

■ Labour Market Groups at Risk

Monika Prokopp
Karin Luomi-Messerer

3s research laboratory

In:

Luomi-Messerer, K.; Vogtenhuber, St. et al. (2009): National VET Research Report Austria. Report within the Framework of ReferNet Austria. Vienna. pp. 65-79.



Preface

This report provides an overview of the **state of research** in the following four **areas of vocational education and training (VET)**:

- (a) the benefits of VET
- (b) VET and employment-related mobility and migration
- (c) governance of the VET system
- (d) labour market groups at risk

Each chapter first of all analyses **relevant research questions and challenges** in Austria before presenting and discussing the **main findings** of available research projects. In the final **synopsis**, conclusions are drawn from research findings and implications for further research work demonstrated. A **summary** preceding each chapter enables readers to gain a quick overview of the content.

The **selection** of these four topics is closely linked with current educational policy debates on VET in Austria, which have been triggered not least by European developments. The topic of “governance”, for example, has regained importance due to activities in connection with the development of a lifelong learning strategy. Debates related to creating and implementing a national qualifications framework and a European credit point transfer system have again put the subject of “employment-related mobility and migration” increasingly on the educational policy agenda. Precisely because of the diversity of VET programmes, the promotion of equality of opportunity in VET and the implementation of measures for groups disadvantaged on the labour market are central topics in Austria, like the benefits of VET.

One **reason** why VET plays a major role in Austrian research is its high relevance in the **Austrian education landscape**. This is shown, on the one hand, by the high attractiveness of VET programmes for young people: some 80% of all pupils who have completed compulsory schooling opt for a VET path. On the other hand, the major significance of VET can also be seen in the diversity of programmes. A pronounced differentiation both in the school-based and in the dual VET sector ensures that every young person is able to optimally develop their strengths and talents. The success of the Austrian VET system is reflected in the low youth unemployment rate and the international recognition of Austrian skilled workers.

This report has been prepared by **authors** from the 3s research laboratory and the Institute for Advanced Studies (IHS). For **coordination and editing** the Institute for Research on Qualifications and Training of the Austrian Economy (ibw) was responsible. Valuable feedback and useful comments were submitted by the Federal Ministry for Education, the Arts and Culture (BMUKK), in particular Ms Sonja Lengauer, for which all people involved in this report would like to extend their thanks at this point.

This report is part of a series of country reports on national research priorities in the field of VET in the EU member states, Norway and Iceland (*National VET Research Report*). It was drawn up within the framework of ReferNet – the reference and information network of Cedefop (<http://www.cedefop.europa.eu/EN/about-cedefop/networks/refernet/index.aspx>).

To complement this report, information about the Austrian VET system can be found in the report *VET in Europe. Country Report Austria*. Additional information about VET policy is included in the *VET Policy Report*.

Sabine Tritscher-Archan

Reports on Austrian VET within the framework of ReferNet

Tritscher-Archan, S. (ed.) (2010): VET Policy Report. Progress in the policy priority areas for vocational education and training. Wien. Forthcoming.

Download in GE and EN (as of March 2010): <http://www.refernet.at/index.php/publikationen/policy-dokumente>

Tritscher-Archan, S. (ed.) (2009): VET in Europe: Country Report Austria. Wien.

Download in GE and EN: <http://www.refernet.at/index.php/publikationen/forschung>

Tritscher-Archan, S.; Mayr, Th. (eds.) (2008): Austrian VET Policy Report. Progress report on developments 2002 – 2008. Wien.

Download in GE and EN: <http://www.refernet.at/index.php/publikationen/policy-dokumente>

Archan, S.; Mayr, T. (2006): Vocational education and training in Austria. Short description. Cedefop Panorama series 125. Luxembourg: Office for Official Publications of the European Communities.

Download in GE, EN and FR http://www.cedefop.europa.eu/etv/Information_resources/Bookshop/publication_details.asp?pub_id=425

Labour Market Groups at Risk

AUSTRIA

MONIKA PROKOPP/ KARIN LUOMI-MESSERER

31/08/2009

The group of people at high risk of unemployment is extremely heterogeneous, because often not just one feature is decisive for unemployment but a combination of characteristics. These include the following in particular: low formal qualification, age, migration background, gender or disability. Related research projects focus on issues associated with the causes for the difficulties of this group of people and possible measures that can be taken to overcome them. Major proposed measures to support target groups include increased and individualised CET, i.e. CET tailored to the needs of job-seekers, legal regulations against discrimination, and financial incentives for companies to recruit people from the target group. To some extent, system aspects are taken more into account by stimulating comprehensive and in-depth changes of statutory framework conditions in various policy areas (education, health, social affairs). Something that is to date still available to a lesser degree or at least is barely visible is the linking of practice-oriented, more individual-centred research with the more system-oriented and system-critical research.

1. National research issues and goals

1.1. Introduction

Before focusing on relevant research topics, issues and results as well as conclusions for future research work, this section will first of all outline the characteristics of the labour market groups at risk (with reference made to relevant research assignments) and provide an overview of the research landscape.

Labour market groups at risk - features

First of all it needs to be stated that it is generally rather difficult to assign the affected individuals clearly to specific “groups”, because they often demonstrate a combination of features that can be identified as risk factors. The most significant of these features seems to be the qualification level. People with a low formal qualification - in most cases this denotes those who have completed compulsory schooling as their highest educational attainment - run by far the highest risk of becoming unemployed in Austria.

Other features of risk groups on the labour market, which in many cases occur in combination with a low qualification level, are their migration background or membership of an autochthonous minority (mainly Roma and Sinti), age (whereas older workers have for some time been seen as a labour market group at risk, young people have also been affected by unemployment in recent years), disability or impairment (physical, mental, psychological) or personal problematic situations (drug addiction, debts, deviance, etc.), as well as female gender. In addition, risk groups also include graduates of training programmes with low job prospects (e.g. specific VET schools or “traditional” apprenticeship occupations in the crafts

with a low number of jobs or occupations in industries that are affected by the manufacturing companies' migration to low-income countries, such as the textile or shoe industries), long-term unemployed, or people from structurally weak regions.¹

The linking of the above-mentioned features becomes visible, for example, in Dornmayr et al. 2008 in a study about the "integration of the formally low qualified into the labour market". The author concludes that the percentage of people with non-Austrian citizenship as well as the proportion of women is particularly high in the group of people with low formal qualifications.

The fact that the group of people with low formal qualifications can by no means be seen as homogeneous regarding their position on the labour market is described, for example, in a recent dissertation (Prokopp, 2009). This statement is based on the census data of Statistics Austria. According to these data, whereas more than 50% of people employed as unskilled workers have no higher qualification than compulsory schooling, at the same time almost 11% of managers are formally low qualified. People with low formal qualifications can also be found in all other occupational groups, sometimes in considerable numbers.

Even when taking the labour market situation of people with compulsory schooling as their highest educational attainment as a group, truly interesting results come to the fore (Prokopp, 2009): 30% of formally low qualified workers work as unskilled workers, as many as 16% in service occupations and in sales, approx. 14% as craftsmen, over 11% in the office and commercial sector, and some 11% operate and assemble installations and machinery. 3.8% of people with no more than compulsory schooling are active in a managerial position.

Regarding the development and composition of the group with low formal qualifications it needs to be stated that - in connection with the educational expansion since the 1970s - the target group is ageing. In addition the share of men and people with a migration background is rising (Hafner, 2005; Statistics Austria, 2005; Statistics Austria, 2007; Schmid, 2005).

In recent years, furthermore, precarious employment relationships have increasingly become visible across all qualification levels. In this context, some of those affected are frequently not seen as "classic" "labour market groups at risk", such as young university graduates who are attempting to find a way to full-time employment by completing periods of work placement or as so-called "new self-employed".²

Overview of the research landscape

Practice-oriented research – i.e. elaborating concrete recommendations for practice that is based on research work - in this field is not strongly anchored at universities. Most projects are commissioned by Public Employment Service Austria (AMS), representations of interest such as Chamber of Labour (AK) or Austrian Trade Union Federation (ÖGB), ministries

¹) The National Employment Pact lists the following target groups with reference to the ESF: older workers, people with a low formal qualification, people with disabilities, people who are far from the labour market, migrants, as well as girls and women. Operational Programme on Employment Austria (2007).

²) <http://www.generation-praktikum.at>. About the situation of interns at Austrian universities, see also Schopf and Ringler (2007).

(Federal Ministry of Economy, Family and Youth – BMWFJ; Federal Ministry of Labour, Social Affairs and Consumer Protection – BMASK). Some of those implementing the projects are private institutions; others are embedded in institutions of the interest representations. Some of the organisations conducting the projects are represented in the Austrian Working Group on VET Research (abf-austria).

A large number of these studies are available in the e-library of the AMS research network³. This library not only comprises publications but also grey literature, which is made accessible to a wide circle of interested stakeholders from research, the business sphere, representations of interest and politics. The publications listed in this report are in part also included in the educational research documentation, which is prepared on an annual basis by the Federal Ministry for Education, Arts and Culture (BMUKK)⁴ and in the selection biographies on the topic of “VET and LLL” that have been prepared within the framework of the work of the Austrian ReferNet and in the bibliographical database VET-Bib of Cedefop.⁵

At universities, relevant topics are often treated in the context of research on migration or diversity management. In special and rehabilitation pedagogy or integrative pedagogy, relevant research activities are ongoing, for example, on the subjects of integration and participation by people with disabilities, quality assurance in innovative measures of occupational integration, counselling on vocational integration and participation, women with disabilities and disadvantages in training and employment.

Critical ideas where individual measures or packages of measures are not elaborated for one or several target groups but where the functional mechanisms in the education system and on the labour market are questioned and partly also alternatives are shown is more likely to be found in university-based research. As one example, an analysis of CET barriers for people with low formal qualification can be mentioned (Holzer, 2004). In her study, the author appeals, on the one hand, for an improvement of the CET system by reducing the large number of existing barriers and, on the other, also for a right for “resistance against CET”, if somebody does not see any sense in taking part in CET due to his/her individual situation.

1.2. Research issues

The following key issues are at the centre of practice-oriented research:

- (a) What groups have special difficulties on the labour market? This issue is, however, only raised and answered implicitly in studies that deal with individual groups.
- (b) Where are the causes for these difficulties?
- (c) What measures could be taken against it?

As well as research on CET in general, CET of the above mentioned groups is also one research topic that is seen in close connection with their labour market situation.

³) www.ams-forschungsnetzwerk.at

⁴) www.bmukk.gv.at/schulen/schubf/bf/bildungsforschungsdok.xml

⁵) <http://libserver.cedefop.europa.eu>

The major research findings are described in the following section by taking account of the various groups, the respective resulting problems and proposed measures. In this context, research projects on the following risk groups are at the centre:

- (a) People with a low formal qualification
- (b) Older workers
- (c) Young people - early school leavers
- (d) People with disabilities
- (e) Women

The selection of groups was, first of all, made on the basis of their relevance in research literature: the greatest importance in research projects is attached to the group that comprises by far the largest number of affected people - those with low formal qualifications. In some studies, this group is seen as one whole, in many cases however subgroups such as people - or specifically young people - with a migration background⁶, older workers, or people with disabilities are also at the centre of analyses. On the other hand, the most comprehensive group has been selected in each case where characteristics overlap: thus e.g. long-term unemployed and people in structurally weak regions often belong to the group of people with low formal qualifications.

2. Main research results

People with a low formal qualification

The most recent report on people with formally low qualifications was prepared in 2008 by a research consortium commissioned by AMS (Dornmayr et al., 2008). The target group described here runs – as confirmed by all findings on the labour market – the highest risk of becoming unemployed. One reason for this is, for example, that “companies and HR professionals have excessive ideas of qualifications” – they demand a formal level even for simple activities which these people do not have and that would not be required for the respective tasks either. Major competences on the labour market mentioned are, above all, soft skills, such as reliability, motivation, diligence and teamwork. The deficits that are specified most often by interviewed employers are a lack of German language skills, which indicates that a large proportion of people with a migration background are part of the target group.

In qualitative interviews, the authors did not only survey the target group’s deficits but also its strengths. These mainly include the group’s “non-existence of class snobbishness, its ease and directness of personal contact, and [its] ‘ability to do heavy physical labour’” (Dornmayr et al., 2008, 4).

Due to the rise in education since the 1970s, the group of people with low formal qualifications can be described as “ageing”. Therefore, the available workforce whose highest

⁶) The aspect of “migration background” is not described here in detail, as this subject is treated in the research report on “VET, labour-market migration and mobility”.

educational attainment is compulsory school will decline. But also demand on the labour market is decreasing for structural reasons (relocation of work-intensive manufacturing to countries with lower wages, production automation), therefore measures to enhance the integration of the target group on the labour market are necessary.

To attain this goal, a bundle of measures is demanded (Dornmayr et al., 2008, 6f):

- (a) “Encouragement of public subsidisation and support for the continuing training / qualification of people whose highest educational attainment is completion of compulsory schooling;
- (b) (Even) more pronounced target-group focusing by AMS;
- (c) (Financial) support during a probationary period and subsidisation of work placements;
- (d) Enhanced possibilities of fluent transitions between unemployment and (self-) employment;
- (e) Accelerated development and increased provision of training programmes of short duration or for semi-skilled activities below the level of apprenticeship training for unemployed adults (e.g. machine operator, assembly help, kitchen help, etc.);
- (f) Promotion of modular second-chance skills training and obtainment of qualifications;
- (g) Recognition of the driving license as a basic qualification worthy of subsidisation for unemployed people over the age of 25 years with no more than compulsory schooling;
- (h) Integration of the formally low-qualified;
- (i) Expansion of health promotion, coaching and anonymous counselling;
- (j) (Bureaucratic) simplification and support for the employment of people with non-Austrian citizenship;
- (k) Optimised shortlisting of applicants by AMS.

Findings on the situation of people with a low formal qualification on the Austrian labour market and proposals for measures of improvement can e.g. be found in AMS reports no. 45 (Hofstätter and Sturm, 2005) and no. 62 (Mosberger and Sturm, 2008). Also here an overlapping of target groups becomes visible. Thus, for example, there are contributions about young people or older workers with lower formal qualifications within the framework of these collection volumes.

Fundamental questions for the effects of the structural change on the labour market and for the conditions of employability are taken up in a study by Schneeberger (2005a). It outlines changes in the economic and qualification structure since 1991 and attempts to elaborate structural trends of employment and of the demand for VET and CET. Subsequently employability is analysed on the basis of key indicators (employment rate and unemployment rate broken down by education, gender, age and country of origin). The recommendations elaborated above refer, among others, to the following fields: the development of solutions to the interface problem after compulsory schooling, the creation of provisions of intensive programmes for adults, and the recognition of informally acquired vocational qualifications, the acquisition of broad basic qualifications and job-related CET for the low qualified, the creation of public incentives for general and vocational ALE, and the designing of target group-specific provisions for information, guidance and counselling particularly for those who are less likely to access education (difficult to reach).

In a current dissertation (Prokopp, 2009), the recognition of formally and non-formally acquired learning outcomes is seen as a possibility to integrate people with low formal qualifications into the labour market and thus also contribute to their empowerment. The disser-

tation not only presents initiatives, practices and projects but also describes necessary framework conditions (such as financial support, improved information, modularised provisions). At the same time, however, it questions the usefulness of such efforts: in view of the current situation on the labour market, it is stated in the dissertation that unemployment must be seen as a structural rather than individual problem. The author notes that measures to recognise competences and CET address the individual level and that people who take advantage of such measures could possibly be given false hope about finding work in sectors where there are few vacancies. In a fundamental discussion, the importance of employment is put into perspective and alternative ways of subsistence such as a minimum wage is referred to.

Older workers

Various strategic focuses are pursued in research on older workers on the labour market. This research includes, for example, conclusions from an international comparison (e.g. Vogt, 2007), (sectoral) stocktaking and recommendations (Schönbauer, 2006, Mandl, 2005, Presch and Weber, 2009, Sepp, 2006), findings on the CET of older workers (Schmid, 2008, Gruber (ed.), 2007), and studies or collection volumes providing a broad overview (Enzenhofer et al., 2004, Steiner and Sturm, 2005).

Enzenhofer et al. (2004) initially describe the labour market situation of older workers, and subsequently outline approaches for measures to promote the target group, present problematic situations and measures from the viewpoint of experts and those affected, and summarise their findings in a list of factors influencing the work situation of older workers. Measures for the target group are seen in four areas:

- (a) discrimination against older workers should be prevented by wage-policy changes, financial incentives and protection against dismissal;
- (b) corporate age and staff management should be adjusted by appropriate in-house CET, health promotion by ergonomic designs of workplaces, and a reduction of physical strain, new working time arrangements, and new forms of work organisation;
- (c) active labour market policies should comprise the following factors: training for job applications and support in looking for work, creation of options on the second labour market, promotion of start-ups, self-help groups and networks;
- (d) finally, awareness-raising related to the target group is called for.

On the whole, combined bundles of measures in educational, health and social politics are recommended.

Similar results, although more oriented to individual sectors, have also been obtained by Schönbauer (2006). In analogy to the example of Finland, he sees measures in the fields of awareness-raising, employability (with questions of health and qualification), company-related age management and a networking of all relevant actors as points of leverage. He also emphasises that an improvement of the employment situation of older workers should not entail any negative effects for younger people.

Young people – early school-leavers

A topical study on “early school-leavers” has been conducted by Steiner (2009). He describes the group of “early school-leavers” in Austria as very heterogeneous: it comprises people without any lower secondary school qualification as well as those who have dropped out from

upper secondary programmes. Major factors for early school dropouts include living in cities⁷, the parents' labour market status and education level, as well as origin⁸. Two consequences of early dropout from education become increasingly relevant for them: lower participation opportunities associated with unemployment and social exclusion. In his analysis of the causes of "early school leaving", the author first of all points out the impermissible individualisation of problematic situations and then describes elements in the school system that are connected with dropping out of education, such as early selection, the repetition of school years, the duration of compulsory school and class sizes. The following are described as individual aspects: lack of motivation, poor school performance, the goal of employment, peers⁹, problems with teachers, and lack of orientation.

In the implementation of measures it is criticised that one clear focus is on the (re-) integration of the target group into the labour market sphere, whereas due to the lack of a comprehensive strategy hardly any preventative measures are taken and that, in labour market-oriented measures, the target groups' deficiencies rather than their potential are in the foreground. The recommendations deduced from these findings are: greater prevention of school dropouts, by a reform of the IVET system, improved job-orientation, and enhanced coordination between the various protagonists.

Similar recommendations can also be found in a study from 2006 in which educational biographies, qualifications and competences of 20-24-year-olds without any qualification from upper secondary level are examined (Dornmayr et al., 2006). This study changes perspectives: i.e. from analysing the young people's deficits to exploring their potential. Also, the group under review has acquired a series of formal qualifications and boasts a very wide range of formally and informally acquired competences. Many failures in training are due to individual weaknesses, as - according to study authors - the Austrian education system places the main focus on the general avoidance of weaknesses rather than on the particular promotion of individual strengths and resources. Recommendations include: the extension and further development of innovative and alternative training schemes and forms of learning, the use of positive examples of successful biographies as support, the focusing on the promotion of competences and strengths, the recognition and further development of informally acquired competences and sub-qualifications ("dropouts"), and the extension of educational counselling and career guidance.

Other reports analyse the transition from school to the world of work and elaborate the possibilities of accompanying and supporting young people in this situation (Federal Ministry for Social Security and Generations (ed.) 2005; Dörflinger et al., 2007; Götz and Schlögl, 2006; Götz and Schlögl, 2007; Klinglmair and Bodenhöfer, 2009; Lachmayr, 2005; Mosberger and Sturm, 2005; Schneeberger, 2005b, Steiner and Steiner, 2006).

⁷) In cities, dropout rates are higher.

⁸) Austrians with Austrian parents boast lower dropout rates than migrants in the second generation and people from non-EU countries.

⁹) In the survey that forms the basis of this study, one quarter of interviewees indicate that the school dropout by friends was also a key reason for them to leave school early. In some cases also mobbing by the peer group is a reason for school dropouts.

People with disabilities

The report by Koenig (2008) provides an overview of the national implementation of the European Employment Strategy from the perspective of equal treatment of people with disabilities. In the first section of the text, the research situation, statistical data concerning the employment of people with disabilities, central laws and policy objectives, as well as the type and quality of available jobs are discussed. In the second section, concrete examples are presented; in the third section there is a summary of findings.

According to this report, the Austrian system is highly differentiated and includes measures that have in their majority emerged as a result of the “employment offensive” of the 2001 Government. In view of a steady extension of a possible target group, many of these measures are geared to people who are perceived as “job-ready”. For people with a higher need for support, sheltered workshops are most often the only option. Research on people with disabilities on the labour market is mainly conducted by non-university research institutes and institutionally anchored at one Austrian university only.

Examples of subjects of university projects that need to be mentioned are the integration of young people – in some cases also specifically of young women – with disabilities into the labour market, the quality assurance of integration measures, issues related to counselling and qualifications of counsellors in vocational rehabilitation, as well as country reports for international projects (Fasching, 2004; Fasching, 2008; Fasching and Felkendorff, 2008; Fasching and Pinetz, 2008a; Fasching and Pinetz, 2008b, Koenig, 2007).

Koenig (2008) pinpoints the lack of a critical discourse on the employment of people with disabilities in Austria as well as the lack of reliable data material. One reason for the latter could be differing definitions of disability or differing criteria for access to a measure. One key recommendation of the author is to amend legal texts, e.g. concerning “employability”, that lead to an inequality of opportunities on the labour market. Also a standardisation of legislation regarding disabled people at federal and provincial levels is recommended. The application of internationally well-proven tools, such as supported employment, people-centred planning or personal assistance, is also encouraged. Finally a transparent and increased involvement of self-help groups is demanded, which to date does not exist.

One major tool to open up the dual system for disabled young people is the so-called “integrative” (inclusive) VET scheme. It now also gives this target group the opportunity to obtain a vocational qualification. The major findings of an evaluation of integrative VET (Dörflinger et al., 2009) will be presented in the following section.

Integrative VET is only accessible to specific groups of people and can be used in one of two forms: either by prolongation of the apprenticeship period by one or a maximum of two years or by acquisition of a partial qualification. In the evaluation of this measure, an increase in the number of integrative VET apprentices and apprenticeship posts has been recorded between 2004 and 2007. Feedback about integrative VET is predominantly positive on the part of the parties involved – apprentices, vocational training assistance (BAS), companies. By 2007 there were 554 integrative VET qualifications, with the success rate in partial qualifications being very high, whereas in case of prolongations of apprenticeship periods the theoretical examination was the main reason for the success rate of some 70%. In 2006/2007, however, one quarter of participants also ended their apprenticeships before the final examination, primarily for behavioural or disciplinary reasons. Success factors for integrative VET that

were mentioned included the formal qualification for disabled young people, the individual design options within the training regulation, the formal equality of treatment with regular apprentices, support by BAS, and integration into part-time vocational school. (About measures and promotion for young people with special needs and about integrative VET, see also Heckl and Dorr, 2005; Heckl et al., 2008.)

Women

Gutknecht-Gmeiner and Wieser (2007) outline the labour market situation of women in a large number of occupational areas. In this study, 25 occupational areas are examined for their share of women, the qualification structure, the staffing of activity areas, professional posts and the “gender pay gap”. The authors of this study conclude that although women have caught up regarding their qualification level and, in part, have overtaken men, education is still predominated by a strong gender-specific segregation, which continues on the labour market. Thus the proportion of women in the labour force is increasing, but mainly due to the rise in traditional female occupations in the tertiary sector. In addition, women are much more often employed on a part-time basis, and the income gap between men and women is widening. The authors conclude that the rising number of women in the labour force is partly at the expense of job quality.

A topical comparison of the labour market situation of women and men can be found in Kalmár et al. (2008). According to this publication, women’s professional commitment is vital both for business and society as well as for family income. Nevertheless women meet with less recognition on the labour market and have less success when they are as committed as their male colleagues. By using 20 essential indicators, a measure for equality monitoring (GM-Syndex) is calculated. This shows for the period between 1997 and 2007 a slight decline of the labour market-relevant inequality of women vis-à-vis men. The 20 indicators are broken down into four areas:

- (a) opportunities to take part in employment;
- (b) positioning in the employment system;
- (c) risks connected with unemployment;
- (d) income that can be obtained in case of active employment.

Another study (Gregoritsch et al., 2008) that was commissioned by AMS discusses the work and income opportunities of women in Austria on the basis of their professional positioning. It states that although women are most often “rewarded” with below-average stable employment relationships and below-average wages, this is not absolutely necessarily the case. With considerable differences by sectors and provinces, one fourth of employed women can be found in “stable jobs with above-average payment”. To put this into perspective it should be mentioned that there are also considerable income disparities between men and women which have more often than not become even higher in the relevant sectors and that three out of four specifically listed sectors¹⁰ have an above-average percentage of employed women. In addition it is also stated that above all women without children with higher formal education can be found in “promising” jobs. As a strategy, AMS is recommended to address

¹⁰⁾ The sectors “credit and insurance industry“, “public administration” and “teaching” show an above-average high proportion of women. In the fourth sector “energy and water supply”, the percentage of women is fairly low at 17%.

companies that demonstrate good practice and involve them in implementation foundations, for example, and give advice to other companies to ensure that the working conditions of women are enhanced there as well.

Some studies on women on the labour market are more regionally oriented. Thus, for example, a study on women in technical professions in Upper Austria (Pimminger et al., 2002) is currently being updated; for the province of Burgenland there exists a study on integration barriers for women on the labour market (Jankowitsch, 2009); the situation of career break returners in Vorarlberg is described by Buchinger and Gschwandtner (2005). The labour market situation of women in special sectors is also a topic under review (Thaler, 2006). The contribution of qualification and skills training measures towards equality of opportunity of men and women on the labour market is described by Lehner and Städtner (2007).

3. Conclusions and implications for further research projects

In Austria there exists a large number of research projects from the university-based and non-university context that deal with unemployment and various labour market groups at risk and/or groups of unemployed. One aspect that is addressed only rarely is the necessity not to turn these groups against each other, in the sense that measures – though promoting one specific target group – could lead to a worsening of opportunities for other groups.

Studies which critically focus on the significance and necessity of employment as well as alternative drafts on social and labour market policies (such as the introduction of a minimum wage) are elaborated more often in the university-based sector, but are barely reflected in research works in which proposals for concrete measures are developed.

It would be interesting to include these two approaches – socio-political backgrounds and alternatives – in the development of measures. When taking as an example a study (cf. Enzenhofer et al., 2004) that suggests developing bundles of measures touching on educational, healthcare and social policies, this demand already goes in the direction of such an integrative perspective. This holistic view can also contribute to not individualising problems of specific target groups on the labour market, i.e. not seeing the cause for unemployment in the individual but taking into account the impact of structural factors of the labour market.

Another topic of relevance in connection with labour market groups at risk is preventive measures, such as reforms of the school system to prevent unemployment due to insufficient qualifications. Initiatives for unemployed people are, as long as these are not immigrants, often repair measures for a selective and insufficiently permeable school system. It could also be very beneficial here to link related content. Also issues regarding the “combination of characteristics” that can be identified among risk groups should be taken up in future research works.

4. Bibliography

- Buchinger, B.; Gschwandtner, U. (2005): "Und ich weiß, je länger es dauert, desto schwieriger wird es.": Unterstützungsnotwendigkeiten des AMS zur Erleichterung des beruflichen Wiedereinstiegs nach längerer Beschäftigungspause anhand des Beispiels Vorarlberg. AMS report 44. Wien: Communicatio. Online: <http://www.forschungsnetzwerk.at/downloadpub/AMSreport44.pdf> (05.08.2009).
- Bundesministerium für soziale Sicherheit und Generationen (Hg.) (2005): Jugend und Beschäftigung: Wege in die Arbeitswelt: Eine Problem- und Bedarfsanalyse aus Sicht von Jugendlichen, jungen Erwachsenen und ExpertInnen. Wien.
- Dörflinger, C.; Dorr, A.; Heckl, E. (2009): Die integrative Berufsausbildung (IBA) in Österreich – Hauptergebnisse der Evaluierung. In: Lassnigg, L. et al. (2009): Öffnung von Arbeitsmärkten und Bildungssystemen. Beiträge zur Berufsbildungsforschung. Innsbruck, Wien, Bozen: StudienVerlag, S.162 – 174.
- Dörflinger, C.; Dorr, A.; Heckl, E. (2007) Aktive Arbeitsmarktpolitik im Brennpunkt X. Evaluierung der Wiener JASG-Lehrgänge. AMS report 55. Wien: Communicatio. Online: <http://www.forschungsnetzwerk.at/downloadpub/AMSreport55.pdf> (05.08.2009).
- Dornmayr, H.; Lachmayr, N.; Rothmüller, B. (2008): Integration von formal Geringqualifizierten in den Arbeitsmarkt. Wien: AMS Österreich. Online: http://www.forschungsnetzwerk.at/downloadpub/Endbericht_Geringqualifizierte_2008.pdf (05.08.2009).
- Dornmayr, H.; Henkel, S.; Schlögl, M.; Schneeberger, A.; Wieser, R. (2006): Benachteiligte Jugendliche – Jugendliche ohne Berufsbildung. Qualitative und quantitative Erhebungen; Arbeitsmarkt- und bildungspolitische Schlussfolgerungen. Wien: AMS Österreich.: Online: http://www.forschungsnetzwerk.at/downloadpub/Benachteiligte_Jugendliche.pdf (05.08.2009).
- Enzenhofer, E.; Muralter, D.; Rapa, S.; Simbürger, E.; Steiner, K. (2004): Erwerbsrealität von älteren ArbeitnehmerInnen: Chancen und Barrieren. AMS Report 39. Wien: Communicatio. Online: <http://www.forschungsnetzwerk.at/downloadpub/AMSreport39.pdf> (27.07.2009).
- Fasching, H. (2004): Qualitätskriterien in der beruflichen Integrationsmaßnahme Arbeitsassistenten unter besonderer Berücksichtigung von Jugendlichen mit Lernbehinderungen. Münster: LIT (Forum Behindertenpädagogik).
- Fasching, H. (2008): „Drunten oder Draussen? Junge Frauen mit Behinderungen in Ausbildung und Erwerbstätigkeit. In: Behinderte Menschen. Zeitschrift für gemeinsames Leben, Lernen und Arbeiten. Behinderte in Familie, Schule und Gesellschaft, 5. S. 42-51.
- Fasching, H.; Felkendorff, K. (2008): Länderbericht Österreich. In: Hollenweger, J.; Hübner, P.; Hasemann, K. (Hrsg.), Behinderungen beim Übergang von der Schule ins Erwerbsleben. Expertenberichte aus drei deutschsprachigen Ländern. Zürich: Pestalozzianum. S. 67-101.

- Fasching, H.; Pinetz, P. (2008a): Prozessbegleitende Qualitätsevaluation des Lehrgangs „Brücken schlagen – Berufsorientierung für Jugendliche mit Behinderung“. Unveröffentlichter Projektbericht.
- Fasching, H.; Pinetz, P. (2008b):. Übergänge gestalten. Pädagogische Unterstützungsangebote für junge Frauen und Männer mit Sonderpädagogischem Förderbedarf ins Arbeitsleben – eine Herausforderung an das System der beruflichen Integration. In: Behinderte Menschen. Zeitschrift für gemeinsames Leben, Lernen und Arbeiten, 5, S. 26-41.
- Götz, R.; Schlögl, P. (2007): Jugendliche stützen – erreichen – aktivieren. Chancen für Beratung und Orientierung. Wien: ÖSB/öibf. Online: http://www.erwachsenenbildung.at/downloads/service/bib-efonet_jugendliche.pdf (05.08.2009).
- Götz, R.; Schlögl, P. (2006): Schwierige Übergänge von der Schule in die Arbeitswelt. Institutionen der Vermittlung, Unterstützung und Beratung für benachteiligte Jugendliche sowie ausgewählte Maßnahmen für die acht Nachbarländer Österreichs. Wien: ÖSB, öibf. Online: http://www.forschungsnetzwerk.at/downloadpub/schwierige_Uebergaenge.pdf (05.08.2009).
- Gregoritsch, P.; Kernbeiß, G.; Lehner, U.; Prammer-Waldhör, M.; Wagner-Pinter, M. (2008): Arbeits- und Einkommenschancen von Frauen am segregierten Arbeitsmarkt. Erstellt im Auftrag des AMS Österreich. Wien. Online: http://www.forschungsnetzwerk.at/downloadpub/Fraueneinkommen_am_segregierten_arbeitsmarkt_bericht_2008.pdf (05.08.2009).
- Gruber, E. (Hg.) (2007): Arbeitsleben 45plus. Erfahrung, Wissen & Weiterbildung. Theorie trifft Praxis. Bericht der EQUAL-Entwicklungspartnerschaft g-p-s generationenpotenziale-stärken. Celovec, Klagenfurt: Hermagoras.
- Gutknecht-Gmeiner, M.; Wieser, R. (2007): Erwerbstätigkeit von Frauen in ausgewählten Berufsbereichen. Eine Kurzexpertise. AMS info 94. Wien: Communicatio. Online: <http://www.forschungsnetzwerk.at/downloadpub/info94.pdf> (05.08.2009).
- Hafner, H. (2005): Österreichischer Länderbericht zum Projekt Motivation-LLL Motivation zur Weiterbildung Geringqualifizierter. Online: <http://www.motivationlll.net/down/MOTIVATION%20LLL%20National%20report%20Austria.pdf> (05.08.2009).
- Heckl, E.; Dorr, A. (2005): Maßnahmen und Förderungen für Jugendliche mit besonderen Bedürfnissen an der Schnittstelle Schule/Beruf. In: Hofstätter, M.; Sturm, R. (2005): Qualifikationsbedarf der Zukunft III: Weiterbildung von Geringqualifizierten. AMS report 45. S. 64-69. Online: <http://www.forschungsnetzwerk.at/downloadpub/AMSreport45.pdf> (05.08.2009).
- Heckl, E.; Dorr, A.; Dörflinger, C.; Klimmer, S. (2008): Evaluierung der integrativen Berufsausbildung (IBA). Endbericht. Studie im Auftrag des BMWA. Wien: KMU Forschung. Online: http://www.bmwfj.gv.at/NR/rdonlyres/C1B11E9C-E69C-4504-A1FF-CC33DEC27CD0/0/Endbericht_IBA.pdf (05.08.2009).

- Hofstätter, M.; Sturm, R. (2005): Qualifikationsbedarf der Zukunft III: Weiterbildung von Geringqualifizierten. AMS report 45. Online: <http://www.forschungsnetzwerk.at/downloadpub/AMSreport45.pdf> (05.08.2009).
- Holzer, D. (2004): Widerstand gegen Weiterbildung. Weiterbildungsabstinenz und die Forderung nach lebenslangem Lernen. Wien: LIT
- Jankowitsch, J. (2009): Integrationsbarrieren burgenländischer Frauen am Arbeitsmarkt. Eisenstadt: Burgenländische Forschungsgesellschaft. Online: http://www.forschungsnetzwerk.at/downloadpub/Jakowitsch_bfgstudies_7_2009_studie.pdf (05.08.2009).
- Kalmár, M.; Lehner, U.; Städtner, K.; Prammer-Waldhör, M.; Wagner-Pinter, M. (2008): Frauen und Männer am österreichischen Arbeitsmarkt 1997 bis 2007. GM-Kennzahlen des Gleichstellungsmonitorings. Erstellt im Auftrag des AMS Österreich. Wien. Online: http://www.forschungsnetzwerk.at/downloadpub/AMS_Syndx08_oesterreich_gesamt.pdf (05.08.2009).
- Klinglmair, R. and Bodenhöfer, H. (2009): Benachteiligte Jugendliche – ein Überblick über Probleme und Lösungsansätze im internationalen Vergleich. In: Lassnigg, L. et al. (2009): Öffnung von Arbeitsmärkten und Bildungssystemen. Beiträge zur Berufsbildungsforschung. Innsbruck, Wien, Bozen: StudienVerlag, S. 147 – 161.
- Koenig, O. (2007): Qualitätsmanagement in Institutionen der beruflichen Integration für Menschen mit Behinderung. Dargestellt an einem Vergleich zwischen Integrationsfachdiensten in Deutschland und der Arbeitsassistenten in Österreich. Saarbrücken: VDM Verlag.
- Koenig, O. (2008): Report on the employment of disabled people in European countries. Austrian country report. Online: <http://www.disability-europe.net/content/pdf/AT%20Employment%20report.pdf> (05.08.2009).
- Lachmayr, N. (2005): AK NÖ - Jugendstudie: Transition. Eine Studie im Auftrag der AK Niederösterreich. Wien: ÖIBF.
- Lehner, U.; Städtner, K. (2007): Tragen Qualifizierungsmaßnahmen zur Gleichstellung von Frauen und Männern bei? AMS info 107. Wien: Communicatio. Online: <http://www.forschungsnetzwerk.at/downloadpub/info107.pdf> (05.08.2009)
- Mandl, H. (2005): Gestaltung alter(n)sgerechter Arbeitskarrieren. In: Hofstätter, M.; Sturm, R. (2005): Qualifikationsbedarf der Zukunft III: Weiterbildung von Geringqualifizierten. AMS report 45. S. 70 – 76. Online: <http://www.forschungsnetzwerk.at/downloadpub/AMSreport45.pdf> (05.08.2009).
- Mosberger, B.; Sturm, R. (2005): Maßnahmen für Jugendliche mit besonderen Bedürfnissen: Evaluierung, Analyse, Zukunftsperspektive. Wien: BMSG.
- Mosberger, B.; Sturm, R. (2008): Einbindung durch Ausbildung? Beiträge zur Fachtagung „Zur Situation von Personen mit geringer Qualifizierung am österreichischen

- Arbeitsmarkt“ vom 14. Mai 2007 in Wien. AMS report 62. Online:
http://www.forschungsnetzwerk.at/downloadpub/AMS_report62_tagung_ams_caritas_abif_juni2007.pdf (05.08.2009).
- Operationelles Programm Beschäftigung Österreich 2007 – 2013. Wien, Februar 2007. Online:
<http://www.pakte.at/attach/1OPBeschaeftigungOesterreich2007-2013.pdf> (05.08.2009).
- Pimminger, I.; Reiter, W.; Sorger, C. (2002): Frauen in technischen Berufen in Oberösterreich. Befunde und Empfehlungen. Wien: L & R Sozialforschung. Online:
http://www.forschungsnetzwerk.at/downloadpub/endbericht_frauen_in_technischen_berufen_in_o.pdf (05.08.2009).
- Presch, H.; Weber, F. (2009): Potenziale arbeitsmarktpolitischer Beschäftigungsprojekte für Productive Ageing. Wien: Communicatio. Online:
http://www.forschungsnetzwerk.at/downloadpub/Endbericht_PA_AMS_NOE_2008.pdf (05.08.2009).
- Prokopp, M. (2009): Anerkennung von non-formalem und informellem Lernen für Personen mit geringer formaler Qualifikation in Österreich. Dissertation. Wien. Wird demnächst veröffentlicht.
- Sepp, R. (2006): 50plus: Ältere Mitarbeiter/-innen – Ein neues betriebliches Erfolgspotenzial. In: WISO Wirtschafts- und Sozialpolitische Zeitschrift 1/2006, S. 83-107.
- Schmid, K. (2005): Komponenten der Bildungsexpansion. Demografische und soziale Komponente der Bildungsexpansion in Österreich während der letzten 15 Jahre. In: ibw-Mitteilungen, 1. Quartal 2005. Online:
http://www.ibw.at/ibw_mitteilungen/art/schm_157_05_wp.pdf (05.08.2009).
- Schmid, K.; Kailer, N. (2008): Weiterbildung älterer ArbeitnehmerInnen. Wien: AMS Österreich. Online:
<http://www.ams-forschungsnetzwerk.at/deutsch/publikationen/BibShow.asp?id=4532&sid=102593090&look=2&jahr=2008> (05.08.2009).
- Schneeberger, A. (2005a): Strukturwandel – Bildung – Employability. Befunde und Thesen. ibw-Bildung & Wirtschaft Nr. 34. Online: <http://www.ibw.at/html/buw/BW34.pdf> (05.08.2009).
- Schneeberger, A. (2005b): Jugendliche mit Einstiegsproblemen in Ausbildung und Beschäftigung – Berufsstrukturelle, demographische und pädagogische Aspekte. In: Hofstätter, M.; Sturm, R. (2005): Qualifikationsbedarf der Zukunft III: Weiterbildung von Geringqualifizierten. AMS report 45. S. 42 – 63. Online:
<http://www.forschungsnetzwerk.at/downloadpub/AMSreport45.pdf> (05.08.2009).
- Schönbauer, U. (2006): Ältere im Betrieb. Wien. Online:
http://www.arbeiterkammer.at/bilder/d46/Sozialpolitik_1pdf.pdf (05.08.2009).

- Schopf, A.; Ringler, P. (2007): Arbeit ohne Wert? Strukturmerkmale der PraktikantInnen-Beschäftigung im Hochschulkontext in Österreich. Eine quantitative Studie herausgegeben von der Plattform Generation Praktikum. Wien.
- Statistik Austria (2005): Volkszählung 2001. Bildungsstand der Bevölkerung. Wien: Verlag Österreich GmbH. Online: ftp://www.statistik.at/pub/neuerscheinungen/2005/vz_bildung.pdf (05.08.2009).
- Statistik Austria (2007): Bevölkerung im Alter von 15 und mehr Jahren nach der höchsten abgeschlossenen Ausbildung und Geschlecht, 1951 bis 2001. Online: http://www.statistik.at/web_de/statistiken/bevoelkerung/volkszaehlungen/bevoelkerung_nach_dem_bildungsstand/022869.html (05.08.2009).
- Steiner, K.; Sturm, R. (2005): Alte Hasen zum alten Eisen? Beiträge zur Fachtagung „Alte Hasen zum alten Eisen? Zur Situation älterer Menschen am Arbeitsmarkt“ vom 21. Juni 2004 in Wien. AMS report 43. Wien: Communicatio. Online: <http://www.forschungsnetzwerk.at/downloadpub/AMSreport43.pdf> (05.08.2009).
- Steiner, M. (2009): Early school leaving und Schulversagen im österreichischen Bildungssystem. In: Specht, W. (Hg.), Nationaler Bildungsbericht Österreich 2009, Band 2: Fokussierte Analysen bildungspolitischer Schwerpunktthemen. Graz: Leykam. Online: <http://www.bifie.at/buch/773/b/1> (05.08.2009).
- Steiner, M.; Steiner, P. (2006): Bildungsabbruch und Beschäftigungseintritt. Ausmaß und soziale Merkmale jugendlicher Problemgruppen. Studie im Auftrag des BMWA sowie des AMS Österreich. Wien: IHS. Online: http://www.equi.at/dateien/bildungsabbruch_2006.pdf (05.08.2009).
- Thaler, A. (2006): „Wir würden ja so gerne Ingenieurinnen einstellen, aber ...“. Warum Frauen noch immer eine Seltenheit in der Technik sind und was dagegen getan werden kann. In: Soziale Technik 1/2006, S. 19-21.
- Vogt, M. (2007): Beispielhafte Maßnahmen für die Reintegration Älterer in den Arbeitsmarkt in Europa. FORBA Forschungsbericht 2/2007. Wien. Online: <http://www.forba.at/data/downloads/file/196-FB%202-07.pdf> (05.08.2009).

List of acronyms

Abbreviation	German term	English term/explanation
abf-austria	Arbeitsgemeinschaft Berufsbildungsforschung	Austrian Working Group on VET Research
AHS	allgemeinbildende höhere Schule	Secondary academic school (higher gen- eral education school) – junior cycle and senior cycle
ALE	Erwachsenenbildung	adult learning
AMS	Arbeitsmarktservice Österreich	Public Employment Service Austria
ARQA-VET	Österreichische Referenzstelle für Qualität in der Berufsbildung	Austrian Reference Point for Quality Assurance in Vocational Education and Training
BAG	Berufsausbildungsgesetz	Vocational Training Act
BBAB	Bundesberufsausbildungsbeirat	Federal Advisory Board on Apprenticeship
BFI	Berufsförderungsinstitut	Vocational Training Institute
BHS	Berufsbildende höhere Schule	VET college
BIC	Berufsinformationscomputer	database containing career information, job descriptions etc.
bifie	Bundesinstitut für Bildungsforschung, Innovation und Entwicklung des Bildungswesens	Federal Institute of Educational Research, Innovation and Development of the Edu- cation System
BildokG	Bildungsdokumentationsgesetz	Education Documentation Act
BIZ	Berufsinformationszentrum	Career guidance centre
BMF	Bundesministerium für Finanzen	Federal Ministry of Finance
BMG	Bundesministerium für Gesundheit	Federal Ministry for Health
BMHS	Berufsbildende mittlere und höhere Schu- len	VET schools and colleges
BMLFUW	Bundesministerium für Land- und Forstwirtschaft, Umwelt und Wasserwirtschaft	Federal Ministry for Agriculture, Forestry, Environment and Water Management
BMS	Berufsbildende mittlere Schule	VET school
BMASK	Bundesministerium für Arbeit, Soziales und Konsumentenschutz	Federal Ministry of Labour, Social Affairs and Consumer Protection

BMUKK	Bundesministerium für Unterricht, Kunst und Kultur	Federal Ministry of Education, Arts and Culture
BMWFJ	Bundesministerium für Wirtschaft, Familie und Jugend	Federal Ministry of Economy, Family and Youth
BRP	Berufsreifeprüfung	examination providing access to higher education for skilled workers and graduates of three- and four-year full-time VET schools
CET	Weiterbildung	continuing education and training
CVET	berufliche Weiterbildung	continuing vocational education and training
CVTS	Continuing Vocational Training Survey	Continuing Vocational Training Survey
ECHP	European Community Household Panel	European Community Household Panel
ECVET	Europäisches Lernkreditsystem	European Credit System for Vocational Education and Training
EQR / EQF	Europäischer Qualifikationsrahmen	European Qualifications Framework
ESF	Europäischer Sozialfonds	European Social Fund
EU-SILC	Gemeinschaftsstatistiken über Einkommen und Lebensbedingungen	Community Statistics on Income and Living Conditions
FH	Fachhochschule	university level study programmes of at least three years' duration with vocational-technical orientation
FHR	Fachhochschulrat	Fachhochschule Council
FHStG	Fachhochschul-Studiengesetz	Fachhochschule Studies Act
GE	Allgemeinbildung	general education
GewO	Gewerbeordnung	Trade, Commerce and Industry Regulation Act
HE	Hochschulbildung	higher education
IHS	Institut für Höhere Studien	Institute for Advanced Studies
IBA	Integrative Berufsausbildung	integrative vocational education and training, integrative VET
ibw	Institut für Bildungsforschung der Wirtschaft	Institute for Research on Qualifications and Training of the Austrian Economy
ISCED	International Standard Classification of Education	International Standard Classification of Education
IVET	berufliche Erstausbildung	initial vocational education and training

JASG	Jugendausbildungssicherungsgesetz	Youth Training Guarantee Act
KEBÖ	Konferenz der Erwachsenenbildung Österreichs	Austrian Conference of Adult Education Institutions
LAP	Lehrabschlussprüfung	apprenticeship-leave examination
LBAB	Landesberufsausbildungsbeirat	Regional Advisory Board on Apprenticeship
LFI	Ländliches Fortbildungsinstitut	Institute for further education in rural areas
LFS	Labour Force Survey	Labour Force Survey
LLG	Lifelong Guidance	Lifelong guidance
LLL	Lebenslanges Lernen	Lifelong learning
MZ	Mikrozensus	microcensus
NEC	Nationales Europass Zentrum	National Europass Centre
NQR / NQF	Nationaler Qualifikationsrahmen	National Qualifications Framework
OECD	Organisation für wirtschaftliche Ko- operation und Entwicklung	Organisation for Economic Cooperation and Development
ÖGB	Österreichischer Gewerkschaftsbund	Austrian Trade Union Federation
öibf	Österreichisches Institut für Berufsbildungsforschung	Austrian Institute for Research on Vocational Training
PTS	Polytechnische Schule	prevocational school
SBP	Studienberechtigungsprüfung	higher education entrance examination
SchOG	Schulorganisationsgesetz	School Organisation Act
SchUG	Schulunterrichtsgesetz	School Education Act
VET	Berufsbildung	vocational education and training
WB	(berufliche) Weiterbildung	continuing (vocational) education and training

