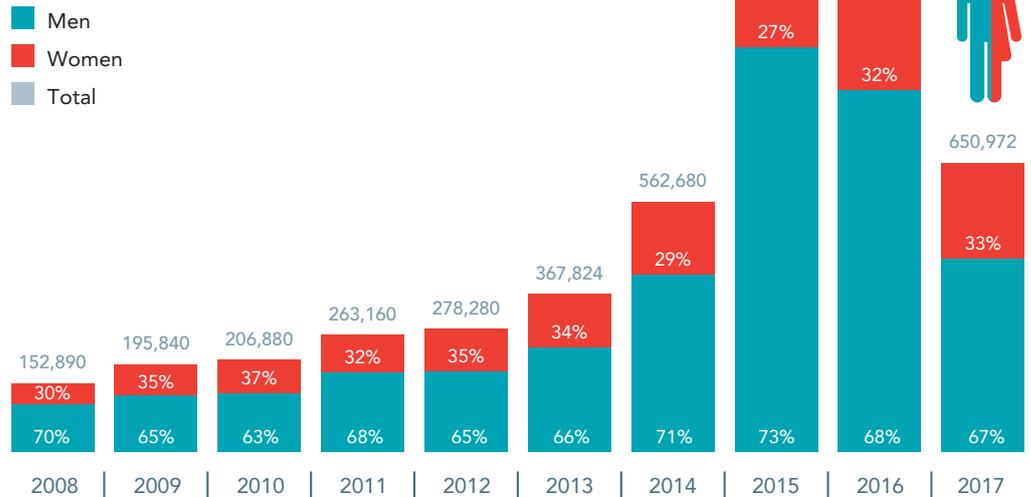
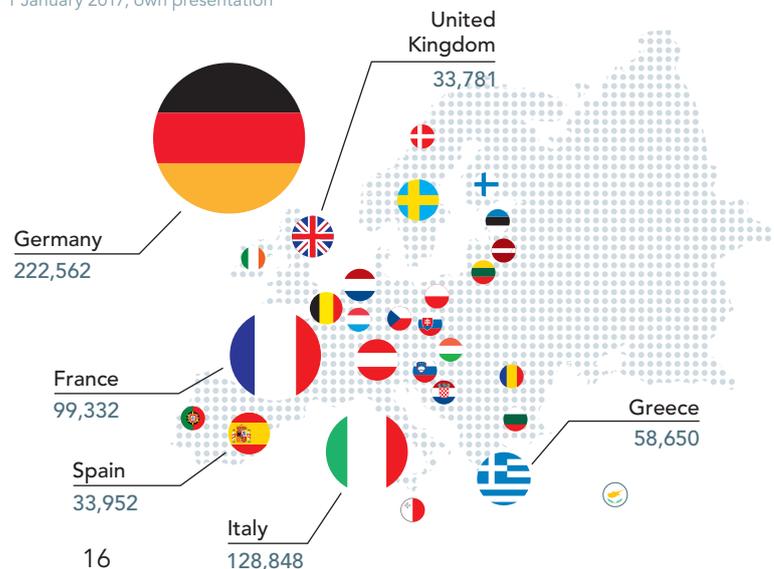


Fig. 1.1.3 / Source: Eurostat (Asylum and first time asylum applicants). As at 1 August 2018; own presentation

Fig. 1.1.2 / Source: Eurostat (Asylum and first time asylum applicants). As at 1 August 2018; BMI (asylum statistics 2017); Population on 1 January 2017; own presentation



Number of asylum applications lodged (EU28) 2017

Sweden	26,327	Ireland	2,930
Austria	24,735	Luxembourg	2,432
Belgium	18,342	Malta	1,839
Netherlands	18,212	Portugal	1,752
Poland	5,045	Slovenia	1,475
Finland	4,992	Czechia	1,445
Romania	4,817	Croatia	976
Cyprus	4,598	Lithuania	543
Bulgaria	3,697	Latvia	357
Hungary	3,392	Estonia	191
Denmark	3,220	Slovakia	161

Fig. 1.1.4 / Source: Eurostat (Asylum and first time asylum applicants). As at 1 August 2018; BMI (asylum statistics 2017); own presentation

Number of asylum applications in Austria 1999–2017

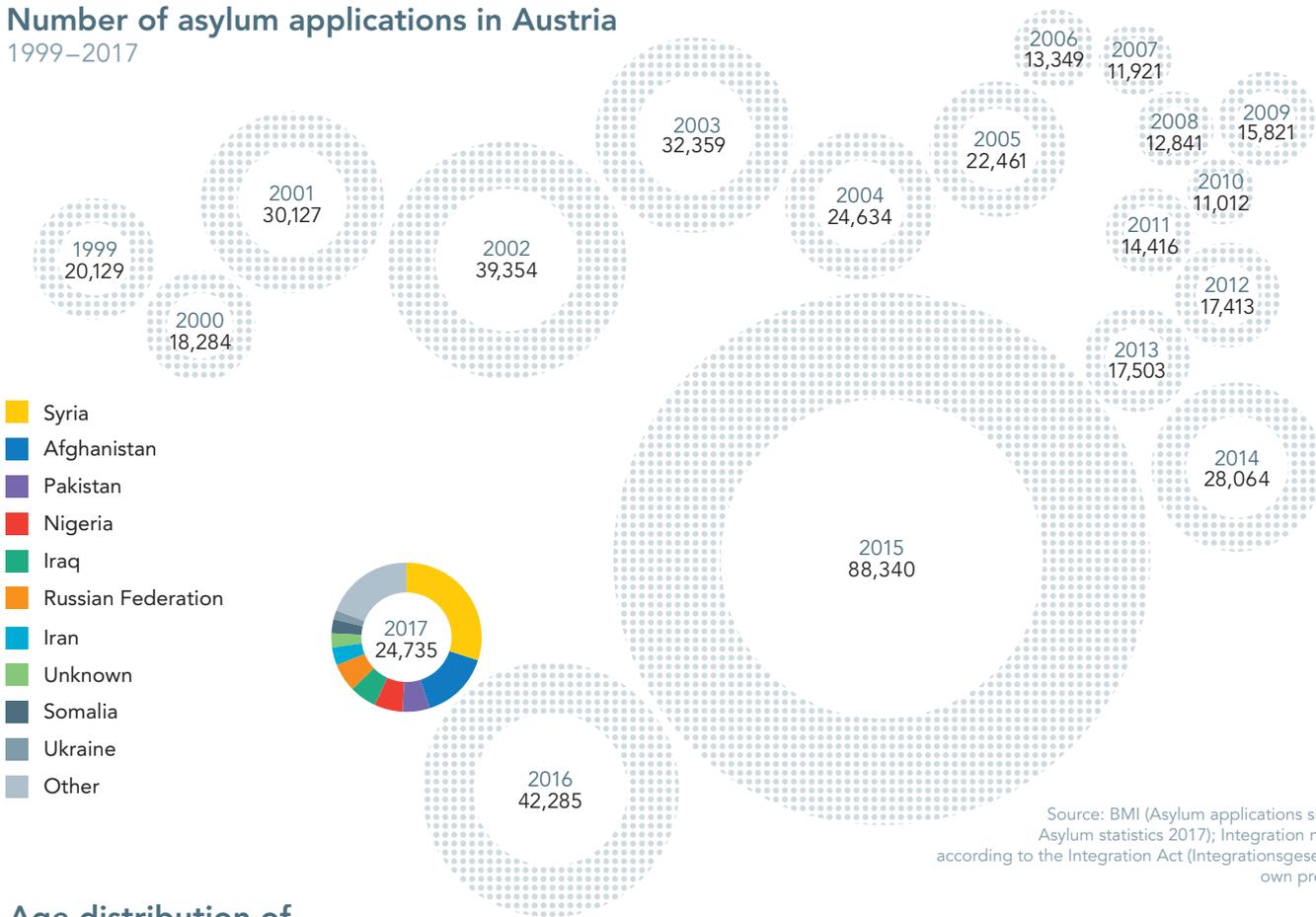


Fig. 1.1.5
Source: BMI (Asylum applications since 1999; Asylum statistics 2017); Integration monitoring according to the Integration Act (Integrationsgesetz – IntG); own presentation

Age distribution of asylum seekers in Austria 2017

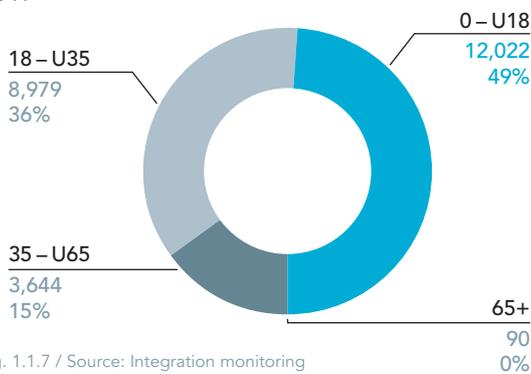


Fig. 1.1.7 / Source: Integration monitoring according to the Integration Act; own presentation

Development of foreign resident population in Austria 1961 – 1 January 2018

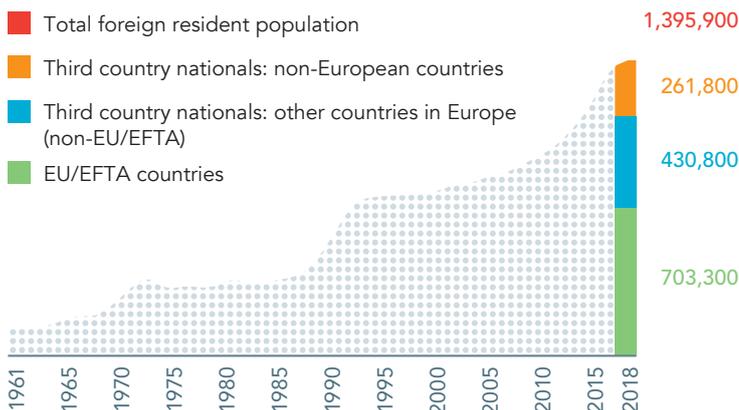


Fig. 1.1.8 / Source: Statistics Austria (2018), Population statistics (annual average); foreign resident population on 1 Jan. 2018; own presentation

Immigration to Austria by citizenship of immigrants 2013–2017

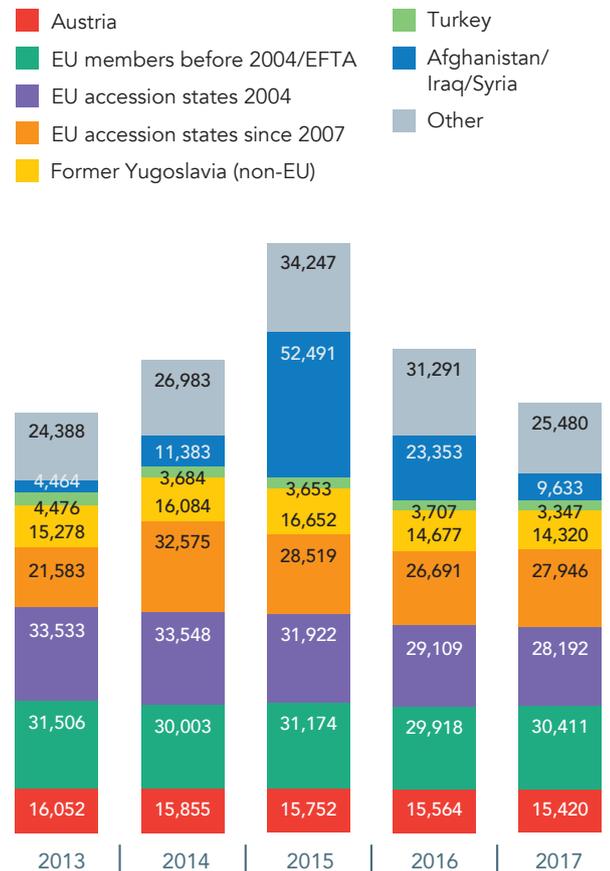


Fig. 1.1.6 / Source: Statistics Austria (2018), External migrations (2013–2017); own presentation

1.1 IMMIGRATION, ASYLUM AND RESIDENCY

1.1.1 General developments

Regular and irregular immigration to the European Union

In recent times, between 2.1 and 2.6 million people have migrated to the countries of the European Union (EU) from non-EU countries every year; only in 2015 and 2016 was the number significantly higher (2016: approximately 3.3 million).¹ On top of this, between 1.1 and 1.4 million EU citizens relocated in the course of a single year to another EU Member State either for an extended period or permanently.²

Family reunification and labour migration of third country nationals are regularly the main reasons for immigration to the EU – with the annual number of labour migrants more than halving between 2008 and 2016. In contrast, the number of people who moved from abroad to be with their spouse living in the EU remained about the same over the period.³ In addition, there is the legal immigration of students and private persons who are able to support themselves independently (Fig. 1.1.1).

An exception were the years 2014-2017, when the numbers of refugees and irregular migrants from the Middle East, Africa, West Asia and South Asia were not only well above the long-term average but also well above those for labour migration or family reunification (Fig. 1.1.1).

Among the new arrivals of third country nationals admitted as workers, the proportion of women was one third (2016: 33%); among those who came in the context of family reunification (usually newly married to a person living in the EU), women were somewhat in the majority (2016: 58%); among new arrivals of foreign students, the sex ratio was almost balanced (share of female students in 2016: 51%).⁴

A considerable number of the irregular immigrants arrived by boat across the Mediterranean: In 2014 mainly via Libya to Italy, in 2015 and up to May 2016 most frequently via Turkey to Greece and from there onwards to Central Europe. However, irregular immigration via Turkey from May 2016 and from Libya fell sharply from July 2017. Since mid-2016, most of the irregular migration was again from North Africa to Italy and recently more frequently via Morocco to Spain.⁵

Arrivals via Turkey and the Aegean to Greece who continued from there to Western and Northern Europe were initially dominated by male asylum seekers. A second phase saw the share of women and children rise to more than half. In contrast, women form only a relatively small minority among those who arrived in Italy and Spain from North Africa via the central and western Mediterranean.⁶

¹ Total of (a) initial residence titles granted for a period of 12 and more months and (b) first-time asylum applications; see Eurostat (2017), *New high in first residence permits issued in the EU Member States in 2016*, Press Release 174/2017.

² Fries-Tersch, Elena et al. (2018), *2017 Annual Report on intra-EU Labour Mobility. Final Report January 2018*.

³ At present, family reunification affects only a minority of the cases involving the classic reunification of spouses and children of "first immigrants" who immigrated to an EU state at an earlier point in time. This group also includes the family reunification of relatives of recognised refugees. Much more frequent today, however, is the influx of persons for the purpose of marriage, which is also registered as "family reunification". This concerns couples where one partner lives or was born in an EU state.

⁴ Disclosed by Eurostat on 20.6.2018.

⁵ UNHCR (2018), *Refugees Operational Data Portal. Mediterranean Situation*.

⁶ UNHCR (2018), *Refugees Operational Data Portal. Mediterranean Situation*; Shreeves, Rosamund (2016), *Gender aspects of migration and asylum in the EU: An overview*.

At the beginning of 2017, a total of 57 million people were living outside their country of birth in the EU Member States. Among them were 20 million (35%) who were born within the EU28 and 9 million from other European countries (16%).⁷ The majority of the remaining approx. 50% came from Asia/Middle East (12 million), Africa (9 million) and from Latin America/Caribbean (5 million) (Fig. 1.1.9).

Immigration to Austria

Since 2001, more than 100,000⁸ people have migrated annually to Austria for the first time each year. In the overwhelming majority of cases, these were foreign nationals. In the period from 2013 to 2017, annual gross immigration was over 150,000 people. The year with the highest gross immigration was 2015 with 214,000 people. In 2017, this fell compared to previous years to 154,700 people, returning to the level of 2013 (Fig. 1.1.6).

On the one hand, the above-average immigration from EU and non-EU countries reflects the considerable influx of asylum seekers, in particular in the years 2014-2016 (Fig. 1.1.6): clearly visible by the immigration of people of Syrian, Afghan and Iraqi origin. On the other, it reflects the considerable EU immigration to Austria from Germany as well as from neighbouring states in Eastern and South-eastern Europe which joined the EU in 2004 and 2007. Their EU citizens acquired full access to the Austrian labour market in 2011 and 2014, which boosted the influx.

The main EU countries of origin for immigration to Austria in 2017 were Romania (17,900), Germany (16,200) and Hungary (13,100). The list of non-EU states was topped by Serbia (7,200) and Syria (6,700).⁹

Austria's total population varies according to the difference between births and deaths as well as between immigration and emigration (migration balance or net immigration). Despite a notable level of emigration from Austria, this balance between 2001 and 2011 was approx. +17,000 to +51,000 people per year, after which it began to rise. 2015 experienced the highest figure of +113,000 since the migration balance was first statistically recorded in 1961. In 2017, the balance was just +45,000 people, making it roughly the same as the average for the last 10 years (Fig. 1.1.10). However, the respective integration requirement is measured – alongside other factors – not by the balance but by the gross influx; in particular, by the number of those who settle for a medium to long period in Austria or obtain the right to reside here. In the case of people with Austrian citizenship, the migration balance is negative because more Austrians move abroad each year (2017: 20,600) than return from there (2017: 15,400) (Fig. 1.1.6, 1.1.10).

Immigrant population by origin (EU28)

2017, in millions

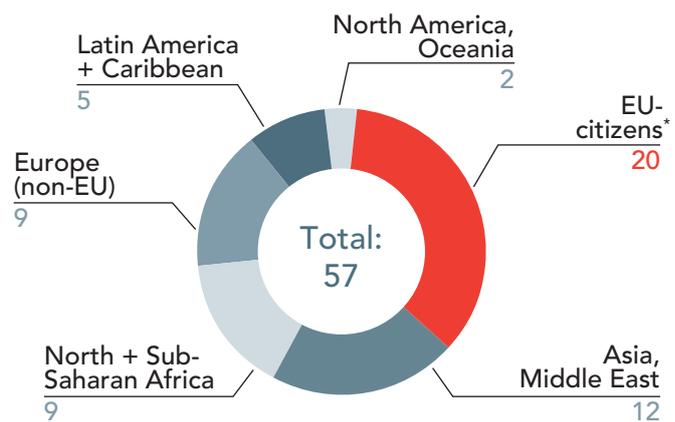


Fig. 1.1.9

* Due to the free movement of persons. Source: Eurostat (population born abroad by continent of origin in EU28); own presentation

⁷ Including Turkey.

⁸ Exception 2006: 98,500 people.

⁹ Statistics Austria (2018), Migrations.

Austria's migration balance with foreign countries 2013 – 2017

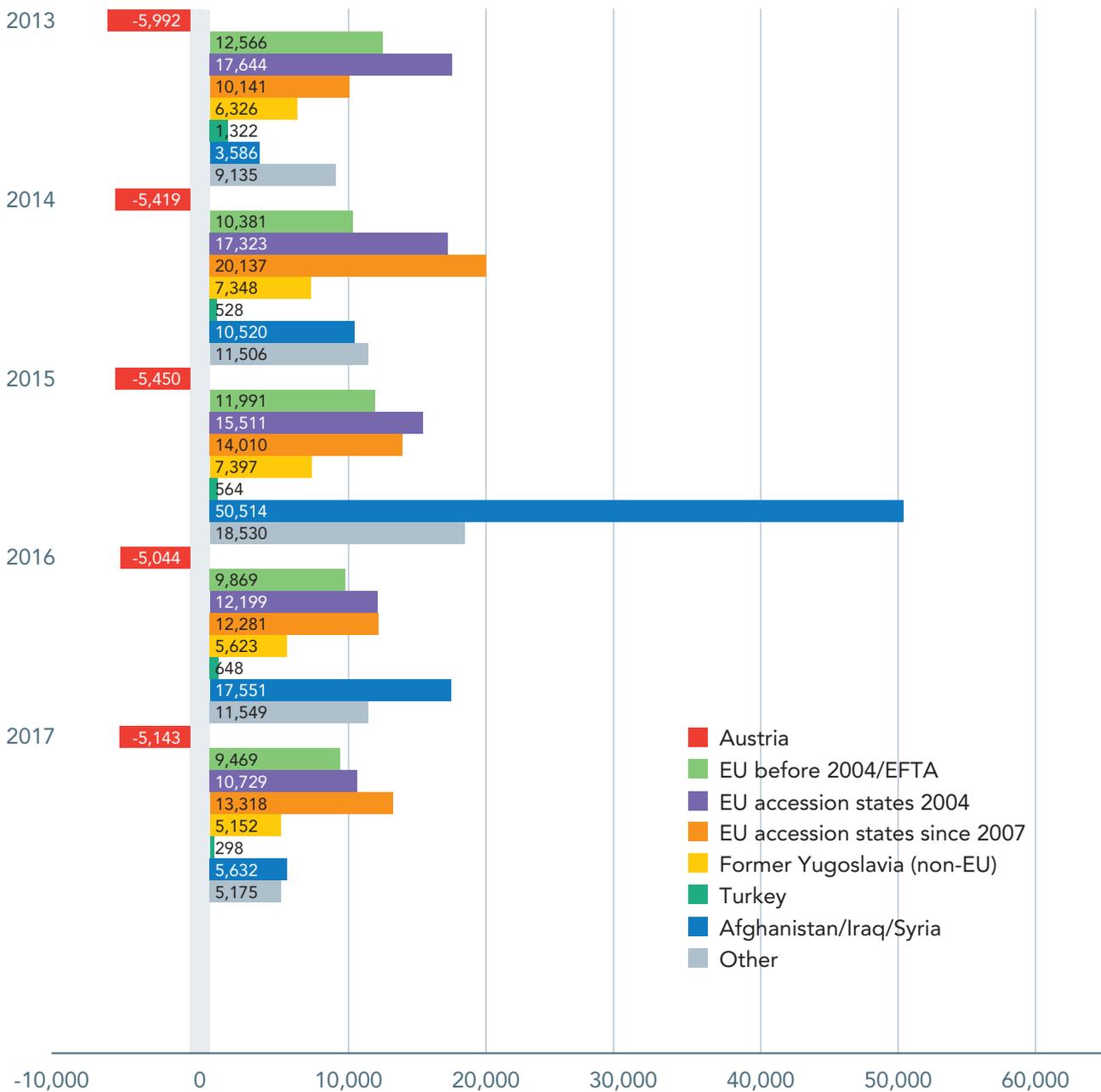


Fig. 1.1.10

Source: Statistics Austria (2018), External migrations (2013–2017); own presentation

The high level of immigration is causing a sharp rise in the percentage of people in the Austrian population who were born abroad. At the beginning of 2018, there were 1,697,000 people living in Austria who were born abroad (19.2% of the total population). Ten years previously, at the beginning of 2008, there were only 1,236,000 people (14.9%).¹⁰

¹⁰ Statistics Austria (2018), Population at the beginning of the years 2002–2018 detailed by citizenship.

At the beginning of 2018, 778,000 residents of Austria came from other EU/EFTA states (46%), 586,000 from other European states outside the EU and EFTA¹¹ (34%) and 333,000 from outside Europe (20%).¹²

The vast majority of immigrants living in the country are not in possession of Austrian citizenship. At the beginning of 2018, 1,396,000 foreign citizens were living in Austria (15.8% of the total population) (Fig. 1.1.8). Not all of them migrated here themselves. 206,300 people were children born to foreign parents in Austria and are therefore foreign citizens born in the country.

EU citizens who can support themselves are subject to the free movement of persons.¹³ All other legal immigrants require a residence title and, under certain conditions, an employment permit to be allowed to live and work in Austria. In 2017, the relevant authorities granted approximately 23,900 immigrants a residence title for the first time. If all residence titles granted in the last calendar year are taken in account (incl. extensions and changes of purpose), the total was 154,100 (Fig. 1.1.11).

Of particular interest in this regard are the special residence titles for highly qualified individuals and persons who perform shortage occupations (“Red-White-Red – Card”) and their family members (e.g. within the scope of the “Red-White-Red – Card Plus”). In the (highly) qualified segments, where 2,020 cards were issued in 2017, most residence titles were granted to Bosnian (444), Serbian (176) and Indian (164) citizens. Turkish citizens (64) came in tenth place (Fig. 1.1.12). By contrast, among those 57,655 people who received a “Red-White-Red – Card Plus”¹⁴ in 2017, Turkish citizens (13,099) still came ahead of those from Serbia (10,394) and Bosnia and Herzegovina (8,075) (Fig. 1.1.12).

Total number of residence titles issued to third country nationals in Austria

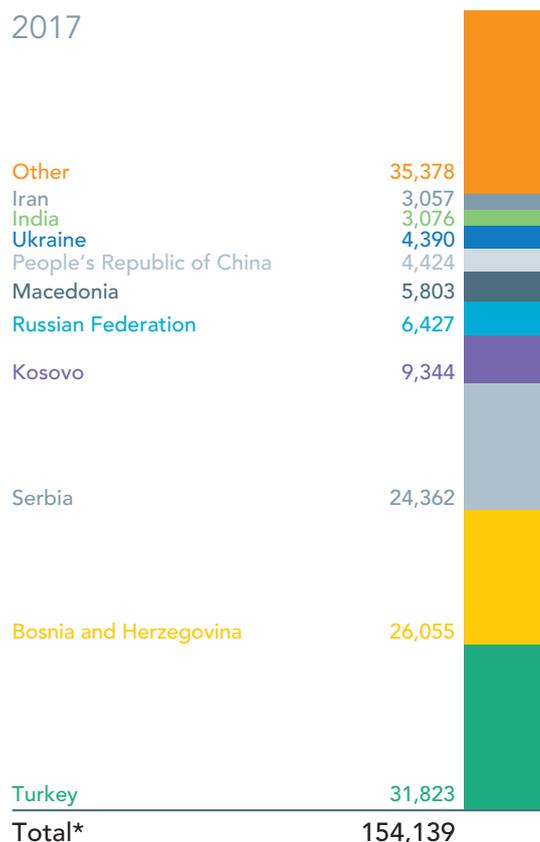


Fig. 1.1.11 / * Total of first-time approvals, extensions and changes of purpose. Source: Integration monitoring according to the Integration Act; own presentation

11 Including Turkey.

12 Statistics Austria (2018), Population at the beginning of 2018 detailed by country of birth.

13 Under Union law, EU citizens are entitled to reside in Austria for more than three months if they are working in Austria or have adequate resources to cover their needs. They must report their residency to the immigration authorities and obtain a confirmation of registration; after five years, they can apply for a certificate of permanent residence.

14 In this regard, it must be noted that the number of Red-White-Red – Card Plus holders is made up not only of the family members of the Red-White-Red – Card holders but, among others, also of the family members of the holders of a Blue Card and from people who convert from a Red-White-Red – Card or from a Blue Card to a Red-White-Red – Card Plus after two years. Other people who receive a Red-White-Red – Card Plus are, for example, family members of permanently resident foreign citizens as well as family members of researchers and, in special cases, employed workers. Scientists and researchers who held a “Settlement Permit” residence title for at least two years also receive the Red-White-Red – Card Plus residence title at the time of renewal. Viewed together, the broad-based target group of the Red-White-Red – Card explains the large and rapidly growing number of Red-White-Red – Card Plus holders. Both the Red-White-Red – Card and the Red-White-Red – Card Plus enable access to the labour market; in the case of the Red-White-Red – Card, this is limited to a specific employer and is valid for a maximum of two years, while the Red-White-Red – Card Plus enables self-employed and employed work that is not limited to a specific employer and can be renewed repeatedly.

Top 10 countries of origin of the applicants of Red-White-Red – Cards

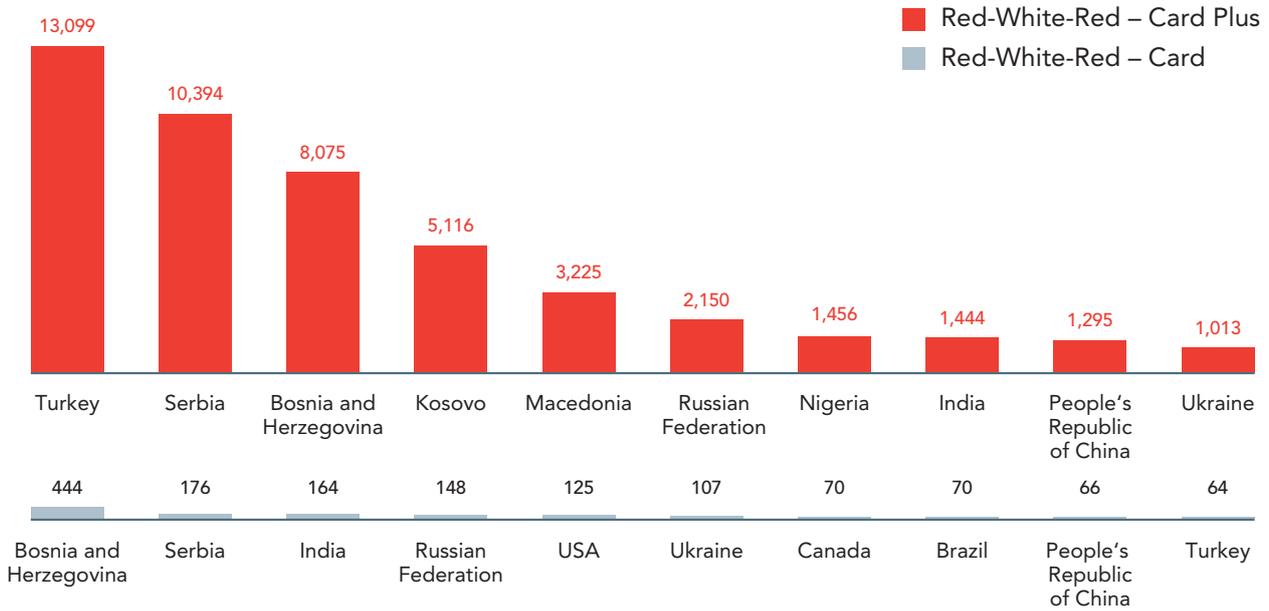


Fig. 1.1.12

Source: Integration monitoring according to the Integration Act; own presentation

Flight, asylum and irregular immigration in a European comparison

The number of newly arrived asylum seekers (initial applications) rose in the EU28 from less than 200,000 in the years before 2010 to 563,000 in 2014 and reached their maximum of approx. 1.2 million in 2015 and in 2016 (Fig. 1.1.1). Between July 2015 and September 2016, there were generally more than 100,000 initial applications per month in the EU28 (Fig. 1.1.13). In 2017, initial applications in the EU28 halved to 651,000 (Fig. 1.1.3). The decline from 2016 to 2017 was approximately 46%. In the first half of 2018, the number of asylum seekers also fell again compared to the previous year (Fig. 1.1.1 and 1.1.13).

Number of first-time asylum applications in EU28

January 2014 – June 2018



Fig. 1.1.13

Source: Eurostat (Asylum and first time asylum applicants). As at 1 August 2018; own presentation

Compared to 2015-2016, the majority of asylum seekers in 2017 and the first half of 2018 did not arrive irregularly in the EU via the Mediterranean Sea. Although 176,000 people arrived irregularly by boat across the Mediterranean in Greece, Italy or Spain in 2017, 651,000 people made an initial application for asylum in one of the EU Member States (Fig. 1.1.1 and 1.1.3). These also include asylum applications as part of family reunification, with arrival first taking place with an entry permit (visa), after which the application for international protection of the family members is checked. Also in the first half of 2018, there were far more asylum applications than irregular arrivals in the EU28 in Europe's Mediterranean countries and in the Balkans. About one third of all applications were lodged by women and female minors.

In total, asylum seekers accounted for around one half of total immigration to the EU in 2015 and 2016 and around one quarter in 2017. In 2017, asylum seekers in most countries of Europe made up only a small part of total immigration compared to 2015 and 2016, while family reunifications and labour migration were responsible for a larger share. This trend is continuing in 2018. Exceptions are countries such as Italy, Greece and Cyprus, where asylum seekers continue to dominate the picture.

In 2017, Syria continued to be by far the most important country of origin for asylum seekers in Europe (EU28: 105,000 initial applications), followed by Iraq (52,000) and Afghanistan (48,000). The main African countries of origin for asylum seekers were Nigeria (41,000), Eritrea (25,000) and Guinea (18,000) (Fig. 1.1.14).

Asylum seekers' main countries of origin (EU28)

2017



Fig. 1.1.14

Source: Eurostat (Asylum applications). As at 1 August 2018; own presentation

The three main countries of origin therefore remained unchanged compared to 2015 and 2016. However, their share of all initial applications lodged in the EU declined (Syria 2017: 16%, 2016: 27%, Iraq 2017: 7%, 2016: 10%, Afghanistan 2017: 7%, 2016: 15%). Not in absolute numbers, but relative to the total of all asylum seekers, applications submitted by people from Africa gained in weight (Fig. 1.1.14).

In the years since 2014, asylum seekers have expressed a clear preference for only a small number of destination countries in Europe. Direct access to states with open sea borders (in particular Spain, Greece, Italy) has not led to most asylum applications being lodged in these countries. A decisive role is played by the more attractive prospect of countries such as Germany, Austria, Swe-

den and Switzerland (a non-EU country). The latter may have to do with the expectation of higher wages, better welfare benefits and a greater level of receptiveness, in any case at the beginning of the migration movement; moreover, social networks of asylum seekers from Afghanistan, Iraq and Syria, which became established as a consequence of earlier waves of immigration, may also play a role in these destination countries.

The geographical dispersal of asylum applications within the EU was slightly greater in 2017 than in previous years. The biggest number of initial applications lodged in 2017 was in Germany, followed by Italy, France and Greece. Austria came in eighth place with 24,735 asylum applications (Fig. 1.1.4).

In general, the number of asylum seekers fell in 2017, but the numbers of initial applications did not move in the same direction across the whole of Europe. There were sharp declines in Germany, Bulgaria, Poland, Austria and Hungary, where far fewer people lodged an initial application for asylum in 2017 than in 2016. In contrast, the numbers of initial applications rose in France, Greece, Italy, Spain and Romania by a few thousand people per country in 2017 compared to 2016.¹⁵

The real reception performance of the individual countries can be better compared by looking at the number of applications in relation to the total population. This produces a slightly different picture. In 2015, Sweden took in the most asylum seekers in Europe on a per capita basis (16.7), followed by Austria (10.3) and Germany (5.9). In 2017, the list was topped by Greece and Cyprus with 5.4 asylum seekers per 1,000 residents each, followed by Luxembourg (4.1) and Malta (4.0). With 2.8 asylum applications per 1,000 residents, Austria was ranked fifth in 2017 and thus still among the top of the list in Europe, followed by Germany (2.7) and former leader Sweden (2.6) (Fig. 1.1.2).

In terms of accepted asylum applications per capita of the population, Austria was well ahead of the other EU/EFTA states in 2017. With 237 accepted asylum applications per 100,000 residents, Austria was in first place, followed by Germany with 187, Luxembourg with 184 and Sweden with 152 per 100,000 residents (EU/EFTA average: 54).¹⁶ Compared to other states, Austria accepted asylum applications and granted refugees protection on an above-average number of occasions in 2017 relative to the population. On the one hand, the composition of the countries of origin of refugees is decisive for this because Austria has, for example, accepted many asylum seekers from Syria, for whom a reason for fleeing can often be proven. On the other hand, a range of different factors, such as personal reasons for fleeing and the situation in the countries of origin also play an important role. It cannot be conclusively determined whether differences also exist in the practice of the national asylum courts within the individual EU Member States.

Asylum applications in the EU are lodged much more frequently by men. Women accounted for only about one third of all applications (Fig. 1.1.3). Typical patterns can be ascertained: The beginning of a new refugee movement from a certain area or from a certain ethnic-cultural group usually involves the arrival of more men, e.g. following a shift in the centres of conflict. Once the residence of these male asylum seekers in the EU has stabilised to a certain extent, more women and children tend to follow or wait for legal immigration as part of family reunification. This has also recently been the case: While the proportion of female asylum seekers in the EU Member States was 29.2% and 27.4% in 2014 and 2015 respectively, it rose to 33.1% by 2017. The respective region and culture of origin also influences the proportion of women. In 2017, this was only 27.2% (2016: 28.2%) among asylum seekers from Afghanistan, while among those from Syria it was 47.0% (2016: 38.3%) and among those from Iraq 40.8% (2016: 38.3%).

¹⁵ UNHCR (2018), *The World in Numbers*.

¹⁶ *Statistics Austria (2018), migration & integration. zahlen. daten. indikatoren 2018, p. 39.*

Asylum application numbers in Austria

Since their peak in 2015 and 2016, the number of asylum applications Austria has fallen; 24,735 asylum applications were lodged in Austria in 2017 (Fig. 1.1.5). The last time the figure was around this level in Austria was in 2004. At that time, the first wave of refugees from Afghanistan and the influx from Chechnya had already exceeded their previous highs. Another reason for the declining figures was the 2004 relocation of the external Schengen border away from Austria to the southern and eastern borders of the neighbouring countries Slovakia, Slovenia and Hungary.

Despite the ongoing downward trend in the number of asylum applications in the first half of 2018, the monthly application numbers remain slightly above the average for the past 10 years.

Number of asylum applications in Austria

January 2014 – June 2018

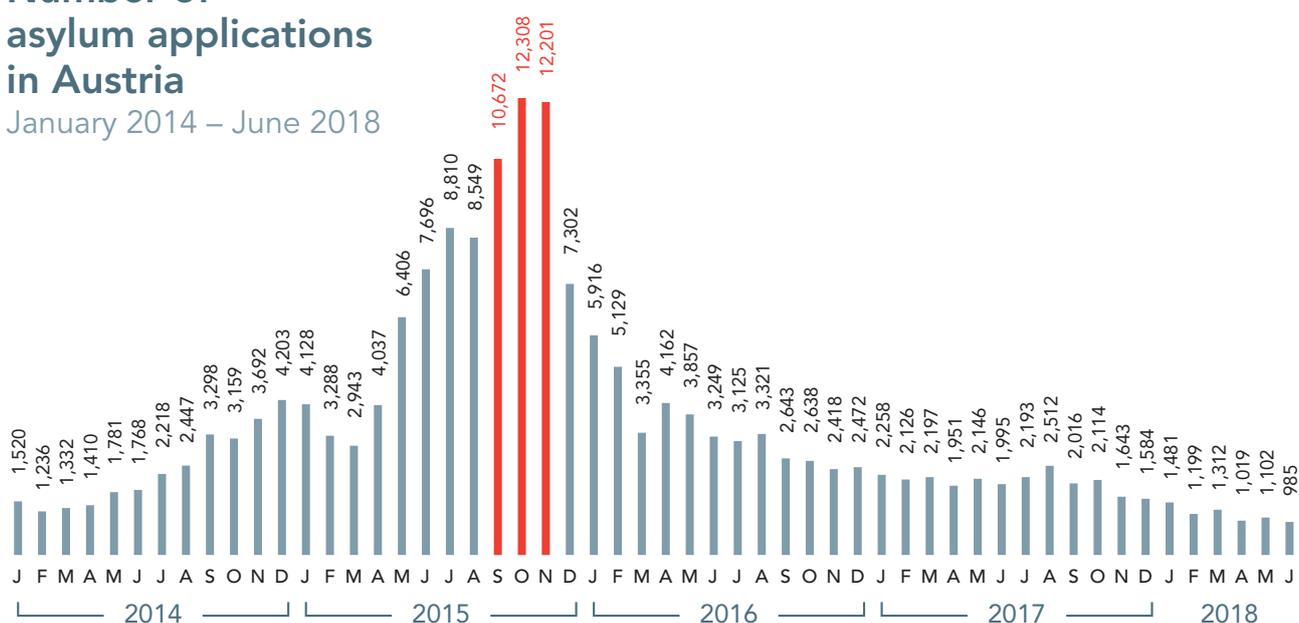


Fig. 1.1.15

Source: BMI (Asylum statistics 2014-2017; Preliminary asylum statistics June 2018); own presentation

There was a shift in the main countries of origin in 2017. While Afghanistan was clearly ahead of Syria as the leading country of origin in Austria in 2015 and 2016 – in contrast to the EU-wide average – the structure of asylum seekers’ origin in Austria in 2017 became more like the EU average (Fig. 1.1.16 and 1.1.17).

In Austria, Syria (for the first time since 2014) was the most important country of origin of asylum seekers in 2017 with 30% (2016: 21%; second place), followed by Afghanistan with 15% (2016: 28%; first place) and Pakistan with 6%. For the first time since 2015, Iraq is no longer in the group of the three most common countries of origin of asylum seekers in Austria; applications from Iraq (1,403) were in fifth place in 2017, behind Nigeria (1,405).

Main countries of origin of asylum seekers

Comparison EU28 – Austria, 2017

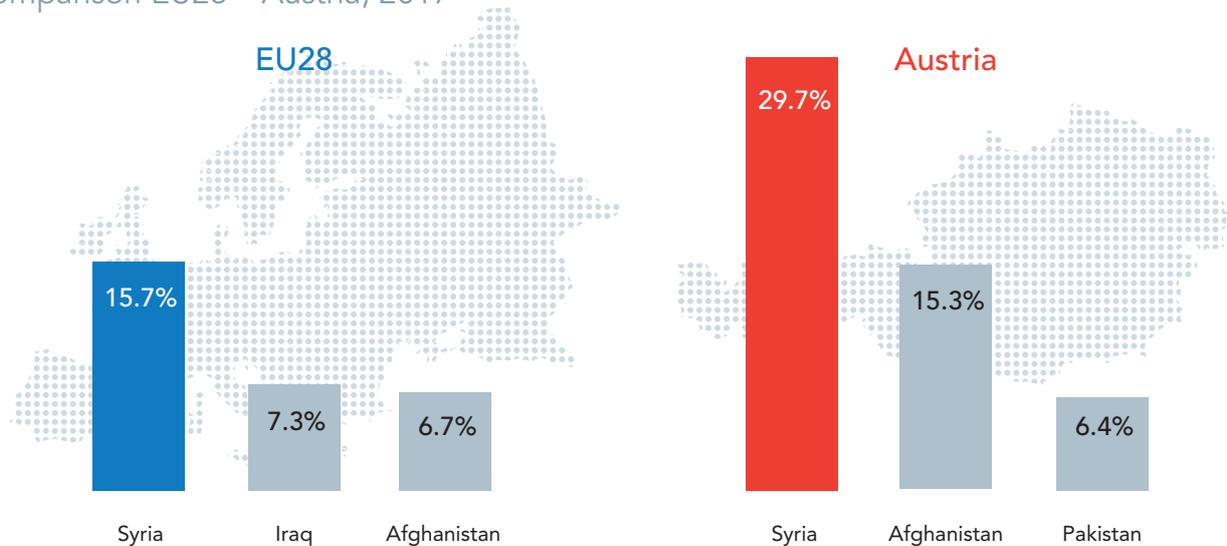


Fig. 1.1.16

Source: Eurostat (Asylum and first time asylum applicants). As at 1 August 2018; BMI (Asylum statistics 2017); Integration monitoring according to the Integration Act; own presentation

Demographics of asylum seekers in Austria

Asylum seekers are (like migrants overall) much younger on average than the population as a whole (Fig. 1.1.7). Around 85% of asylum seekers in 2017 were under 35 years of age. Almost half (12,022) of all asylum applications were lodged by (or for) people under 18 years of age. Among them were 1,352 asylum applications (5.5% of all applications) from unaccompanied minors. That was 65% fewer than in 2016. The main country of origin of these minors was Afghanistan. Despite rising percentages, only a minority (39%) of all asylum seekers were women and girls in 2017, with considerable origin-specific differences (see next chapter “Focus on women”).

Main countries of origin of asylum seekers in Austria

2017

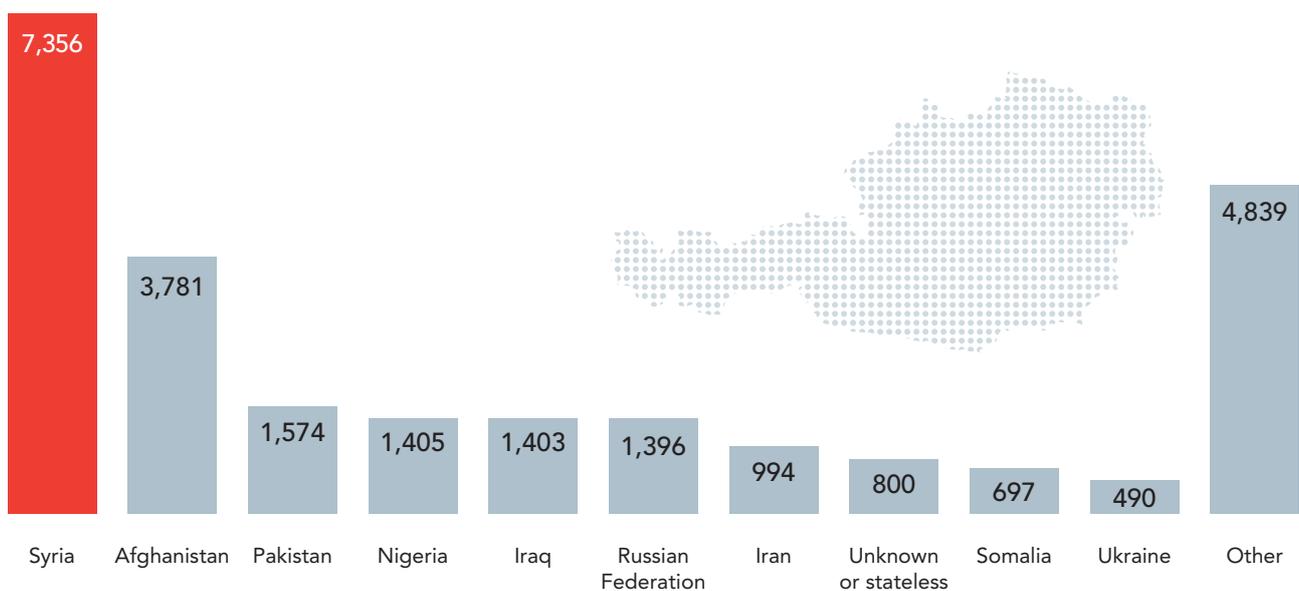


Fig. 1.1.17

Source: BMI (Asylum statistics 2017); own presentation

Decisions on international protection in Austria

Between 2006 and 2012 approximately 3,800 people were granted asylum and approximately 1,650 subsidiary protection in Austria on annual average. From 2013, there was a clear increase in positive asylum decisions in Austria (2016: 22,307; 2017: 21,767). From 2015 to 2017, the number of people granted subsidiary protection tripled (2015: 2,478; 2017: 7,081) (Fig. 1.1.18). In total, just over half (51%) of all decisions on international protection were legally positive in 2017. There was also an increase in negative decisions. Overall, the increase in all decisions in recent years has to do on the one hand with the larger influx of asylum seekers; on the other, the increase in the number of employees in the relevant authorities and courts may also play a role, which is why more cases were closed each year.

According to information from the Austrian Federal Office for Immigration and Asylum (BFA), asylum cases took on average 16.5 months to process in 2017, with the effect of the disproportionately high number of applications from 2015 still making itself felt. If only those asylum cases that were applied for and decided on after 1 July 2016 are taken into consideration, the average time taken to process a case in the first instance is 6.6 months. For safe countries of origin and states for which a fast-track system is in place, the average case in 2017 took 22.4 days to process (with 1,361 cases in total).

Decisions on international protection in Austria

2006 – 2017

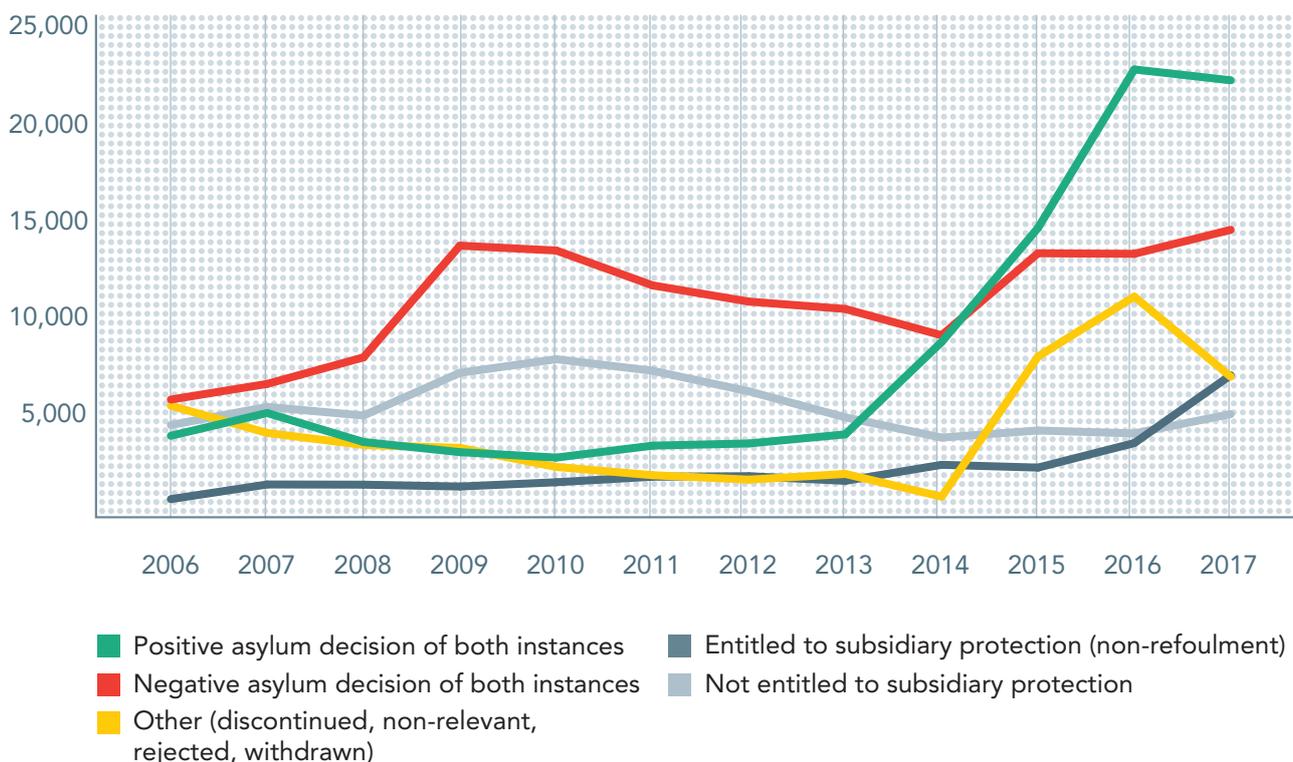


Fig. 1.1.18

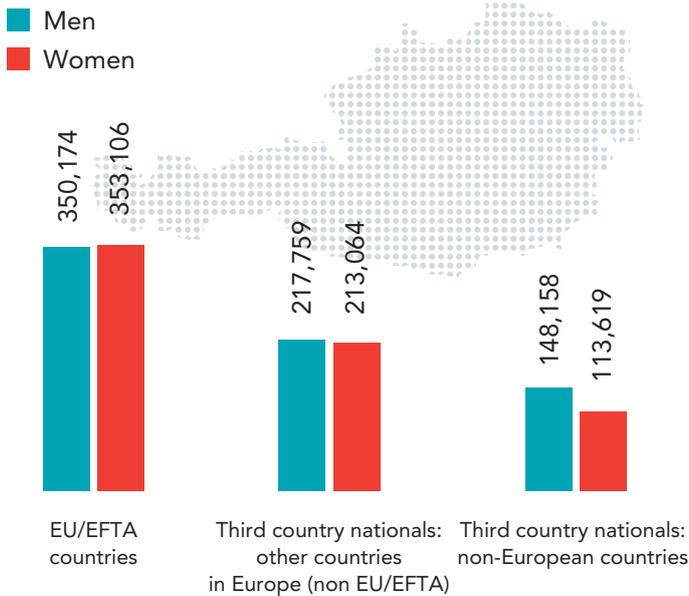
Source: Integration monitoring according to the Integration Act; BMI (Asylum statistics 2006 – 2017); own presentation

1.1.2 Focus on women

An analysis of the available data by gender makes it clear that different sex ratios can be established depending both on the reason for immigration and on the residence title. The distribution by sex among the previously settled foreign population is also very different given the different origins.

Foreign resident population in Austria by sex

Total: 1,395,880



Among the foreign resident population of European origin, there are hardly any differences in the sex ratio, neither for EU states nor for third country nationals from European countries. In contrast to this, fewer female than male third country nationals from non-European countries live in Austria (35,000 fewer women than men, Fig. 1.1.19). However, there are slightly more women among new arrivals in Austria coming from the EU.

The ratio of men to women among the granted residence titles in 2017 is relatively balanced for all categories of residence. Only in the (highly) qualified immigration, i.e. Red-White-Red – Cards and Blue Cards EU, are women clearly under-represented approximately 30%.

Fig. 1.1.19

Source: Statistics Austria (2018), Population on 1 Jan. 2018 by citizenship; own presentation

Residence titles granted in Austria by sex 2017

Men (total: 73,792)
Women (total: 80,347)

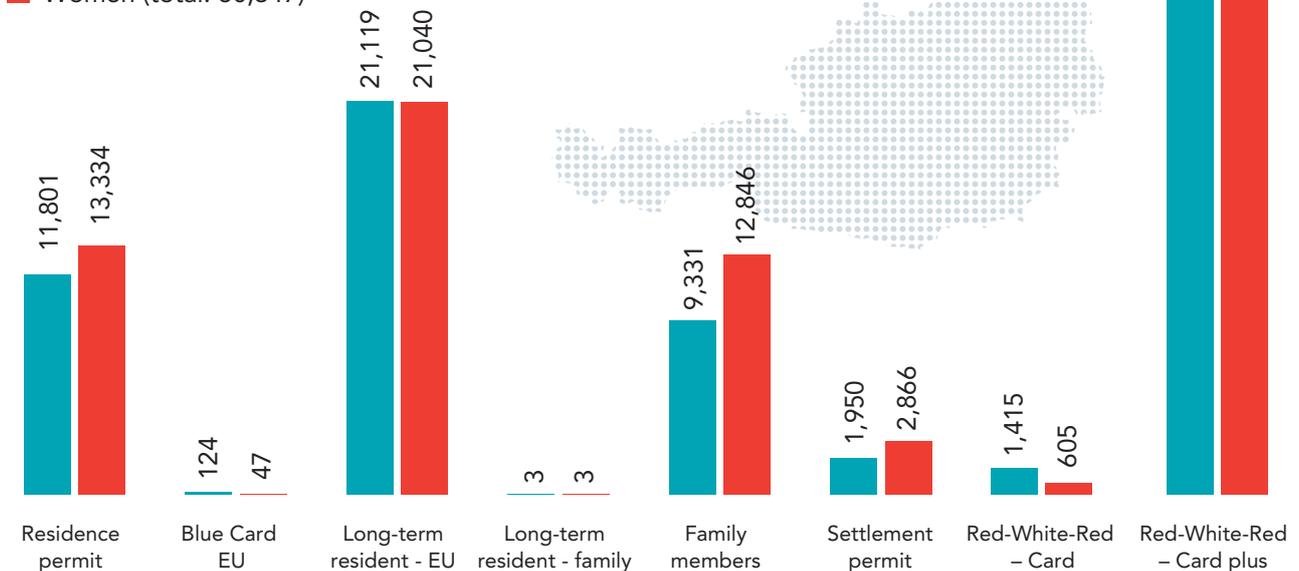


Fig. 1.1.20

Source: Integration monitoring according to the Integration Act; own presentation

However, more marked differences in the distribution between the sexes can be discerned in the area of asylum migration (Fig. 1.1.22). In 2011-2014, in Austria as in the rest of the EU, women accounted for only a relatively small minority (less than 30%) of all asylum seekers. By 2017, this share (with falling absolute numbers) rose to almost 40% as a result of family influx and family reunification.

However, origin plays a decisive role here. In 2017, women were in the majority among asylum seekers from Syria with 57% (absolute: 4,210 Syrian women). In the case of applications from Afghanistan, women made up only a minority (33%, 1,229 Afghan women); among asylum seekers from Pakistan, there were almost no women (2%, 39 Pakistani women).

Sex ratio among asylum seekers in Austria 2017

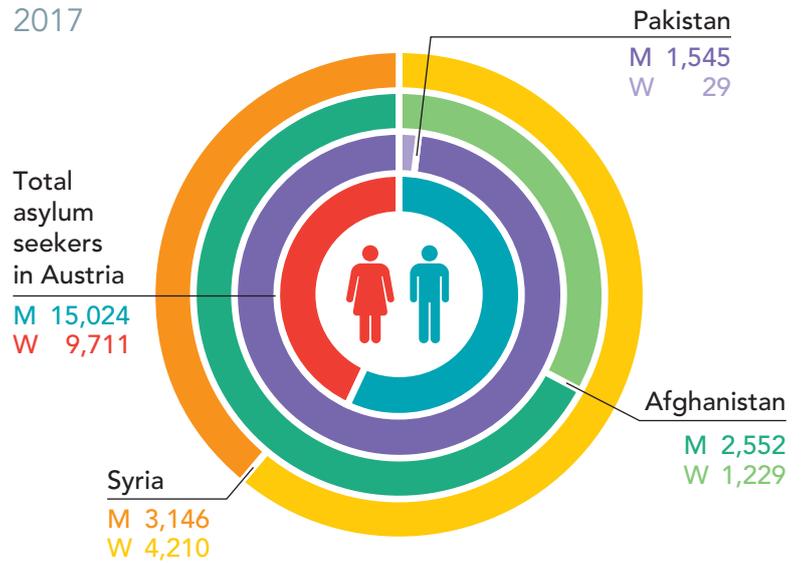


Fig. 1.1.21 Source: Integration monitoring according to the Integration Act; own presentation

Sex ratio among asylum seekers in Austria

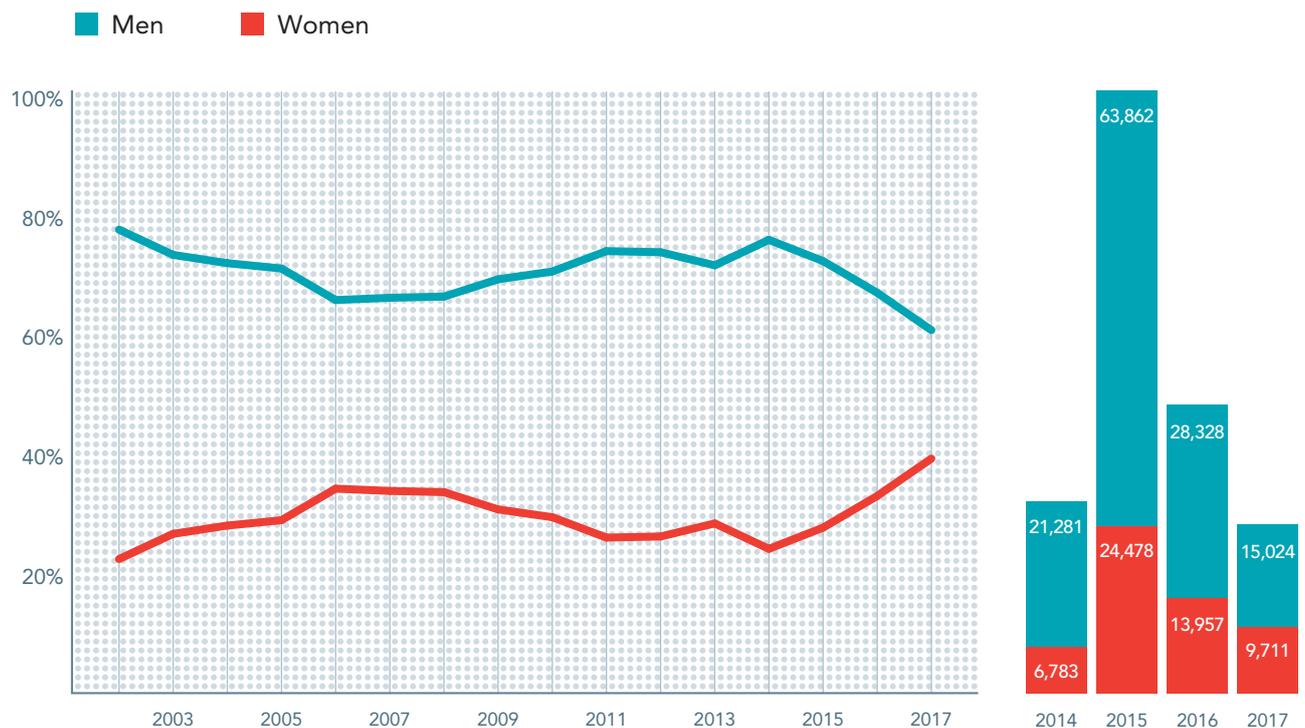


Fig. 1.1.22

Source: BMI (Asylum statistics 2002 – 2017); own presentation

There also are substantial differences between the sexes in the age structure of the asylum seekers. In 2017, 54% of female asylum seekers, but only 45% of male asylum seekers, were minors. At the same time, a slightly higher proportion of the female asylum seekers is between 35 and 65 years of age (17%; male asylum seekers: 13%; Fig. 1.1.23). Overall, the group of asylum seekers newly arrived in Austria is much younger than the average of the population without a migrant background.

Asylum seekers in Austria by age and sex 2017

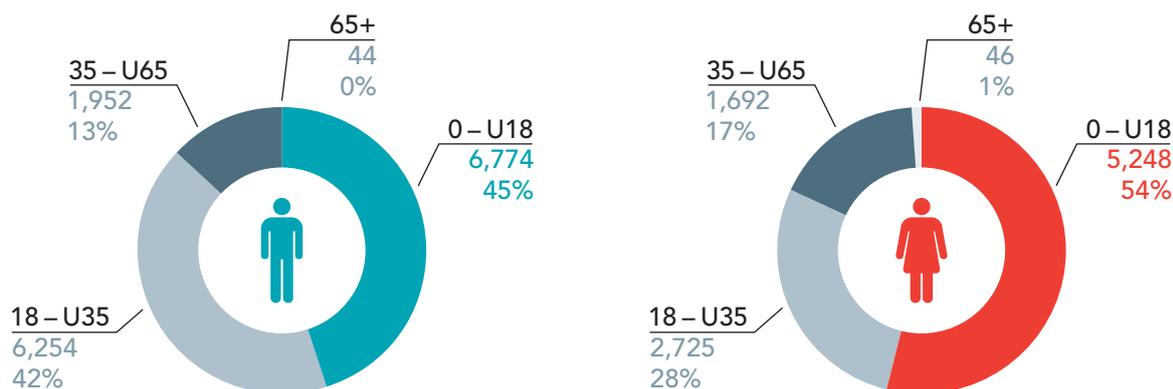


Fig. 1.1.23

Source: Integration monitoring according to the Integration Act; own presentation

1.1.3 Analysis and assessment from an integration policy perspective

Summary and assessment

Overall, there was a reduction in the absolute number of asylum applicants across the EU in 2017, even though a slight increase was recorded in a number of EU Member States, typically in states of first entry due to the Dublin system. Austria recorded a significant decrease in the number of asylum applications in 2017, but remains disproportionately affected relatively to the EU average and ranked fifth in the EU in 2017 for the number of asylum applications relative to the population. However, in terms of accepted asylum applications relative to the size of the population, Austria is right out in front in the EU/EFTA region with 237 accepted asylum applications per 100,000 inhabitants. Austria has thus accepted five times as many asylum applications as the EU/EFTA average of 54 accepted asylum applications per 100,000 inhabitants.

As at 1 January 2018, 1,697,000 people born abroad were living in Austria (19.2% of the total population), while in 2008 the number was only 1,236,000 people (14.9%). On the reporting date of 1 January 2018, the foreign population in Austria had grown to 15.8% (1 January 2017: 15.3%, 1 January 2008: 10%), with the proportion of immigrants from within Europe remaining high. In 2017, a reduction in net immigration to Austria to 44,630 people (2016: 64,676 people; 2015: 113,067 people) was recorded, which can be traced in particular to the significant fall in the number of asylum applications. Despite the declining trend, immigration remains above the long-term average.

As far as integration work is concerned, however, not only the number but also the demographic structure of the immigrants is of relevance. What is noticeable here is that the group of asylum seekers is much younger than the average for the population as a whole. There are also relevant developments with regard to the sex ratio: Overall, women are clearly over-represented in the area of family migration, but significantly under-represented in the area of qualified migration. At the same time, a clear rise in the number of female asylum applicants can be identified in 2017, which reflects family reunification with people entitled to asylum already resident in Austria.

Recommendations

The trouble spots and conflicts in the regions of refugee origin remain mostly unresolved. Despite the current decline in the number of asylum applications, Austria must continue to expect the migration of refugees, which in turn will have an impact on the country's integration work. In particular, the demographic trends in the countries of origin of asylum seekers must not be ignored as they point to rapid population growth in these regions and are related to high levels of unemployment and a lack of prospects, especially among young adults. It is therefore necessary to further strengthen support measures on the basis of best practices on the ground and to create prospects locally, e.g. through targeted interlinking of development cooperation and qualification measures for reintegration into the country of origin.

Since integration is a long-term process, the decline in the number of asylum applications contributes only to a limited extent to an easing of the situation in the area of integration policy. Even though far-reaching structural and legal measures have been put in place in the past two years, integrating the large number of asylum seekers and persons entitled to asylum or subsidiary protection, particularly those who arrived in 2015 and 2016, remains a challenge and will take time. As the following chapter shows, the effects of asylum migration of recent years can mainly be felt in the areas of education, the labour market and social assistance (Austrian needs-based minimum income system) and can also be seen in the context of overall immigration to Austria and demographic trends.¹⁷

On the one hand, the majority of asylum seekers in Austria and the EU are very young, meaning that educational and qualification measures in particular continue to be very important in the process of integrating persons entitled to asylum or subsidiary protection. On the other, special attention must be paid to family reunification with people entitled to asylum who are already resident in Austria. As presented in the final Chapter 1.5, women, and in particular women entitled to asylum or subsidiary protection who come to Austria for the purpose of family reunification,¹⁸ are faced with different challenges from other groups of migrants. For this target group, the goal must be to continue the targeted expansion of integration measures aimed specifically at women (e.g. through advanced courses for women within the scope of the values and orientation courses held by the Austrian Integration Fund, special qualification and mentoring programmes for women, etc.). In addition to providing offers and active support, participation should also be required in line with the principle of "promoting and demanding". The fact that women in particular benefit from this is demonstrated not least by the fact that since the Integration Act came into force, the proportion of women taking part in values and orientation courses has doubled with the introduction of mandatory measures.

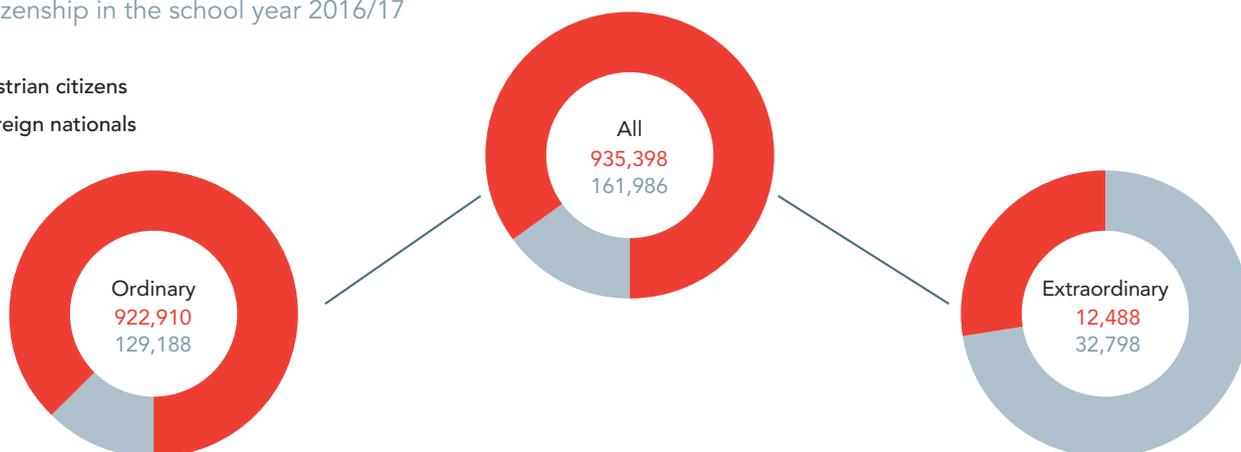
¹⁷ For an additional presentation of initial findings on the target group of persons entitled to asylum or subsidiary protection, see the Expert Council for Integration (2017), *Integration Report 2017*.

¹⁸ It is very difficult to predict the precise size of the target group involving reunification with family members. For an approximation, see the Expert Council for Integration (2017), *Integration Report 2017*, p. 38.

Pupils at all schools under the responsibility of the Austrian Federal Ministry of Education, Science and Research (BMBWF) *

by citizenship in the school year 2016/17

■ Austrian citizens
■ Foreign nationals



* The data disclosed by the Austrian Federal Ministry of Education, Science and Research (BMBWF) in the course of integration monitoring pursuant to Art. 21 (2) (5-8) IntG refer to schools under the responsibility of the BMBWF (private schools, agricultural and forestry schools as well as schools in health care do not fall under the responsibility of the BMBWF).
Fig. 1.2.1

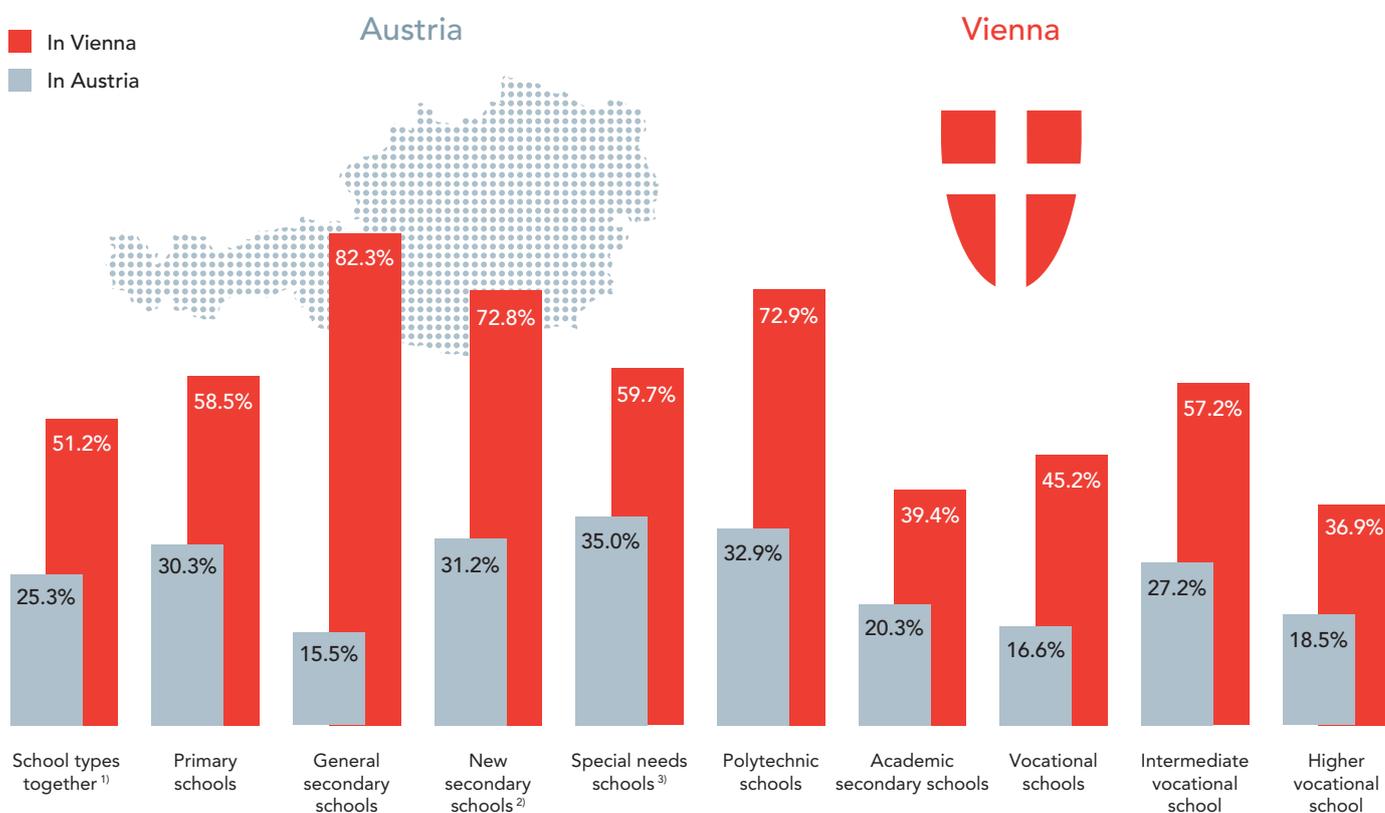
Source: Integration monitoring according to the Integration Act; own presentation

SCHOOL, EDUCATION AND APPRENTICESHIP

Percentage of pupils with non-German everyday language

in school year 2016/17 *

■ In Vienna
■ In Austria



* These data are based on the pupils' first indication of his/her characteristic "language(s) used in everyday life" within the framework of data collection for school statistics according to the Education Documentation Act (BildDokG), irrespective of whether German was also indicated as other language(s) used in everyday life.

- 1) Without schools and academies in health care. - 2) Without pilot project "new secondary" at academic secondary schools (AHS).

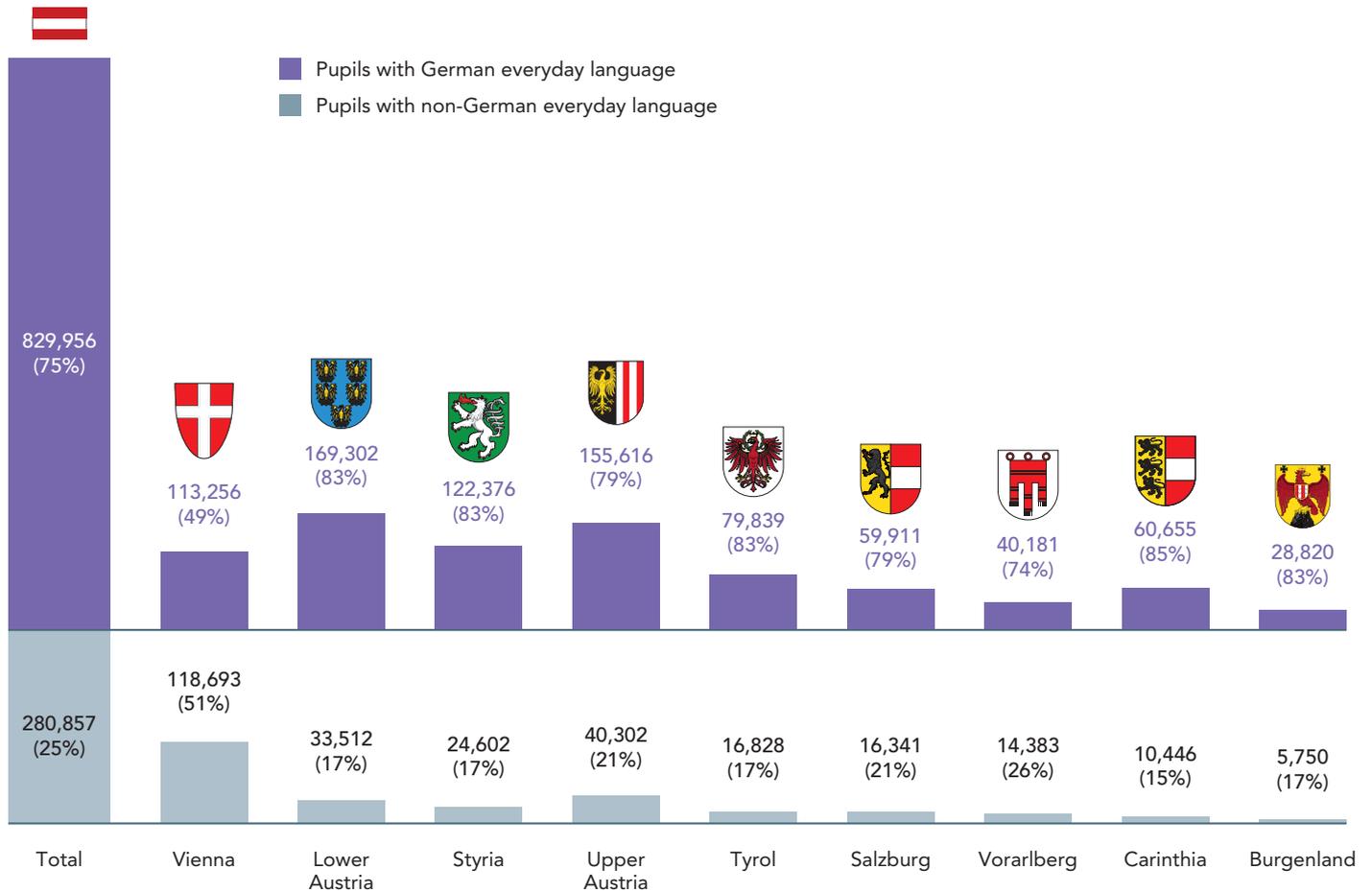
- 3) Including pupils who are taught in other schools according to the curriculum of the special needs schools.

Fig. 1.2.2

Source: Statistics Austria (Pupils with non-German everyday language); own presentation

Percentage of pupils with non-German everyday language

in school year 2016/17 in all types of schools *



* These data are based on the pupils' first indication of his/her characteristic "language(s) used in everyday life" within the framework of data collection for school statistics according to the Education Documentation Act (BildDokG), irrespective of whether German was also indicated as other language(s) used in everyday life.
 - Without schools and academies in health care. - Without pilot project "new secondary school" at academic secondary schools (AHS).
 - Including pupils who are taught in other schools according to the curriculum of the special school.

Source: Statistics Austria (Pupils with non-German everyday language); own presentation

Fig. 1.2.3

■ Not achieved
■ Partly achieved (Level 1)
■ Achieved (Level 2)
■ Exceeded (Level 3)

Educational standards in mathematics 2017 (8th grade)

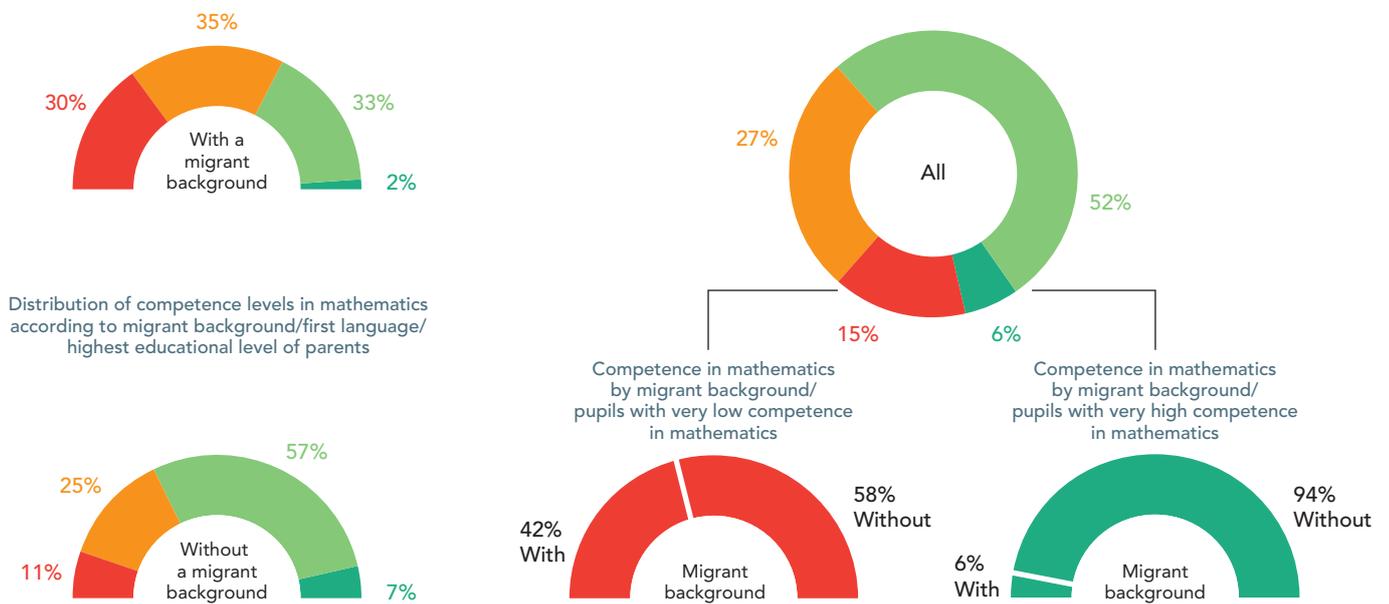


Fig. 1.2.4

Source: Schreiner, Claudia et al. (2018), Federal Results Report: Standard Review 2017 Mathematics 8th grade; own presentation

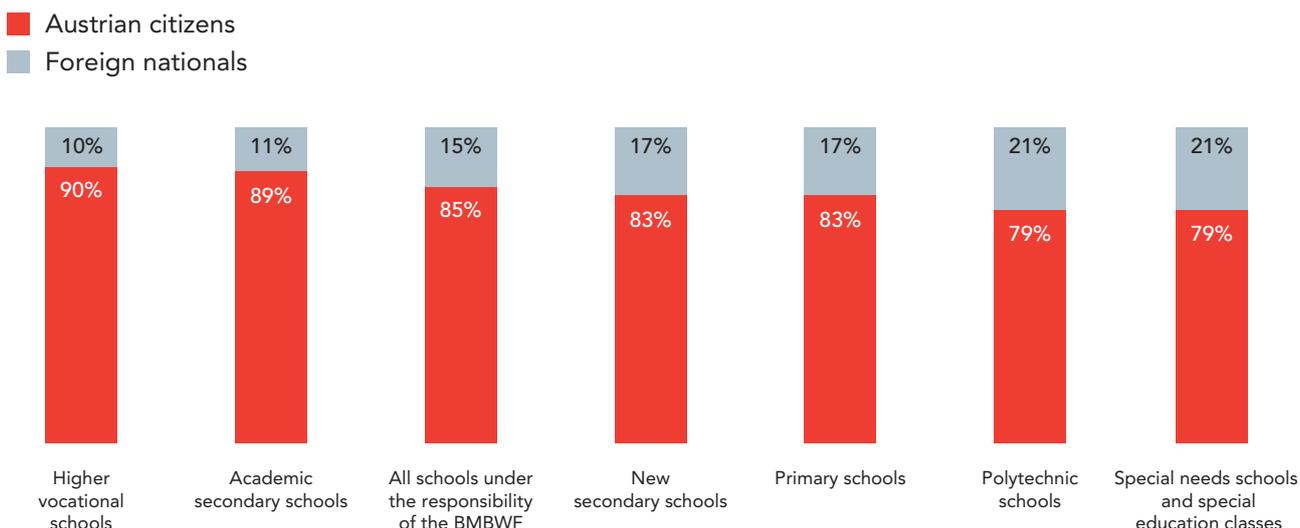
1.2 SCHOOL, EDUCATION AND APPRENTICESHIP

1.2.1 General developments

Education

In the school year 2016/17, there were around 1.1 million pupils in Austria¹⁹, of which approximately 15% held foreign citizenship (161,986 pupils). In percentage terms, special needs schools and polytechnic schools had the highest proportion of foreign nationals (one in five pupils), while higher schools had the lowest (academic secondary schools: 11%; higher vocational schools: 10%).

Pupils by nationality and selected type of school* in school year 2016/17



* The data of the integration monitoring according to the Integration Act do not allow any statements on the percentage of foreign pupils in secondary schools. Source: Integration monitoring according to the Integration Act; own presentation

Fig. 1.2.5

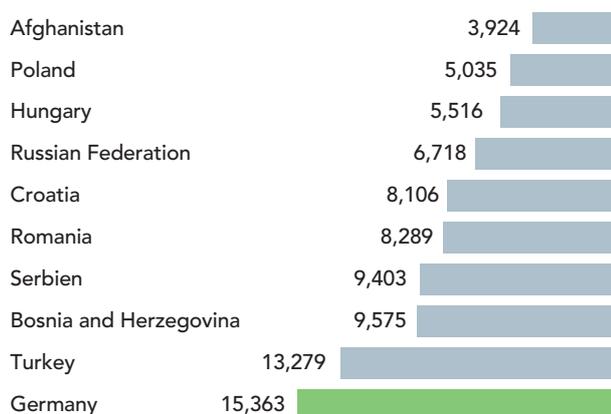
Not all pupils can follow the lessons in every subject because they may not yet have sufficient command of German as the language of instruction. In such cases, the school can assign the status “extraordinary student” (extraordinary status). As long as a child has extraordinary status, it will be graded only in those subjects in which it can perform positively. This status can be granted to a child for a maximum of two years. Schools receive funding in order to be able to offer additional support for children with extraordinary status. In Austria, there were 45,000 extraordinary pupils in school year 2016/17, or 4.1% of all pupils (4.3% of boys and 3.9% of girls). The majority or extraordinary pupils are foreign nationals, i.e. 32,800 (72.4%). The remaining 12,500 (27.6%) are Austrian citizens.

19 The data supplied by the Austrian Federal Ministry of Education, Science and Research (BMBWF) in the course of the integration monitoring pursuant to Art. 21 (2) (5-8) of the Integration Act refer to schools under the remit of the BMBWF (private schools, agricultural and forestry schools as well as schools in health care that do not fall under the remit of the BMBWF).

There are clear origin-specific differences in the distribution of ordinary and extraordinary pupils: It is not surprising to discover that most foreign extraordinary pupils come from the countries of origin Syria (5,582) and Afghanistan (4,451), followed at some distance by pupils from Romania (2,441), Turkey (2,111) and Iraq (1,609). In percentage terms, this means that 74% of all pupils with Syrian nationality have extraordinary status. Syrians therefore have the highest share of extraordinary pupils, followed by pupils from Iraq (66%), Afghanistan (53%) and Palestine (50%).

Top 10 foreign nationalities of pupils in school year 2016/2017

Ordinary pupils



Extraordinary pupils

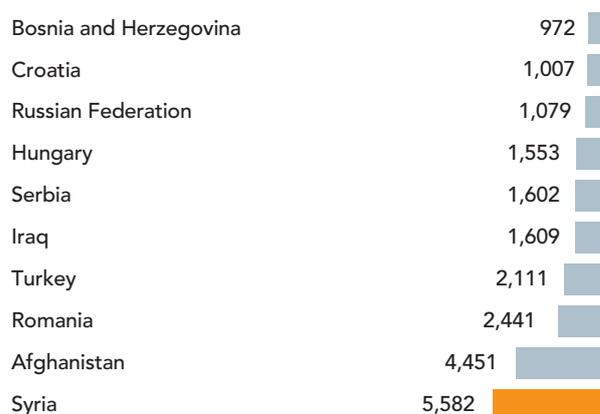


Fig. 1.2.6

Source: Integration monitoring according to the Integration Act; own presentation

Extraordinary pupils by nationality in school year 2016/2017

- Percentage of extraordinary pupils of all pupils of the respective nationality
- Total number of pupils by nationality

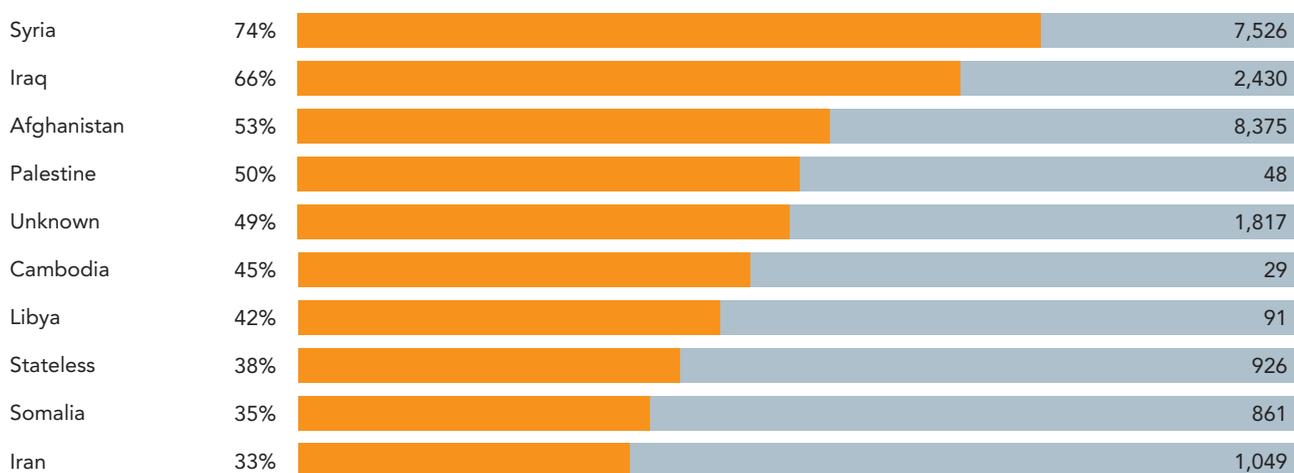


Fig. 1.2.7

Source: Integration monitoring according to the Integration Act; own presentation

However, from the perspective of integration and education policy, the nationality of the pupils is less relevant than other indicators such as the number of pupils who do not speak German in everyday life. These indicators are of practical significance, especially for everyday school life and lesson planning.

Number of migrants in Austrian schools relatively high

It is noticeable that Austria has an above-average number of pupils with a migrant background compared to other OECD countries. One in every five pupils in Austria has a migrant background as defined by Statistics Austria, i.e. both parents were born abroad (OECD average: 12.5%), regardless of which nationality (e.g. including Austrian) the pupils have. If those pupils with only one parent born abroad are included in the calculation, then almost one in three pupils in Austria has a migrant background (compared to the OECD average of 23.1%).

Pupils with a migrant background

PISA 2015; Test group: pupils aged 15 - 16

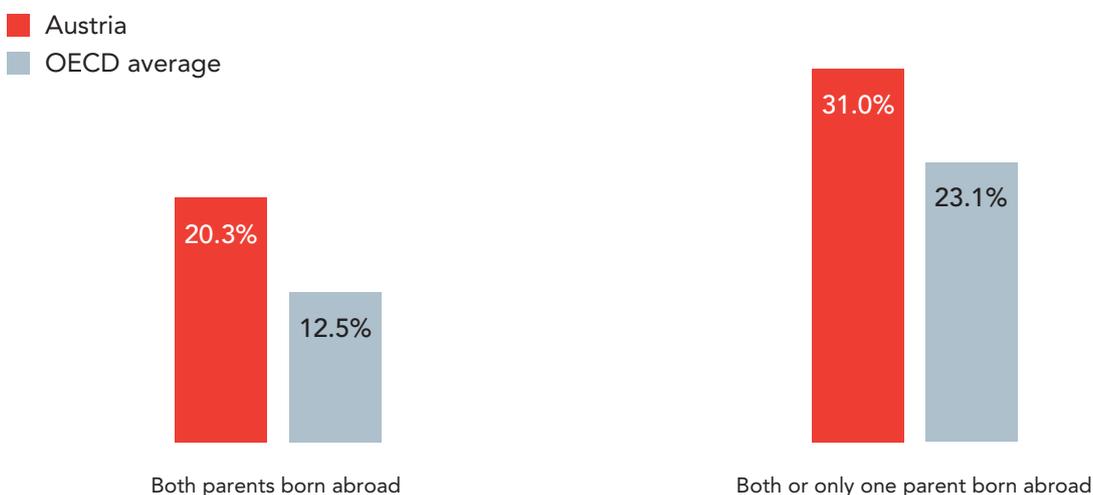


Fig. 1.2.8

Source: OECD (The Resilience of Students with an Immigrant Background, 2018: Table 3.2 Trends in the percentage of students with an immigrant background), rounded results; own presentation

Similar results exist for the language spoken in everyday life. One quarter of all pupils in Austria uses an everyday language other than German. However, there are very large regional differences. For example, while 21.6% of all pupils in new secondary schools (NMS) in Tyrol and 35.3% of all pupils in new secondary schools in Vorarlberg use a language other than German in everyday life, the figure in Viennese new secondary schools is 72.8%, and in general secondary schools as high as 82.3% (Fig. 1.2.2).

Compared to the OECD average, the proportion of pupils who speak a different language at home from the language they are taught in at school is also disproportionately high in Austria. It is especially interesting to note that there are clear differences in the language used by the first and second generation across the OECD. While the proportion of pupils with a different everyday language reduces within a generation from 60% to almost 40% on average across the OECD (i.e. by one third), this figure remains constant in Austria at around 75%. In Austria, this means that not only do three quarters of the newly arrived pupils speak a language other than German at home but so do second-generation children living in the country.

Pupils who speak a different language at home from the one in which they are taught, by migrant background

PISA 2015; Test group: pupils aged 15 - 16

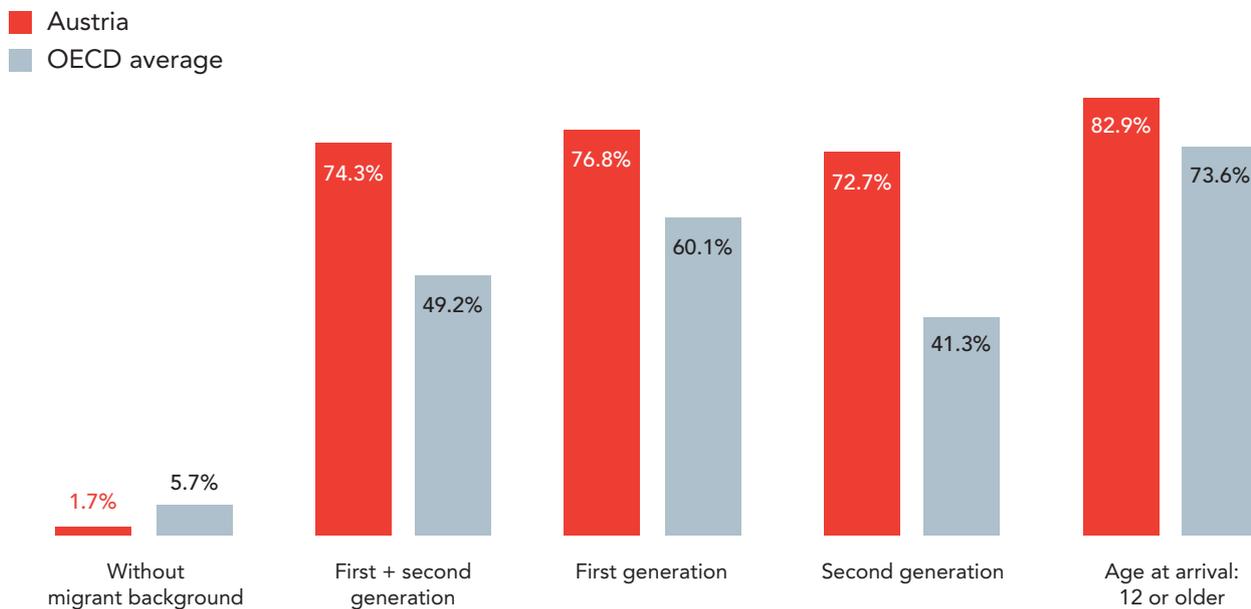


Fig. 1.2.9

Source: OECD (The Resilience of Students with an Immigrant Background, 2018: Table 5.4 Non-native speakers, by immigrant background, Table 5.6 Non-native speakers, by age at arrival); own presentation

Educational standards among pupils with a migrant background are lower than they are among Austrian pupils

In addition to looking at the origin or the everyday language used, analysing the attainment of pupils more closely can also be informative. A recent study by the OECD²⁰ is enabling a special evaluation of PISA results according to the migrant background of the pupils tested. At first glance, it is evident that there are large differences in attainment between pupils with and without a migrant background. While almost three quarters of all pupils without a migrant background are able to demonstrate basic skills²¹ in the three PISA categories (mathematics, reading and natural sciences), only slightly less than half of pupils with a migrant background are able to do so. It is worth noting, however, that there are also clear differences in attainment between the first and second generations. Only 38.7% of the first-generation children tested but 52.5% of the second-generation children tested have such basic skills. The performance of the second generation therefore improves considerably compared to the first generation and tends to approach that of pupils without a migrant background. Nevertheless, the educational standards of the second generation in Austria remain a clear 24 percentage points behind those of pupils without a migrant background (Fig. 1.2.10).

20 OECD (2018), *The Resilience of Students with an Immigrant Background*. In its PISA studies, the OECD distinguishes between four categories of pupils with regard to their migrant background: 1) Pupils with a migrant background of the first generation are born abroad and have parents who were also born abroad; 2) pupils with a migrant background of the second generation are born in the country in which they were tested; however, their parents were born abroad; 3) pupils with a migrant background include both the first and second generations; 4) pupils without a migrant background are born in the country in which they were tested or have at least one parent who was born in this country.

21 If pupils have obtained basic skills in the three PISA categories (mathematics, reading and natural sciences), this means that they 1) have sufficient knowledge of natural sciences to be able to act and take decisions in a changing world of science and technology; 2) are able to read texts in a meaningful way; 3) are in a position to implement and use the mathematical skills they have acquired at school in everyday situations. Although reading, mathematics and natural sciences are only some of the subjects learned at school, competences in these three areas are nevertheless an important prerequisite for personal success in professional, business, social and private contexts; Suchań, Birgit and Breit, Simone (Eds.) (2016), *PISA 2015. Grundkompetenzen am Ende der Pflichtschulzeit im internationalen Vergleich*, p. 9.

Pupils with basic knowledge in all 3 PISA categories (mathematics, reading and natural sciences), by migrant background

PISA 2015; Test group: pupils aged 15 - 16

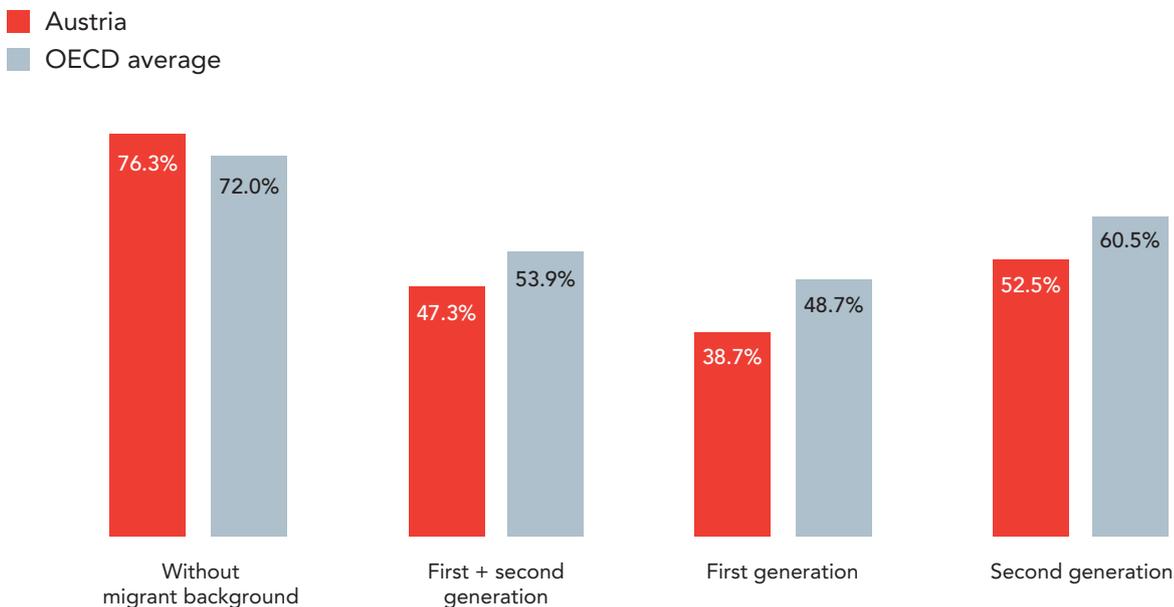


Fig. 1.2.10

Source: OECD (The Resilience of Students with an Immigrant Background, 2018: Table 3.7 Attaining baseline academic proficiency, by immigrant background and language spoken at home); own presentation

Both language skills and socio-economic factors have effects of different degrees on the success of education. However, adjusting for socio-economic factors, the differences in attainment between children with and without a migrant background remain and can be traced, in particular, to knowledge of the language of instruction. After adjusting for socio-economic factors, pupils in Austria with at least one parent born in Austria who speak a language other than the language of instruction at home performed 18.4 percentage points worse than those who speak the language of instruction at home. Across the OECD, pupils who speak a language other than the language of instruction at home have a 14.2 percentage point lower attainment of PISA basic skills.²²

The Progress in International Reading Literacy Study (PIRLS) also supplies important findings regarding the skills of pupils with and without a migrant background (i.e. both parents born abroad), specifically in the area of reading in the fourth school grade (primary school). While the attainment level of pupils with a migrant background remained almost unchanged between 2006 and 2016, the reading skills of pupils without a migrant background has increased over the ten-year period, increasing the gap between them and migrants. The study also determined that "Austria's school system is confronted with greater challenges due to the growing number of immigrant children"²³ and that the difference in attainment between children with and without a migrant background – despite an improvement since 2011 – is considerable and corresponds to almost two years of learning.²⁴

²² OECD (2018), *The Resilience of Students with an Immigrant Background*, p. 130 and table 5.9 Attaining baseline academic proficiency, by immigrant background and language spoken at home.

²³ Wallner-Paschon, Christina et al. (2017), *PIRLS 2016. Die Lesekompetenz am Ende der Volksschule. Erste Ergebnisse*, p. 81.

²⁴ *Ibid.*, p. 78.

Reading literacy by migrant background

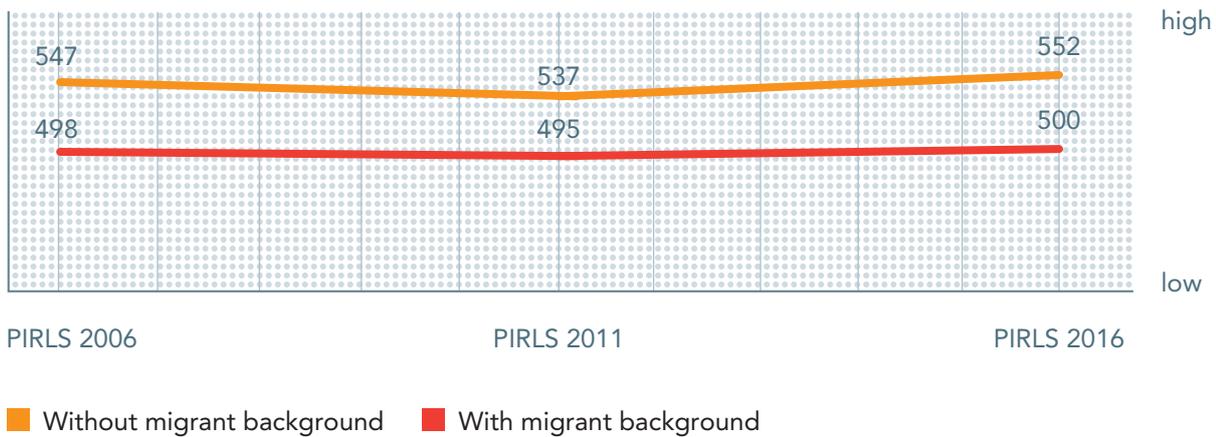


Fig. 1.2.11
Source: Wallner-Paschon, Christina et al. (2017), PIRLS 2016. Reading ability at the end of primary school. Initial results, p. 79., Fig. 4.4.2, own presentation

Other factors for the success of education

However, the educational success of pupils is subject not only to their skills in German as the language of instruction and socio-economic factors but also the specific location of the school. The following provides a particularly illustrative example of how these factors interact to influence the actual competences of pupils.

Hotspot schools: risk of leaving primary school with low reading/writing skills

Compositional effects

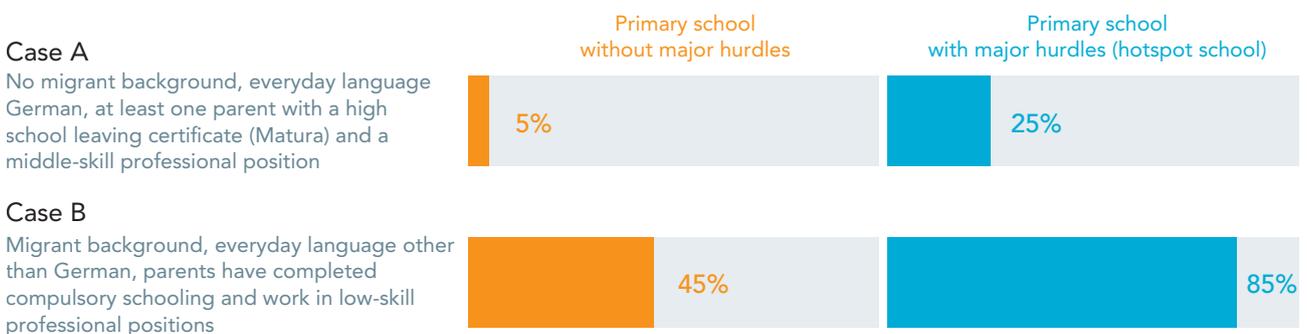


Fig. 1.2.12
Source: Vienna School Board (2018), Presentation by Advisory Committee on Integration; see Bruneforth, Michael et al. (Eds.) (2016), Nationaler Bildungsbericht Österreich 2015, Band 2; own presentation

If pupils without a migrant background who speak German in everyday life and have parents with higher education and an average professional position attend a primary school without particular challenges, the risk of leaving primary school with low reading and writing skills is 5%. If these pupils attend a so-called “hotspot school”²⁵, the risk increases five-fold to 25%.

25 “Hotspot schools” are those confronted with extreme external and internal challenges, including pupils from social minorities, from families with a lower socio-economic status, a disadvantaged regional setting, weak school attainment results, selective pupil composition, staffing/structural weakness at management level; Vienna School Board (2018), Presentation for the Advisory Committee on Integration.

The correlation is even greater when pupils have a migrant background, speak an everyday language other than German, their parents have completed no more than compulsory schooling and have a low professional position. In this case, the risk of leaving primary school with low reading and writing competence rises to 45% in primary schools without special challenges and to 85% in so-called “hotspot schools”.

Language training

These results illustrate how important an adequate knowledge of the language of instruction is for the educational success of pupils. With this in mind, the importance of language training also increases for pupils with a poor knowledge of German.

Pupils in language training in Austria, by school type in school year 2016/17

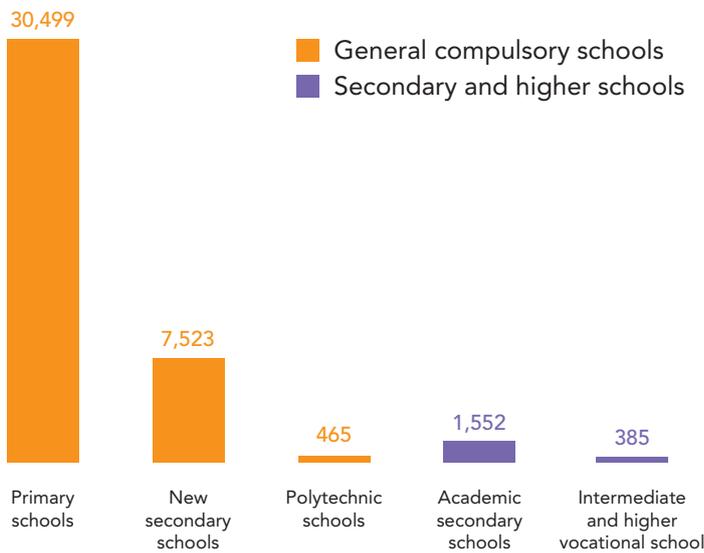


Fig. 1.2.13 Source: Integration monitoring according to the Integration Act; own presentation

In the 2016/17 school year, slightly more than 40,000 pupils attended language training across Austria. Around 71% of pupils in language training were accounted for by Vienna, Lower Austria and Upper Austria in 2017, with the language training being conducted mainly at primary schools and new secondary schools. At the same time, these are the same three federal provinces with the biggest population of pupils who do not speak German in everyday life (Fig. 1.2.3). The measurable success that language training has on performance at school should be evaluated. However, the biggest differences in the attainments of pupils according to school location reveals that the existing system of language training on its own is not sufficient for moving pupils at risk towards the student average. Factors such as the use of support staff as well as the training and development of teachers should also not go unmentioned in this context.



Pupils in language training, by federal province in school year 2016/2017

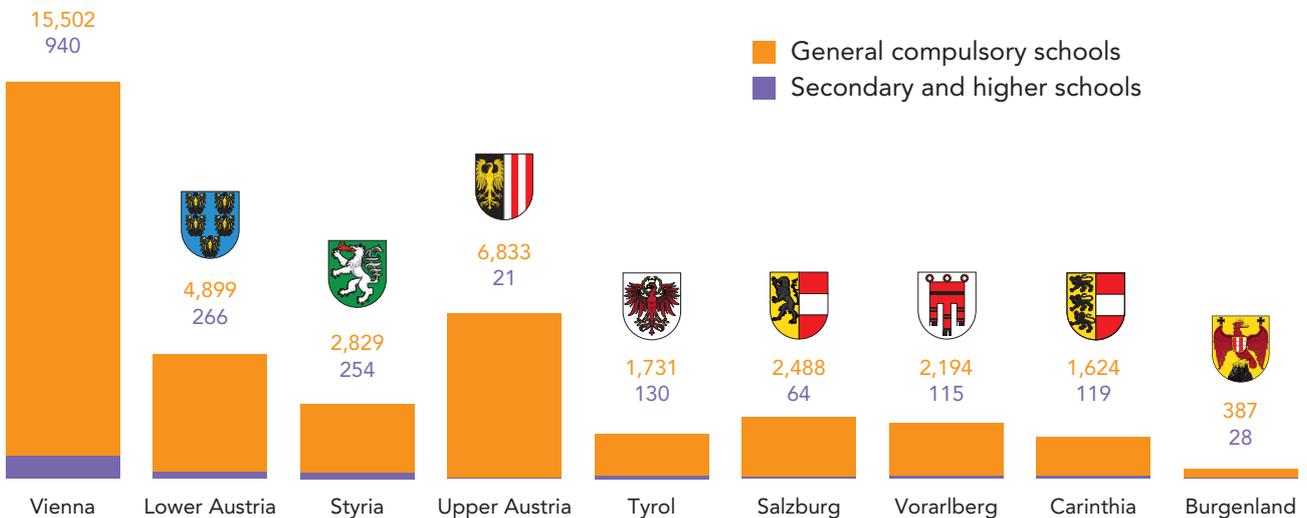


Fig. 1.2.14

Source: Integration monitoring according to the Integration Act; own presentation

Apprenticeship training

Apart from pure education in school, the integration monitoring also provides information about the situation of dual education: apprenticeships. In 2017, there was a total of around 107,000 apprentices in Austria, of which approx. 11% were foreign nationals – which is a lower proportion than the average for pupils (15%). Most foreign apprentices came from Germany and the “classic” guest worker countries of origin: Turkey, Bosnia and Herzegovina, and Serbia. There are also differences with regard to the distribution by business sectors²⁶: While the proportion of apprentices with foreign nationality was 21.6% in the education and teaching sector and 16.4% in accommodation and gastronomy, it was, for example, 10.5% in trade and 8.5% in information and communication.²⁷ With regard to early leavers, 19% of all early leavers in 2017 were foreign nationals.

Number of apprentices, by nationality

2017

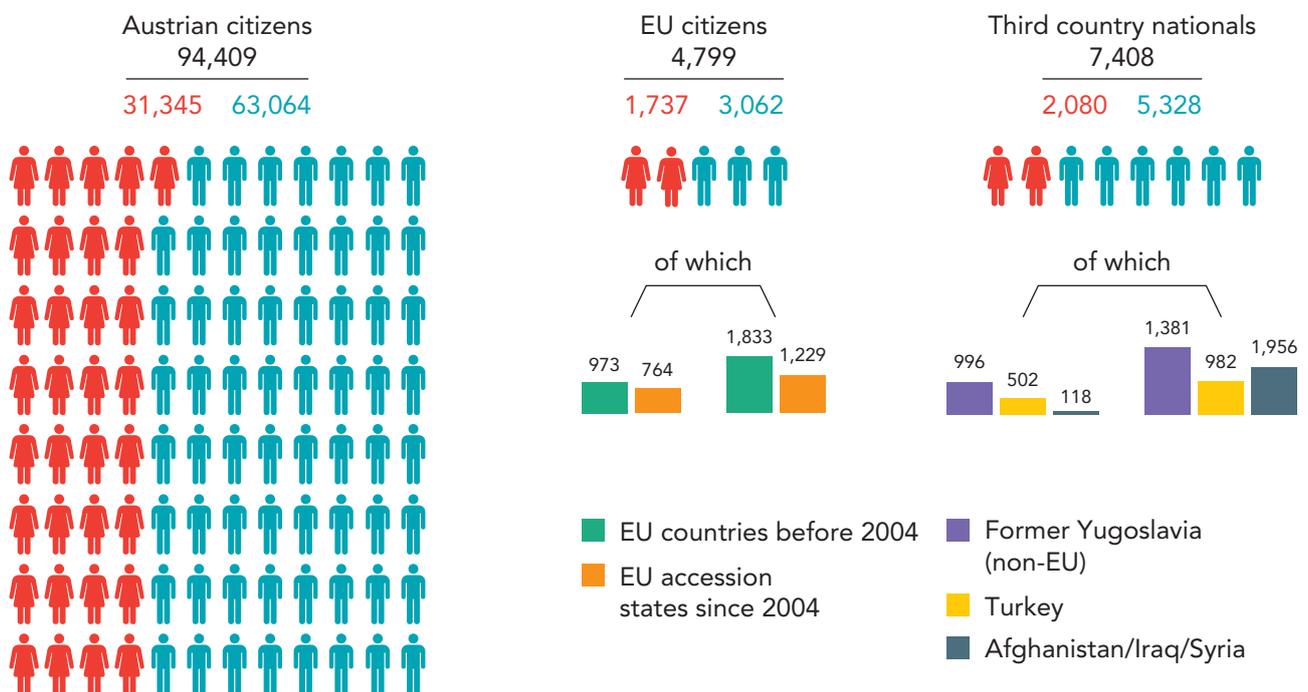


Fig. 1.2.15

Source: Integration monitoring according to the Integration Act; own presentation

Slightly more than one third of apprentices previously attended a polytechnic school, approx. 15% an intermediate vocational school and 11% a higher vocational school, from which they progressed to their apprenticeship. The rest come from a general secondary school, a new secondary school, a vocational school (e.g. in the case of repetition or change of apprenticeship) or an academic secondary school (AHS).

The number of apprentices that has completed training supported by labour market policy has grown sharply in recent years. This includes the apprenticeship as integrative vocational training (IBA) or as intercompany training (ÜBA). The integrative vocational training (IBA) was introduced in 2003, the intercompany training (ÜBA) has been around since the late 1990s. Since 2008, young people for whom an apprenticeship in a company cannot be arranged have been guaranteed a place in an intercompany training facility, which offers equivalent apprenticeship training up until completion of their vocational training (training guarantee for young people). No distinc-

²⁶ This includes all apprentices in the respective corporate sector, regardless of their concrete apprenticeship training or activity in this sector.

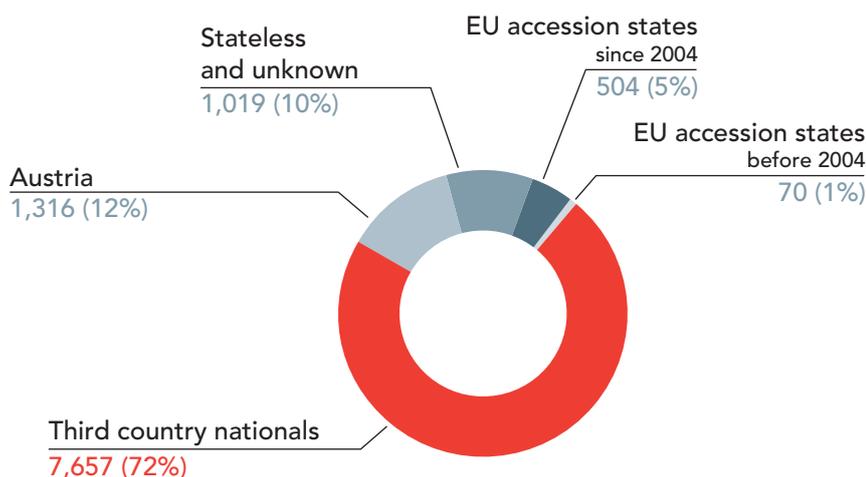
²⁷ Statistics Austria (2016), Coordinated labour force statistics 2016 (incl. unemployed), p. 6.

tion is made in the school statistics between vocational pupils in occupational or intercompany apprenticeships or integrative vocational training. However, the statistics of the Austrian Federal Economic Chambers show that young people with a migrant background are heavily over-represented in the intercompany training (ÜBA) and integrative vocational training (IBA).

Adult education

In the area of the Austrian Initiative for Adult Education, courses in basic education and courses to make up for compulsory schooling are offered by accredited education providers in the individual federal provinces in accordance with the Agreement between the Federation and the provinces pursuant to Art. 15a of the Federal Constitutional Law (B-VG). Between September 2016 and August 2017, there were 8,596 participations in basic training courses and 1,970 participations in courses to complete compulsory schooling. In this period, more than 70% of the course participants (basic education or making up for compulsory schooling) came from a third country. Most course participants came from Afghanistan (3,448), followed by individuals from Austria (1,316), Syria (1,277) and Turkey (489). In fifth place came Somali nationals (456).

Participation in the Austrian Initiative for Adult Education *
by nationality, 1 September 2016 - 31 August 2017



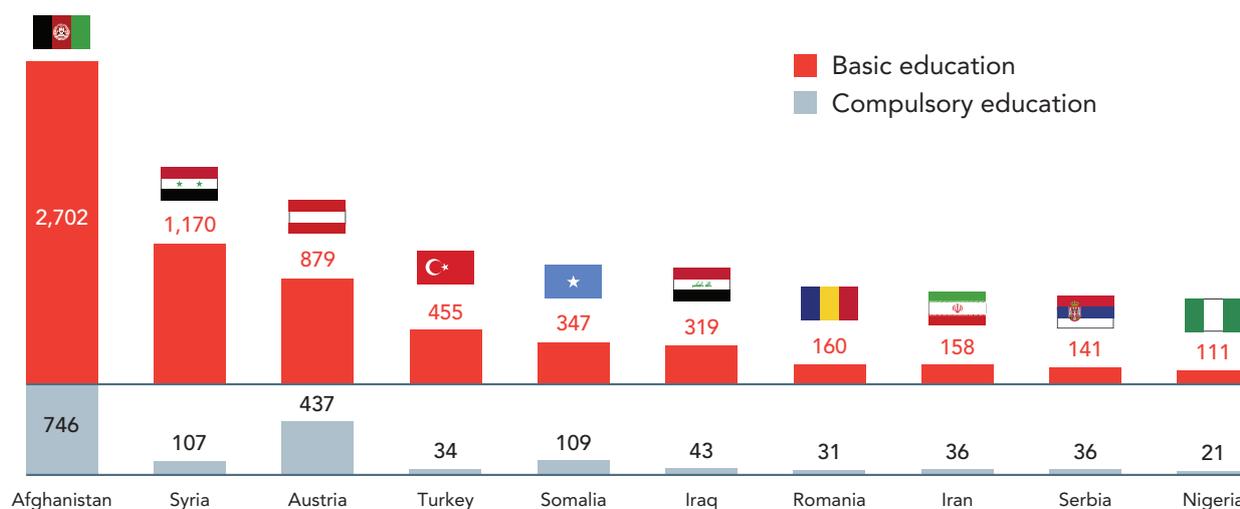
* Participants are all persons who participated in a course for at least one day during the observation period (1 September 2016 - 31 August 2017). A person can also participate in several courses and is then counted once for each course.
Source: Integration monitoring according to the Integration Act; own presentation

Fig. 1.2.16

In addition to these educational initiatives, the teaching of German and knowledge about the values and rules of social coexistence are central elements of adult education. Since 1 October 2017, the Integration Act has provided for mandatory German integration tests for third country nationals within the framework of fulfilling the integration agreement. For this purpose, not only language but also values and orientation knowledge is taught. The integration tests follow on from the offer to convey values to immigrants, which defines knowledge of values and orientation as an integral part of all counselling formats of the Austrian Integration Fund (ÖIF), German courses and values and orientation courses.

Participation in the Austrian Initiative for Adult Education

Top 10 nationalities *



* Participants are all persons who participated in a course for at least one day during the observation period (1 September 2016 - 31 August 2017). A person can also participate in several courses and is then counted once for each course.

Fig. 1.2.17

Source: Integration monitoring according to the Integration Act; own presentation

While the Integration Act enables the teaching of German for persons entitled to asylum or subsidiary protection to be coordinated between the various institutions, in practice there are occasional interface problems in the transition between the different levels. A further consolidation of language training with the aim of being able to offer it from a single source should therefore be advanced.

1.2.2 Focus on women

Educational attainment level

Gender-specific differences become particularly apparent when looking at the educational level of the population. Particularly striking here is the high number of women with a migrant background who only have a compulsory school leaving certificate. However, there are not only gender-specific differences but also origin-specific differences. The proportion of women with a migrant background who have completed only compulsory schooling is more than twice as high (26%) as in the Austrian population (10.1%). For women with an ex-Yugoslav and Turkish migrant background, the proportion is even significantly higher at 39.5% and 65.6% respectively. In con-

Educational attainment of the 25- to 64-year-old population by migrant background

2017

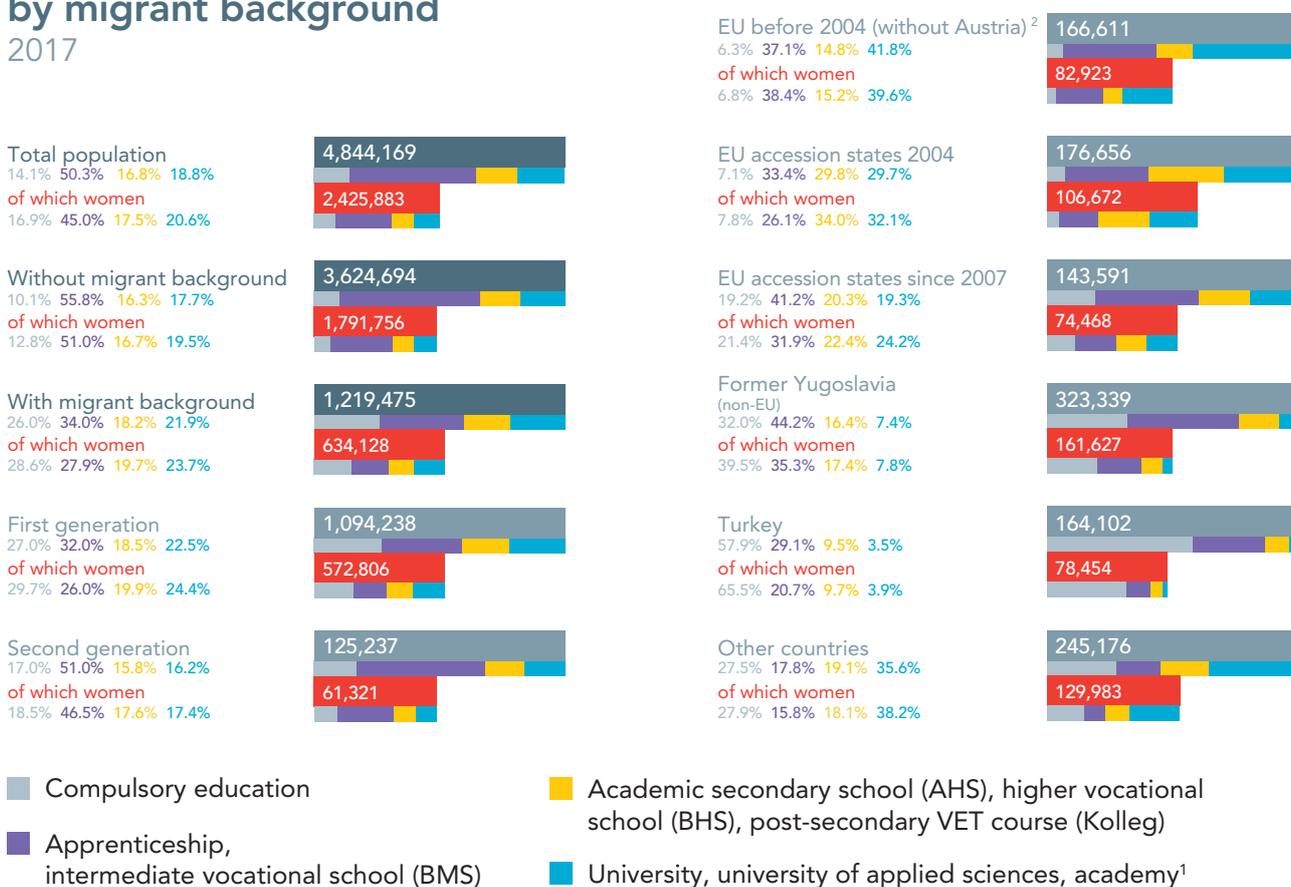


Fig. 1.2.18 1) incl. university courses 2) incl. EEA states, Switzerland and associated small states. Source: Statistics Austria (Labour force survey micro-census, annual average across all weeks – population in private households), internal survey; own presentation

trast, women from EU/EFTA states have a comparatively high level of education. Just over 40% of women living in Austria from EFTA/EU states before 2004, about 32% of women from the EU accession states of 2004 and approx. 24% from the accession states since 2007 have a university degree compared to less than 20% of women without a migrant background and approx. 8% of women from the former Yugoslavia. There is also a similar difference for the school leaving examination (Matura) or higher qualification (women without a migrant background: 36%; women with a migrant background: 43%) (Fig. 1.2.19).

Apprenticeship training

In 2017, an average of one third of the apprenticeships among young foreign nationals were held by women and two thirds by men. This ratio corresponded to that of apprentices with Austrian citizenship, for whom the proportion of female apprentices was approximately 33%. Overall, origin-specific differences could be observed in this form of training, especially for the countries of origin Afghanistan and Syria, where the proportion of female apprentices was very low at 6% and 9% respectively. A possible explanation for this is probably also the gender ratio among refugees as a whole, which shows more men, especially for the country of origin Afghanistan – see also Chapter 1.1.

Comparison of educational levels of women with and without a migrant background

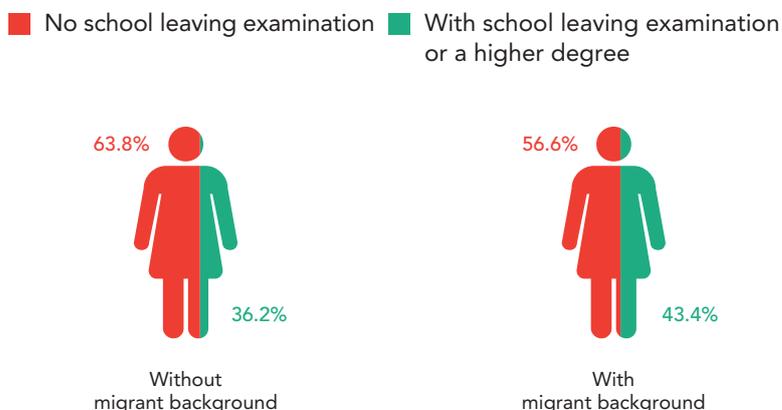


Fig. 1.2.19

Source: Statistics Austria (Labour force survey micro-census, annual average across all weeks – population in private households), internal survey; own presentation

Sex ratio among apprentices

Top 10 foreign nationalities + Austria

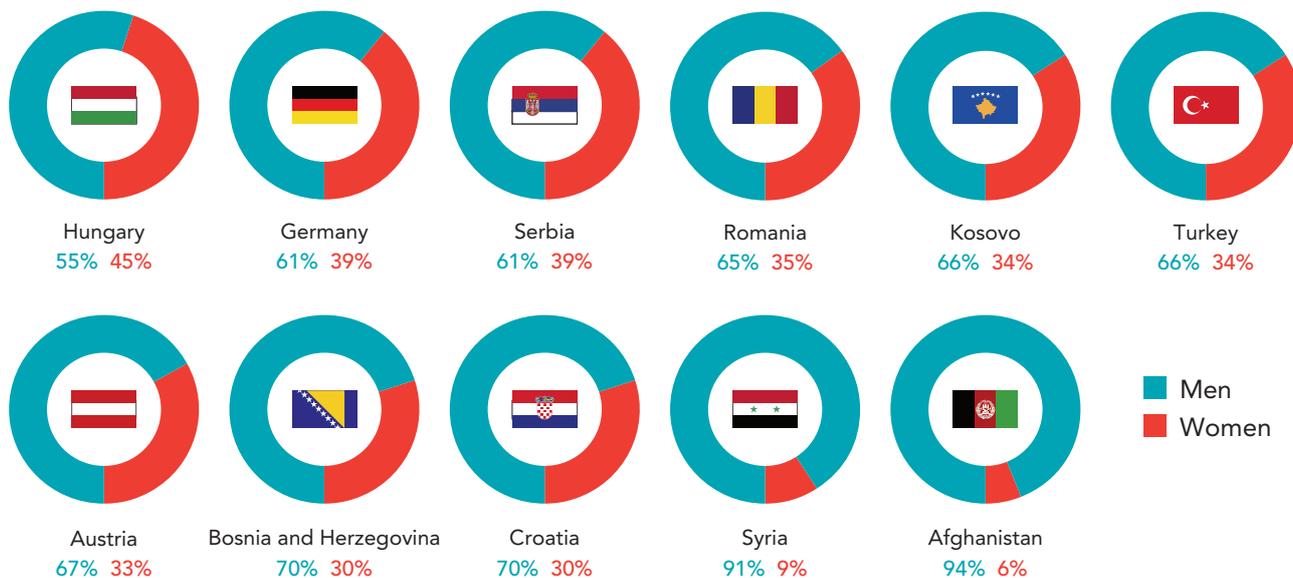


Fig. 1.2.20

Source: Integration monitoring according to the Integration Act; own presentation

Adult education

In adult education, the sex of the course participants was used to identify origin-specific differences according to the type of course (basic education or courses for catching up on compulsory schooling). Turkish and Serbian women, for example, participated more frequently in basic education courses, while women of Afghan and Syrian nationality rarely made up for their compulsory schooling.

1.2.3 Analysis and assessment from an integration policy perspective

Summary and assessment

Education is and remains one of the fields of action with the greatest challenges in terms of integration. As the current figures and data from the integration monitoring show, there are considerable differences in the training and education of persons of foreign origin or with a migrant background living in Austria, especially in comparison with Austrians, depending on their origin and sex.

Austria has a high proportion of pupils with a migrant background or foreign citizenship – also in an international comparison. Of the total of about 1.1 million pupils in the 2016/17 school year, about 15% had foreign citizenship. A look at primary schools shows that the proportion of foreign pupils has risen sharply in recent years. While the share was still 11.3% in the 2011/2012 school year, it had risen to 17% by the 2016/2017 school year. This trend suggests that the proportion of pupils with a migrant background or foreign citizenship will continue to grow over the next few years, also in secondary schools.

The indicator of (non-German) everyday language has a significant impact on educational success. On average, one quarter of all pupils in Austria has an everyday language other than German, with strong regional differences (for example, the proportion of pupils with a non-German everyday language in new secondary schools is 31.2% on average for the country, while it is 16.4% in Carinthia and 72.8% in Vienna). A lack of language skills is also given as the explanation for large differences in attainment between pupils with and without a migrant background. Looking at the PISA results, second-generation pupils catch up compared to those in the first generation, but nevertheless remain well behind pupils without a migrant background. Even after adjusting for socio-economic factors, there are notable differences in attainment, with the lack of language skills in the language of instruction being cited as the main problem.

For some time now, the discourse around integration has also included schools that are confronted with particular challenges – keyword “hotspot schools”. Studies show that all pupils who attend such schools do worse overall – regardless of whether they use German as an everyday language or not. Among pupils with an everyday language other than German, the negative correlation is, however, many times higher. Indeed, a concrete look at so-called “hotspot schools” illustrates how important it is to consider a school’s location when developing measures.

Furthermore, there is a significant number of extraordinary pupils in Austria. In the 2016/17 school year, there were around 45,000, which particularly reflects the migration of refugees in recent years. This poses huge challenges for the education system.

Recommendations

The field of education has challenges to overcome in terms of integration policy and thus continues to be a focal point of integration work. Even before the refugee crisis and the associated sharp increase in the number of pupils with a refugee background, the education system was faced with serious challenges, as the proportion of pupils with linguistic or educational challenges was already very high at the time.

With this in mind, the current efforts to improve language training are to be welcomed, especially since the previous approach did not produce the desired results and therefore new models have to be tested. The Expert Council for Integration will closely monitor the implementation of the now planned German support classes and suggests an accompanying evaluation process for this measure.

In general, the goal must be for pupils to be able to follow the lesson as ordinary pupils as quickly as possible. The suggestion is therefore to offer German support classes as well as other teaching formats in order to teach the language as quickly as possible. Language courses in the school holidays or in the afternoons, extracurricular buddy projects and other possibilities for learning German and using it in a playful way should be developed.

However, integration is about more than pure language training. Educational deficits and a lack of school attainment also exist among pupils with a sufficient knowledge of German. The goal here must be to actively and comprehensively support those schools which are confronted with special challenges as so-called "hotspot schools". Measures that work directly on site and are taken together with the responsible actors in order to create improved educational conditions (e.g. the training and development of teachers and specialised support staff) are to be welcomed.

Those people with a foreign nationality or migrant background who no longer fall in the target group of school education must also be continuously supported and developed through ongoing educational measures. Special importance is given on the one hand to women from classic guest worker countries of origin and on the other to compulsory schooling for women from Afghanistan and Syria. The cultural dimension of integration and problems associated with the comprehensive participation of girls in school activities is explained in more detail in the summary (Chapter 1.5).

There is also a need for action with regard to applying for apprenticeship training - an Austrian characteristic that is often unknown to migrants. Increasing the attractiveness of dual vocational training must remain a focal point of career guidance, especially for women.

Registered unemployed and jobseekers in training

2017

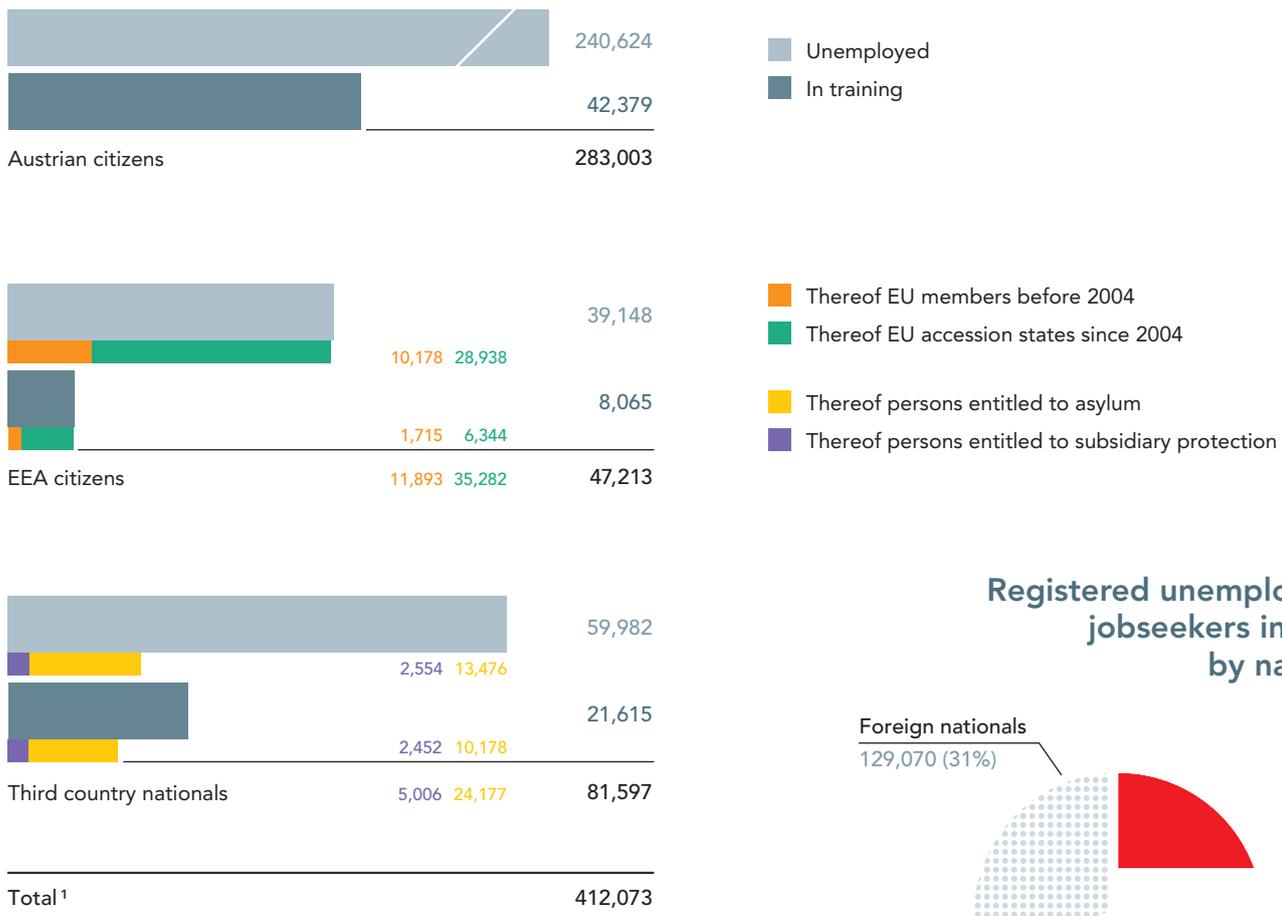


Fig. 1.3.5 / 1) Total number of persons registered unemployed incl. Switzerland (260 persons)
Source: Integration monitoring according to the Integration Act; own presentation

Registered unemployed and jobseekers in training by nationality

2017

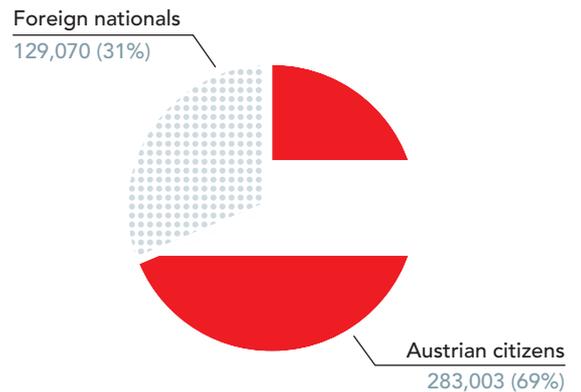


Fig. 1.3.4 / Source: Integration monitoring according to the Integration Act; own presentation

Unemployment rate, by nationality

annual average 2017

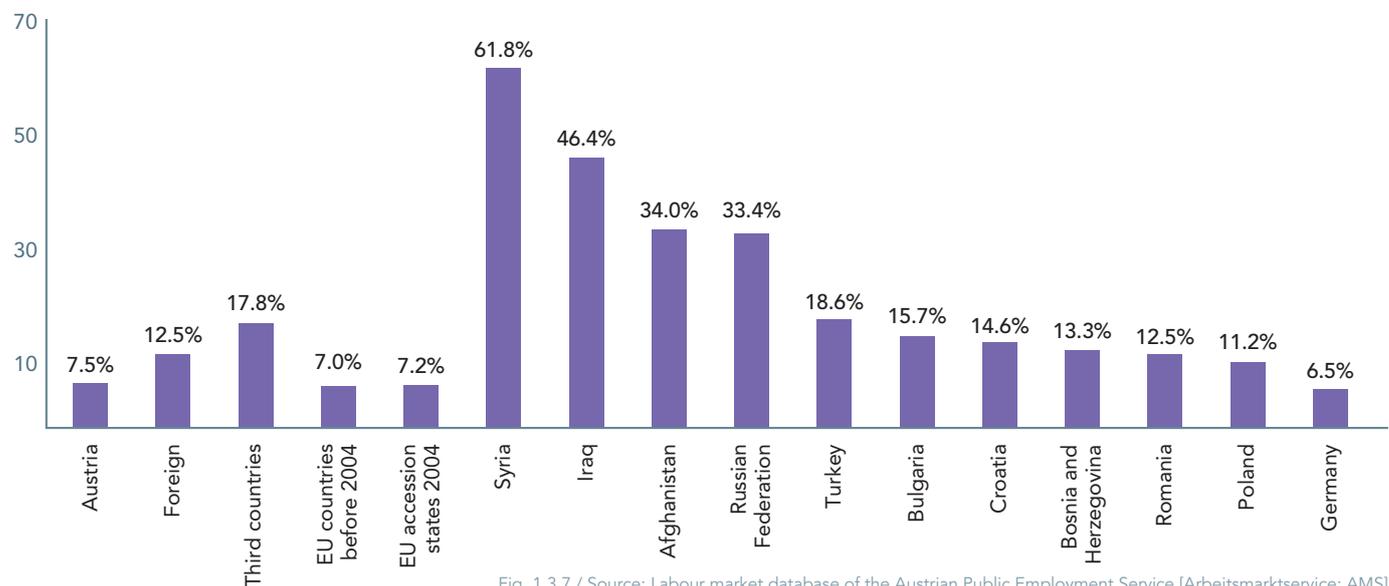
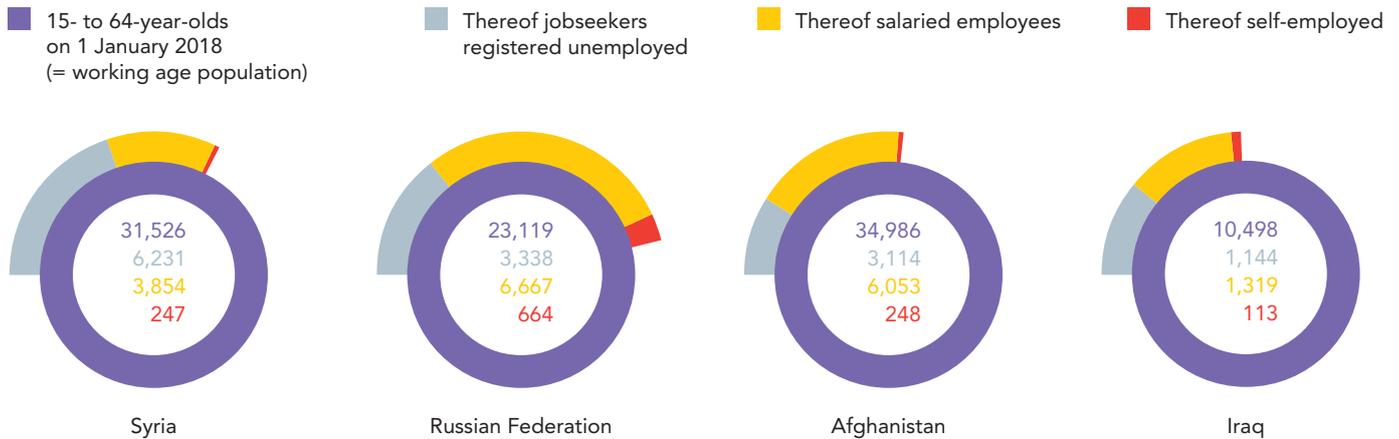


Fig. 1.3.7 / Source: Labour market database of the Austrian Public Employment Service [Arbeitsmarktservice; AMS] and the Federal Ministry of Labour, Social Affairs, Health and Consumer Protection [BMASGK] (2018), Budget, Labour Market and Beneficiary Information System (Bali); own presentation

Unemployed and employed compared to working age population, by nationality

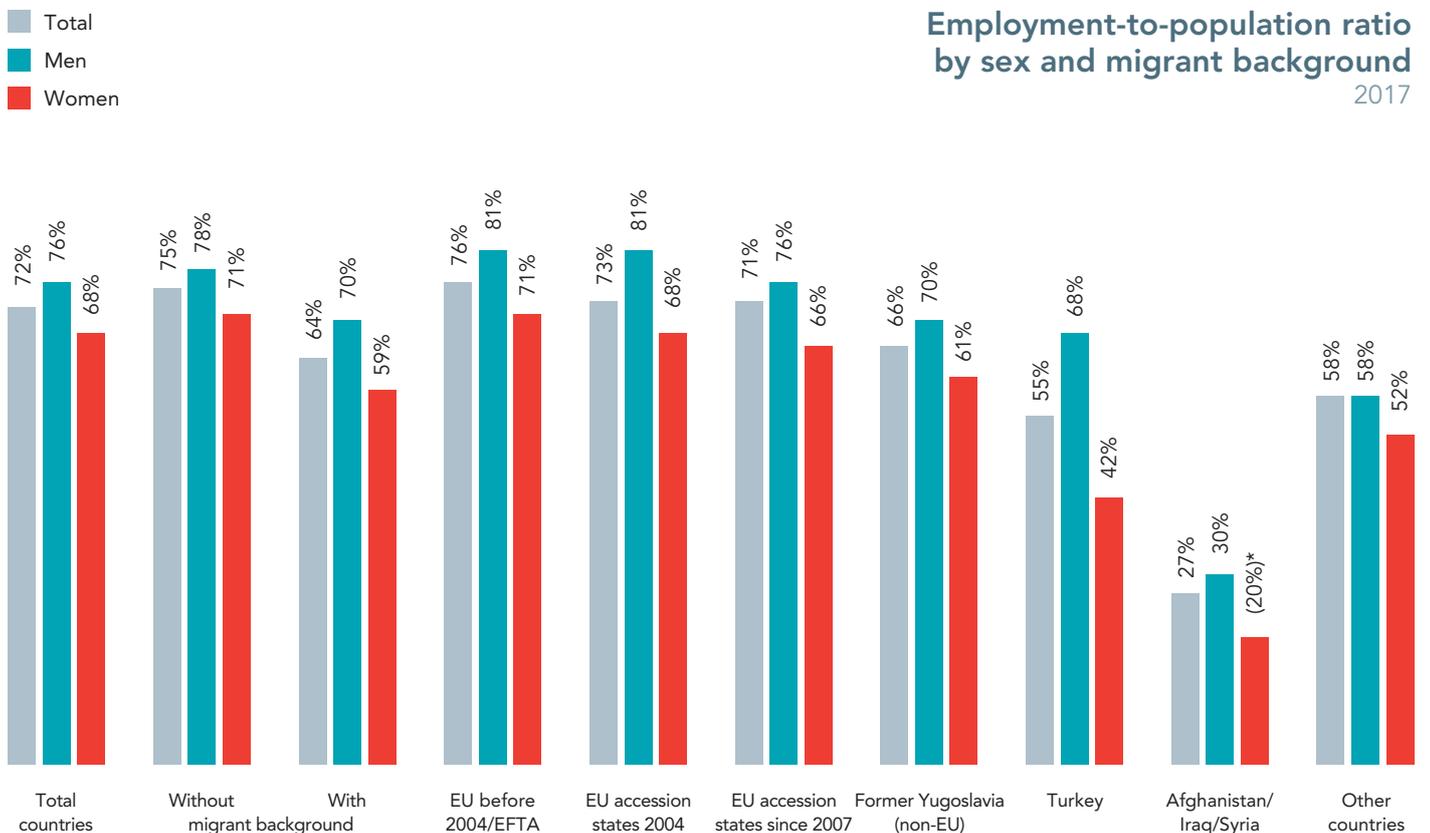
2017



Source: Integration monitoring according to the Integration Act; Labour market database of the Austrian Public Employment Service (Arbeitsmarktservice; AMS) and the Federal Ministry of Labour, Social Affairs, Health and Consumer Protection (BMASGK) (2018), Budget, Labour Market and Beneficiary Information System (Bali); Statistics Austria, Population on 1 January 2018; own presentation

Fig. 1.3.2

LABOUR MARKET



* 0 Values with less than an extrapolated 6,000 persons are very random and can hardly be interpreted statistically.

Source: Statistics Austria (2018), migration & integration; own presentation

Fig. 1.3.3

1.3 LABOUR MARKET

1.3.1 General developments

The situation on the Austrian labour market has been relatively favourable in recent years, despite the moderate economic situation, and it relaxed considerably in 2017, which was a good year for the economy. Between 2010 and 2017, around 295,100 (+8.8%) additional jobs were created – but with only a small increase in productivity. The number of jobs reached a high in 2017 (3,655,300 employed individuals²⁸). The number of self-employed people also rose sharply during this period (+46,300 or +10.6% to 481,700²⁹). As a result, the number of all people in employment rose by 341,300 (+9% from 2010 to 2017) to 4,137,200. Of all people in work in 2017, 19.6% had a foreign nationality. The proportion of foreign nationals in employment was therefore above that of the total population (15.8%).

At the same time, unemployment rose continuously from 2011, the year in which the transitional regulations for citizens of the EU10 Member States came to an end, until 2016 and only fell again to 340,000 (excluding people in training) in the good economic year of 2017. However, the level of 2011 could not be attained again (+93,200, +37.8%). The supply of labour also rose sharply between 2010 and 2017, mostly due to the high level of immigration from the EU13 and the arrival of refugees.

The combination of an increasing supply of labour and a weak economic situation is only a superficial cause of the rise in unemployment. In fact, Austria has a structural problem: the increase in unemployment is largely concentrated on people with low qualifications, who – as explained in more detail below – are mostly foreign nationals. Thus the unemployment rate among people who have completed no more than compulsory schooling was 28.3% in 2017. Austrians had a ratio of 26.8% and foreign nationals a ratio of 30.7%.

High and rising unemployment affects the group of people with low qualifications, which includes the overwhelming majority of persons entitled to asylum or subsidiary protection. Since the right to a benefit (unemployment benefits and unemployment assistance) is acquired only after a certain period of employment subject to compulsory unemployment insurance, persons entitled to asylum who are capable of working, but have not yet done any such work in Austria, are not entitled to unemployment benefits and unemployment assistance, but to benefits from the Austrian needs-based minimum benefit system³⁰. People able to work who are drawing from the Austrian needs-based minimum benefit system are registered with the Austrian Public Employment Service (AMS) for the purpose of finding a job. These individuals are provided with the full range of services of the Austrian Public Employment Service (AMS) such as, in particular, assistance with finding a job as well as all training and support measures aimed at permanent reintegration into the labour market.

²⁸ The data are sourced from the current employment relationships reported to the Main Association of Austrian Social Insurance Institutions [Hauptverband der österreichischen Sozialversicherungsträger]. The data were taken from the online information system (Bali) of the Federal Ministry of Labour, Social Affairs, Health and Consumer Protection.

²⁹ Only full-time self-employed persons are recorded. The data were taken from the Budget, Labour Market and Beneficiary Information System (Bali).

³⁰ Persons entitled to subsidiary protection also have access to the Austrian needs-based minimum benefit system of the federal provinces (with the exception of Salzburg and Lower Austria). In Styria and Burgenland, they are only granted access to the Austrian needs-based minimum benefit system under certain conditions. In those federal provinces that do not grant access to the Austrian needs-based minimum benefit system, persons entitled to subsidiary protection continue to receive the basic welfare support to refugees from the federal government.

In 2017, 698,500 (19.1%) employed persons were foreign citizens. Among self-employed persons, the proportion of foreign citizens was much higher at 23.1% (111,100), since they increasingly pursue a self-employed activity if they are unable to find suitable employment. As a result, the self-employment rate, i.e. the proportion of self-employed persons among all working people, was 13.7% in 2017 and therefore higher than among Austrians (11.1%). However, the self-employment rate varies widely depending on the country of origin. Individuals from Romania and Bulgaria had the highest rates (35.7%) – not least because the most common work done by women from these two countries is private care, often 24-hour care, which is usually organised as self-employed work. The self-employment rate is also above 15% among people from the central European countries of the EU10, Switzerland and Croatia. The self-employment rate was lowest among third country nationals at 6.1% followed by people from the EU Member States before 2004 (excluding Austria) at 9.4%.

Self-employment rate by nationality 2017

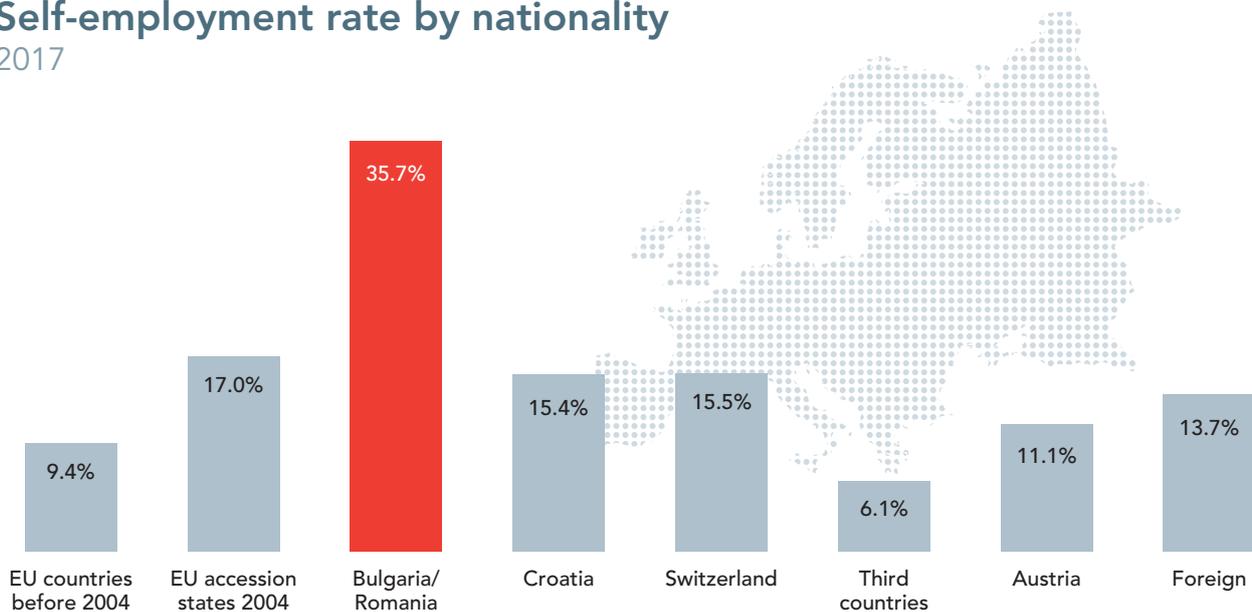


Fig. 1.3.1 Source: Labour market database of the Austrian Public Employment Service [Arbeitsmarktservice; AMS] and the Federal Ministry of Labour, Social Affairs, Health and Consumer Protection [BMASGK] (2018), Budget, Labour Market and Beneficiary Information System (Bali); own presentation

Lowest level of labour market integration among third country nationals

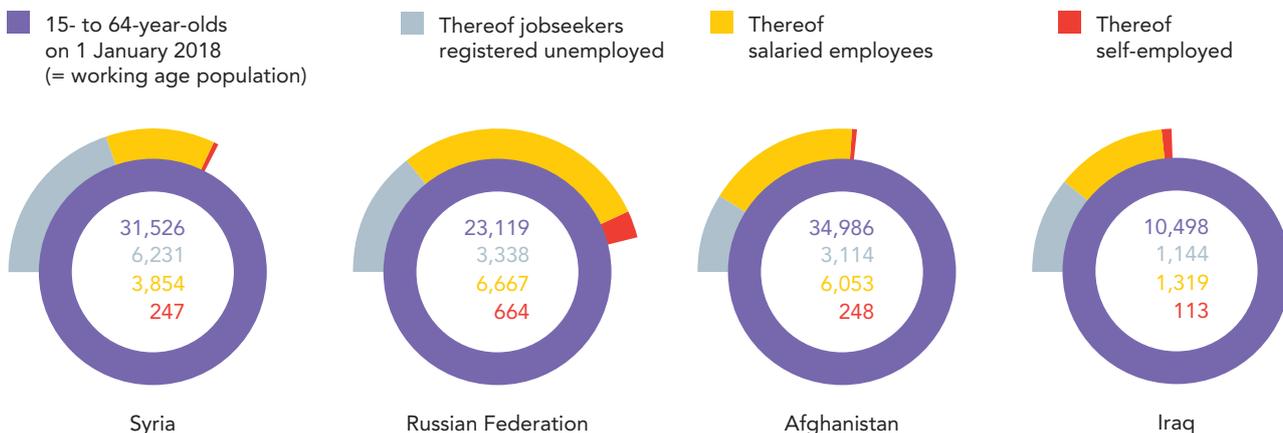
Two different indicators are particularly important for making statements about the level of labour market integration: the (economic) activity rate and the employment-to-population ratio. The employment-to-population ratio measures the proportion of the actually economically active population in relation to the population of working age. It thus provides information on how many people aged 15-64 are actually in work. In contrast, the activity rate takes into account not only those who are actually in work but also those who would be immediately available to the labour market and are registered with the Austrian Public Employment Service (AMS) as unemployed. It is therefore an indicator of proximity to the labour market: how many people are either already on the labour market or can in principle be “activated” because they are already registered as unemployed. If a complete picture of the labour market integration of the immigrant population is to be presented, it is advisable to take a look at both indicators, each of which is described in detail below.

Activity rate³¹

The activity rate in Austria is clearly rising, but the level remains below that of neighbouring Germany (76.4% compared to 78.2%). However, there are also origin-specific differences here. For example, at 80% EU citizens (men: 86.3%; women: 74.1%) have a higher activity rate than Austrians at 77.3% (men: 81.3%; women: 73.3%). At 64.6%, third country nationals are well below the average for the activity rate, especially women (54.9%).³²

It is not possible to say exactly how high the activity rate of refugees is for Austria due to a lack of employment data. A breakdown of the activity rates for third country nationals by legal status is not available at EU or national level. However, this can be approximated on the basis of citizenship data. Nevertheless, the resulting activity rate for refugees is significantly distorted and must therefore be interpreted with caution. On the one hand, it also includes persons who may have been living in Austria for many years and not just those who have come to Austria since 2015 in the course of the refugee migration. On the other, those refugees who have come to Austria in the course of the refugee migration in recent years are most probably under-recorded in the unemployment figures. This is due to the fact that persons entitled to subsidiary protection in federal provinces in which they are not entitled to the needs-based minimum income remain in receipt of basic welfare support to refugees and do not register with the Austrian Public Employment Service (AMS). In contrast, asylum seekers who do not have unlimited access to the labour market (but rather are only allowed to work in a few exceptional cases) also appear in the statistics of the “employable population between 15 and 64 years of age” and thus distort the results. The following calculations are therefore primarily an approximation and should be viewed with caution, especially when making comparisons with other migrant groups.

Unemployed and employed compared to working age population, by nationality 2017



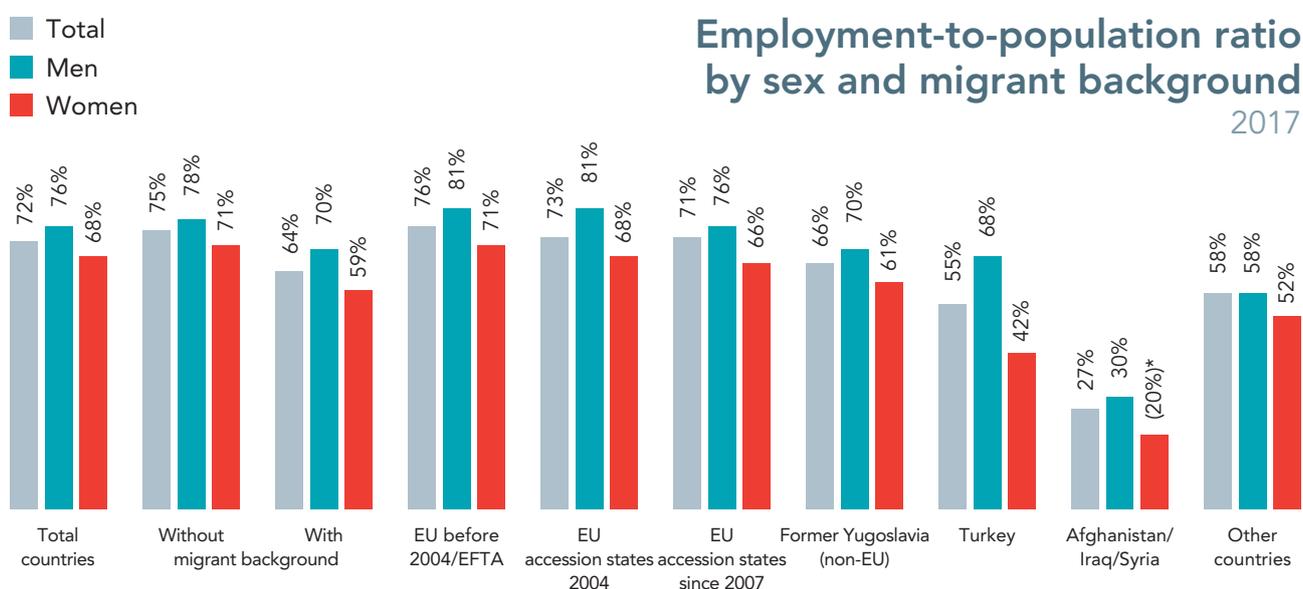
Source: Integration monitoring according to the Integration Act; Labour market database of the Austrian Public Employment Service (Arbeitsmarktservice; AMS) and the Federal Ministry of Labour, Social Affairs, Health and Consumer Protection (BMASGK) (2018), Budget, Labour Market and Beneficiary Information System (Bali); Statistics Austria, Population on 1 January 2018; own presentation

Fig. 1.3.2

31 Calculation of the activity rate: Total of employed, self-employed and unemployed in relation to the population aged 15-64. The activity rate includes not only those who are actually in work but also those who would be immediately available to the labour market and who are registered as unemployed with the Austrian Public Employment Service (AMS). It is therefore an indicator of proximity to the labour market, i.e. it indicates how many people are either already on the labour market or can in principle be “activated” as they are already registered as unemployed.

32 Eurostat (2018), Activity rates by sex, age and citizenship.

Of the 31,500 people of working age with Syrian citizenship (as at 1 January 2018), 17,100 or approx. 55% were covered by the Public Employment Service or the Main Association of Austrian Social Insurance Institutions, of whom 13,000 were jobseekers (unemployed and in training) and 4,100 were employed or self-employed. Similarly, 12,300 (35%) of the 35,000 Afghan working-age population (1 January 2018) were employed (6,300) or seeking employment (6,000) in 2017. For people of working age from the Russian Federation, the activity rate was 52% (7,300 employed and 4,500 jobseekers in total). The smallest group of asylum migrants in recent years was Iraqis – 10,500 of working age on 1 January 2018. Of them, only 32% (3,400) were employed (1,400) or seeking work (2,000). According to these data, the activity rate of Syrians is likely to be only slightly lower than that of the total group of third country nationals, followed by people from the Russian Federation. People from Iraq and Afghanistan, on the other hand, have an activity rate only about half as high as other third country nationals, which can be seen as an indicator of the special challenges in this area, since these groups of people are recorded to a small extent by the Austrian Public Employment Service (AMS) and are therefore difficult to activate via labour market measures. Moreover, the low level of labour market participation must be seen in the context of high unemployment. This is described in detail in a separate section.



* () Values with less than an extrapolated 6,000 persons are very random and can hardly be interpreted statistically.

Fig. 1.3.3

Source: Statistics Austria (2018), migration & integration; own presentation

Employment-to-population ratio³³

The employment-to-population ratio represents the proportion of the population in private households actually in work. Here too, the extent of labour market integration differs between foreigners according to citizenship, especially for women. The employment-to-population ratio for all people of working age (15-64) in 2017 was 72% (men 76% and women 68%). For people without a migrant background, the figure was slightly higher than the average at 75% (men 78% and women 71%) and lower for people with a migrant background at 64% (men 70% and women 59%). The employment-to-population ratios of men and women from the EU states before 2004 are above the Austrian values for both sexes (without a migrant background), slightly higher for men from the 2004 and 2007 enlargements and slightly lower for women. By contrast, the employment-to-population ratio of third country nationals is significantly lower than that of Austrians. In 2017, it averaged 54.3% of the population aged 15 to 64; for men the figure was 61.4%, 16 percentage points below average, and for women it was 46.8%, 23 percentage points below average.

³³ Calculation of the employment-to-population ratio: Total of employed and self-employed people in relation to the population aged 15-64.

Unemployment and training courses

While the unemployment rate has declined in most EU Member States in recent years, Austria was one of the few countries in which it went up. Only in the good economic year of 2017 did unemployment fall for the first time since 2011. The total number of unemployed in 2017 was 340,000, 99,400 (29%) of whom were foreign nationals. At 12.5%, the unemployment rate of foreign nationals was thus 5 percentage points higher than that of Austrians.³⁴

Registered unemployed and jobseekers in training 2017

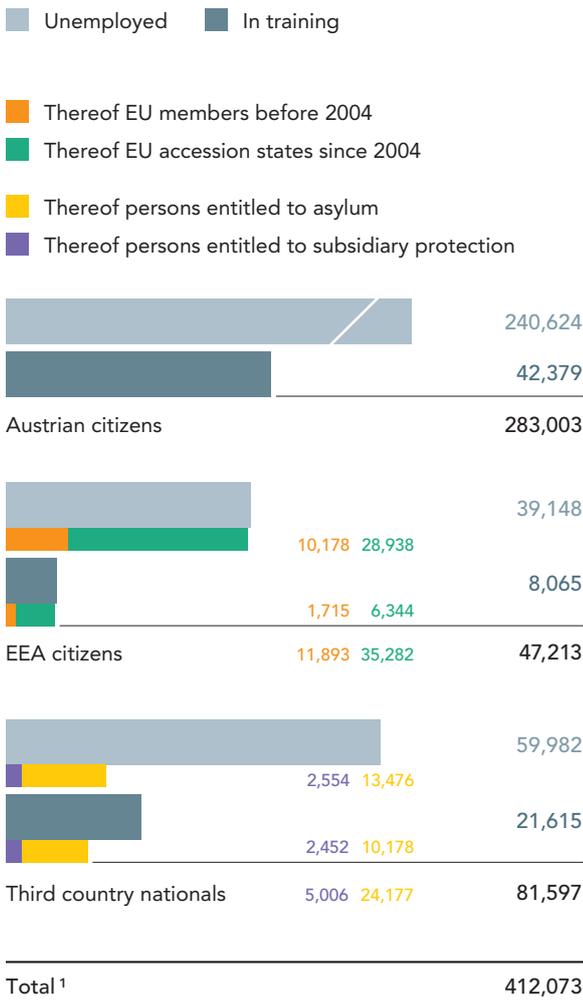


Fig. 1.3.5 / 1) Total number of persons registered unemployed incl. Switzerland (260 persons); Source: Integration monitoring according to the Integration Act; own presentation

Registered unemployed and jobseekers in training by nationality 2017

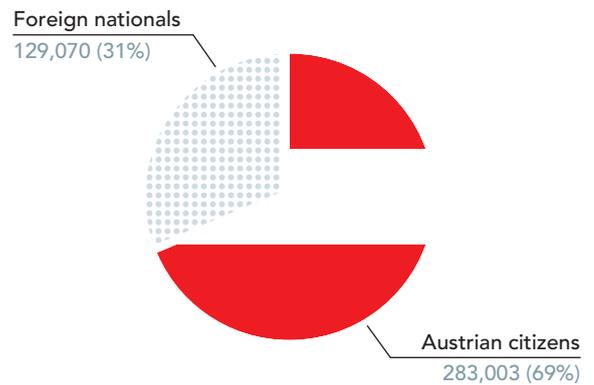


Fig. 1.3.4 / Source: Integration monitoring according to the Integration Act; own presentation

The number of registered unemployed people includes only unemployed individuals who are immediately available to the labour market. However, the Austrian Public Employment Service (AMS) also covers jobseekers who are in training financed by the AMS. Since they are not available to the labour market while undergoing training, they are not included in the calculation of the unemployment rate. This group of people exists in each category of origin. In 2017, the average number of jobseekers enrolled in training courses was 72,100. When those in training courses are included in the total number of jobseekers, this gives a figure of 412,100, of which 128,000 (31%) were foreign nationals. The higher proportion here compared to registered unemployed persons indicates that foreign nationals require and receive more training or retraining than Austrians.

³⁴ This is the Austrian national definition of the unemployment rate, which measures those registered unemployed as a percentage of the labour supply: unemployed persons/(employed + unemployed persons).

The average proportion of all unemployed persons enrolled in training courses in 2017 was 17.5%; for Austrian citizens it was 15% and for foreign nationals it was 23%. This difference arises largely as a result of educational background, which varies amongst the countries of origin, and in comparison to that of Austrian citizens. At the same time, the training ratio (percentage of people participating in training programmes to registered jobseekers) varies depending on education level, origin and legal status. For instance, unemployed Austrian citizens who have basic qualifications take advantage of further education and training significantly more often than more highly qualified Austrians: 18.9% compared to 11.5% of university graduates and 14.9% of those with non-university higher education. In contrast, the training ratio for EU citizens (not including Austrians) was highest for those with non-university higher education, at 21.3%. Amongst those coming from Turkey the training ratio of 15.7% was lower than average for foreign nationals, and the training ratio for university graduates, at 22.4%, was the highest.

The situation is somewhat different for other third country nationals. This includes persons entitled to asylum or subsidiary protection. In total, 66,400 other third country nationals were registered as jobseekers, of which 47,200 were unemployed and 19,200 were in training programmes. 36% of all jobseekers from other third countries were persons entitled to asylum and 7.5% were persons entitled to subsidiary protection. The remainder had some other form of residence title. The average training ratio for other third country nationals was 29%; within this figure, individuals with non-university higher education account for the highest proportion of funding, at 39.4%, followed by university graduates (37.3%), which suggests there is a discrepancy between the qualifications and requirements of the Austrian labour market, which needs to be mitigated by training. In absolute figures however, the largest group of people participating in training programmes comprised individuals who had completed no more than compulsory schooling; this was the case both for those entitled to asylum or subsidiary protection (8,900) and for other third country nationals with other forms of residence title (4,100).

Training ratio by target group

2017, by nationality and status

	Austrian citizens	Foreign nationals	EU citizens without Austria	Other third country nationals	Entitled to asylum	Entitled to subsidiary protection	Turkish citizens
Compulsory schooling	18.9%	23.3%	17.9%	28.1%	43.1%	49.8%	15.9%
Apprenticeship training	11.4%	13.0%	11.6%	16.2%	35.8%	37.2%	9.7%
Secondary education	16.0%	21.9%	18.9%	26.1%	39.6%	52.3%	20.8%
Higher education	14.9%	29.9%	21.3%	39.4%	50.1%	46.5%	18.2%
Academic education	11.5%	27.6%	18.1%	37.3%	47.7%	46.0%	22.4%
Not clarified	26.9%	24.8%	13.2%	32.9%	40.2%	44.9%	12.4%
Total	15.0%	23.0%	17.1%	29.0%	44.3%	49.0%	15.7%

Fig. 1.3.6

Source: Integration monitoring according to the Integration Act; own presentation

In the absence of employment data shown in relation to legal status, a specific unemployment rate for refugees cannot be calculated. However, citizenship details do give some indication of refugees' rate of unemployment. The unemployment rate was highest for Syrians in the year 2017, at 61.8%, followed by Iraqi citizens (46.4%), Afghans (34.0%) and citizens of the Russian Federation (mostly Chechen, 33.4%). By comparison, the unemployment rate for foreign nationals was 12.5%, for third country nationals 17.8% and for Austrian citizens 7.5%. Workers from the EU had the lowest unemployment rates, particularly those from Germany.

The comparatively high activity rate for Syrians, in combination with their high unemployment rate, shows that measures taken to integrate Syrian refugees into the labour market have largely been successful: they are on the one hand participating in training programmes or registered as immediately available unemployed, or on the other hand they are in employment. While it is true that the unemployment rate is high, as there are still many who have not found satisfactory employment, they can now be reached and helped into economic activity through support measures. The situation is much more difficult for individuals from Iraq and Afghanistan, amongst whom only 33% and 35% respectively of those of working age are recognised in the labour market. Although their unemployment rate is comparatively low, that does not mean that they have no problem in the labour market. Rather it is the case that a large proportion of these individuals are so far outside the labour market that they are not recognised by the Austrian Public Employment Service (AMS) and therefore cannot be helped by support and employment activation measures.

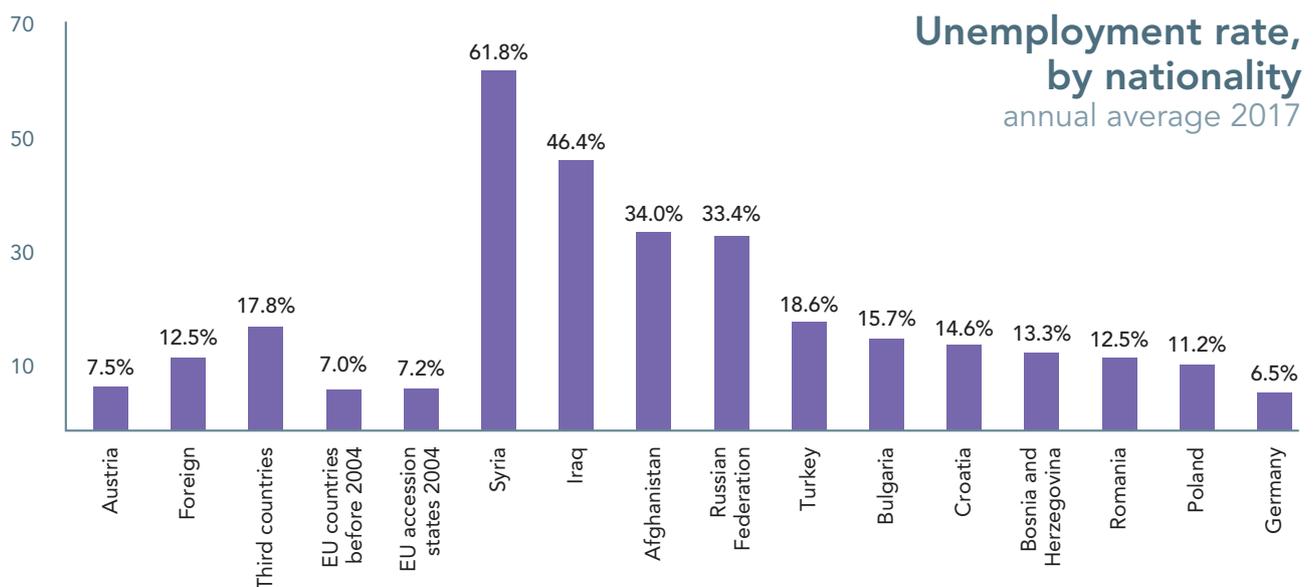


Fig. 1.3.7 Source: Labour market database of the Austrian Public Employment Service [Arbeitsmarktservice; AMS] and the Federal Ministry of Labour, Social Affairs, Health and Consumer Protection [BMASGK] (2018), Budget, Labour Market and Beneficiary Information System (Bali); own presentation

Low education level of registered jobseekers is a challenge for labour market and integration policies

The education level of those seeking employment varies widely according to country of origin and legal status. Amongst Austrians, 38.5% had no educational qualification beyond compulsory schooling (108,900) and almost as many had completed an apprenticeship as their highest qualification (106,300). Only 6.7% had completed tertiary education (18,900). However among citizens of the EU28 (not including Austria) it is also true that almost half of all unemployed persons and jobseekers in training programmes had completed compulsory schooling as their highest level of education (23,000). The group with the highest proportion of people with basic qualifications is persons entitled to subsidiary protection, at 82.1% (4,100), followed by persons entitled to asylum, at 65.8% (15,900). The average for third country nationals is 72.3%. The proportion of university graduates amongst those entitled to asylum is 10.6% (2,600), which corresponds approxi-

mately to that of EEA citizens (5,200). That means that persons entitled to asylum who are registered with the Austrian Public Employment Service as seeking employment are more frequently identified as highly qualified than jobseekers from third countries. In the area of higher education, there are about the same number of persons entitled to asylum seeking jobs as unemployed EEA citizens. The high training ratios of these qualification groups amongst persons entitled to asylum show that their qualifications obtained abroad are not applicable in the Austrian labour market without further training, retraining or education. It is perhaps not surprising that jobseekers entitled to asylum are relatively rare in the segment with mid-level qualifications, due to the lack of comparable education and training in their countries of origin. This means that a clearly polarised qualification structure can be seen between unemployed persons entitled to asylum and those in training programmes.

It should also be noted that no assessment can be made of the qualification level of individuals who are not available for the labour market, i.e. non-working individuals with caring responsibilities or those whose German language skills are so minimal that they could not be regarded as jobseekers by the Austrian Public Employment Service.

Registered unemployed and jobseekers in training by nationality, residence status and level of education 2017 (by category)

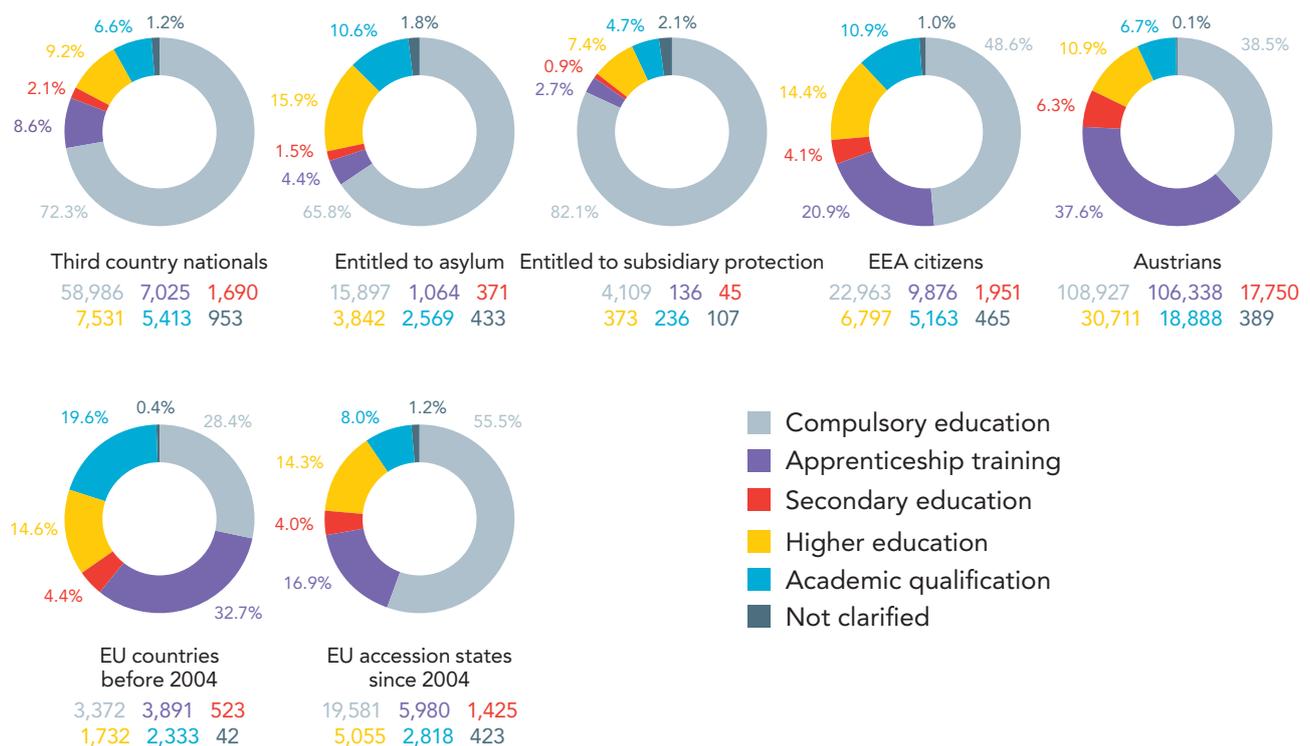


Fig. 1.3.8

Source: Integration monitoring according to the Integration Act; own presentation

The high representation of persons entitled to asylum in both upper and lower qualification segments also becomes apparent if we examine the number of registered unemployed persons and jobseekers in training for selected nationality groups. Those from Syria and Iraq have the best qualification profiles, significantly better than those from the traditional “guest worker countries”, the former Yugoslavia (non- EU) and Turkey. The lowest education levels are found in the statistically reported jobseekers from Afghanistan.

Registered unemployed and jobseekers in training by nationality and level of education 2017

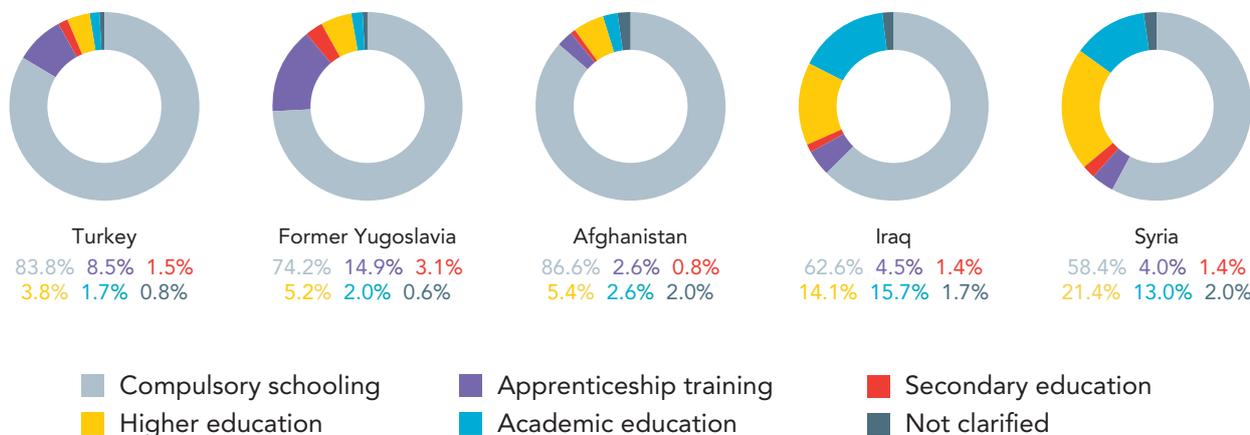


Fig. 1.3.9

Source: Integration monitoring according to the Integration Act; own presentation

This context should be kept in mind when considering the findings of the OECD’s most recent Migration Outlook (2018). The study identifies a major challenge in the integration of less well-educated men aged 18 to 34. No other European state is as greatly affected by this as Austria, since in this group alone, according to conservative estimates by the OECD, the number of potential workers could rise to 15.4% by the end of 2020. One reason for this is the exceptionally large growth Austria has experienced in recent years in the number of men entitled to asylum or subsidiary protection who have low levels of qualifications. This is why the OECD anticipates increasing difficulties in this already problematic labour market segment.

Forecast change in the percentage of low-skilled men (18 to 34 years) through the migration of the refugees Top 10 European countries (EU28 + Switzerland + Norway)

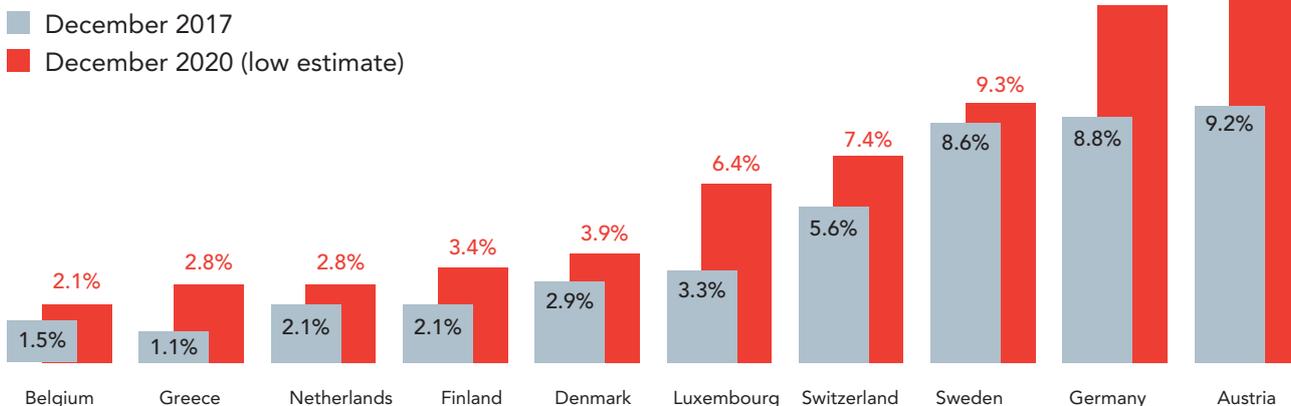


Fig. 1.3.10

Source: OECD (International Migration Outlook 2018: Table 3.13. Relative change in the labour force of low-educated men aged 18 - 34 due to increased inflows of asylum-seekers between 2014 and 2017 in Europe); own presentation

Unemployed persons entering employment

During the year 2017, the Austrian Public Employment Service recorded an outflow of 1,174,600 people out of unemployment, of whom 67% were Austrians. Of those leaving the unemployment figures, the majority (53%) entered employment. The remaining 38% of exits from unemployment figures were people becoming economically inactive, for instance taking up home duties, retiring or leaving the country (deaths also represent an outflow from the statistics). Unemployed people who had been out of work for a short period (less than a year) had the most success in returning to the labour market in 2017. The average period of registration for the remaining unemployed people consequently increased to 206 days (from 185 days in 2016). The number of long-term unemployed (out of work for a year or more) increased correspondingly (+3,000 i.e. +5.4%), although the total number of unemployed reduced significantly (-17,000, i.e. -4.9%).

Taking up work after an episode of unemployment 2017

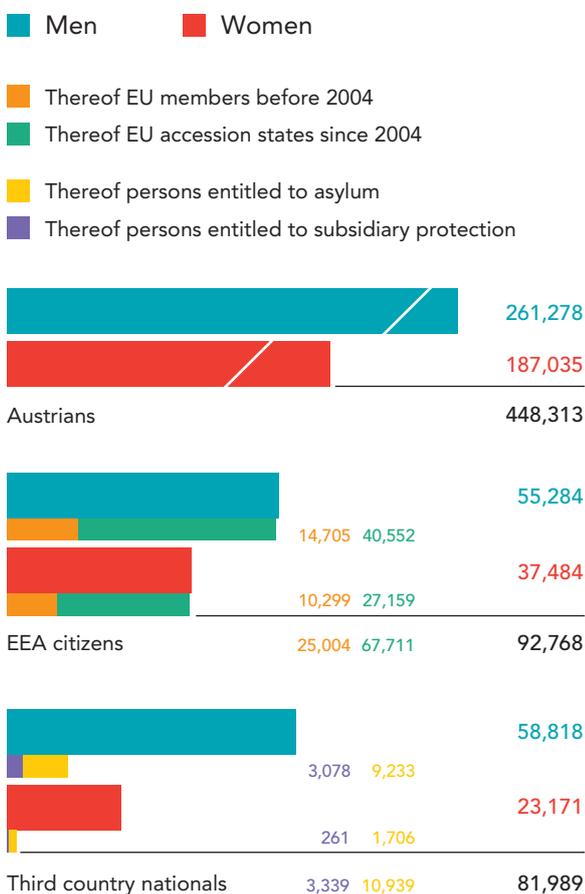


Fig. 1.3.11 / Source: Integration monitoring according to the Integration Act; own presentation

for women, which vary considerably according to citizenship, but are consistently lower. Foreign women had higher rates of unemployment on average in 2017 than their male counterparts (13% compared to 12.1%), partly due to a lower average level of education, and partly because their availability for work is often limited by care responsibilities. Entry into employment by men from Bulgaria, Romania and the former Yugoslavia (non-EU), at 59%, is about as high as for Austrian men. However, for women from these countries it is significantly lower (38%), than for Austrian women (53%). The lowest rates of exit from unemployment for men were reported for those from Syria (14%) and Iraq (21%), followed by men from Afghanistan (32%) and the Russian Federation

Exits from unemployment into employment were highest for citizens of those countries that were already members of the EU prior to 2004 (not including Austria), at 62%, followed by Austrians and citizens of the EU13 (57%) in equal second place. Third country nationals in contrast comprised only 37% of all exits from unemployment into employment (Fig. 1.3.12). This relatively small proportion can partly be attributed to the limited term of residence permits amongst this heterogeneous group of individuals, and partly to the difficult labour market conditions and limited opportunities for employment, as well as to a growing number of third country nationals entitled to asylum. While the integration monitoring provides statistics on the number and structure of exits from unemployment into employment according to legal status, this information is not available for all exits from unemployment. This means it is not possible to calculate the rate of entry into employment by persons entitled to asylum or subsidiary protection. However, one indicator of the rates of entry into employment for refugees is provided by citizenship details.

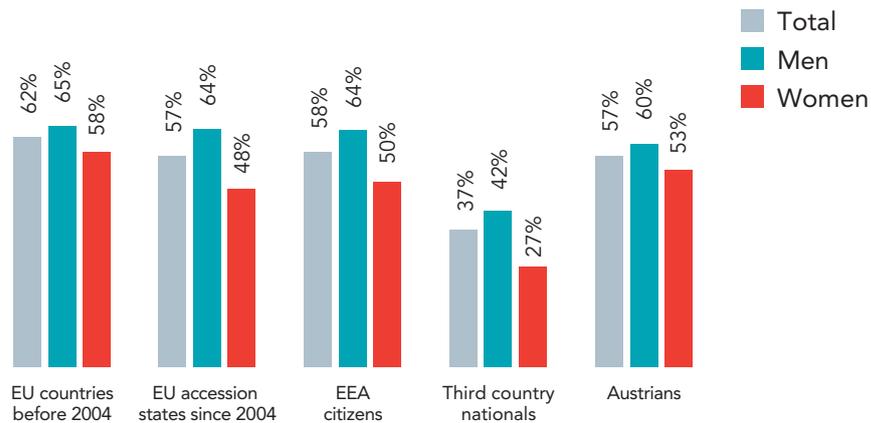
Exits from unemployment into employment vary significantly according to citizenship and particularly according to sex. A particularly distorted impression is given by the rates of entry into employment

(37%). Intermediate rates were reported for men from Pakistan (45%) and Turkey (50%). Amongst unemployed women, women from Syria, Iraq, Afghanistan and Pakistan have the lowest rates of entry into employment.

The majority of unemployed persons entitled to asylum who entered employment had completed no more than compulsory schooling (7,700 or 71%), followed by those with non-university higher education or training (1,200 or 11.2%). There is an even greater concentration of low qualification levels for persons entitled to subsidiary protection (2,800 or 85% who have no qualifications beyond compulsory schooling).

Exit rate from unemployment to employment*

2017 (by categories)



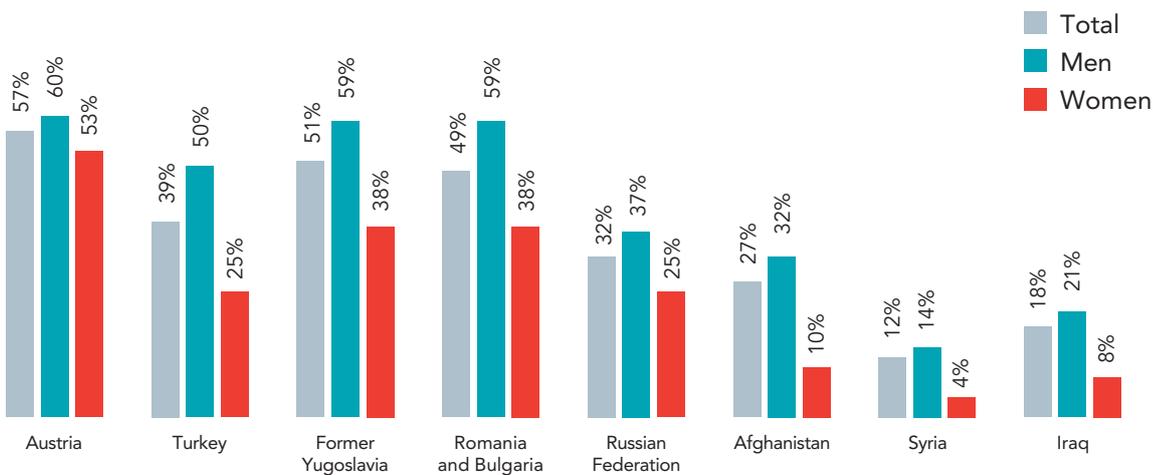
* Employment outflows in % of all outflows from unemployment

Source: Integration monitoring according to the Integration Act; Labour market database of the Austrian Public Employment Service (Arbeitsmarktservice; AMS) and the Federal Ministry of Labour, Social Affairs, Health and Consumer Protection (BMASGK) (2018), Budget, Labour Market and Beneficiary Information System (Bali); own presentation

Fig. 1.3.12

Exit rate from unemployment to employment by nationality*

2017



* Employment outflows in % of all outflows from unemployment

Source: Integration monitoring according to the Integration Act; Labour market database of the Austrian Public Employment Service (Arbeitsmarktservice; AMS) and the Federal Ministry of Labour, Social Affairs, Health and Consumer Protection (BMASGK) (2018), Budget, Labour Market and Beneficiary Information System (Bali); own presentation

Abb. 1.3.13

Benefit recipients: unemployment benefits and unemployment assistance

In 2017 the average number of benefit recipients who were registered unemployed was 295,500, of which 138,000 received unemployment benefits and 157,500 received unemployment assistance. It should be pointed out first that a claim for unemployment assistance can only be made when the entitlement to unemployment benefits earned by a year's socially-insured employment has already been claimed and exhausted. Unemployment assistance is accordingly a subsequent benefit funded by unemployment insurance contributions from employers and employees. The number of recipients of unemployment assistance as a proportion of all those receiving benefits from unemployment insurance was around 53%, similar to that of the previous year. Austrians comprised 222,100 (75%) of all benefit recipients, while 73,400 (25%) were foreign nationals. The proportion of foreign nationals amongst benefit recipients is thus lower than for those registered unemployed (29%), with little difference between the numbers of people receiving unemployment benefits or unemployment assistance. It should also be noted that many of the individuals entitled to asylum or subsidiary protection are not eligible for unemployment benefits and therefore not for unemployment assistance either, and so receive benefits under the Austrian needs-based minimum benefit system (BMS). Around half of all those claiming unemployment assistance have completed no more than compulsory schooling. For both Austrians and foreign nationals these are on average approximately 60% men and 40% women. This is largely due to the fact that women generally live in a household where there is another source of income, with the result that there is no evidence of the acute hardship which is a condition for claiming unemployment assistance.³⁵

1.3.2 Focus on women

Women are less well integrated into labour market participation than men, in terms of both employment and unemployment. In all categories of origin, the activity rate for women is lower than for men. Averaged across the year 2017, 81% of men were recognised in the labour market as being either gainfully employed or registered unemployed, while for women it was only 71.8% (9.2 percentage points lower than for men). For foreign nationals the difference between men and women was more marked: here 79.9% of foreign men were recognised in the labour market, but only 64.9% of foreign women (-15 percentage points). Activity rates for men and women from EU Member States are higher than the Austrian levels, which is partially due to the fact that these figures include persons who commute from outside the EU into Austria for work. The labour market participation of third country nationals on the other hand is significantly lower than that of Austrians. In 2017 the average figure was 73.8% of men aged 15-64, and 54.9% of women. If we consider migrant backgrounds, i.e. the parents' place of birth and gainful employment (employed or self-employed), without unemployment, the differences are smaller. From this perspective the gender-based difference in the population without a migrant background was 7 percentage points (men: 78%, women: 71%), while for the population with a migrant background it was 11 percentage points (men: 70%, women: 59%). The differences for those with a Turkish migrant background are particularly striking: here only 42% of women of working age were actually gainfully employed (compared to 68% of men).

The data from Statistics Austria³⁶ offer some insights into the number of people with a migrant background who are gainfully employed in terms of sector and gender. In the year 2017 the proportion of women with a migrant background was greatest in the business services sector (46.5%), followed by the hotel and restaurant industries (40.3%), then arts and entertainment (32.2%). The proportion of women with a migrant background was particularly low in agriculture and forestry, at 4.3%. There were also relatively few women with a migrant background in public administration (10.4%) or the finance and insurance sector (15.0%).

³⁵ From 1 July 2018 onwards the income of a spouse or partner is no longer included in the claimant's income, which is likely to lead to increasing numbers of female recipients of unemployment assistance in the year 2018.

³⁶ Statistics Austria (2018), migration & integration. zahlen. daten. indikatoren 2018, p. 55.

In 2017 the unemployment rate for women of foreign nationality was slightly higher, at 13.0%, than that of male foreign nationals (12.1%). Focussing on female refugees, there was a marked difference compared to their male counterparts according to country of origin: Afghanistan (men: 30.1%, women 55.0%), Iraq (men: 44.5%; women: 52.9%) und Syria (men: 57.8%; women: 79.7%). The situation is different for citizens of the Russian Federation, where a far higher unemployment rate was found for men in 2017 than for women (men: 39.2%; women: 28.0%). With regard to the three largest groups of third country nationals in Austria, the picture is as follows: Serbia (men: 35.4%; women: 32.8%), Turkey (men: 17.0%; women: 21.6%), Bosnia and Herzegovina (men: 13.9%; women: 12.4%). By comparison, the unemployment rate for Austrians is significantly lower, and here women have a slightly lower rate of unemployment (6.9% for the year 2017) than men (8.1%).

Unemployment rate by nationality and sex

2017, in Austria

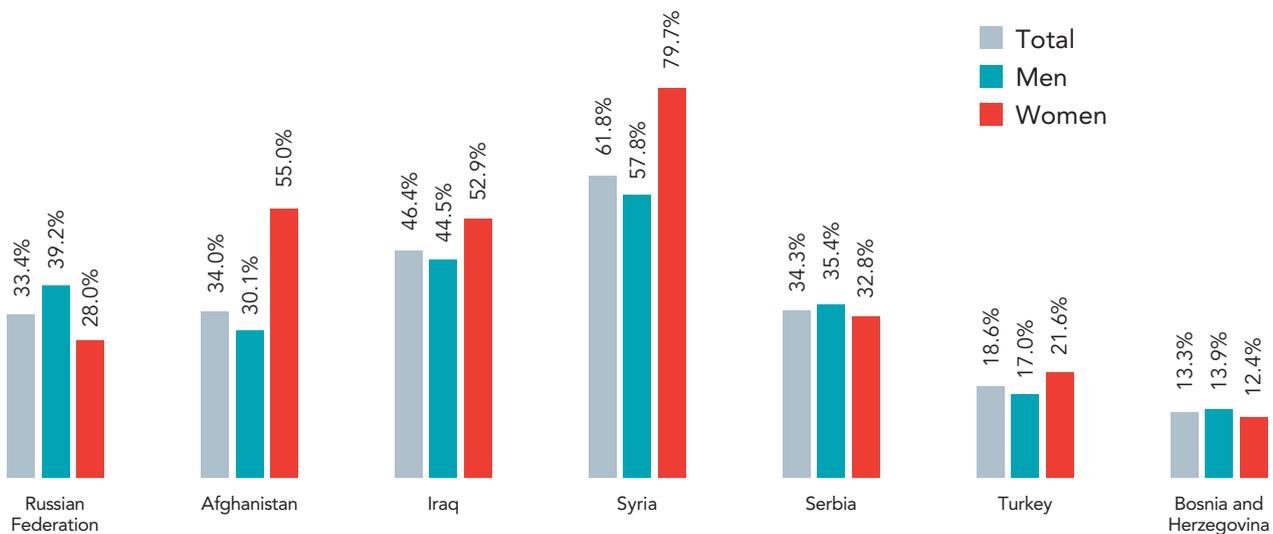


Fig. 1.3.14 Source: Labour market database of the Austrian Public Employment Service [Arbeitsmarktservice; AMS] and the Federal Ministry of Labour, Social Affairs, Health and Consumer Protection [BMASGK] (2018), Budget, Labour Market and Beneficiary Information System (Bali); own presentation

The findings also show that unemployed women have on average a higher level of educational qualifications pro rata (higher and university education) than men. For women without Austrian nationality the percentage with higher educational qualifications was 22% (15% for men in the same group) and for Austrian women 21% (Austrian men: 16%). Only amongst persons entitled to asylum the picture was reversed, with 25% for men and 23% for women.

If we consider the training measures in place, we can see that Turkish women are more frequently enrolled in training programmes, at 20%, than Turkish men, at 12%, and this is also true for women from former Yugoslavia, at 16%, in contrast to men of the same origin, at 11%.

Analysis of the educational attainment levels of those women who in 2017 successfully made the transition from unemployment into the labour market reveals large differences according to their country of origin. On average, around 7 out of 10 women from third countries who entered employment in Austria in 2017 had only completed compulsory schooling. By comparison, more than half the women from countries that joined the EU after 2004, and almost a quarter of women from countries which were already EU Member States prior to 2004, had only completed compulsory schooling. Citizens of EU countries were substantially more likely to have completed an apprenticeship, middle or high school or an academic qualification than third country nationals. Amongst women from EU countries who entered work in 2017, those from countries that joined the EU before 2004 were almost twice as likely to have an academic qualification (approx. 19%) and almost three times as likely to have completed an apprenticeship training (38%) as women from the new EU Member States (10% or 13%).

To simplify the recognition of qualifications obtained abroad, the Recognition and Assessment Act (AuBG – Federal Law Gazette I No. 55/2016) was introduced in 2016. Data³⁷ gathered by Statistics Austria for the period of October 2016 to September 2017 indicate that a total of 6,615 educational and vocational qualifications were recognised or assessed. It is evident that women take up this option for recognition or assessment more frequently (3,714) than men (2,901). Around 41% (1,516) of the applications by women for recognition or assessment of qualifications were in the fields of health and social care, followed by business, administration and law (15%), and teaching (14%). Altogether 2,277 (61%) of qualifications recognised or assessed were at tertiary level. In contrast, the qualifications most frequently recognised or assessed for men were in the fields of engineering, industrial manufacturing or construction (28%), followed by health and social care (25%). Similarly, the majority (53%) of qualifications recognised for men were at tertiary level.

With regard to unemployment assistance there are also gender-specific differences. Amongst foreign recipients of unemployment assistance, 41% are women, and the majority (59%) are men. When considering the data on unemployment assistance it must be remembered that this is only available to individuals who have already completed a certain period of employment where statutory insurance contributions were made. Persons entitled to asylum or subsidiary protection who have not yet completed any such period of employment are not eligible for unemployment benefits or unemployment assistance, but may instead claim benefits from the Austrian needs-based minimum benefit system (BMS) – see also Chapter 1.4).

1.3.3 Analysis and assessment from an integration policy perspective

Summary

After a difficult economic situation over the last few years, the economy has now recovered. This is reflected particularly in the increasing availability of jobs, as well as increased numbers of self-employed people. Unemployment fell for the first time since 2011, but remains relatively high (+93,200 i.e. +37.8% compared to the year 2011), not least due to the high level of immigration from the new EU Member States following the opening up of the labour market in 2011 and 2014.

In the year 2017 approximately 99,400 foreign nationals altogether were registered with the Austrian Public Employment Service as unemployed; if those in training programmes are included, this figure rises to 129,070. While the unemployment ratio for Austrians was 7.5%, the total for foreign nationals was higher, at 12.5%, but there are substantial differences between specific countries of origin. The unemployment rate of 17.8% for third country nationals for example was more than twice the level for EU citizens (7.0%); for Turkish citizens it was also above the average for third country nationals. The unemployment rate is particularly high for those from refugee countries of origin (Syria: 61.8%; Iraq: 46.4%; Afghanistan: 34.0%). As these are mainly persons entitled to asylum or subsidiary protection, it is important to remember when considering these figures that the unemployment rate does not necessarily represent the actual labour potential (since for example people with limited German language skills are not available to work and are therefore not always immediately recorded as unemployed, or because they are receiving benefits under the provision of basic welfare support to refugees (Grundversorgung), and so are not registered with the Austrian Public Employment Service, or they – mainly women – may have care responsibilities etc.). In 2017 a total of 30,000 persons entitled to asylum or subsidiary protection were registered unemployed or in training programmes; two thirds of those entitled to asylum and over 80% of those entitled to subsidiary protection had only completed compulsory schooling.

³⁷ Statistics Austria (2018), *Recognition and assessment of foreign educational and professional qualifications (1.10.2016 to 30.09.2017)*.

The picture is similar with regard to labour market integration. While participation in economic activity is growing in Austria overall, and remains above the EU average (73.3%), when compared with Germany, for example, it is lower (76.4% compared to 78.2%). Here too, in the area of labour market integration there are substantial differences between specific countries of origin (e.g. citizens of EU Member States prior to 2004: 76%; third country nationals: 58%; citizens of refugee countries of origin, i.e. Afghanistan/Iraq/Syria: 27%).

In this context it is important to highlight the fact that labour market integration is particularly difficult for those with low levels of qualifications, since according to the OECD comparisons, Austria already has the highest proportion of men aged 15 to 34 with low levels of qualifications. In this group alone, the number of potential workers could rise to 15% by the end of 2020. Technological change in the labour market, however, means that demand for workers with the lowest level of qualifications is falling, just as this group is growing. This contradictory trend must therefore remain a key focus for labour market policy-makers.

Basically we must recognise that we have a structural problem in Austria, since almost half of all those registered unemployed have completed no more than compulsory schooling at the most. In 2017 a total of 72,100 jobseekers received some form of training, including 29,700 (41%) foreign nationals. Amongst Austrian jobseekers the training ratio is highest for those with the lowest educational qualifications; contrastingly for third country nationals, including persons entitled to asylum, it is highest for those with higher qualifications. Jobseekers entitled to asylum show a polarised qualifications structure resulting in a better qualifications structure on average than other jobseekers from third countries. Once again it must be noted, however, that it is difficult to compare qualifications, particularly in the case of third country nationals and refugees. As already mentioned in the 2017 Integration Report, the outcomes of competence checks for refugees in particular “must be assessed against the background of their lack of representativeness, probably resulting in too positive results (e. g. compared to far more representative data from Germany or Sweden)”³⁸.

Gender-specific analysis of these topics reveals that women are more frequently subject to unemployment and less often economically active than men, and that certain origin-specific disparities can be observed, particularly for women entitled to asylum or subsidiary protection, and for female third country nationals. Women from other EU countries have a higher activity rate than Austrian women, while female third country nationals have a significantly lower activity rate, particularly in the case of women entitled to asylum or subsidiary protection. Women also have lower rates of exit from unemployment into paid employment, especially women from Syria, Iraq, Afghanistan and Pakistan.

In 2017 the number of recipients of unemployment assistance as a proportion of all those receiving benefits from unemployment insurance was 53%. The number of foreign nationals as a proportion of all benefit recipients was 25% (73,400 people); the remaining 75% were Austrian citizens (222,100 people). Here too it is important to note that many refugees do not receive benefits from unemployment insurance or unemployment assistance, but instead from the needs-based minimum benefit system (BMS) (see also Chapter 1.4).

³⁸ Expert Council for Integration (2017), *Integration Report 2017*, p. 32, footnote 20.

Recommendations

In view of this situation measures to improve the qualifications of unemployed foreign nationals need to be intensified. The goal must be to raise the proportion of foreign workers with mid-level qualifications, for instance by apprenticeship training programmes for people in the middle age range, with a particular focus on persons entitled to asylum or subsidiary protection. For some occupational areas (partial) apprenticeship schemes should be promoted, following the model of the “Du kannst was”³⁹ initiative (“You can do it” – an Austrian initiative for the recognition of informal and prior learning). Of equally pressing importance is further education and training or retraining for individuals with higher levels of qualification.

Migrants’ entry into the world of work should be supported in a similar way to the “assisted employment” model that already exists in some companies. In this context there is a key role to be played by businesses – alongside the government employment services – since these companies actually create jobs. In addition to making effective connections between potential employers and appropriately qualified jobseekers, targeted support should also be provided for companies hiring persons entitled to asylum or subsidiary protection. Public employment services must also adapt their strategies with regard to working with new target groups.

In addition to the existing help offered in this area, a service pool could be created to support business start-ups by potentially self-employed migrants, using the “business angels” model, providing expert help for example with legal issues, bookkeeping or preparing leaflets.

In terms of the special focus on women, it is particularly important for those with refugee backgrounds to receive additional and targeted support with integration into the labour market. Provision of German language courses needs further development, as well as work-related language skills and occupational qualifications; these opportunities need to be linked with appropriate childcare arrangements, to ensure that women with childcare responsibilities can also participate – as for example already happens through the Austrian Integration Fund (ÖIF). Skills assessments could also be more closely linked to vocational guidance and traineeships, to increase the opportunities for integration into the labour market. Furthermore, integration subsidies should be considered for companies employing women entitled to asylum or subsidiary protection. Outreach work is also increasingly important for drawing female migrants – particularly those with refugee experience – into the labour market and the relevant public services. The primary aim here is to make it clear that their opportunities for self-development, such as through paid employment or education and training, are dependent on engagement with the initiatives of labour market and integration policies.

Labour market integration remains as ever one of the essential fields of action for integration work, to ensure that migrants in Austria, who now include a large number of persons entitled to asylum or subsidiary protection, fulfil their potential for economic independence as quickly as possible. Entering employment means not only that they contribute actively to the existing state welfare system in Austria but also at the same time that they are no longer dependent on welfare benefits.

39 Details at <http://www.dukannstwas.at>.

Number of all recipients of needs-based minimum income (BMS) in Austria 2017

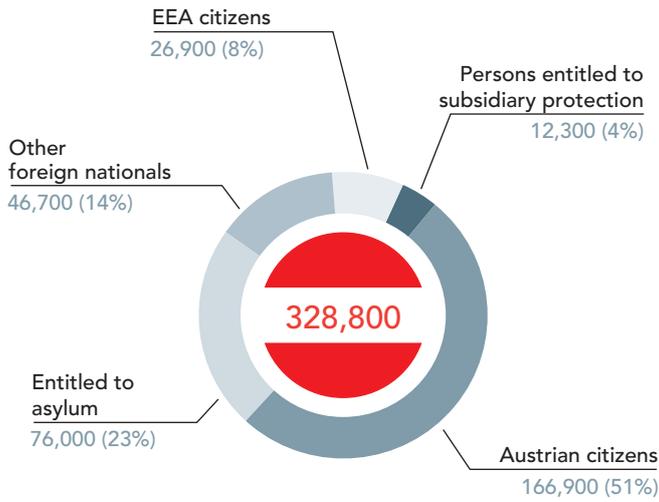


Fig. 1.4.1
Source: Data of the federal provinces recorded in the course of the integration monitoring according to the Integration Act; own presentation

Percentage of persons entitled to asylum or subsidiary protection among foreign BMS recipients 2017

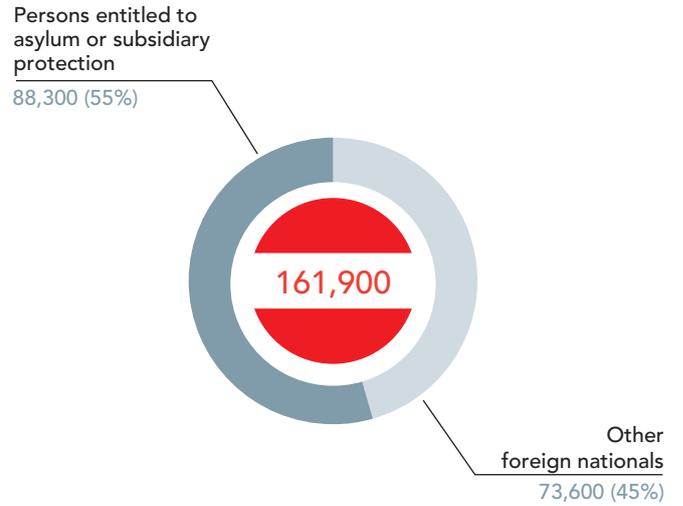


Fig. 1.4.2
Source: Data of the federal provinces recorded in the course of the integration monitoring according to the Integration Act; own presentation

Recipients of the needs-based minimum income by category of origin and sex 2017

2017

- Thereof EEA citizens
- Thereof persons entitled to asylum
- Thereof persons entitled to subsidiary protection
- Thereof other foreign nationals

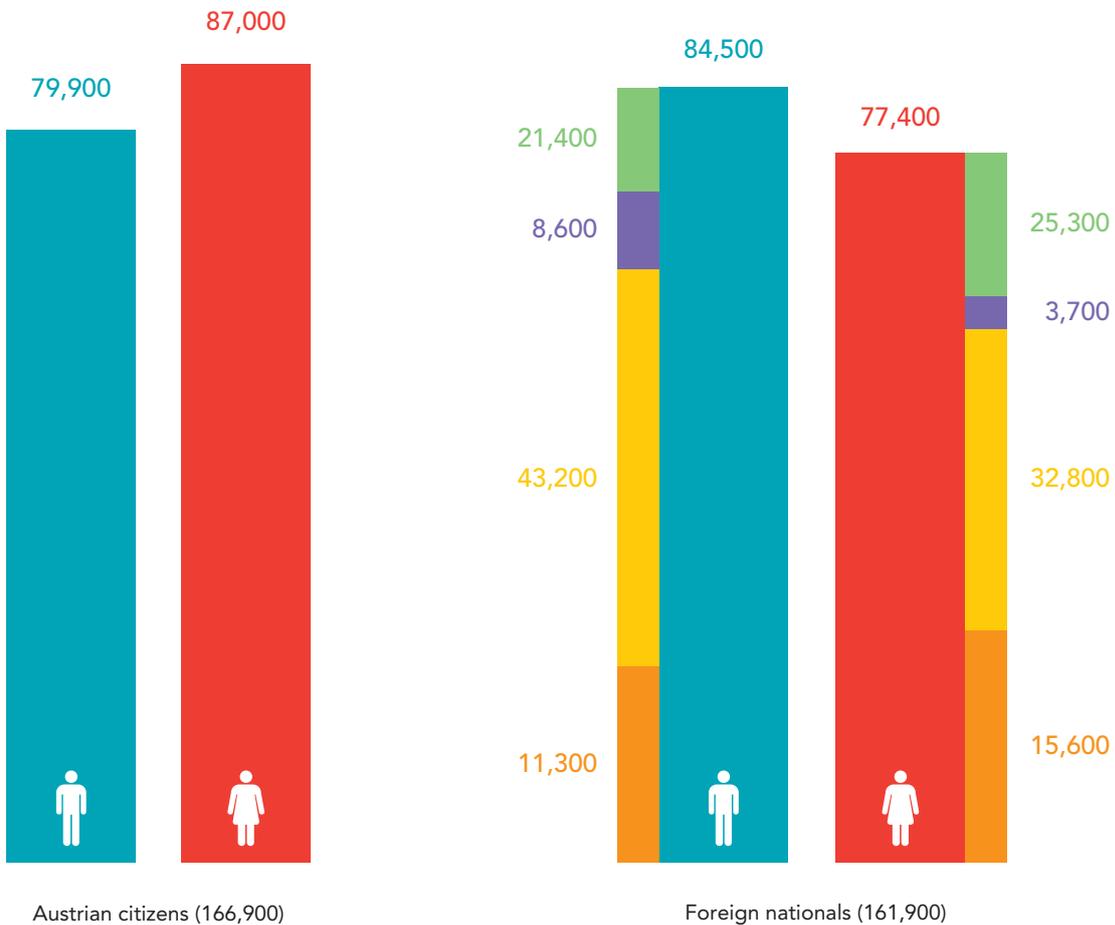


Fig. 1.4.3
Source: Data of the federal provinces recorded in the course of the integration monitoring according to the Integration Act; own presentation

Recipients of the needs-based minimum income by federal province and nationality

2017

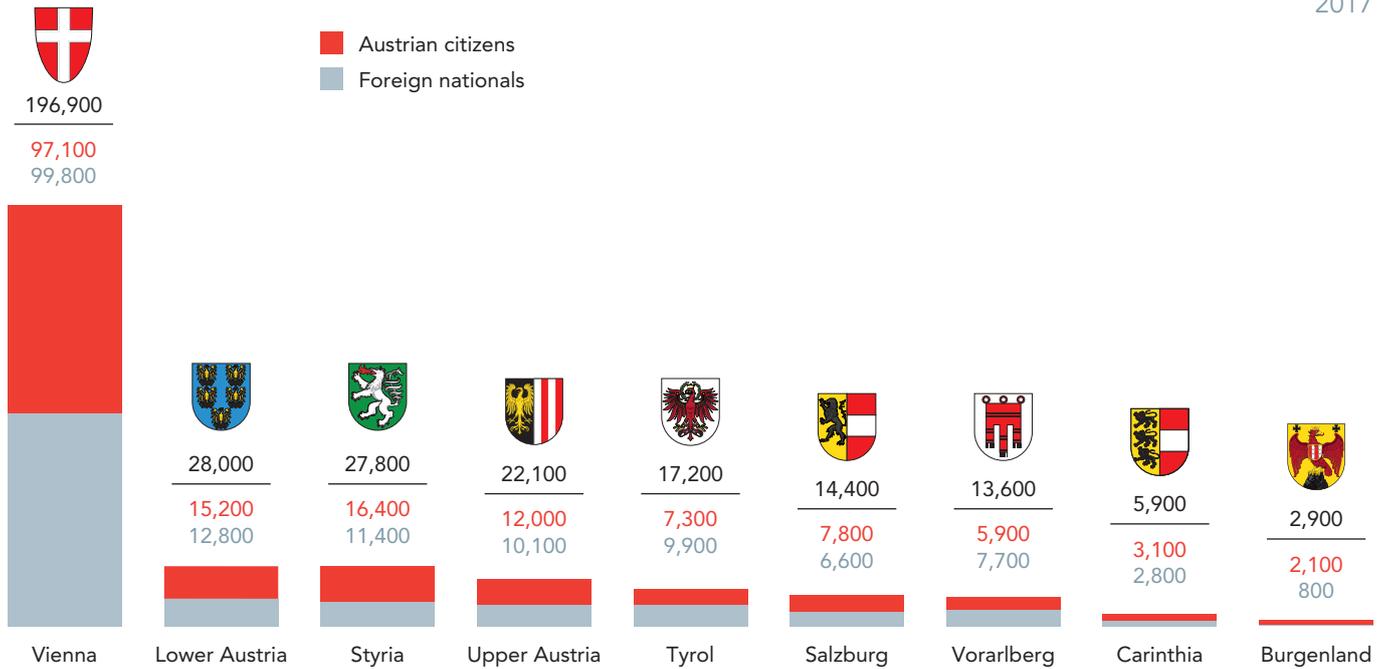


Fig. 1.4.4

Source: Data of the federal provinces recorded in the course of the integration monitoring according to the Integration Act; own presentation

SOCIAL AFFAIRS

Austrian needs-based minimum benefit system (BMS)*

Distribution of recipients of the needs-based minimum income (BMS) by federal province

2017

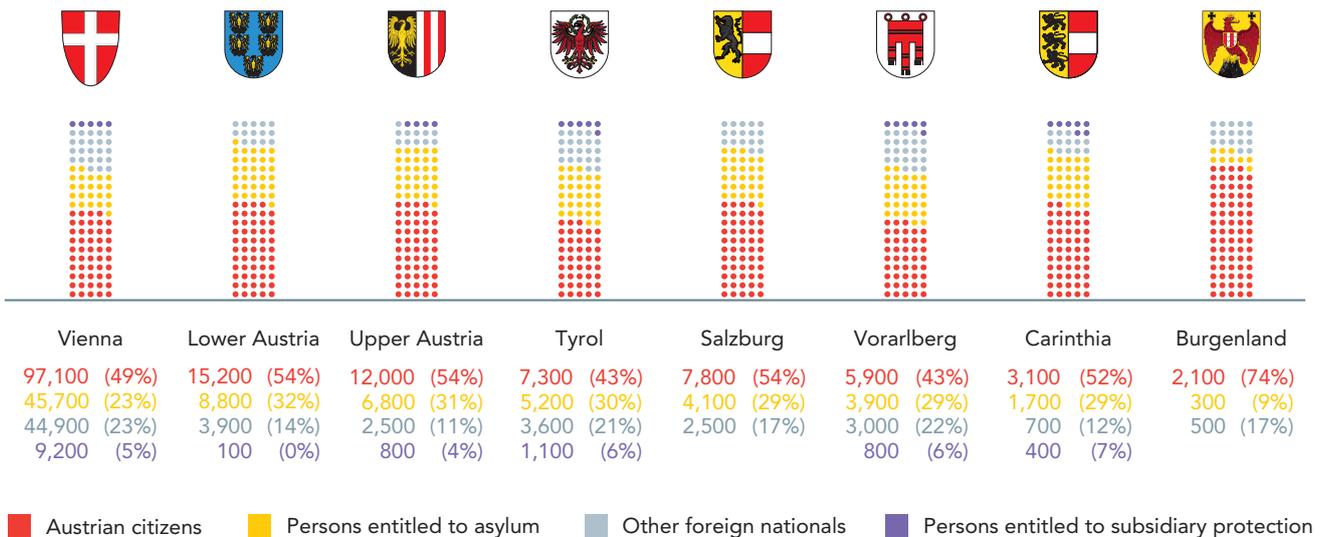


Fig. 1.4.5

Source: Data of the federal provinces recorded in the course of the integration monitoring according to the Integration Act without Styria, as a breakdown according to persons entitled to asylum or subsidiary protection is not possible for 2017; own presentation

* The data on the needs-based minimum benefit system (BMS) has been provided by the individual federal provinces. There may be differences with the absolute figures as a result of different systems for collecting information and/or databases used. The figures are therefore rounded to 100, rounding differences have not been adjusted. In detail: 1) Styria: Information on the status "entitled to asylum or subsidiary protection" is only available from the 2018 calendar year. These figures are recorded in the category "Other foreign nationals". 2) Lower Austria/Upper Austria: Differences possible in the number of persons entitled to asylum or subsidiary protection as a result of different survey methods. 3) Lower Austria/Salzburg: Persons entitled to subsidiary protection are not eligible for BMS and are supported by funding for basic welfare support to refugees. 4) Burgenland: Persons entitled to subsidiary protection are only eligible for BMS if they do not receive benefits from federal basic welfare support or under the Social Assistance Act. 5) Carinthia: Data from Klagenfurt cannot be taken into account for technical reasons (database logic), with the exception of the categories "Austrian citizens" and "Foreign citizens", although this in turn does not include children. 6) Other citizens (e.g. stateless, not clarified, unknown) along with Switzerland as a member of EFTA are included in the category "(Other) Foreign citizens".

1.4 SOCIAL AFFAIRS

Austrian needs-based minimum benefit system (BMS)

1.4.1 General developments

Recipients of the Austrian needs-based minimum income (BMS): General trends

In 2011 the statistics for the needs-based minimum benefit system (BMS) replaced the figures for “home-based” social assistance. Based on an Agreement between the Federation and the provinces for a national needs-based minimum benefit system⁴⁰, “BMS” covers (tax-financed) cash benefits for subsistence and housing needs (outside residential institutions), and for health care. In contrast to unemployment benefits and unemployment assistance, BMS is not an insurance benefit but a social security benefit. It can be claimed as a supplement to earnings, unemployment benefits or unemployment assistance, if a certain minimum income level is not achieved (income support). Until the year 2010 the social assistance expenditure figures published by Statistics Austria included a “refugee support” category. Expenditure for home-based social assistance (basic income benefits, housing benefits and cash-based subsistence benefits) amounted to EUR 446 million. Health care expenditure was a further EUR 137.2 million and refugee support another EUR 157.4 million, making a total of EUR 740.6 million.

Since the introduction of the BMS in the year 2011, refugee expenditure has no longer been reported separately. There are also no details on the citizenship of claimants – but these details were not recorded for home-based social assistance either. In view of the increasing importance of integrating refugees, it has been decided for the purposes of the integration monitoring that specific analysis should be made for persons entitled to asylum or subsidiary protection. These data are now available for the first time, although they are still subject to some reservations, as detailed in the footnotes to the charts.

It should be noted that in case of need, anyone who is able to work and entitled to permanent residence in Austria has the right to claim minimum income (BMS) benefits. According to current law this includes Austrian citizens and their families, persons entitled to asylum or subsidiary protection⁴¹, EU/EEA citizens⁴², Swiss citizens and their families, third country nationals with a specific residence title (EU permanent residence, permanent residence – family member) and third country nationals with proof of settlement or indefinite Settlement Permit.

Between 2011 and 2017 the number of BMS recipients eligible for work increased by 135,500 (+70%) to 328,800⁴³. Expenditure for BMS in 2016 (the most recent available data) was EUR 872.4 million, with EUR 51.8 million for health care, amounting to a total of EUR 924.2 million (+61.8% compared to 2012). The average duration of benefit payments in 2016 was 8.5 months. A large

40 Agreement between the Republic of Austria and the federal provinces (2010), Agreement between the Republic of Austria and the federal provinces in accordance with Article 15a of the Federal Constitutional Law (B-VG) concerning a National Needs-based minimum income (BMS).

41 In Lower Austria and Salzburg persons entitled to subsidiary protection are not eligible for BMS and are supported by federal funding for basic welfare support to refugees. In Burgenland persons entitled to subsidiary protection are only eligible for BMS if they do not receive benefits from federal basic welfare support or under the Social Assistance Act. See footnote on p. 67 for further details.

42 EU/EEA citizens only have an unconditional right to minimum income benefit, provided other requirements are met, if they are resident employees in Austria or have lived in Austria for over five years. Until that point EU citizens can claim supplementary BMS benefits if they come to Austria as employees. The defining criteria for the concept of being an employee are provision of services, in the context of a personal relationship of instruction and control, for remuneration. The amount of remuneration is not significant, nor the time worked or the length of the employment relationship. This also includes EU citizens who are genuinely and consistently seeking work in another Member State, where those efforts can be objectively regarded as having some prospect of success.

43 See footnote on p. 67 for remarks on possible statistical distortions.

proportion of BMS recipients receives a transitional benefit such as unemployment assistance, combined with a supplementary benefit⁴⁴ to make up a subsistence level of income.⁴⁵

Almost half (161,900, 49%) of BMS recipients in 2017 were foreign nationals. Amongst these, slightly over half (approx. 88,000 or 55%) were persons entitled to asylum or subsidiary protection; a further 26,900 (around 17%) were citizens of countries in the European Economic Area (EEA). That means that 83% of foreign BMS claimants in 2017 were third country nationals. In terms of the total number of BMS claimants in Austria, persons entitled to asylum or subsidiary protection represented more than a quarter (27%), of which the majority (23%) were persons entitled to asylum and only 4% were persons entitled to subsidiary protection (Fig. 1.4.1).

Distribution of foreign recipients of the needs-based minimum income by federal province

2017

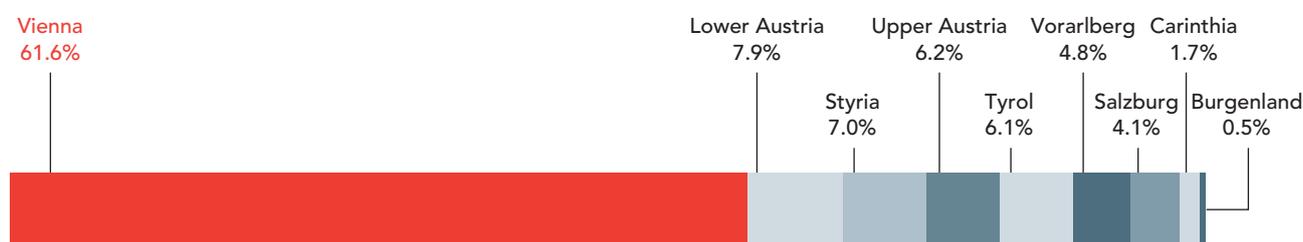


Fig. 1.4.6 Source: Data of the federal provinces recorded in the course of the integration monitoring according to the Integration Act; own presentation

BMS recipients: Comparison between the federal provinces

The distribution of BMS recipients across the federal provinces is extremely uneven. Around 60% of all BMS recipients in 2017 were living in Vienna. If this figure is compared to the general population distribution in Austria (21% of the total population lived in Vienna, the most populous federal province), it becomes clear that Vienna has the majority of BMS recipients. Lower Austria, which is the second largest federal province in terms of population (19% of the total population) and only slightly smaller by population than Vienna, is in contrast the place of residence for only 8.5% of all BMS recipients. Vienna has the majority of Austrian BMS recipients (58%) and also the majority of foreign BMS recipients (62%). Second to Vienna in the case of Austrians, but with much lower numbers, is Styria, with a 9.8% share of BMS recipients, followed by Lower Austria with 9.1%. As far as foreign nationals are concerned, second to Vienna, though again with far lower numbers, is Lower Austria (7.9%), followed by Styria (7.0%).

An even more striking difference can be seen in the figures for BMS recipients who are persons entitled to asylum or subsidiary protection (Fig. 1.4.5): While in Vienna almost 55,000 persons entitled to asylum or subsidiary protection received BMS benefits, in Lower Austria it was just 9,000 – not least because since 2017 Lower Austria, like Salzburg, has not allowed persons entitled to subsidiary protection to access BMS benefits. Consequently these individuals, if they remain resident in Lower Austria or Salzburg, instead receive basic welfare support from the Republic of Austria.

With regard to the number of foreign nationals, and of persons entitled to asylum or subsidiary protection as a proportion of the total number of BMS claimants in each federal province, there are clear differences. The number of BMS recipients who are entitled to subsidiary protection also plays a significant role here. Measured against the total number of BMS recipients in each federal province, the proportion of foreign BMS recipients was lowest in Burgenland, at 26%. In Styria, Lower Austria, Upper Austria and Salzburg the proportion of BMS recipients who were foreign nationals

⁴⁴ Reference rates for monthly minimum welfare provision vary between the federal provinces.

⁴⁵ Statistics Austria (2017), Statistics for the Austrian needs-based minimum benefit system for the federal provinces 2016; Statistics Austria (2017), Expenditure through the needs-based minimum benefit system for subsistence, housing and health benefits 2012 – 2016.

remained below 50%, although as already mentioned, Lower Austria and Salzburg do not allow persons entitled to subsidiary protection to access BMS benefits, even after they have received a positive decision. The two western federal provinces of Tyrol and Vorarlberg had the highest percentage of foreign BMS claimants (57% each). The number of persons entitled to asylum or subsidiary protection as a percentage of all BMS recipients was 36% in Tyrol and 35% in Vorarlberg.

Looking at the breakdown of BMS claimants by nationality for each federal province⁴⁶, some similarities are immediately apparent: in most federal provinces, after Austrians, the second-most numerous group amongst BMS recipients was Syrian citizens, followed by citizens of the Russian Federation and Afghanistan. Throughout Austria it is also apparent that the number of Romanian and Bulgarian citizens claiming BMS benefits has in several states almost reached the level of BMS recipients from the traditional countries of origin of the “guest workers” of the 1960s and 1970s⁴⁷. In Upper Austria, for instance, the number of BMS recipients from Romania and Bulgaria is now higher than for recipients from the former Yugoslavia (non-EU) or from Turkey.

As far as educational background is concerned, BMS recipients have on average a lower level of education than employed foreign nationals or employable Austrians (data from 2016). Furthermore, the number of people with health issues, as a proportion of registered jobseekers receiving BMS benefits in all federal provinces, is in places much higher than amongst the average unemployed. This is also particularly true for those with a refugee background.

1.4.2 Focus on women

If the figures for beneficiaries of the Austrian needs-based minimum benefit system (BMS) are viewed in terms of sex ratio, there are minor differences according to federal province and citizenship. Viewed nationally, the sex ratio between all beneficiaries of the Austrian needs-based minimum benefit system (BMS) remained almost equally balanced in 2017, with 164,300 male and 164,500 female beneficiaries of the BMS. While the proportion of women receiving the Austrian needs-based minimum income is slightly higher at 52%, at 48% the percentage of female recipients of the BMS among foreign nationals was slightly lower than the figure for male recipients.

Sex ratio of BMS recipients in Austria 2017

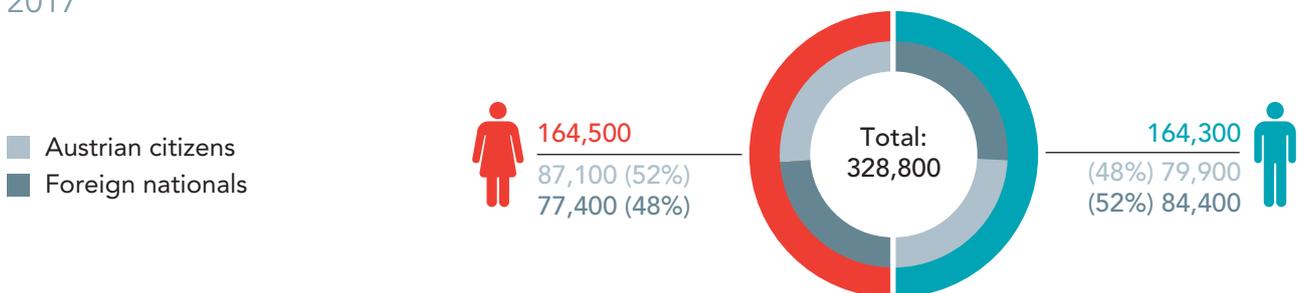


Fig. 1.4.7

Source: Data of the federal provinces recorded in the course of the integration monitoring according to the Integration Act; own presentation

⁴⁶ Due to a technical change in the database in Vienna it was not possible to show a breakdown by individual nationalities for 2017.

⁴⁷ Turkey and successor states of the former Yugoslavia.

Just over one in two (55%) of all foreign recipients of the needs-based minimum benefit system and just over a quarter (27%) of all BMS recipients in Austria were persons entitled to asylum or subsidiary protection (approx. 88,000). Male recipients dominated this group at 59%. This average figure arises from a comparatively lower surplus of men among those entitled to asylum (57% men) and a significant surplus of men in the group of persons entitled to subsidiary protection (70% men), which is smaller in terms of the numbers.

Sex ratio of BMS recipients that are entitled to asylum or subsidiary protection

2017

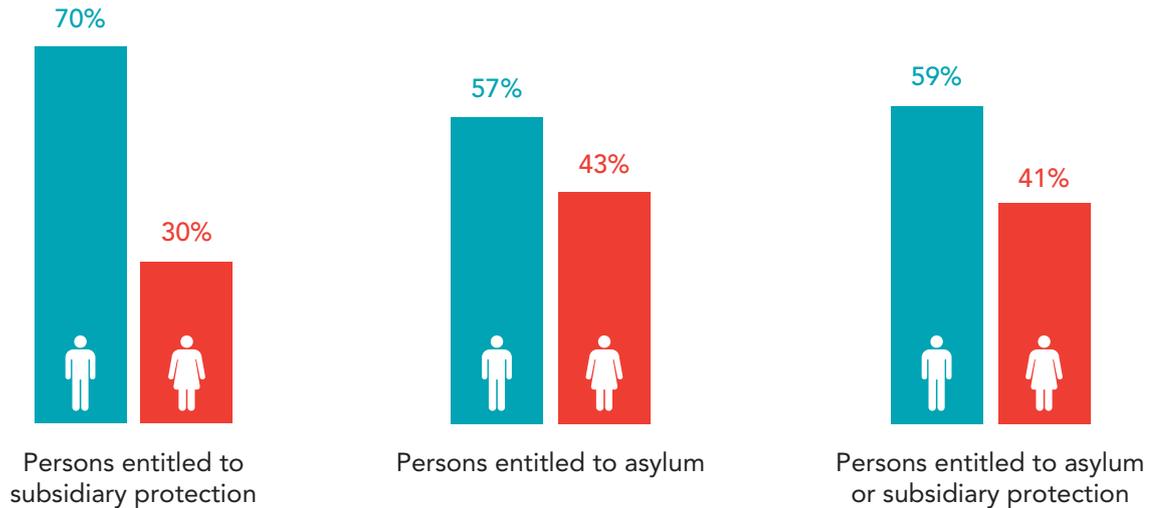


Fig. 1.4.8

Source: Data of the federal provinces recorded in the course of the integration monitoring according to the Integration Act; own presentation

Sex ratio of BMS recipients by federal province

2017

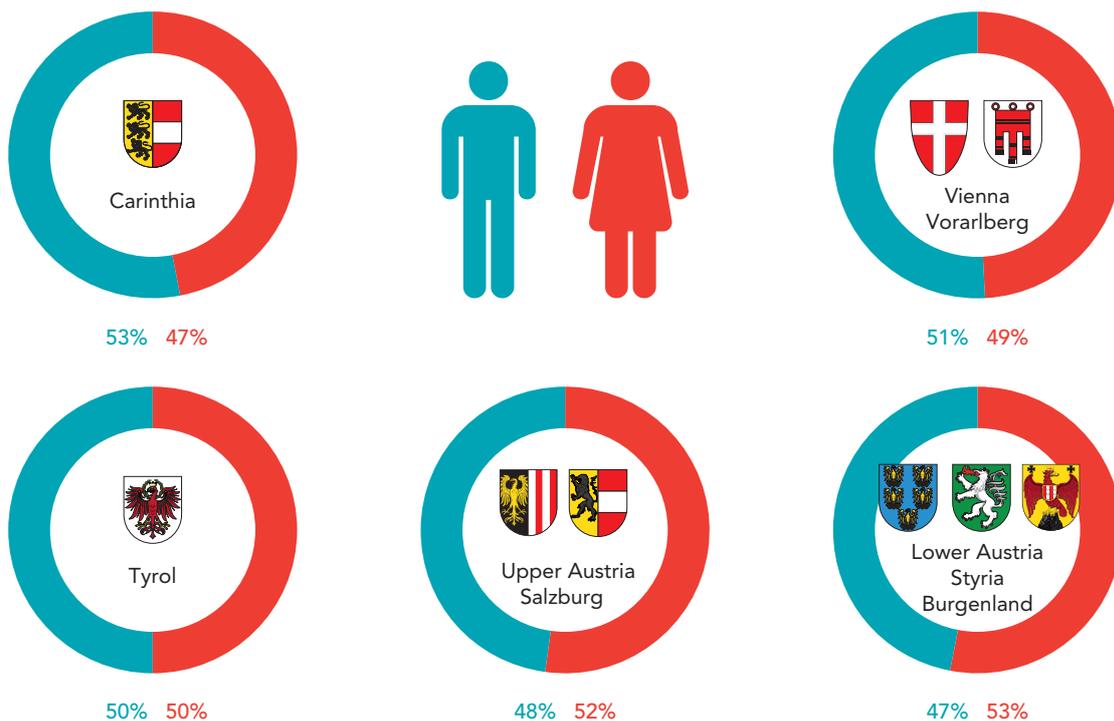


Fig. 1.4.9

Source: Data of the federal provinces recorded in the course of the integration monitoring according to the Integration Act; own presentation

In the federal provinces the sex ratio between all BMS recipients is largely equal. Among Austrian recipients alone the proportion of women in all nine federal provinces was just over 50%. The surplus of male BMS recipients entitled to asylum or subsidiary protection results in the fact that the sex ratio is largely equal overall throughout Austria. Without taking account of the data from Vienna and Klagenfurt⁴⁸, there is a national trend apparent whereby women originating from the traditional countries of guest worker migration⁴⁹ receive payments under the needs-based minimum benefit system more frequently than men originating from these countries. The share of women as a proportion of Turkish BMS recipients was 55% and from the former Yugoslavia 57%, while Austrian women receiving BMS payments made up a share of 52%.

1.4.3 Analysis and assessment from an integration policy perspective

Summary and assessment

As a social-security benefit, the Austrian needs-based minimum benefit system (BMS) primarily serves to encourage individuals who e.g. have no right to unemployment benefits to (re)enter the labour market. In 2017, just under half of the almost 330,000 BMS recipients were foreign nationals, with around 83% of foreign recipients being third country nationals.⁵⁰ The impact of refugee migration is clearly visible in the area of the needs-based minimum benefit system: more than one quarter of all BMS recipients in Austria were persons entitled to asylum or subsidiary protection in 2017. While the proportion of Austrian BMS recipients in Vienna fell from 78,520 on average per month in 2016 to 76,688 on average per month in 2017, the proportion of BMS recipients entitled to asylum rose at the same time in 2017 to 41,731 (+7,028). This group also features a significant gender imbalance on account of the majority of male asylum seekers over recent years: the majority of BMS recipients were male in 2017.

Looking at the group of BMS recipients as a whole, for 2016 these generally featured a lower level of education than Austrians who were fit for employment, but also than foreign nationals who were fit for employment. BMS recipients also feature health limitations with particular frequency. Both factors apply in particular to refugees. There are also major federal province-specific differences evident with respect to BMS payments: Vienna had a disproportionately high number of BMS recipients both with Austrian as well as with foreign citizenship in 2017 (just under 60% of all BMS recipients were living in Vienna in 2017). As such, Vienna accounted for the majority of Austrian (58%) as well as of foreign (just under 62%) BMS recipients. One reason for this is the fact that as a major city, Vienna has a comparatively good infrastructure and offers a broad range of facilities. Refugees and foreigners also already have a large network of their own cultural ethnic communities available as a social safety net. The hopes persons entitled to asylum or subsidiary protection attach to a major city also represent a further pull factor according to a current study⁵¹: they also expect better labour market opportunities as a result of the wider offering in the business sector – even if these hopes are not always realistic. Last but not least, the comparatively higher amount of the needs-based minimum benefit system was also a catalyst for the increased influx towards Vienna. This is also evident from the receipt data available: The neighbouring province Lower Austria for instance features significantly fewer BMS recipients who were refugees compared with Vienna.

48 See footnote on p. 67 and footnote 46.

49 Turkey and successor states of the former Yugoslavia.

50 Overall, it should be noted when presenting the data that differences may arise as a result of the different recording systems and databases in the individual federal provinces. See footnote on page 67.

51 See Hajek, Peter (2017), *Faktoren für Binnenmigration von Asyl- und subsidiär Schutzberechtigten nach Wien*.

Overall, the costs of the needs-based minimum benefit system in Austria in 2016⁵² amounted to EUR 924.2 million⁵³, whereby it should be noted that not all of the 307,500 plus recipients⁵⁴ received the maximum rate, and the majority (77.5%)⁵⁵ received the benefit as a top-up to their income⁵⁶. In addition to these costs it should be remembered that the social security institutions also have to pay millions each year to cover shortfalls in the health insurance contributions. An estimate from the Main Association of Austrian Social Security Institutions came to around EUR 41 million for 2016 alone.⁵⁷

Recommendations

In order for the objective of the Austrian needs-based minimum benefit system (BMS) of providing temporary assistance with (re)integration into the labour market to be implemented effectively, adequate incentives to pursue gainful employment need to be provided, thereby avoiding the need to stay on the BMS over the long term. However, the minimum income is often clearly more than just “transitional assistance”. For instance, only 29% of households in Vienna received the BMS for fewer than six months in 2016.⁵⁸ In light of this, it is important to communicate clearly to all BMS recipients right at the start that receiving BMS is only designed to be a temporary measure, and the objective has to be rapid labour market integration for the purposes of solidarity in a welfare state. Proper incentives should be provided to this end, i.e. to provide cash and non-cash benefits to recipients only once they have actively taken part in training and other measures aimed at empowering the individual (work qualification bonus), and cuts should result from any failure to participate. This principle of promoting and demanding has proven successful in the area of integration.

Furthermore, special measures aimed at integration need to be implemented which make it easier for BMS recipients with a migrant background to be (re)integrated into the labour market. These include extending existing competence checks and recording foreign qualifications received on a formal and informal basis. Overall, education and further training of third country nationals and persons entitled to asylum or subsidiary protection in particular remain important measures for the purposes of integrating these target groups into the labour market as quickly as possible. However, the individual’s physical condition should also be taken into account when it comes to labour market integration. Adequate financial and human resources should continue to be ensured for these types of educational and further training measures. Financial resources would need to be provided if the amount of the BMS received is to depend on reaching a particular language level in future.

The regulations and cuts related to the Austrian needs-based minimum benefit system that have so far differed at the level of the federal provinces have resulted in strong internal migration within Austria. Creating a harmonised minimum benefit system throughout Austria which only awards cash and non-cash benefits up to a certain maximum is therefore advised. Federal province-specific differences should be enabled in order to cover housing needs so as to account for the special features of the living costs specific to the relevant state or region. Any such system could reduce the incentive for migration to Vienna and encourage persons entitled to asylum or subsidiary protection to remain in rural areas. Targeted further education locally of individuals capable of working along with targeted use of appropriate measures aimed at promoting health could help improve responses to regional labour market needs. Language skills are a key element with this in terms of the qualification of foreign BMS recipients, in particular of those with a refugee background.

Improving the statistical bases in the federal provinces must be a further objective of any harmonised national regulation of the minimum income. A harmonised national database should also be considered for the receipt of welfare benefits, taking into account any statistical differentiation by the various recipient groups, so that items can also be deduced for the purposes of integration.

52 Costs for 2017 not yet available when this report went to press; costs relate to the 2016 calendar year (latest data available).

53 Statistics Austria (2017), *Statistics for the Austrian needs-based minimum benefit system for the federal provinces 2016*.

54 *Ibid.*

55 *Die Presse* (2017), *Sozialgeld: Starker Flüchtlingsandrang*.

56 This refers to individuals who receive the BMS as a supplementary payment to income from their gainful employment, maintenance or benefits from unemployment insurance.

57 Expert Council for Integration (2017), *Integration Report 2017*, p. 28, footnote 8.

58 Statistics Austria (2017), *Statistics for the Austrian needs-based minimum benefit system for the federal provinces 2016*.

1.5 WOMEN IN THE INTEGRATION PROCESS

Equality of women and men as a reflection of social development – also in the area of integration

Equal treatment of women, their participation in all areas of life, particularly in public life, and gender role arrangements in the first place have been central development issues in European societies over the last few decades. For a long time, this was more an issue and matter of social criticism of existing conditions, but the objectives of equality between men and women and participation by both genders in all areas of life have now become mainstream. This development has been advanced not least as a result of the major interest of the business community in developed industrialised nations in having well-educated female workers given the general demographic developments in these countries. The objectives are now largely beyond dispute. The European countries are working at different speeds, however, in their efforts to achieve these objectives. After education and training of women, the compatibility of family life and career is a key factor for their participation. Cultural images, such as the assessment of the employment of women and social and state framework conditions play a role here. It is clear that in (Northern) European countries, which have long provided social and state support for the shared earnings model with childcare outside the home, equality of men and women in the labour market (measured in terms of participation and positioning) is more advanced than it is in Austria and other countries. However, the assessments of European Value Studies show rapid change in Austria in recent decades towards a positive assessment of women in work, and an acceptance of working mothers.⁵⁹ The activity rate for women in Austria has also risen steadily over recent years, from 64.4% in 2008 to 70% in 2017.⁶⁰ In terms of gender-specific differences in salary, together with Estonia, Czechia, Germany and the United Kingdom, Austria remains one of the countries with the highest differences by gender within the EU.

The increased attention to issues of social gender equality in European societies can also be seen in integration work and policy. Women are now part of a specific target group for which specific integration programmes and services are being developed. Progress with their integration processes is being monitored separately and precisely (see the additional brochure on women that has been published for several years in the “Statistiken zu Migration & Integration” series from the ÖIF and Statistics Austria. Care has also been taken to record women’s profiles (education, training, professional experience, career aspirations, etc.) and the prevailing gender role models in the many accompanying studies on migrants to Germany and Austria in recent years as part of the high level of refugee migration.⁶¹ Women with a history of migration are, however, a heterogeneous group. Acknowledging this leads to a differentiated picture of the problems within a migration society and is key in terms of designing effective integration policies, including in particular for women as a target group.

⁵⁹ Pfau-Effinger, Birgit (2011), *Familienkulturelle Modelle zu Geschlechterrollen und Kinderbetreuung*, p. 276.

⁶⁰ Labour market database of the Austrian Public Employment Service (AMS) and the Federal Ministry of Labour, Social Affairs, Health and Consumer Protection (BMASGK) (2018), *Budget, Labour Market and Beneficiary Information System (Bali)*.

⁶¹ Kohlbacher, Josef et al. (2017), *Wertehaltungen und Einstellungen von Flüchtlingen in Österreich*; Filzmaier, Peter and Perlot, Flooh (2017), *Muslimische Teilgruppen in Österreich*; Buber-Ennser, Isabell et al. (2016), *Displaced Persons in Austria Survey (DiPAS)*; Brückner, Herbert et al. (2016), *Geflüchtete Menschen in Deutschland – eine qualitative Befragung. Study as part of the IAB-BAMF-SOEP Refugee Survey in Germany*.

Women with a history of migration are a heterogeneous group – the integration policy approaches need to be differentiated accordingly

Anyone who deals with the integration of immigrants into receiving societies based on social scientific empirical data soon realises that many different factors and multi-dimensional processes have an impact here, and groups (of origin) are anything but homogeneous. This also applies to women immigrants and their female descendents. The realities of life differ for women with a migrant background. This has an impact on the progress of their integration processes as well, and their need for support through integration services. Some of the aspects of this heterogeneity are outlined below:

More highly educated and more less educated than in the comparative group with no migrant background

The public discussion is characterised heavily by the image of immigrant women who are less educated. However, this only reflects the reality of female immigrants in Austria to a certain extent: a greater proportion of women with no Austrian citizenship are less educated than is the case for women with Austrian citizenship. At the same time, women with foreign citizenship also more frequently hold a high school leaving certificate or higher degree than Austrian citizens.⁶² Women living in Austria with a Turkish or ex-Yugoslav (non-EU) migrant background are comparatively less educated than women with no migrant background. On the other hand, women living in Austria with a migrant background from an EU/EFTA country or from other third countries are better educated than women with no migrant background.⁶³

The reason for immigration helps explain different levels of labour market participation within the groups

Women with a migrant background are not a homogeneous group in terms of labour market participation either: if a distinction is made between the immigrant population by the reasons for their immigration, it is noticeable that individuals who immigrate on family grounds (known as family migrants) are less well integrated into the labour market than individuals which have immigrated for work or because they are seeking employment. Among these family migrants, women are overrepresented. The employment rate for the population born abroad who have immigrated as working migrants for instance is roughly equal to the employment rate for the population born in Austria. The employment rate of family migrants on the other hand is approx. 11 percentage points lower.⁶⁴ An assessment by Gächter also shows that the employment-to-population ratio for women who immigrated in the early 1970s, i.e. at the peak of guest worker migration, was well above the employment rate for women with Austrian citizenship, and began to fall over subsequent decades with higher levels of family reunification: in 1971 for example, 90% of female Turkish citizens in Vorarlberg were gainfully employed (as compared with approx. 46% of female Austrian citizens) – it should be noted here, however, that at that time it was only possible to obtain a residence permit as a worker (guest worker immigration model). In the 1980s, once this model had come to an end, the level of female Turkish and Austrian citizens in employment in Vorarlberg was similar (approx. 55%). The employment rate for female Turkish citizens then fell further from the early 1990s – not least because the introduction of new immigration regulations enabling legal family reunification for the first time, and non-working female Turks came to live in Austria as a result. The activity rate for female Austrian citizens rose at the same time.⁶⁵

62 Female population in Austria in 2016 with maximum of compulsory school leaving certificate: 15.5% of Austrians as compared with 28.8% of women without Austrian citizenship; high school leaving certificate or higher education: 34.7% of Austrians as compared with 45.7% of women without Austrian citizenship. Source: Austrian Integration Fund (2018), Frauen. Statistiken zu Migration & Integration 2017, p. 30.

63 Statistics Austria (2018), Labour force survey micro-census, annual average across all weeks – population in private households.

64 Huber, Peter et al. (2017), Österreich als Zuwanderungsland, p. 51.

65 Gächter, August (2017), Entwicklung der Integration von aus dem Ausland zugezogener Bevölkerung und ihrer Kinder in Vorarlberg, p. 39. See also Biffi, Gudrun (2011), Entwicklung der Migrationen in Österreich aus historischer Perspektive pp. 33-50.

Convergence with the rest of society among the descendants of immigrants – both in terms of participation as well as attitudes, e.g. towards gender roles

There are also some major differences in labour market participation between the first and second generations within the same group of origin. Recent calculations for Vorarlberg e.g. reveal that women who immigrated as children with their parents and attended school in Austria are well integrated into the labour market – this also applies to second generation women of Turkish origin: the employment-to-population ratio for women with at least one parent from Turkey and who completed their education in Austria for instance was most recently approx. 70% in Vorarlberg, and therefore around 25 percentage points higher than among women who completed their education in Turkey and who arrived as immigrants themselves.⁶⁶ This change in the generational sequence can also be seen in other federal provinces: the employment-to-population ratio in Vienna in 2016 for women with parents from third countries and educated in Austria was 15 percentage points higher than the employment-to-population ratio for women who completed their highest level of education in third countries.⁶⁷ Women with a migrant background are diverse not least with respect to gender roles: a recent study by the University of Münster concludes that attitudes towards gender roles by second and third generation individuals of Turkish origin in Germany are much closer to the attitudes of the German population as a whole than to the attitudes held by the first generation.⁶⁸ With respect to the second generation the TIES Study Vorarlberg comes to the conclusion that there are some significant group limits between men and women and not between groups of origin when it comes to issues of gender roles.⁶⁹ The findings of a Vorarlberg Youth Study in which girls with parents or grandparents in Turkey show the most ambitious formal educational goals hardly fit with traditional gender role stereotypes (69% aspire to achieve a high school leaving certificate or even higher qualification, as compared with 66% of girls with no migrant background, and 58% of girls with parents or grandparents from the former Yugoslavia).⁷⁰

66 Gächter, August (2017), *Entwicklung der Integration von aus dem Ausland zugezogener Bevölkerung und ihrer Kinder in Vorarlberg*, p. 35.

67 City of Vienna (2017), *Monitoring Integration & Diversität. 2013–2016*, p. 89.

68 Pollack, Detlef et al. (2016), *Integration und Religion aus Sicht von Türkischstämmigen in Deutschland. Repräsentative Erhebung von TNS Emnid im Auftrag des Exzellenzclusters „Religion und Politik“ der Universität Münster*, pp. 9-10.

69 Manahl, Caroline et al. (2017), *Geschlechterrollenbilder bei der zweiten Generation und bei Personen ohne Migrationshintergrund in Vorarlberg*, p. 32.

70 Böheim-Galehr, Gabriele and Kohler-Spiegel, Helga (eds.) (2017), *Lebenswelten – Werthaltungen junger Menschen in Vorarlberg 2016*, p. 158.

Focus on measures aimed at increasing migrants' participation in the labour market and in other areas of society

Structural integration and institutional measures

Although we need to understand the heterogeneity of this group in order to do justice to the realities and situations of the individuals described, the focus of attention must be on the desired changes. The high unemployment figures and low activity rates of some groups of migrants are particularly striking. Ongoing efforts to cope with the high levels of refugee migration to Austria in 2015 and 2016 through effective integration also require strategies, offerings and programmes specific to women that should take effect over the coming years in order to generate a sustained positive impact. The aim of the efforts must be to increase participation by these women in as many areas of society as possible – including first and foremost increasing participation in the labour market. Participating in the labour market in the first place (even if, being realistic in the case of family migration, this is only a longer-term objective) and/or making the most of the initial phase following arrival in a new country in order to implement initial integration steps (learning the language of the new country, becoming acquainted with and finding bearings in the new environment, taking initial steps towards social integration, etc.) form the basis for successful integration processes. Integration in the labour market is more difficult for migrant women than for migrant men, as can be seen from the figures and data in the Labour market chapter.

Participation in the labour market is not a purely private matter in our society, as securing a person's livelihood is an individual effort that takes place via the labour market. When family safeguards fail (e.g. as a result of divorce), women who do not participate in the labour market are at serious risk of poverty. Women who do not migrate to Austria in order to start work directly (e.g. for the purposes of family reunification or through refugee migration) or are not available to the labour market for extended periods on account of care obligations should also be made aware and informed accordingly of this correlation. This already takes place, e.g. as part of values and orientation courses and special in-depth course from the Austrian Integration Fund (e.g. on work and employment, women). Information on these correlations specific to target groups is required (in the languages understood by the target group) that is provided to the target group via as many channels as possible: this includes in writing, at government offices, during events in various settings as part of the social environment (in communities such as in municipal meeting rooms for women, which are already common). In terms of this issue we operate in an area where force is either no option or can only ever be a limited option in a liberal society. If families are responsible for their own maintenance then in our model of society based on individual freedom they are free to decide whether to live in accordance with the traditional "sole earner model" or the "shared earnings model". The decision regarding who takes responsibility for childcare within or outside of the family is also a private one. Certain behaviour can, however, have negative consequences at a later date, either because the family safeguard is no longer there or because important initial steps towards the new society are avoided as a result. The first step therefore involves naming the problem and encouraging and requiring increased attention to the systems and social environments as well as to a person's own activity in this regard. Specific offerings are also required for the target group of migrant women: these include language courses that can fit in with childcare duties and corresponding accompanying services from social institutions. Basically this relates to services that have also been developed and implemented in the aim of increasing participation by women in the majority society in the labour market. Experience gained and the models tested as well as the existing institutional infrastructure can be used for the new target group that needs these types of measures aimed at raising awareness and improving integration.

It will be interesting to see how the integration processes progress for the immigrants who have come to Austria as refugees over the last 2-3 years. Looking at labour market integration for women refugees in the past it can be seen that this has progressed at a considerably slower pace than in the case of male refugees. A current study from Austria concludes that it takes a women refugee around 1.5 years longer to first take up new employment than it does for men. Household activities and childcare are stated as reasons for this.⁷¹ A study from Germany comes to a similar conclusion: only 12% of women who were given asylum between 2008 and 2012 were employed in 2014 as compared with 50% of men.⁷² However, Austria has relaunched its integration programme for refugees over the last 2 years. For the first time, there is an integration programme which provides for and offers structured support for the initial stage of integration – from language acquisition to values and orientation courses through to measures aimed at labour market integration. The programme is free of charge to participants and attendance is mandatory for men and women. In the case of families and groups in which traditional images of the roles of men and women have made it more difficult for women to take part in integration measures, the structure of these types of programmes will lead to increased participation by women. It has for instance already been seen that following the statutory requirement of the values and orientation courses by the Austrian Integration Fund through the Integration Act in June 2017, the proportion of women taking part in such courses and in consultations has risen considerably. While the percentage of women attending values and orientation courses before the Act came into force was around 22%, this figure was around 45% by early June 2018 (Fig. 1.5.1).⁷³ Separate in-depth courses were also established in order to promote the integration of women in Austria even further, with the focus placed on specific topic areas such as self-determination, educational and career opportunities and violence against women. In this context the women attending also learn about the contact points in the event that violence does occur, including e.g. in the event of female genital mutilation (FGM).

Family care duties of women refugees do, however, remain a factor relevant to the progress of integration processes. The situation for these women is similar in this regard to that of family migrants, even though they have not come to Austria for the purposes of family reunification. They come from countries with traditional preconceptions regarding the allocation of care duties between men and women and/or have less professional experience that can be used in the new situation. Care responsibilities for children do of course exempt attendees in the integration programmes from the obligation to implement steps to integrate into the labour market until the children reach a certain age. However, it can delay the integration progress over the long term if the initial phase in the new country is not or cannot be used e.g. for the purposes of learning the language. Greater attention should be paid to this through services that also suit women with care responsibilities, as well as to sustainable demands based on the many good reasons for making the most of these offerings. Not least as any family in which the father and mother are participating and sharing in the new society as extensively as possible will also have increasingly positive effects with respect to the process for integrating the children.

71 Hosner, Roland et al. (2017), *Integrationsmaßnahmen und Arbeitsmarkterfolg von Flüchtlingen und subsidiär Schutzberechtigten in Österreich*, pp. 1-2.

72 Worbs, Susanne et al. (2016), *Asyl – und dann? Die Lebenssituation von Asylberechtigten und anerkannten Flüchtlingen in Deutschland*, p. 153.

73 APA-OTS (2018), *1 Jahr Integrationsgesetz*.

Increase in the percentage of women taking values and orientation courses since the Integration Act 2017 came into force

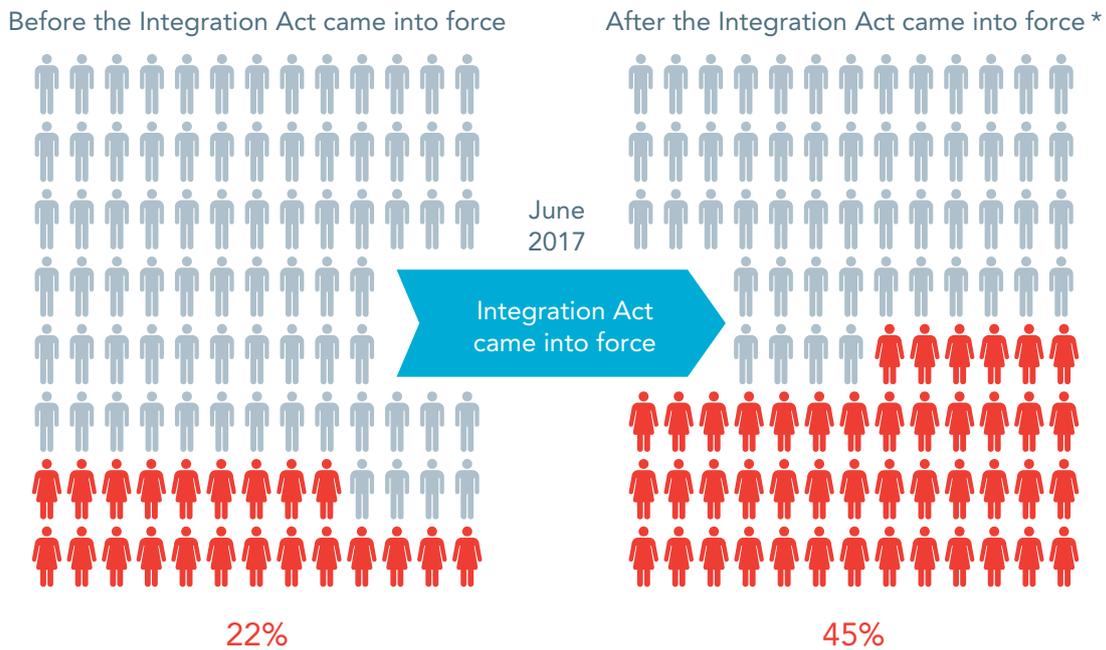


Fig. 1.5.1

* As at the beginning of June 2018
 Source: APA-OTS (2018), 1 year Integration Act; own presentation

SIDE NOTE: VALUES AND ORIENTATION COURSES FROM THE AUSTRIAN INTEGRATION FUND (ÖIF)

Top 5 nationalities of participants in values and orientation courses 2017

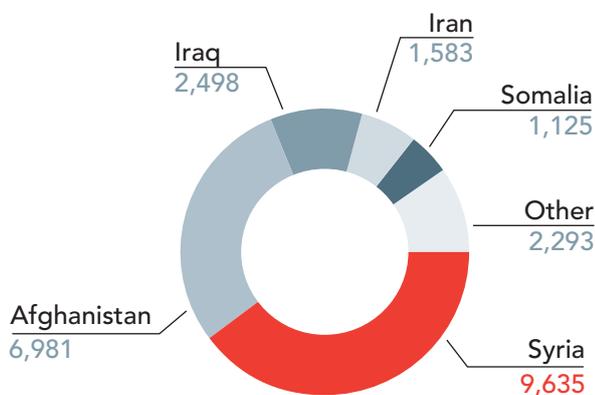


Fig. 1.5.2

Source: Integration monitoring according to the Integration Act; own presentation

Sex ratio of participants in values and orientation courses 2017



Fig. 1.5.3

Source: Integration monitoring according to the Integration Act; own presentation

Several qualitative studies also make reference to the fact that women refugees recognise the value of employment for women. One example cited is from the survey in Austria from autumn 2015, according to which 85% of women refugees considered employment for women to be the “best method for being an independent person” (compared with 88% of the female population in Austria).⁷⁴ So the aspiration is there. It is possible to build upon this.

Very important advice and information for women who immigrate from countries with traditional family norms (characterised by a strong existential dependence on women by the family and on the man as the provider) relate to the significance of freedom from violence, including within the privacy of the family, as has developed in European societies since the 1960s. Women (as well as children and of course men who are affected) exposed to violence are protected by the state and society. There are also specific institutions and instruments for this in addition to the relevant laws. Women need to be aware of these. The previous statements apply here also: there are methods, instruments and institutions that have been used to enforce these attitudes within the majority society (e.g. women’s information centres). This infrastructure should be used for the new target group that requires these measures. Women with a migrant background frequently do not have the same resources and networks at their disposal as women who have grown up and have their roots in Austria. Institutions such as women’s refuges become increasingly important whenever these networks that provide support in an emergency are lacking. Existing facilities such as advice centres and women’s refuges as well as doctors have had to come to terms with new issues such as forced marriage and forced mutilation for several years, and have had to acquire and extend their skills accordingly in this regard. Informing and raising awareness among men is also important. Incorporating the corresponding content into the mandatory statutory values courses which men and women fleeing to Austria complete is a start. In order to raise awareness across the board, however, the information must be conveyed to the target group using many further situations and opportunities.

Social integration and spaces for informal learning

Offers that ensure low-threshold social participation in the immediate environment have high potential in terms of supporting women who are prevented from intensive and rapid participation in institutional measures as a result of their care responsibilities.⁷⁵ These types of spaces for women with a migrant background already existed covering different types of content primarily within the scope of municipal integration work prior to the refugee migration to Austria from 2015 onwards: women’s cafés, women’s meeting spaces, low-threshold meeting points, women tandem projects and mothers’ initiatives are examples of these types of initiatives. The potential for participation in these types of informal learning spaces should not be underestimated, especially for groups that experience obstacles in accessing institutional services. Cities and municipalities have lots of options available for supporting the creation and ongoing operation of these spaces. They allow visitors to learn by meeting and gaining experience, which is important in the new society. They also allow attendees to practice the new language. Contacts are made who are needed for living and progressing in the new society. For the people in the receiving society they provide a structure of opportunity to get to know the new members as individuals with universal needs, which can help combat fears of “foreign domination” at times of higher migration and increased public debate about migration. The impact of this dynamic has now been proven in many cases.

⁷⁴ Buber-Ennser, Isabell et al. (2016), *Displaced Persons in Austria Survey (DiPAS)*, p. 19.

⁷⁵ The brief analysis by the German Federal Office for Migration and Refugees [Bundesamt für Migration und Flüchtlinge, BAMF] entitled “Geflüchtete Frauen in Deutschland: Sprache, Bildung und Arbeitsmarkt” dated 1/2017 by von Worbs, Susanne and Baraulina, Tatjana makes reference to this in its summary and outlook, p. 13.

SIDE NOTE:**Integration of migrants into Austrian sports clubs**

Leisure and sporting options play an important role in integration work as they create diverse opportunities for immigrants and the majority society to meet and promote togetherness. Greater support and inclusion of people with a migrant background in Austrian sports, particularly women, is important for the purposes of integration policy and from a social perspective, as club members with a migrant background more regularly make use of the sporting facilities and are more likely to get actively involved as trainers or high-performance athletes. Participation in sports by migrants facilitates recognition and actively supports the integration process in Austria. There is now representative data available for the first time on memberships in Austrian sports clubs.⁷⁶

Around 14% of people with a migrant background (for the purposes of this survey this means both parents born abroad) are members of a sports club, as compared with approx. 28% of people with no migrant background, with men more likely to be members than women when viewed overall (31% compared with 18% respectively). Club members with a migrant background use the sporting facilities more frequently on average than members with no migrant background (79% and 59% respectively use the sporting facilities at least once per week). The survey also highlighted the fact that club members with a migrant background are twice as likely to be actively involved as trainers (11%) and three times more likely to be high-performance athletes (18%) than those with no migrant background. The latter on the other hand are more likely to be club officials. Although a gender-specific examination shows that women with a migrant background are less likely to belong to a sports club than women with no migrant background (8% compared with 21%), they are more likely than the latter group to use the sport facilities and become high-performance athletes or trainers. Among members with a migrant background the women exercise official activities in clubs more often than the men.

Cultural dimensions of integration and problems associated with comprehensive participation of girls in school activities

The issue of full participation of girls and young women also involves situations that have increasingly been reported from Austrian schools in recent years affecting in particular Muslim children, adolescents and families. The proportion of Muslim children and adolescents at Austrian educational facilities has increased considerably in recent years depending on the relevant federal province in line with the growth of this population group.⁷⁷ Along with cultural and religious diversity this also brings new issues and problems into everyday school life. The increased number of such issues and problems requires clarifications and positions that go beyond solutions for individual cases. This involves developing and implementing standards that support schools in dealing with these issues and provide guidance for the parents.

Surveys on attitudes among Muslims show that ideals of abstinence that condemn and try to prevent sex before marriage play a significantly greater role within this group than they do in other groups. Surveys show that these attitudes do not apply solely to the first generation of immigrants. The second generation also demonstrates an approach to these issues that differs considerably from the rest of society.⁷⁸ The ideal stipulates this form of abstinence for men and women. How-

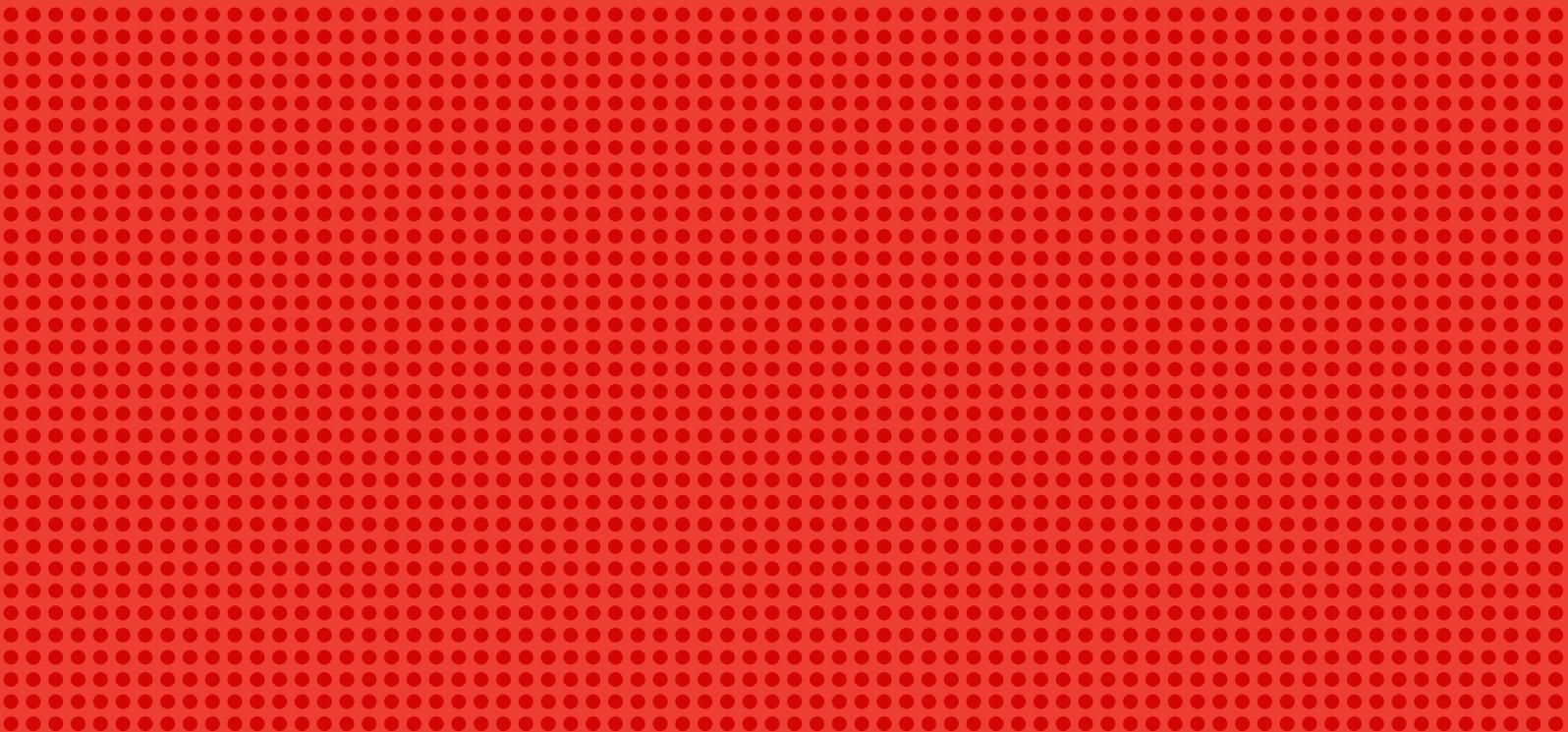
⁷⁶ Austrian Sports Organisation (2018), *Partizipation im Sportverein und Migrationshintergrund*.

⁷⁷ Austrian Integration Fund (2017), *Austrian Integration Fund Research Report. Demographie und Religion in Österreich. Szenarien 2016 bis 2046*.

⁷⁸ Manahl, Caroline et al. (2017), *Geschlechterrollenbilder bei der zweiten Generation und bei Personen ohne Migrationshintergrund in Vorarlberg*, pp. 27-30 and 38. See also: Becher, Inna and El-Menouar, Yasemin (2013), *Geschlechterrollen bei Deutschen und Zuwanderern christlicher und muslimischer Religionszugehörigkeit*.

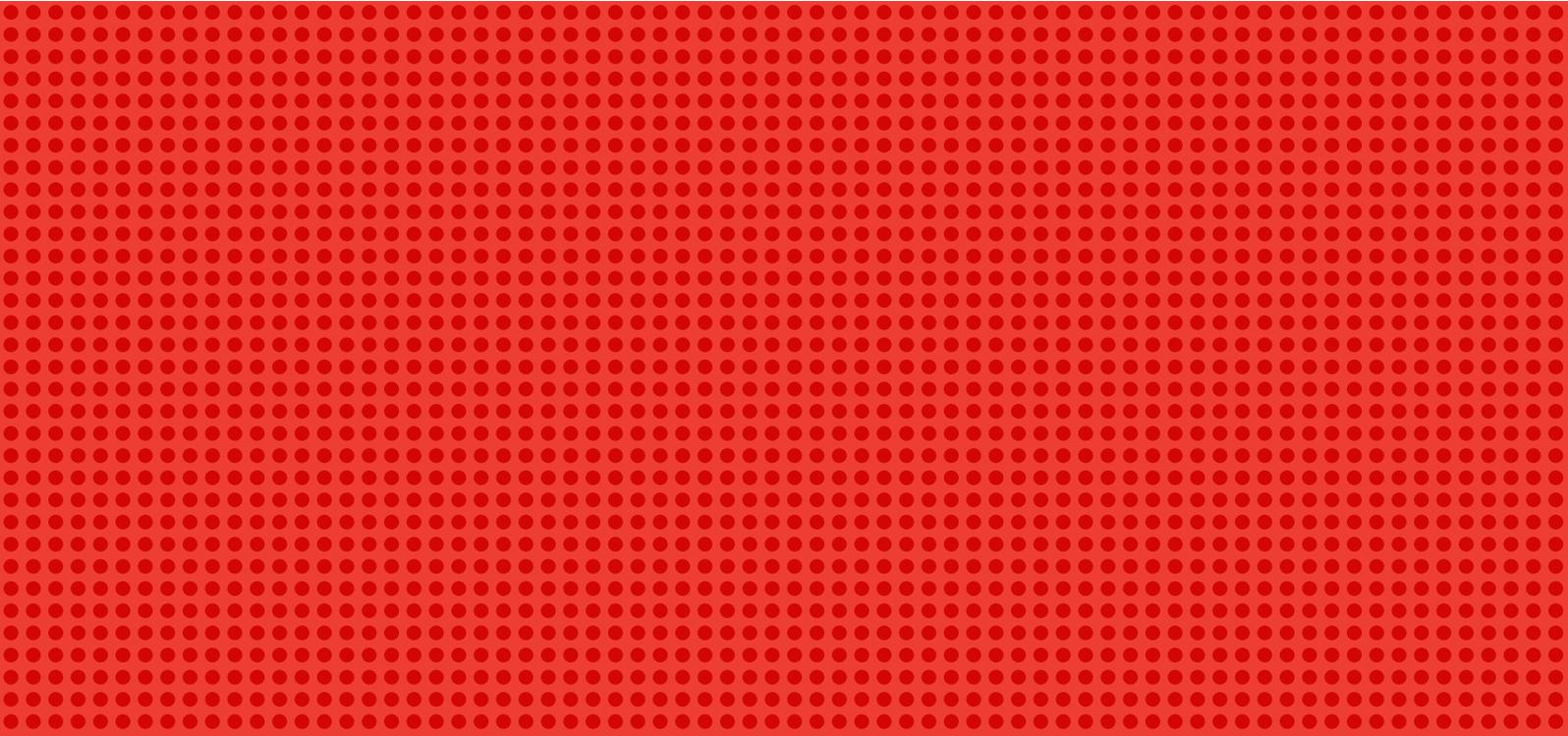
ever, in reality the restrictions that are based on this concept of decency primarily affect women and girls. The strategy for enforcing the ideal in this model involves strong controls over contact between the sexes or avoiding this contact altogether, along with behavioural norms imposed in particular on girls and women not to send out any signals that could potentially be understood as being sexual. In practice this results time and time again in restrictions imposed on girls and in them being prevented from participating in school and social activities and/or in restrictions on their social contacts. Specifically this manifests itself in the form of arguments with parents regarding girls' participation in swimming lessons and physical education or in joint activities taking place outside of school. With the first generation this can be an expression of traditional behaviour that has been brought from countries of origin. It can also be a case of retraditionalisation, e.g. within the scope of processes for the second generation to form its own identity. One expression for the latter would be male youths requiring female youths to behave "decently" within the meaning of traditions of origin or religion, as is increasingly being reported from schools.

It is important for schools to implement their basic principles legitimised democratically and via the constitution of full participation of children and adolescents, irrespective of whether they are boys or girls. It is important to prevent girls from being handed over to male youths of the same age as them or even younger based on patriarchal traditions of power of control. Clarity and explicitness on these points safeguard girls' participation and provides guidance to parents, children and young people on what is consistent with the important socialising role of schools in society. Notions of chastity and abstinence are of course a private matter in a liberal society in line with the legally protected right to personal freedom, and passing these on is subject to the parents' rights in bringing up their children. The parents' rights in bringing up their children are limited, however, by a child's right to independent development and the state's right to enforce its democratic and constitutional system of laws and values in schools. Austrian educational establishments prepare children and adolescents for society in Austria. The educational plans should guarantee this. No child or adolescent may be denied this, particularly not based on their gender, and equally not when based on supposed notions of protection. Within its area of influence the school system is of course also responsible for the proper and sound sexual development of children and adolescents as entrusted to it. Respect between men and women in all areas of life is learned in accordance with the liberal model, but not through avoidance and large-scale separation into areas for males and females, or heavy restrictions on sexuality in all its various forms. It is learned by living together and becoming accustomed to this from an early age. Children must be taught as a basis that others need to respect their limits and that they are entitled to their integrity. At the same time the educational establishments in particular should also be communicating these rights to the children and adolescents entitled to them. Failing to assert that this liberal model also features lots of other issues in practice would be remiss. This can be seen and examined on a daily basis. A lot of self-regulation is demanded from the individual on the one hand while significant effort to achieve autonomy is also required on the other. However, the model corresponds with the high value that our society attaches to freedom and autonomy.



2

Conditions
for social
co-existence



2.1 BELONGING AND SOCIAL CO-EXISTENCE

Cultural integration and identity

Integration means more than just participation in the labour market and a good education. Successful integration also includes belonging to the receiving country, an understanding of life in the receiving country and acceptance of and identification with Austrian and European values. Value systems and role models of people with a migrant background can also be shaped by tensions between the country of origin and receiving country. Any such tensions influence the identification concepts for individuals and therefore also the success of the integration. This is the reason why as a country shaped by migration, Austria must dedicate itself more intensively in future to the issues of common values, identity and belonging in the integration process. A successful integration process results in citizenship being awarded.

The issue of identity in particular is a multi-faceted one. Good social co-existence as the goal of integration can only be successful if the individual's cultural and religious dimension is also considered in addition to integration in the labour market, in the education and training systems and in housing and health services: this relates to values, world outlook, language, culture, religion, education – and therefore ultimately the individual's "identity". Belonging and identity are crucial factors in cultural integration. Identities are neither static nor are they dichotomous with this. Unilateral assignments to groups do not reflect the individual's different identities. The experience of belonging also involves several diverse elements. A liberal and democratic society gives the individual the freedom to form their own identity and to live within the limits of the state of law. At the same time a certain understanding of identities is also required in order to guarantee a fruitful social co-existence. Belonging and identity can bridge the gap between individuality characterised by freedom and the individual's integration into a community.

We also need to approach this multi-faceted issue of identity from the point of view of social science and draw on empirical findings, with the degree of sense of belonging and/or the connection with the receiving country capable of being a relevant indicator. Do migrants feel incorporated in the receiving country? Do they feel at home? To what extent are they connected with their original country of origin (or that of their parents) or the receiving country Austria? In order to answer these questions it is worth examining the latest studies from Austria (see Filzmaier and Perlot 2017; GÜNGÖR et al. 2016; Kohlbacher et al. 2017; Statistics Austria 2018).

2.2 DATA AND FACTS

Statistics Austria provides the latest data on the subjective perspective of integration.⁷⁹ Interviews are held each year by market research company GfK Austria with individuals with and with no migrant background in order to assess the integration climate in society. The sample of individuals with a migrant background consists of around 1,100 over 15-year olds who either migrated themselves or whose parents migrated from the former Yugoslavia or Turkey.⁸⁰ The reason for surveying these two groups of origin is that they both represent the largest population groups in Austria from third countries and are therefore considerably important in terms of integration policy. The long tradition of immigration from these regions also provides an insight into changes in the sense of belonging over time and the role of transnational connections.

Immigrants: feeling at home

The results from 2018 show an improvement in overall sentiment. A total of 91.6% of individuals surveyed with a migrant background feel completely or mostly at home in Austria, whereas 6.5% feel less at home and 1.9% do not feel at home at all. By comparison, 88.8% felt completely or mostly at home in the previous year, while 6.7% felt less at home and 4.5% did not feel at home at all. The improved sentiment for 2018 therefore makes up once again for the fall in sentiment in 2017. Immigrants with a Bosnian or Croatian migrant background feel more at home in Austria than immigrants with a Serbian or Turkish migrant background. The group of immigrants that feel least at home in Austria primarily includes immigrants with a Turkish background (12.4% feel less at home and 3.9% do not feel at home at all in Austria). This therefore relates to a small section of immigrants overall from Turkey. The number of individuals who do not feel at home is also falling within this group (12.1% felt less at home and 8.5% did not feel at home at all in 2017).

Feeling at home in Austria

Agreement of people with a migrant background * to the question:
Do you feel at home in Austria?

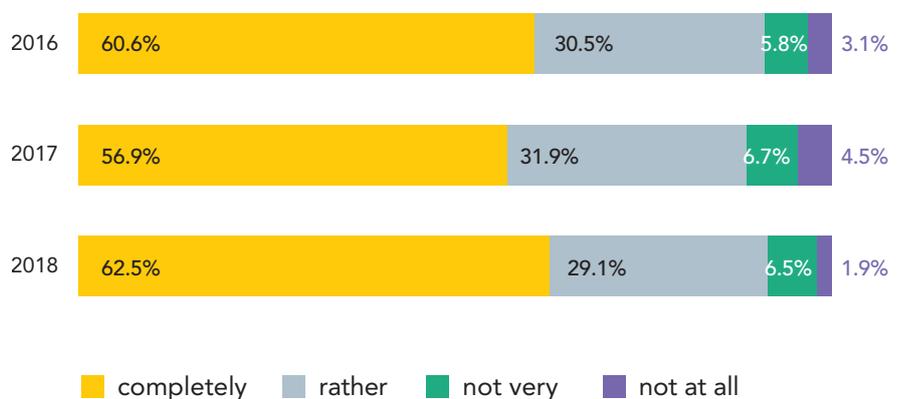


Fig. 2.2.1

* Origin (self, parents) of former Yugoslavia and Turkey
Source: Statistics Austria (2018), migration & integration 2018; own presentation

⁷⁹ Statistics Austria (2018), migration & integration. zahlen. daten. indikatoren 2018, p. 91.

⁸⁰ For more information on the population surveyed on integration climate, see Statistics Austria (2018), migration & integration. zahlen. daten. indikatoren 2018, p. 94.

The study “Muslimische Gruppen in Österreich” (Muslim groups in Austria) from 2017 paints a similar picture.⁸¹ This study also shows that the first and second generation migrants surveyed largely feel at home in Austria (83% somewhat or very at home), with some differences also specific to origin and some that are also generational.

Do you feel at home in Austria?

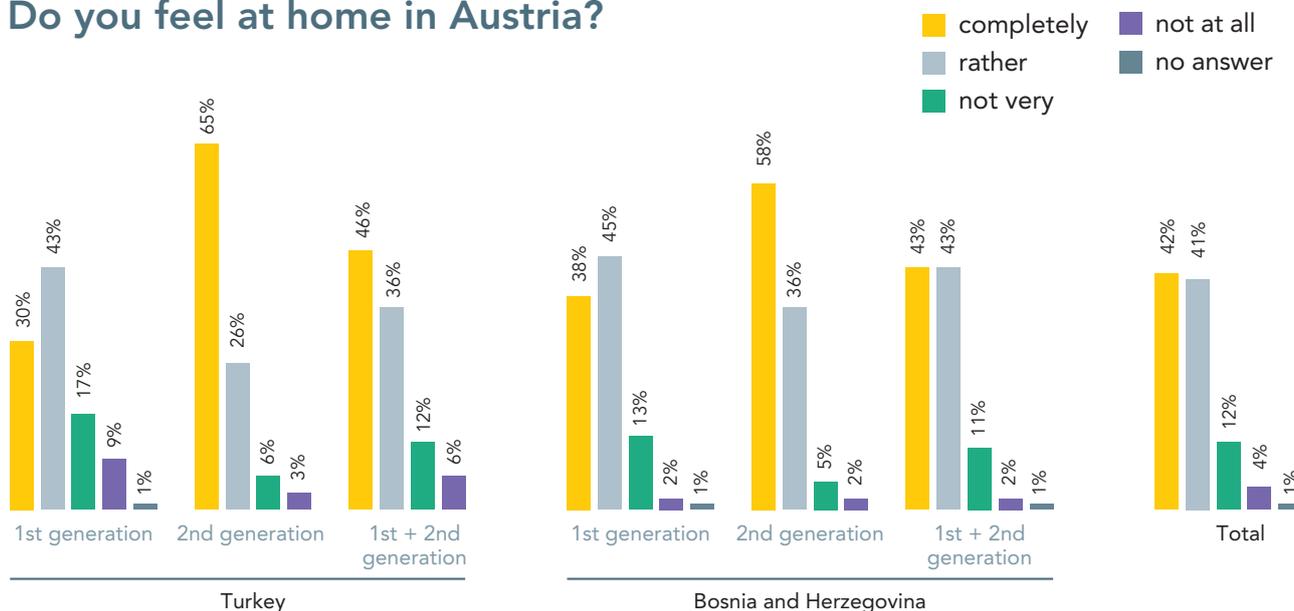


Fig. 2.2.2

Source: Filzmaier and Perlot (2017), special evaluation; own presentation

The study revealed for instance that 43% first and second generation Bosnian respondents more frequently felt very at home in Austria and 43% felt somewhat at home while the figures for first and second generation Turkish respondents were 46% and 36% respectively. A total of 13% of Bosnian respondents and 18% of Turkish respondents felt less at home or not at home at all in the receiving country. The second generation from both countries of origin felt more at home in the receiving country than the first generation: 91% of people with a Turkish and 94% of people with a Bosnian migrant background felt either fully or more at home in Austria.

Sense of belonging

There are certain tensions between feelings of being at home and feeling of belonging or connection to Austria. Although just over two-thirds of first and second generation migrants surveyed feel associated with Austria, these values are still significantly weaker than those for feeling at home (91.6% acc. to Statistics Austria 2018; 83% acc. to Filzmaier and Perlot 2017 special assessment). Conversely just under one-third of respondents with a migrant background feels that they belong to their country of origin (or that of their parents).⁸² It is worth noticing that respondents with a Turkish migrant background in particular feature a greater level of belonging towards their country of origin or their parents’ country of origin (50%).

81 Filzmaier, Peter and Perlot, Flooh (2017), *Muslimische Gruppen in Österreich. Special assessment. No conclusions can be drawn with respect to the population based on the data from the sample, i.e. the results should be interpreted primarily as trends for the purposes of comparisons among the individual groups surveyed and are therefore not representative of all Muslims in Austria.*

82 Statistics Austria (2018), *migration & integration. zahlen. daten. indikatoren 2018*, p. 94.

The sense of belonging to Austria increased by 6.5 percentage points on the previous year. There are also increases in this respect among immigrants with a Turkish migrant background, with a majority of these (56.8%) still feeling more of a sense of belonging to Turkey in 2017. These senses of belonging between Austria and Turkey are balanced in 2018 (50% for Austria, 50% for the country of origin or parents' country of origin).

One possible explanation for the discrepancy between belonging and feeling at home could lie in the methodical design of the survey tool. While questions on feeling at home allow certain nuances in the subjective indicators of Statistics Austria (completely, somewhat, less so, not at all), this is not possible with the dichotomous design for the questions on belonging (either receiving country or home country).

However, the study by Filzmaier and Perlot 2017 which itself allowed for nuances in the answers provides relevant insights in this context. Specifically the survey provides some indication of the connection that first generation individuals with a Bosnian or Turkish migrant background feel with the receiving country or their home country (difference with Statistics Austria, where the second generation is also included in the group of individuals with a migrant background). The results showed that 38% of first generation immigrants from Bosnia and Herzegovina felt connected both to Austria as well as their country of birth and 34% felt very or somewhat connected with Austria. By contrast both a sense of connection with Austria (43% very or somewhat) as well as with Turkey (32% somewhat or very) were more pronounced.

Feeling of belonging to Austria

Agreement of people with a migrant background * to the question: Which country do you feel like you belong to more?

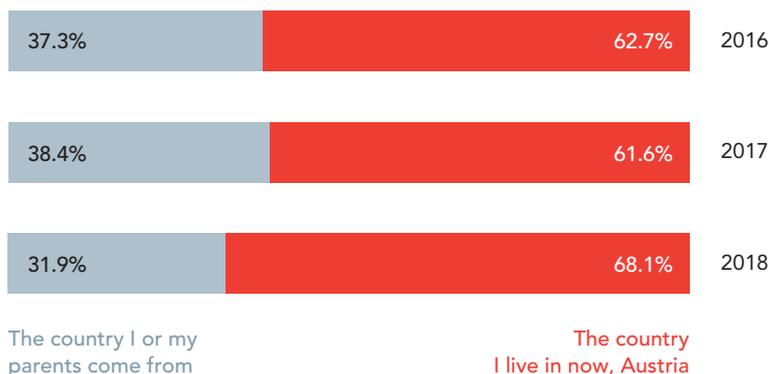


Fig. 2.2.3 Source: Statistics Austria (2018), migration & integration 2018; own presentation * Country of origin (self, parents) former Yugoslavia and Turkey

Connection of the 1st immigrant generation to Austria

Agreement with the question: When you think of Austria and your country of birth, do you feel...?

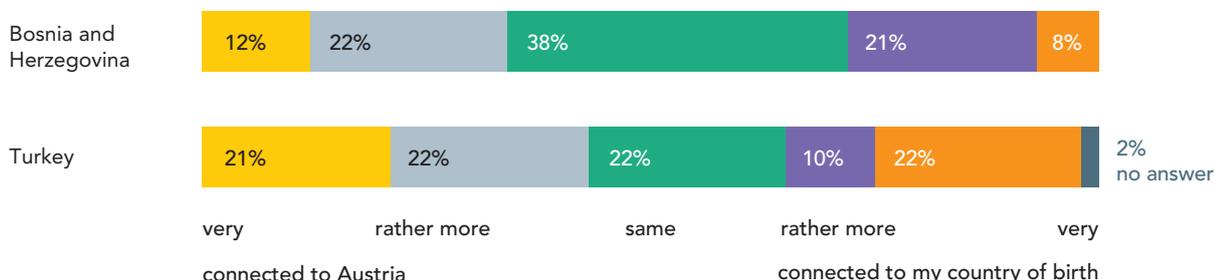


Fig. 2.2.4 Source: Filzmaier and Perlot (2017), special evaluation; own presentation

There are therefore two aspects that are particularly striking in terms of the sense of belonging among Turks. On the one hand they feel considerably more connected with their country of origin (three times more frequently at 22%). On the other this result also contrasts to a certain extent with the very distinct sense of feeling at home in Austria.

Acceptance of the receiving society

In addition to senses of belonging and a connection and feeling at home, the study into acceptance of the receiving society also provides relevant findings with respect to the development of identity in a society shaped by migration.

The overwhelming majority of individuals with a migrant background surveyed by Statistics Austria for instance approved of the Austrian lifestyle. Currently 29.7% claim to approve highly of the lifestyle of Austrians and a further 55.5% approve on the whole. In contrast 11.9% tend to disapprove of Austrian society and 2.9% disapprove entirely.

Acceptance of the Austrian society

Agreement of people with a migrant background * to the question: If you look at Austrian society in general: Do you...?

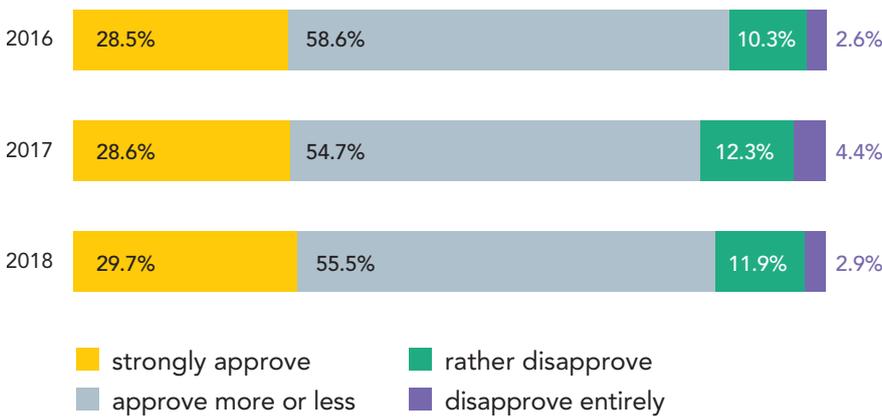


Fig. 2.2.5

* Country of origin (self, parents) former Yugoslavia and Turkey
 Source: Statistics Austria (2018), migration & integration 2018; own presentation

A significant bond with the country of origin is revealed in turn with this. While 6.5% of respondents with a Bosnian migrant background and 11.2% with a Croatian and 13.4% with a Serbian migrant background either tend to disapprove or disapprove entirely of Austrian society, this figure is 25.5% among individuals with a Turkish migrant background. It should be noted with this that the figure for those who reject the Austrian lifestyle among individuals with a Turkish migrant background almost doubled between 2016

(18.1%) and 2017 (34.3%). In 2018 the percentage of individuals who reject the Austrian lifestyle fell by 8.8 percentage points on the previous year. Approval of the Austrian lifestyle has therefore increased considerably.

The fact that these corresponding trends are not restricted solely to the first generation (refugees and) migrants, but also extend to young people who have been socialised in Austria was shown by a study on young people in open youth work.⁸³ The young people surveyed feature a strong connection with their relevant countries of origin or that of their parents. They only identify with Austria, the federal province and the local environment after a certain while. It should be noted with this that identification for young people is rarely a matter of “either or”. Rather, multiple affiliations are revealed with varying degrees of intensity. Although young people hold the living conditions in Austria in high esteem overall, their emotional connection is still predominantly with their relevant countries of origin. According to the authors of the study the reasons for this lie in their connection with their own parents and own community, which are the priority for young people. After their own family, young people above all value their friendships highly. The relevant circles of friends are very mixed both ethnically and culturally.

One important problem on the way towards developing “compatible identity models” relates inter alia to the social empirical method frequently employed so far to survey “notions of identity”: this is often surveyed using “either or” questions, thereby contributing indirectly towards polarisation beyond the formation of the data material itself (“Do you feel Austrian OR Turkish”). It would make more sense to ask the extent to which the respondent feels as an Austrian or a Turk – “compatibility”. Emotional belonging is a crucial element in identity here that can barely be influenced using rational means. For migration societies this means developing a narrative which arouses the individual’s desire to be or to remain a part of this collective identity. This desire is certainly more pronounced in countries such as the USA or UK than it is e.g. in Austria.

⁸³ *Güngör, Kenan et al. (2016), Jugendliche in der offenen Jugendarbeit. However, no conclusions can be drawn with respect to the population based on the data from the sample, i.e. the results should be interpreted primarily as trends for the purposes of comparisons among the individual groups surveyed and are therefore not representative of all young people in open youth work in Austria.*

2.3 ANALYSIS AND ASSESSMENT

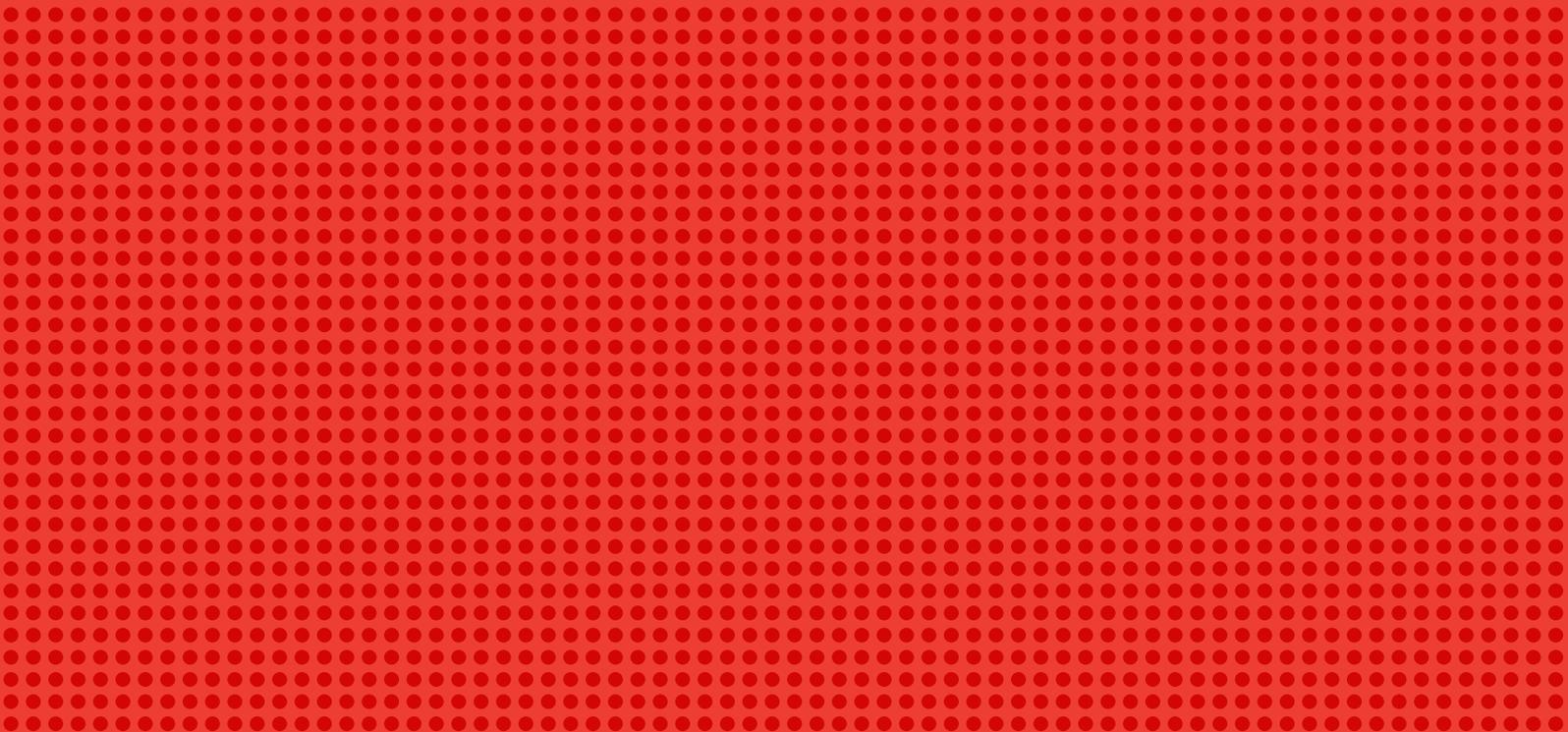
The data shows that an overwhelming majority of migrants feel at home in Austria (91.6%). This also applies to the group of immigrants from Turkey (between 82% and 84% feel at home in Austria depending on the relevant study), although these feature the least sense of belonging to the new home country of Austria compared with migrants from other countries of origin. There is also a distinct acceptance of the receiving society by migrants (approx. 85% of migrants are fairly or very accepting). The acceptance of the receiving society by individuals with a Turkish migrant background is lower by comparison, but it should be emphasised at the same time that three-quarters of those surveyed do accept the receiving society.

At the same time the sense of belonging to Austria (68.1% of total migrants) is less pronounced than the percentage of migrants who feel at home (91.6% of total migrants) and this requires closer examination. Among immigrants with a Turkish migrant background in particular who feel that they belong to Austria and Turkey to roughly the same extent, this development must also be evaluated in light of the fact that around 26% of this group tend to disapprove or disapprove entirely with Austrian society. These individuals would tend to be more receptive to forms of nationalism and political mobilisation campaigns from abroad, which can be inferred in particular from the drop in mood within the Turkish community at the time of the Turkish constitutional referendum in 2017 as is evident in the subjective indicators.

The sense of belonging among the second generation born and socialised in Austria but with a strong connection with the relevant countries of origin or to those of their parents deserves particular attention.⁸⁴ The role e.g. of schools, civil society and integration policy stakeholders who are able to promote the creation of a common identity through appropriate narratives appears all the more important against this background. It will also be interesting and important in future to consider sense of belonging, connection and feeling at home not only among migrants of earlier phases of immigration, but also to include those migrants who have arrived in Austria more recently more closely in empirical surveys, particularly those coming from countries of origin linked to refugee migration.

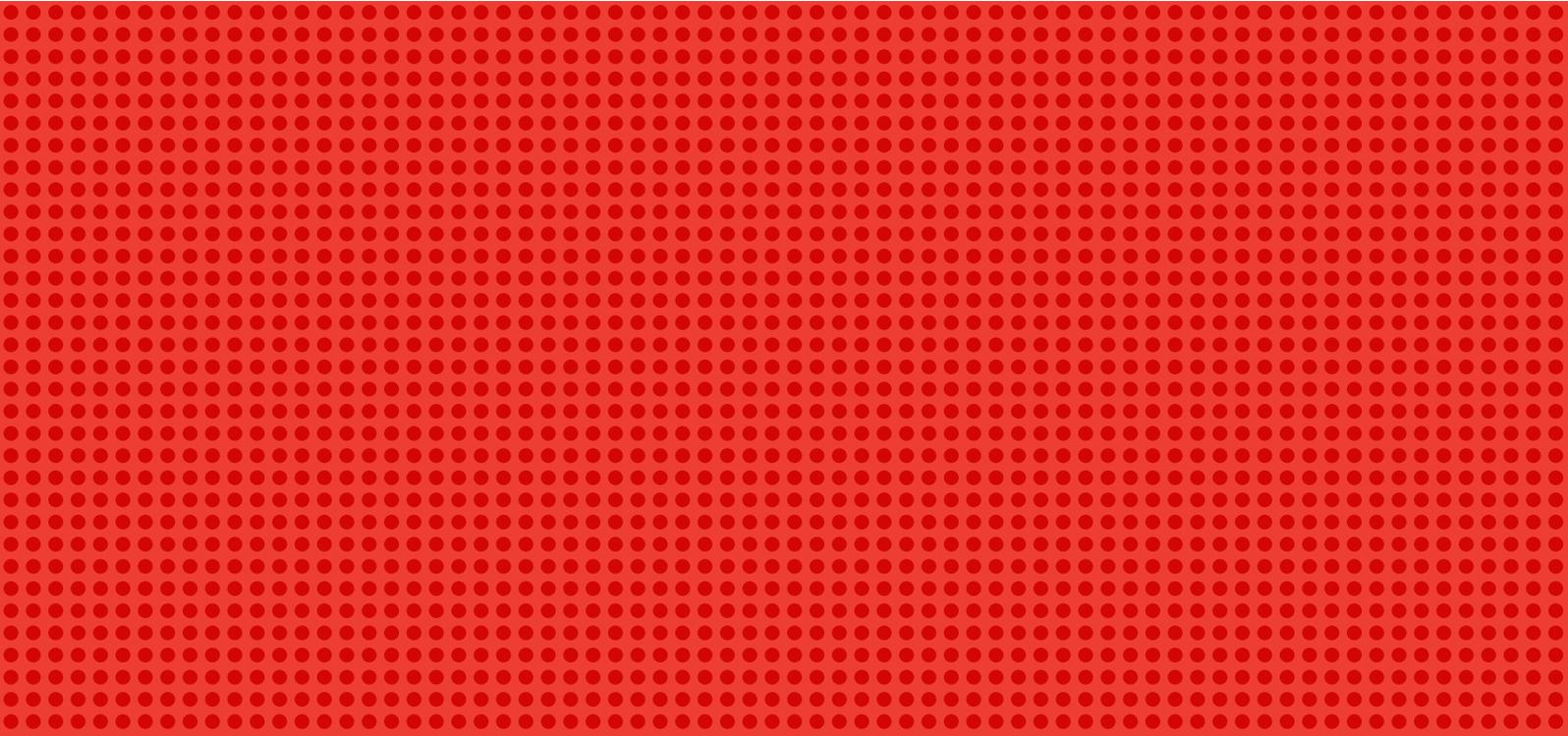
A debate on identity that tends to be held in a polarising manner does not reflect either the subjective integration factors, nor does it do justice to the clear approval scores for Austrian society. A discussion regarding identity and belonging will therefore have to be held in a society shaped by migration. This is also a crucial component in integration policy. In the interests of cultural integration the development of an "inclusive We" is crucial for social cohesion and therefore successful social co-existence. This "We" must be capable of addressing and negotiating open issues and problems in dialogue with the counterpart (the "other side"). This dialogue requires an objective dialogue based on mutual respect and critical faculty on all sides in order to safeguard social peace in Austria. Any dilution of the individual's identity into merely one – polarising – identity must be avoided. Rather, it's about a pluralisation of the sense of belonging while retaining a common basis at the same time built on social consensus and the basic values of Austrian legal policy. For this purpose the Expert Council for Integration recommends holding and promoting an inclusive debate on identity. This issue should be discussed in a scientifically sound and in-depth manner with the requisite level of care, objectiveness and sensitivity.

⁸⁴ See Güngör et al. (2016), *Jugendliche in der offenen Jugendarbeit*.



3

From the National
Action Plan to the
Integration Report
2018



3

FROM THE NATIONAL ACTION PLAN TO THE INTEGRATION REPORT 2018

CREATION PROCESS

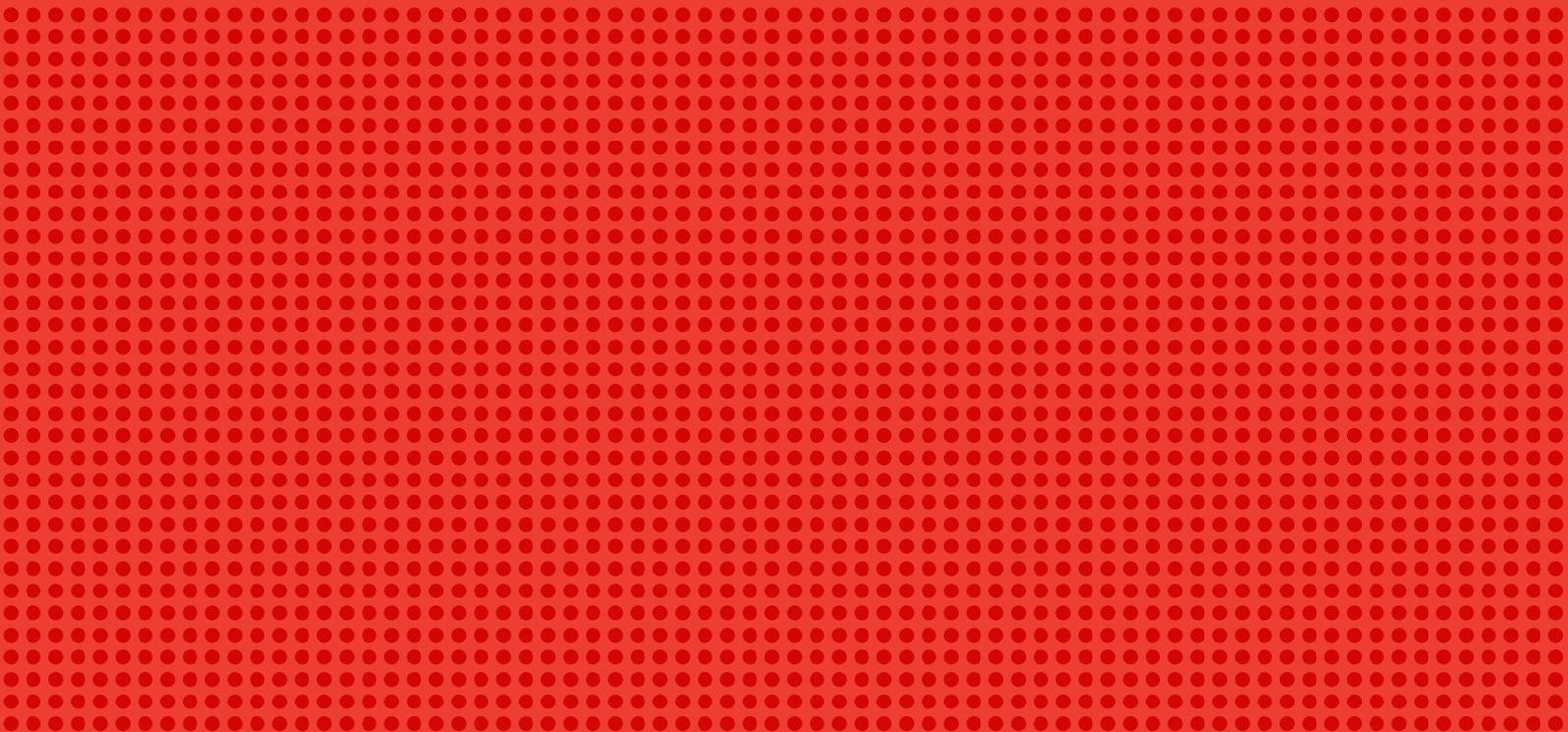
Dialogue — Expert talks — Talks with citizens — Steering group



NATIONAL ACTION PLAN FOR INTEGRATION (NAP.I)

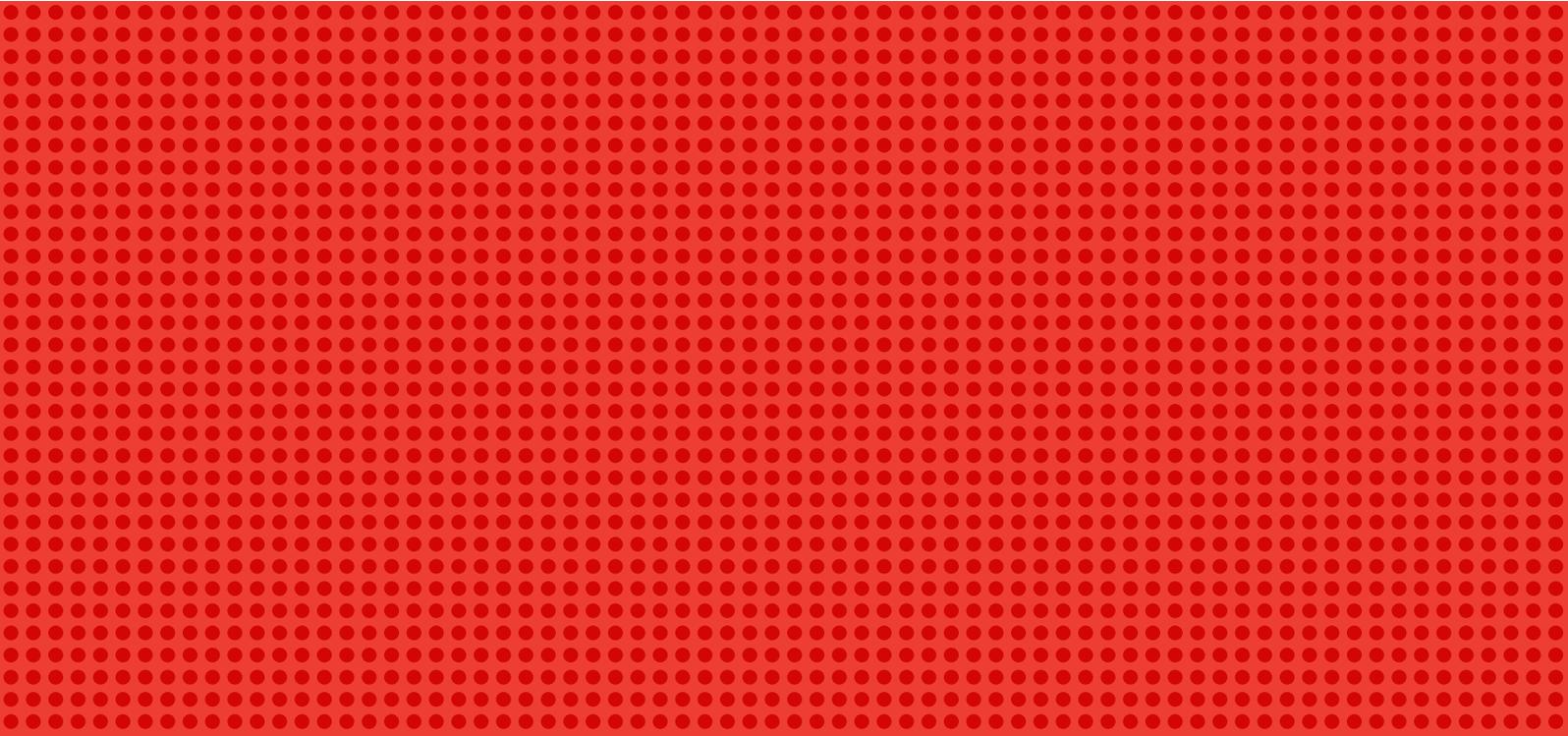


	EXPERT COUNCIL FOR INTEGRATION	STATISTICAL YEARBOOK	ADVISORY COMMITTEE ON INTEGRATION
	WORKING PROGRAMME Volume 1	REPORT ON INDICATORS Volume 2	ESTABLISHMENT Volume 3
INTEGRATION REPORT 2011	20-points programme	migration & integration 2011	Conclusion about previous measures
INTEGRATION REPORT 2012	Conclusions	migration & integration 2012	Conclusion about previous measures
INTEGRATION REPORT 2013	Perspectives and recommendations for action	migration & integration 2013	Integration database
INTEGRATION REPORT 2014	Integration issues in focus	migration & integration 2014	Integration database
INTEGRATION REPORT 2015	Achievements to date and guiding principles for the future	migration & integration 2015	Integration database
	50 ACTION POINTS – A plan for the integration of persons entitled to asylum or subsidiary protection in Austria		
INTEGRATION REPORT 2016	Interim evaluation of the 50 Action Points	migration & integration 2016	Integration database
INTEGRATION REPORT 2017	Evaluating refugee integration – Refocussing on regular integration	migration & integration 2017	Integration database
INTEGRATION REPORT 2018	Figures, trends and analyses – A focus on the integration of women	migration & integration 2018	Integration database



4

The Expert
Council for
Integration



4.1

THE MEMBERS OF THE EXPERT COUNCIL FOR INTEGRATION

Chairwoman



Univ.-Prof. Dr Katharina Pabel

Dr Pabel has been a University Professor of Public Law at the Johannes Kepler University of Linz since 2010 – following positions at the universities of Bonn, Graz and the Vienna University of Economics and Business – and has been Dean of the Faculty of Law there since 2015. She is the author of numerous specialist publications on various fields of constitutional and administrative law, with a special research focus on national and international human rights protection. Prof. Pabel chairs the Advisory Committee of the UN Human Rights Council. Since February 2018 she has chaired the Expert Council for Integration.

Members



Univ.-Prof. Mag. Dr Gudrun Biffl

Prof. Biffl provides freelance services at the Department of Migration and Globalisation at the Danube University Krems. From 2008 to September 2017 she was the Chair of Migration Research, Head of the Department of Migration and Globalisation, and she was Dean of the Faculty of Economics and Globalisation from 2010 to 2015. From 1975 – 2009 she worked as an economic researcher at the Austrian Institute of Economic Research (WIFO). Her research focuses on the labour market, education, migration, gender, industrial relations and institutional change as well as work-related diseases. Prof. Biffl is Chairperson of the Statistics Council of Statistics Austria, a member of the Scientific Advisory Board of the Sir Peter Ustinov Institute for Prejudice Research and Prevention, and member of the “Expert group on migration” of the OECD.



Mag. Dr Eva Grabherr

Mag. Dr Grabherr studied history and Jewish studies at the universities of Innsbruck and Vienna and completed a research PhD at the Department for Hebrew and Jewish Studies at the University College London. From 1989 – 1990, she was a university lecturer at the University of Hull (UK) and from 1990 – 1996 construction director of the Jewish Museum Hohenems. From 1996 – 2001, she conducted research, taught in Vienna, London, Innsbruck, Graz and Munich, and organised exhibition projects on the subjects of Jewish studies, museology, Austrian history and current politics. She has been an active leader in the construction of the project site for immigration and integration at okay.zusammen leben since 2001. In addition, she holds lectures and seminars, including the course Migration Management at the Danube University Krems.



Dipl.-Soz. wiss. Kenan Güngör

Kenan Güngör is the holder of the office for Gesellschaft | Organisation | Entwicklung [think.difference] in Vienna. As an organisational consultant and international expert on integration and diversity issues, he advises and accompanies governmental and non-governmental organisations at federal, state and municipal levels. He has headed numerous integration-related model processes at the province and city level. As a strategic consultant, he has accompanied, among others, the City of Vienna for several years with integration and diversity-related issues, and directs the Prevention, De-Radicalisation & Democracy Culture Expert_Forum.



Prof. MMag. Dr Ilan Knapp

Prof. Knapp was born in Tel Aviv/Israel, graduated from a musical education programme in Israel and Vienna as well as business administration studies, business education and business psychology at the Vienna University of Economics and Business. He is currently the Corporate and Educational Director of JBBZ (the Jewish Vocational Training Centre), lecturer at the Technical University of Vienna and a member of the Education Commission of the Jewish Community Vienna. Since 2014, he has been the official representative of the Jewish Agency for Israel (Sochnut) in Austria. Furthermore, Prof. Knapp was active as a lecturer at the University of Vienna, Vienna University of Economics and Business, and FU Berlin for many years. He was also formerly the Managing Director of the Austrian Institute for Vocational Education Research (ÖIFB), EcoPlus and NÖG Lower Austria as well as Parliamentary Advisor for the labour market, economy, youth, social affairs and education. In 2018 Prof. Knapp was awarded the Austrian Cross of Honour for Science and Art, First Class.



Prof. Dr Klaus Lugger

Prof. Klaus Lugger, born 7 March 1948, was CEO of NEUEN HEIMAT TIROL Gemeinnützige WohnungsGmbH (EUR 114 million p.a. building volume, 34,000 managed units, of which 17,571 rental and owner-occupied) from 1989 – 2016, and Managing Director of its commercial subsidiary, INNSBRUCKER STADTBAU GMBH, from 2004 – 2016. From 1995 – 2016, he was Chairman of the Supervisory Board for the Austrian Association of Non-Profit Housing – Auditing Association and Austrian Representative for CECODHAS HOUSING EUROPE of the EU-Lobby for Non-profit Housing.



Univ.-Prof. Dr Wolfgang Mazal

Prof. Mazal was born in Vienna, studied law at the University of Vienna, where he received his doctorate in 1981 and has been a professor at the Institute of Labour and Social Law since 1992, where he is currently Director. Besides a broad range of teaching, research and publication activities, inter alia, in Vienna, Graz, Linz, Innsbruck, Beijing, and Kyoto on issues of labour law, social law, medical law and in family matters, Prof. Mazal is also Head of the Austrian Institute for Family Research at the University of Vienna, Chair of the University Council of the Danube University Krems and Vice President of the Board of the Agency for Quality Assurance and Accreditation AQ Austria.



Dir. Dr Arno Melitopulos

Dr Melitopulos, born in Innsbruck, graduated from graduate and doctoral studies in law in Innsbruck. He has been Director of the Regional health insurance organisation for Tyrol (TGKK) since August 2011. Previously, he was Managing Director of Gesundheit Österreich GmbH (GÖG) in Vienna from June 2009 to July 2011, where he has been active as a member since 2008. From 2005 – 2008, Dr Melitopulos was Head of the Strategy and Law Department in the TGKK and simultaneously Managing Director of the Tiroler Gesundheitsfonds [Tyrolean health fund, TGF] from 2006. Between 2003 and 2005, he was an advisor to the Austrian Ministry of Health during the health reform. Dr Melitopulos is a university lecturer in Social Law and holds teaching positions at the Management Center Innsbruck, the private university UMIT, and the Medical University of Innsbruck.



Univ.-Prof. Dr Rainer Münz

Prof. Rainer Münz is a Senior Advisor at the European Political Strategy Center, the Think Tank of the President of the EU Commission. He teaches at the University of St. Gallen and at the Central European University in Budapest. He is chairman of the Migration Advisory Board of the UN Organization for International Migration (IOM) and one of the programme coordinators of the World Bank Programme Global Knowledge Partnership on Migration and Development (KNOMAD). Prior to this, Rainer Münz headed the research department of Erste Group and was a senior fellow at the Brussels Think Tank Bruegel, at the Hamburg Institute of International Economics (HWWI), and at the Migration Policy Institute (Washington DC). In the years 2000 – 2001, he was a member of the Commission on the Reform of the Immigration Policy of the German Federal Government (Süssmuth Kommission). From 2008 – 2010, Rainer Münz was a member of the reflection group “Horizont 2020 – 2030” of the European Union (known as the “EU-Weisenrat”).



Dr Thomas Oliva

Dr Thomas Oliva was long-time manager of the Industrial Association of Vienna and the Austrian Association of the Branded Goods Industry. He became focused on integration and immigration early on – for example within the Viennese Immigration Fund and as Chairman of the Vienna Immigration Commission and until the summer of 2017 in Forum Wien Welt Offen. He is Chairman of the Board of the Vienna Science and Technology Fund (WWTF) and is particularly active in Vienna concert and cultural life.



Rainer Rößlhuber

Rainer Rößlhuber has been Managing Director of the Austrian Sports Organisation since April 2017 and was Managing Director of the Sportunion pro.motion Sport-service GmbH from 2007 – 2017. From 2000 to 2007, he was head of the office of Governor Dr Franz Schausberger and Governor Deputy Dr Wilfried Haslauer in the government of the Province of Salzburg. He studied law at the University of Graz.



Ao. Univ.-Prof. DDr Christian Stadler

Prof. Stadler holds doctoral degrees in law and philosophy. Since 2000, he has been an associate professor at the Institute for Legal Philosophy of the Law Faculty of the University of Vienna. He is, amongst other things, a member of the science committee (Strategic Security Policy Advisory Board) at the Federal Ministry of Defence (BMLV). Prof. Stadler regularly holds guest lectures at the Security Academy of BM.I (.SIAK, Vienna or Wiener Neustadt), at the Theresian Military Academy (MilAk, Wiener Neustadt) and at the national defence academy (LVAK, Vienna). He is currently Head of the research group "Polemology and Ethics of Law" at the National Defence Academy Vienna (in cooperation with the University of Vienna). His key areas of activity include, among others: political philosophy of modernity (rationalism, idealism, political romanticism), ethics of public security, political philosophy of international relations, polemology and geopolitics as well as European legal and constitutional culture.



Dr Hans Winkler

Hans Winkler is an independent journalist and columnist for the daily newspaper Die Presse, blogger and guest author in various media. He led the political editorial department of the Kleine Zeitung, and was head of the Vienna editorial office, as well as deputy editor-in-chief of the Kleine Zeitung from 1995 – 2007. He studied law at the University of Graz.

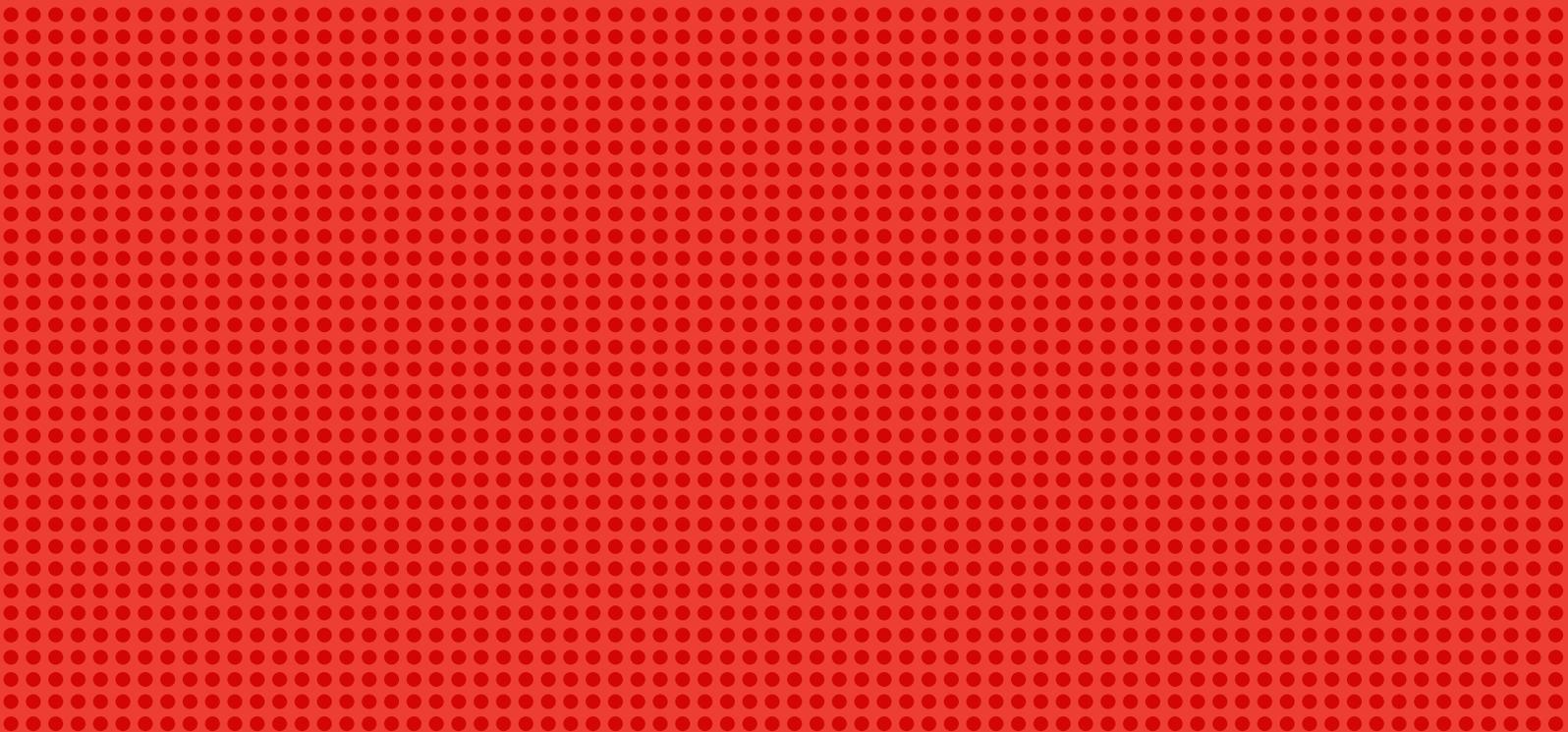
4.2 THE EXPERT COUNCIL'S CONCEPT OF INTEGRATION

The Expert Council sees integration in the immigration society as an empirically measurable and consciously promoted participation, providing equal opportunities as much as possible in the central areas of social life, i.e. in pre-school institutions, school education, vocational training, employment and housing, in the field of voluntary work, in politics and in the various protection and welfare systems in the legal and welfare state, as well as the recognition of and identification with Austrian values.

Integration-promoting measures are considered to be all efforts to enable equal opportunities for participation and to counter existing fears and prejudices. Knowledge of German, school and vocational qualifications, but also educational and symbolic political measures are essential in order to increase the participation chances of immigrants. On the other hand, the Expert Council for Integration regards the increasing integration competence of the government's basic institutional structures, which is also to be consciously promoted, as a further and important prerequisite for successful integration. Schools, the Public Employment Service (AMS), the authorities, hospitals, civil society and other important institutions should be increasingly put in a position to develop intercultural (communication) competence.

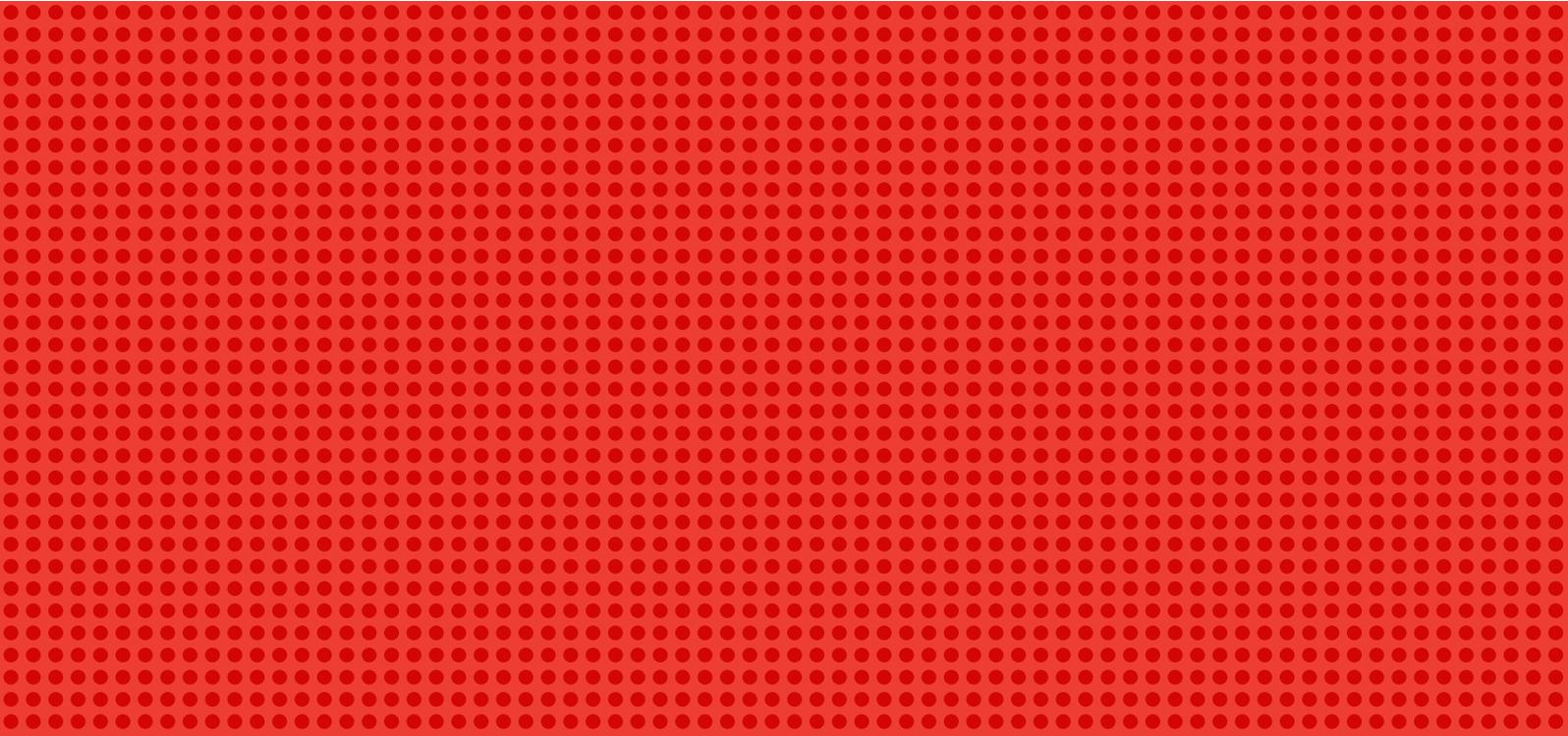
Thus, on a conceptual scale, the Expert Council does not place the concept of integration between assimilation on the one hand and integration as a patchwork of different population groups that possess and live their own systems of culture and values on the other, but rather places it above them. In its understanding of the term, the Expert Council for Integration also pushes aside a concept of culture that can only be defined vaguely and is ideologically burdened. A static and essentialist concept of culture would not do justice to the reality of a pluralistic and changing immigration society. At the "end of the road" there is neither a perfectly assimilated society, nor a patchwork of different social groups that has become alien to itself, but rather a plural coexistence that has to be negotiated again and again. Both sides of the immigration society must therefore develop something like a pluralism competence in addition to a reception and integration competence, because over time, society becomes more similar and more diverse at the same time. Accordingly, integration continues to be seen as a two-way process, and it takes effort to make it work.

The immigrants are just as responsible for successful integration as the people already present. Both sides of the immigration society operate within an integration policy framework defined by politics, which can promote or prevent processes. The necessary adjustment efforts are not distributed symmetrically, because the logic of quantities alone places more demands on the immigrant population than on the host society. This should be made clear in order to avoid false expectations and misunderstandings. But the host society also has to understand that they need to "make room" before anyone can "take room". The integration process cannot function without a mutual willingness to open up and without mutual acceptance of the supposed "others". A constructive integration policy must always take this into account.



5

Glossary



5 GLOSSARY

Recognition and Assessment Act (Anerkennungs- und Bewertungsgesetz; AuBG)

The AuBG anchors assessment procedures at all levels of education, adjusts deadlines to EU standards, creates important service offers through the recognition portal and Austria-wide advice centres, sets new transparency criteria for uniform statistical recording of all applications and decisions. It also provides for special procedures for refugees who, because they had to flee, can no longer provide documents on their qualifications.

Asylum procedure

The first step in the asylum procedure is to determine whether Austria or another EU country is responsible for handling the asylum application (admission procedure or Dublin procedure). If Austria's competence is affirmed, the procedure in respect of the content is then continued in Austria. The competent authority for both the admission procedure and the further substantive examination is the Austrian Federal Office for Immigration and Asylum (BFA), which is subordinate to the Federal Ministry of the Interior (BMI). If the Federal Office for Immigration and Asylum (BFA) makes a negative decision, the person concerned may lodge a complaint with the Austrian Supreme Administrative Court (BVwG), which not only reviews the decision of the Office for Immigration and Asylum regarding its legal appraisal, but also the facts themselves. Appeals can also be lodged against the decisions of the Austrian Supreme Administrative Court; a complaint may be lodged with the Austrian Constitutional Court (VfGH) with the claim that constitutional errors have occurred in the procedure, or an appeal can be lodged with the Austrian Higher Administrative Court (VwGH).

Asylum Seekers

The term asylum seeker refers to a person in an ongoing asylum procedure. Asylum seekers are legal residents of Austria for the duration of the proceedings, although they generally have to stay within the district area assigned to them during the admission procedure.

Persons entitled to Asylum or Recognised Refugees

Persons entitled to asylum or recognised (Convention) refugees are persons whose asylum application has been decided positively. Asylum applications must be dealt with positively if the requirements of the Geneva Refugee Convention (GRC) are met. If asylum seekers can demonstrate that they are facing individual persecution in their country of origin on the grounds of race, religion, nationality, membership of a particular social group or political conviction and that they cannot claim the protection of their country of origin, they are entitled to asylum. They are granted a residence permit in Austria, initially limited to three years ("temporary asylum"). This period is extended to an unlimited right of residence if no dismissal procedure is initiated or a dismissal procedure is initiated but then discontinued. The asylum status shall be dismissed, for example, if the reasons for flight are no longer present or if a serious crime has been committed. Persons entitled to asylum are equated in many respects with Austrian citizens; they have i.e. access to the labour market, to welfare benefits and to higher education.

Integration Act (IntG)

The Integration Act regulates the central framework conditions for the integration of persons entitled to asylum, subsidiary protection and legally settled third country nationals, in the areas of language and orientation. On the one hand, this is accomplished through integration offers for asylum or subsidiary protection-holders as part of a comprehensive training support model for German and values courses, and on the other hand by defining an obligation to cooperate. In addition, the Integration Act provides for a uniform nationwide integration exam for legally settled third country nationals.

Integration monitoring

The Integration Act introduced the integration monitoring in 2017, according to which the responsible members of the Advisory Committee on Integration make legally prescribed, non-personal data available annually for the purpose of cross-competency linking. The data includes the areas: asylum and residence, school education and adult education, apprenticeship training, welfare benefits, labour market, German lessons, values and orientation courses, and science. In the Integration Report, the Expert Council for Integration discusses and contextualises the annual development on the basis of the integration monitoring.

National Action Plan for Integration (NAP.I)

The NAP.I represents the overall integration strategy of the Austrian government. Its aim is to optimise, pool and systematically develop the measures for successful integration of the federal government, the federal provinces, cities, municipalities, social partners and civil society organisations. The National Action Plan is the basis for further measures in the seven key areas of action: language and education, work and employment, rule of law and values, health and social issues, intercultural dialogue, sport and leisure, housing and the regional dimension of integration.

Persons entitled to Subsidiary Protection

If a person cannot establish a persecution within the meaning of the GRC, if he or she is therefore not individually persecuted for reasons of race, religion, nationality, membership of a particular social group or political opinion, his or her asylum application shall be dismissed. According to the European Convention on Human Rights (ECHR), which has been ratified by Austria and even has constitutional status, a person cannot be deported if his or her life or health is threatened in the country of origin as a result of war or torture ("refoulement ban"). This is also enshrined in Union law. These persons are designated as persons entitled to subsidiary protection and receive a one-year temporary right of residence, which can be extended (several times) by two years in each case. The status may be deprived under certain circumstances (e. g. due to a crime). Persons entitled to subsidiary protection do not have to have the same rights as those entitled to asylum, in some cases they may be worse off.

Unaccompanied Minor Refugees

According to public discourse, unaccompanied minor refugees are referred to as persons entitled to asylum and asylum seekers who are under 18 years of age and who are without their legal representative in Austria. They are particularly worthy of protection in many aspects, this fact is considered in different special provisions (e. g. special provisions during the admission procedure or accommodation and care). The Austrian legislation, however, only refers to "unaccompanied minors". This takes account of the fact that specific provisions exist, particularly during the asylum procedure, i.e. during a period in which it is not yet decided whether the minor shall to be recognised as a refugee.

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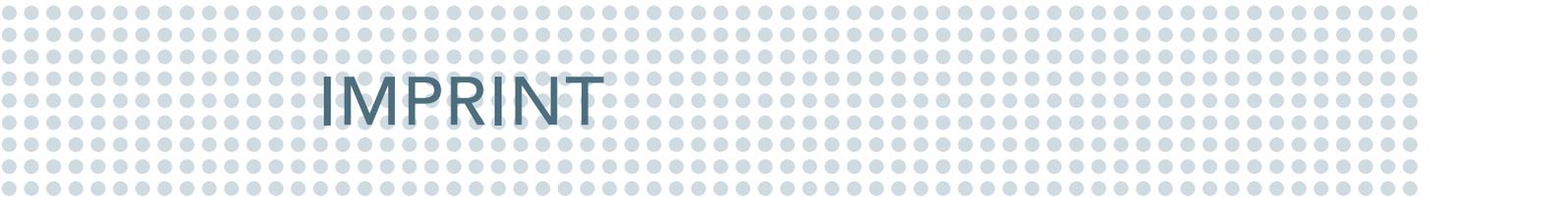
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