

# **Analytical Report on Education**

## **National Focal Point for AUSTRIA**

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# 1. Executive Summary

## LEGISLATION CONCERNING MIGRANTS AND MINORITIES IN EDUCATION

Compulsory education in Austria comprises nine years beginning from age six. The obligation and therefore also the right to participate in education applies to all persons of the relevant age resident in Austria. Access to public schools is free of charge. The default language of instruction in Austrian schools is German. A basic right of recognised autochthonous ethnic minorities to education in their languages laid down in the State Treaty of Vienna is implemented in the federal provinces of Carinthia, Styria and in the Burgenland for Slovenian for Croatian. Migrants have no right to education in their languages. Three provisions are intended to protect against disadvantages resulting from not speaking German as a first language and to accommodate for their linguistic needs: The possibility of attending school for a limited amount of time without being graded, the possibility of receiving extra tuition in German language, and the possibility of receiving native language instruction. The latter two are voluntary subjects with a weak standing in the context of regular curricula.

At university level, education is subject to tuition fees. The fees are twice as high for third country nationals.

Legislation concerning religious education provides religious communities with the right to offer religious education for children of their denomination in public schools at the expense of the state. Religious instruction has a strong standing as a compulsory subject, although pupils have the possibility to sign off. The teachers are chosen by the religious communities. Currently, thirteen groups enjoy the status of a recognised religious community. The Islamic Faith Community and the Jewish Faith Community are among them.

In Austria, anti-discrimination legislation that is widely applicable is still missing. The NFP cannot report any court cases concerning discrimination in education. Legislation on the quality control for text books does not directly address the question of content that might be discriminatory on grounds other than gender.

## DATA AND MAJOR FINDINGS ON DISCRIMINATION IN EDUCATION IN AUSTRIA

While Austrian statistics do not document migrant status as such they do register citizenship. Autochthonous ethnic groups do not become visible in education statistics. Education statistics allow for a comparison of the rates of participation in different types of school. Migrants are over-represented in school types with low social prestige and under-represented in school types with high social prestige. Migrants are most strongly over-represented in schools that are designed for children with special educational needs. Education levels reached by migrants are lower than the levels achieved by Austrians. The PISA study also shows that migrants perform worse than children with a native Austrian background.

Partly, this difference in performance can be attributed to the Austrian education system, in which the socio-economic background of pupils and their parents' education level have an effect on the children's achievements. Other factors connected to migrant status also contribute to the weaker performance of migrant pupils.

Training for teachers teaching migrants is under-developed. In general, learning how to deal with linguistic and cultural diversity is not an obligatory part of teacher's training curricula.

In absence of an ombuds institution, acts of discrimination are seriously under-documented. Complaints received and documented by NGOs indicate that acts of discrimination are committed by pupils as well as by teachers or school principals.

## PREVENTIVE INITIATIVES

Official anti-discrimination policy in the field of education has been mainly confined to the establishment of two service points in 2000/2001, which provide assistance and information material for the teaching of political and human rights education, and the organisation of "activity days for political education" ("Aktionstage Politische Bildung") from 27. April to 15. Mai 2003. Preventive initiatives are often started by civil society actors or supra-national actors, with the national authorities acting as supportive and mediating institutions. In the framework of project based teaching, competent civil society actors come to schools in order to support anti-racist education. By this, initiatives active in anti-racist education employ the concept of peer training or address the need for good teaching material. The question of how to teach the history of National-Socialism is of continued importance to anti-discrimination education. Other projects are geared towards the needs of disadvantaged groups outside of the framework of school education by tailoring programs aiming at an improvement of chances on the labour market.

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### 3. Glossary

**Aliens:** All people who are not Austrian citizens. The term “foreigners” is used with the same meaning.

**Asylum seekers:** Asylum seekers are persons who have filed an application for asylum or for the extension of asylum and are still waiting for the decision by the competent authorities (Article 1 section 3, Asylum Act<sup>1</sup>). Asylum seekers do not have free access to the labour market. They are subject to the Aliens’ Employment Act under which a potential employer can apply for an initial work permit.

**Asylum seekers (rejected) or foreigners subject to non-refoulement:** If the application for asylum is rejected the competent authority has to issue *ex officio* a notification whether it is permissible to send back or deport the alien to his or her country of origin (Article 8, Asylum Act<sup>2</sup>). Reasons prohibiting deportation are listed in article 57, Aliens Act<sup>3</sup>. Former asylum seekers or other foreigners subject to non-refoulement are issued a temporary residence permit and do not have free access to the labour market, they are subject to the Aliens’ Employment Act.

**Citizens from the EU and the EEA:** These are citizens from European Union and European Economic Area member states (EU Member States plus Norway, Iceland and Liechtenstein). They have free access to the labour market.

**Discrimination:** The study applies the definitions of direct and indirect (structural) *discrimination* laid down in the racial equality directive (2000/43/EC)<sup>4</sup>. *Direct discrimination* occurs where one person is treated less favourably than another person is, has been or would be treated in a comparable situation on grounds of racial or ethnic origin. One speaks of *indirect discrimination* if an apparently neutral provision, criterion or practice would put persons of a particular racial or ethnic origin at a disadvantage compared with other persons, unless that provision, criterion or practice is objectively justified by a legitimate aim which is being pursued by appropriate and necessary means.

**Federal Province (*Bundesland*):** Austria is a federal state (*Bundesstaat*) which comprises the nine federal provinces (*Bundesländer*) Burgenland, Carinthia (*Kärnten*), Lower Austria (*Niederösterreich*), Upper Austria (*Oberösterreich*), Salzburg, Styria (*Steiermark*), Tyrol (*Tirol*), Vorarlberg, and Vienna (*Wien*). The term ‘*Länder*’ common in legal texts is not used in this report.

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<sup>1</sup> Österreich, BGBl I 76/1997 (14.07.1997). BGBl is short for *Bundesgesetzblatt* (Federal Law Gazette). Austrian law is available online via the official legal information system of the Republic of Austria at: <http://www.ris.bka.gv.at>, (26.05.2003). [PUBAT0052]

<sup>2</sup> Österreich, BGBl I 76/1997 (14.07.1997). BGBl is short for *Bundesgesetzblatt* (Federal Law Gazette). Austrian law is available online via the official legal information system of the Republic of Austria at: <http://www.ris.bka.gv.at>, (26.05.2003). [PUBAT0052]

<sup>3</sup> Österreich, BGBl I 75/1997 (14.07.1997).

<sup>4</sup> Council Directive 2000/43/EC of 29 June 2000 implementing the principle of equal treatment between persons irrespective of racial or ethnic origin. Official Journal of the European Communities, L 180/22-26 (19.7.2000), available at: [http://europa.eu.int/comm/employment\\_social/news/2002/jan/2000-43\\_en.pdf](http://europa.eu.int/comm/employment_social/news/2002/jan/2000-43_en.pdf), (05.05.2003).

**Federal State (*Bundesstaat, Bund*):** This term refers to the level of governance of Austria as a whole.

**First and second generation migrants:** “First generation” refers to people who immigrated to Austria, whereas second generation refers to their children born in Austria. The terms are used regardless of whether the respective people have acquired Austrian citizenship or not.

**Foreigners:** All people who are not Austrian citizens. The term “aliens” is used with the same meaning.

**Geneva Convention refugees:** People who have been granted asylum because they could prove sufficiently that they are threatened by persecution in their countries of origin, and who are not excluded from the right of asylum for specific reasons (Geneva Convention Relating to the Status of Refugees article 1 section A/2 and article 1 section C or F; see also article 7 Asylum Act<sup>5</sup>). Geneva Convention refugees have free access to the labour market.

**“Guest” or migrant workers (“*Gastarbeiter*”):** The term was coined in the 1960s, when because of shortage of labour in Austria the Chamber of Commerce and the Trade Union Congress agreed on recruiting temporary labour abroad which could easily be reduced in times of economic crisis. Thus, the concept implied that the workers are only guests who will return to their countries of origin after a certain period of time. Even though migrant workers did not leave Austria but have become immigrants the term “*Gastarbeiter*” is still used by some people to refer to workers and their families especially originating from Turkey and former Yugoslavia, the countries of former labour force recruitment.

**Migrants:** The term refers to people who have migrated to Austria as well as their offsprings who might have been born in Austria. The concept is used regardless of whether the respective people have acquired Austrian citizenship or not.

**Minorities:** In this report, the term “minorities” is sometimes used to refer to the six officially recognised autochthonous ethnic minority groups in Austria. When the context is sufficiently clear, it may sometimes refer to both ‘old’ autochthonous and ‘new’ migrant minority groups in contrast to the German speaking native majority of the population.

**Naturalised citizens:** All people who have become Austrian citizens by way of naturalisation.<sup>6</sup> The Austrian Naturalisation Act is based on the principle of *ius sanguinis*, therefore second and third generation migrants often are not naturalised.

**Officially recognised autochthonous ethnic groups or minorities:** In Austria, six autochthonous ethnic groups are officially recognised: the Slovenes, the Croats, the Hungarians, the Roma,<sup>7</sup> the Czechs and the Slovaks.

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<sup>5</sup> Ibid.

<sup>6</sup> Naturalisation Act, Österreich, BGBl 311/1985 (30.05.1987).

<sup>7</sup> “Roma” is the official term generally used to refer to the ethnic groups of the Roma, Sinti, Lowara, Kalderash and others.

**Refugees:** Besides refugees recognised according to the Geneva Convention, under certain conditions people from war zones (e.g. Bosnia or the Kosovo) are granted a temporary right to stay in Austria as “*de facto* refugees”. The terminology in this report rather follows the everyday usage than sticking strictly to legal definitions by referring to both groups together as refugees.

**Religious minorities:** The Jewish and Muslim religious communities are two of the 13 churches and religious communities<sup>8</sup> that are officially recognised in Austria. Among other rights, they have the right to publicly practice their religion, to found private confessional schools and to have religious education at public schools.

**Third country nationals:** All people who are not Austrian citizens or citizens of the EEA (EU Member States plus Norway, Iceland and Liechtenstein) (see article 2 section 9 Aliens Employment Act<sup>9</sup>). They are subject to the Aliens Employment Act.

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<sup>8</sup> Religious communities recognised in Austria are listed at:  
<http://www.bmbwk.gv.at/start.asp?bereich=2&l1=0&l1name=Sitemap&OID=5433&ISSITEMAP=1>, (26.05.2003).

<sup>9</sup> Österreich, BGBl 218/1975 last amended by BGBl I 126/2002 (13.08.2002).

## 4. Introduction

Together with the areas of legislation, employment, racist violence and housing, education is one of the five focus areas in the data collection of the EUMC's Network on Racism and Xenophobia (RAXEN). On the one hand, the situation of vulnerable groups in education is tied to their situation in society in general. On the other hand, education has the potential to reduce inequality and discrimination, both by providing equal opportunities to all people and by fostering awareness and appreciation of diversity, and anti-racist and anti-discriminatory attitude. This report investigates how this potential is being developed in Austrian reality during the years 2002 and 2003.

Children who enter into the education system do not take decisions by themselves. Parents or legal guardians bear the responsibility for them. Children are a vulnerable group as such. In how far does being a member of one of the groups of minorities, migrants or non-nationals restrict an individual's education opportunities and increase vulnerability to discrimination in education? As there is no general anti-discrimination policy in place in Austria and as no ombuds institution records cases of discrimination on the grounds of "racial" or ethnic origin or religion systematically, this report cannot draw on sources addressing the question of discrimination in education in a consistent manner. Evidence of unequal treatment in the area of education in Austria is largely indirect. For these reasons, this study extracts information from various sources –such as statistical data, government reports, NGO-reports, academic reports/publications, and information on good practices. This report aims to give the most important information from these sources and to evaluate the informative value of the existing data.

Evidence of disadvantages of vulnerable groups in education entails the question about the reasons behind the disadvantages. One may presume that part of the discrimination originates outside the direct responsibility of actors in the education sector, that is in a more general social and economic marginalisation and discrimination. One might also assume that there is a basic tension between existent linguistic and cultural diversity in the resident population, which is to a large extent due to a continuing history of immigration, and the denial to officially consider Austria as a country of immigration. Looking at the area of education itself, one has to ask how the education system deals with external factors like economic disadvantages. This report will also deal with the often inappropriate way in which linguistic diversity is being approached – that is in the sense of Gogolin's (1994)<sup>10</sup> "monolingual habitus".

The report builds on data collected since the Austrian NFP was set up in 2000, and on the reports on the area of education submitted to the EUMC during this time. The scope of this report is defined by the guidelines of the EUMC for the RAXEN 4 National Reports on Education. In contrast to previous reports that covered the field of education in general, this report deals mainly with school education. The period of reference primarily concerns the most recent available data, which covers the academic year 2001/02 for the majority of available statistics. Next to describing the status quo, the question is raised whether the current situation constitutes an improvement or an aggravation of the

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<sup>10</sup> Gogolin, I. (1994) *Der monolinguale Habitus der multilingualen Schule* (The monolingual habitus of multilingual school), Münster: Waxmann. [PUBAT0020]

situation in the recent past. The groups in focus are “old” and “new” minorities in Austria, i.e. officially recognised autochthonous ethnic groups on the one hand and migrants, asylum seekers and refugees on the other hand.

The bifurcation referred to above is a reflex of the legal situation in Austria, which is discussed in section 5 below. The central legislation and policies concern questions of language. The cultural and religious dimension of diversity in the population of Austria is also taken into account. Of course, the two groups of autochthonous ethnic minorities and migrants are not homogeneous. Detecting within group differences is of particular importance in pursuing the aim of identifying the groups most affected by discrimination in education. The data situation allows only a limited fulfilment of this task, as section 6 shows in some detail. In this chapter, a compilation of data from statistical and descriptive sources is meant to give a picture of what is known about the situation of migrants, minorities and non-nationals in the education sector in Austria, with particular attention to the question in how far these groups suffer from discrimination. Section 7 is dedicated to initiatives countering discrimination in education. The findings are submitted to a tentative analysis in section 8. A summary and conclusions can be found in section 9.

The main text of this report is intended to be possible to read on its own. Two appendices supply additional information. Appendix 1 provides background information on the situation of migrants and minorities in Austria. In Appendix 2, tables supplement the text with detailed quantitative information.

A dual system of referencing is used. Firstly, references are given in footnotes and repeated in alphabetical order at the end of the text. Secondly, alphanumeric codes in square brackets at the end of the references point to entries in the Austrian NFP’s data collection templates. As the mapping exercise and data collection templates from previous RAXEN phases are currently being restructured by the EUMC and not yet available to the NFP, the templates submitted together with this text constitute a preliminary and intermediate state and are not representative of the complete data set collected so far by the Focal Point for Austria.

## 5. Legislation and policies in the area of education

Before going into the legislation and policies concerning diversity in education, background information in the form of an outline of the Austrian education system is provided.

### 5.1. BRIEF OVERVIEW OF THE AUSTRIAN EDUCATION SYSTEM

School attendance is compulsory for all children with permanent residence in Austria<sup>11</sup>. Compulsory schooling comprises nine school years beginning from the school year after the child's sixth birthday<sup>12</sup>. Primary education unites the vast majority of all children in one school type during the first four school years, where they attend primary school (*Volksschule* or *Grundschule*). The only other type of school that is available from the first grade onwards is the so called *Sonderschule* (literally: 'special school'). This school type is primarily intended to accommodate the special educational needs of children with physical or mental disabilities. Sad to say, children with a migration background have been and still are disproportionately over-represented in this type of school.<sup>13</sup>

During the fourth grade, a decision is made on the kind of secondary school children will attend. In spite of theoretical possibilities to switch schools later on, this decision has major de facto consequences for the children's future. The decision for a main general secondary school (*Hauptschule*) often leads to some kind of vocational training below university level. "Good" or "Very good" performance in the subjects German, Reading, and Mathematics is a prerequisite for acceptance to a higher general secondary school. The attendance of a higher general secondary school (*Allgemeinbildende höhere Schule*) is the obvious track towards the *Matura*, the school leaving exam that entitles students to enrol for university. It is also a prerequisite for many other forms of post-secondary education like the attendance of teacher training colleges (*Pädagogische Akademien*). Higher general secondary schools (*Allgemeinbildende höhere Schulen*) in general offer eight grades, four in lower and four in upper secondary education (the so called *Unterstufe* and *Oberstufe*). Main general secondary schools (*Hauptschulen*) provide four grades, from the fifth to eighth grade. In order to fulfil the duty of nine school years foreseen for compulsory schooling, students who actually went through their eight grades in the time of eight school years have to attend one more year at some other school after

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<sup>11</sup> Cf. the Compulsory Education Act (*Schulpflichtgesetz*), Österreich, BGBl 76/1985 (21.02.1985), latest amendment: Österreich, BGBl I 75/2001 (12.07.2001).

<sup>12</sup> Information on the Austrian education system is available at the website of the Federal Ministry of Education, Science and Culture, <http://www.bmbwk.gv.at>, (26.05.2003) [NFPAT0167]. Information in English is available at the Eurydice information network on education in Europe at: <http://www.eurydice.org/Eurydice/Application/frameset.asp?country=AT&language=EN>, (27.05.2003) [NFPAT0169]. For a classification in terms of the UNESCO's International Standard Classification of Education ISCE, cf. Statistik Austria (2001) *Schulwesen in Österreich 2000/01* (School education in Austria 2000/01), Vienna, pp.12-13. [PUBAT0036]. A diagram representing the different tracks of education in Austria is provided together with this report.

<sup>13</sup> See section 3.2 below.

the *Hauptschule*. For students aspiring at vocational training in the form of an apprenticeship, this is often the pre-vocational year in a *Polytechnische Schule* (polytechnical school) that offers practical information about different professions as part of its curriculum to prepare students for working life or an apprenticeship. An apprenticeship in a company is one track towards skilled labour. It obligatorily combines with part-time attendance of a vocational school (*Berufsschule*). The duration of this kind of training is between three and four years depending on the profession. Being an apprentice is also a form of employment, therefore the Alien Employment Act (*Ausländerbeschäftigungsgesetz*) applies. This law regulates work permits that are required for aliens, except for EU or EEA citizens and their family members, family members of Austrian citizens, and refugees recognised according to the Geneva Convention. There also is a variety of school forms at the upper secondary education level combining general education with vocational qualification. Such schools exist with different durations, both with and without the school leaving exam *Matura* providing access to higher education (*Berufsbildende mittlere und höhere Schulen*). Intermediary vocational schools last between one and four years, higher vocational schools take five years.

At the post-secondary level, education opportunities include several forms of vocational training colleges, e.g., for technical professions, the health sector, or teacher training colleges. They have different durations. A hybrid between academic and vocational training is offered in still growing sector of so called *Fachhochschulen* ('universities of applied sciences') which was introduced in the academic year 1994/1995. A variety of academic or art studies can be pursued at Austrian universities in the classical sense of the word.

Access to public schools is free of charge, and the overwhelming majority of pupils attend public schools.<sup>14</sup> Furthermore, all students have the right to textbooks at greatly reduced prices under the textbook programme (*Schulbuchaktion*), regardless of their nationality. With respect to other social benefits, some foreign nationals are disadvantaged. All pupils with a right to family allowance can get heavily subsidised tickets for public transportation to get to school. Children of asylum seekers cannot benefit from these reduced prices, as their parents do not receive family allowance. Only for some of them (children of asylum seekers who are in federal care, "*bundesbetreute Pflichtschüler*") the Ministry of Interior pays the costs of transport to school.<sup>15</sup> As for post-secondary education, the re-introduction of tuition fees for universities in the

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<sup>14</sup> Namely 93 percent in the year 2001/02 according to: Federal Ministry of Education, Science and Culture (2002) Österreichische Schulstatistik 2001/02 (Austrian school statistics 2001/02), available at: [http://www.bmbwk.gv.at/medien/8752\\_PDFzuPublID422.pdf](http://www.bmbwk.gv.at/medien/8752_PDFzuPublID422.pdf), (08.04.2003) [PUBAT0015]; see Table 1 in the appendix.

<sup>15</sup> Federal Ministry of Education, Science and Culture (2003) Informationsblätter des Referats für Interkulturelles Lernen Nr. 1: Gesetzliche Grundlagen schulischer Maßnahmen für SchülerInnen mit einer anderen Erstsprache als Deutsch: Gesetze und Verordnungen (Information Gazette by the Bureau of Intercultural Education Nr. 1. Legal basis of school measures for pupils with a first language other than German: laws and ordinances), available at: [http://www.bmbwk.gv.at/medienpool/6416/nr1\\_2003.pdf](http://www.bmbwk.gv.at/medienpool/6416/nr1_2003.pdf), (23.08.2004), p.13 [NFPAT0167]; and Freithofer, E. (2002) Ausbildung und Arbeit (Vocational education and work), in: H. Fronck/I. Messinger (ed.). Handbuch Unbegleitete Minderjährige Flüchtlinge. Recht, Politik, Praxis, Alltag, Projekte (Compendium unaccompanied refugees. Law, policy, practice), Wien: Mandelbaum Verlag, pp. 122-137. [PUBAT0866]

academic year 2001/2002 broke with the policy of free education at all levels. Apart from exceptions, third country nationals are charged twice as much as Austrians, which has amounted to EUR 363.63 per semester in the reporting period.<sup>16</sup> Regulations for foreigners who did not take their school leaving exam in Austria contain several restrictions for access to university. They must prove that they would be entitled to take up their studies for the specific subject they want to enrol for at a university of their home country. Deadlines for registration are tighter than for Austrians. For a summary of criticism of discrimination against students with third country nationality, cf. Bittner 2001.<sup>17</sup>

## 5.2. SPECIAL LEGISLATION AND POLICIES FOR DIVERSITY IN EDUCATION

The Austrian constitution rules that public schools are accessible to everybody, irrespective of birth, sex, race, station in life, class, language, confession of faith.<sup>18</sup> This regulation also means that children of asylum seekers and children whose residence status is unclear are admitted to school. It is a basic democratic feature for Austria to grant access to school for everybody. In regard of the existing linguistic and cultural differences between pupils from German speaking Austrian majority backgrounds, pupils from recognised minorities, who are crucially defined via a language different from German, and pupils with a migration background or other non-nationals resident in Austria, there is a need for special measures accommodating special needs in order to be fair to all.

Different levels of governance are involved in legislation and law enforcement concerning education. Çınar and Davy (1998)<sup>19</sup> characterise the distribution of competencies in this area as “the most complicated one known to the Austrian federal constitution”.<sup>20</sup> In general, it can be stated that by and large the competency for basic

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<sup>16</sup> For more information on tuition fees for foreign students, cf. information by the Federal Ministry of Education, Science and Culture at <http://www.bmbwk.gv.at/start.asp?isllink=1&bereich=7&l1=1028&l2=3818&l3=3818&OID=7478#>, (26.05.2003) and at the website of the Austrian exchange service (*Österreichischer Akademischer Austauschdienst, ÖAD*): [http://www.oead.ac.at/\\_english/austria/options/UNI/studienbeitrag/index.html](http://www.oead.ac.at/_english/austria/options/UNI/studienbeitrag/index.html), (26.05.2003). [NFPAT0177]

<sup>17</sup> Bittner, M. (2001) Studenten und Studentinnen aus Drittländern. (Third country national students), in: Biffl, G. Arbeitsmarktrelevante Effekte der Ausländerintegration in Österreich, Vienna: Wifo, pp. 102-115. [PUBAT0006]

<sup>18</sup> Article 14 sub-section 6 of the Federal Constitution (*Bundesverfassungsgesetz, B-VG*), also taken over into the School Organisation Act (*Schulorganisationsgesetz, SchOG*) in section 4(1), Österreich, BGBl 323/1975, Art I No 2.

<sup>19</sup> Çınar, D. and U. Davy (1998) Von der Rückkehrförderung zum Interkulturellen Lernen: Rahmenbedingungen des muttersprachlichen Unterrichts (From support for return to intercultural education. Framework conditions of native language instruction), in: Çınar, D. (ed.), Gleichwertige Sprachen? Muttersprachlicher Unterricht für die Kinder von Einwanderern. (Languages of equal value? Native language instruction for children of immigrants.), Innsbruck: Studienverlag, pp.23-80. [PUBAT0009]

<sup>20</sup> Ibid. p.23.

regulations lies with the federal state, whereas the federal provinces are responsible for implementing these regulations, in particular in the area of public compulsory schooling.

### 5.2.1. Autochthonous minorities

Language policy is central to the situation of autochthonous minorities. Concerns about minority pupils' lacking proficiency in German are not in the centre of discussions. Rather, what is foregrounded in connection with the right to use the language is linguistic diversity, the concern for the preservation of the minority language in many areas of life. The legal status of recognised autochthonous minorities is connected with special language rights that also apply to education. The foundations for these rights are laid in article 7 of the 1955 State Treaty of Vienna, which is of constitutional standing.<sup>21</sup> It states that the Croats of Burgenland and the Slovenes of Carinthia and Styria have a right to elementary education in Croatian and Slovenian and to a proportionate number of secondary schools. Implementations of these constitutional rights exist in the form of the Minority School Act for Carinthia<sup>22</sup> and the Minority School Act for Burgenland<sup>23</sup> which applies to Croatian and also Hungarian. Implementations lack for the same and other minority groups outside these two provinces.<sup>24</sup>

The Burgenland Minority School Act<sup>25</sup> implements the right on instruction in Croatian or Hungarian for pupils from these minorities or other interested pupils. According to section 6 para 1 of the Minority Schools Act for Burgenland, “[p]rimary schools with Croatian or Hungarian as a language of instruction must be available in those places where it is ensured, as far as possible, that all children with Austrian citizenship who are members of the Croat or Hungarian minorities and who are registered at such schools are able to attend these schools.” Croatian language classes or bilingual education also exist in main general secondary schools. Furthermore, a bilingual German and Croatian or Hungarian higher general secondary school opened in the town of Oberwart in 1991.

The Carinthian Minority School Act<sup>26</sup> has been in force since 1959 and has since undergone several revisions. The latest one was passed in 2001 and extended bilingual tuition in primary school from three to four years.<sup>27</sup> This change was forced to be adopted as a consequence of a ruling of the Constitutional Court of March 9, 2000 (G 2-4/00). The provision contained in section 16 para 1 of this act now prescribes that “[i]n the bilingual primary schools (primary school classes or divisions) the entire instruction at the pre-school level and in the first four grades must be provided in German and Slovenian in roughly equal parts.” A difference is made between autochthonous settlement areas and the rest of Carinthia. In the autochthonous settlement areas, the right to bilingual tuition is independent of the number of students who have demanded for such tuition at that place

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<sup>21</sup> Österreich, BGBl 152/1955.

<sup>22</sup> Österreich, BGBl 101/1959, latest amendment: Österreich, BGBl I 76/2001 (12.07.2001).

<sup>23</sup> Österreich, BGBl 641/1994 (19.08.1994), latest amendment: Österreich, BGBl I 136/1998 (18.08.1998).

<sup>24</sup> For more information on autochthonous minorities in Austria, see section A.1.4 in the appendix.

<sup>25</sup> Österreich, BGBl 641/1994 (19.08.1994), latest amendment: Österreich, BGBl I 136/1998 (18.08.1998).

<sup>26</sup> Österreich, BGBl 101/1959.

<sup>27</sup> Österreich, BGBl I 76/2001.

in the reporting period. This is the distinction alluded to when a community is referred to as being “under the scope of the Minority School Act.” In Carinthia, the minority language is also present in secondary education in several general secondary schools. The Slovenian higher general secondary school in Klagenfurt/Celovec was established in 1957, and two other schools followed since, a bilingual higher secondary commercial school (*Handelsakademie*) in 1990 and a private bilingual denominational school followed.

### 5.2.2. Migrant minorities

The general policy in education in Austria follows a preference for integration over segregation. This is exemplified in the policy of bilingual tuition for the autochthonous minorities together with monolingual German speaking children, as opposed to a possible segregation of one from the other. The principle is also in force in the policy concerning pupils who reach the age of compulsory education with little or no knowledge of the default language of instruction, i.e. German. There are provisions concerning the status of pupils whose knowledge of German is insufficient for following class, curricula for tuition in the children’s first language, and for extra tuition in German.

An across the board initiative with respect to the existing diversity in Austrian classrooms is taken in form of the so called integral educational principle of intercultural education (*Unterrichtsprinzip Interkulturelles Lernen*)<sup>28</sup> which pertains to all schools and school subjects. The Austrian school system knows several other such integral educational principles. The educational principle of “intercultural education” was introduced in Austria in the early 1990s. The idea behind such an educational principle is that there are issues which touch upon all subjects in school. Teachers are supposed to observe the general educational principle and to take intercultural issues into account when teaching their own subjects. It is a basic shortcoming of this approach towards integration that most teachers do not receive specific training for this duty (cf. section 3.8).

Several measures on the level of federal state laws or decrees are designed to accommodate for the linguistic needs of children with a first language other than German.<sup>29</sup> The need for support for the children’s development of their first language as well as for the children’s acquisition of German as a second language is recognised.

Children whose first language is not German may or may not be proficient in German at the age of six when they enter primary school, depending on their pre-school experiences. Children who have problems with the German language are not segregated from their

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<sup>28</sup> Österreich, BGBl 439/1991 (14.08.1991); BGBl 528/1992 (27.08.1992); BGBl 616/1992 (25.09.1992); BGBl 555/1993 (10.08.1993).

<sup>29</sup> For an overview of these regulations, cf. Federal Ministry of Education, Science and Culture, Bureau of Intercultural Education (2002) *Informationsblätter des Referats für Interkulturelles Lernen Nr. 1/2002. Gesetzliche Grundlagen schulischer Maßnahmen für SchülerInnen mit anderer Erstsprache als Deutsch: Gesetze und Verordnungen*. (Information Gazette by the Bureau of Intercultural Education Nr. 1/2002. Legal basis of school measures for pupils with a first language other than German: laws and ordinances). 6<sup>th</sup> updated edition, Vienna, available at: [http://www.bmbwk.gv.at/medien/6416\\_nr1\\_2002.pdf](http://www.bmbwk.gv.at/medien/6416_nr1_2002.pdf), (24.09.2002). [PUBAT0017]

German speaking age mates but are integrated into classes from the beginning. The School Education Act (*Schulunterrichtsgesetz, SchUG*<sup>30</sup>) allows for such students to be accepted for a time of initially up to twelve months as irregular pupils who participate in class but do not get grades in the same way as regular pupils (section 4 sub-section 2 SchUG<sup>31</sup>, section 18 sub-section 9 SchUG<sup>32</sup>). It is also possible for irregular pupils to be promoted to the next grade. Once formerly irregular students become regular students, they are to receive equal treatment in any respect. This includes grading. Nevertheless, in practice children with German as their first language will still have an advantage over the second language speakers in assessment. It is questionable whether the formally equal treatment of these two groups is justified or actually implies a form of indirect discrimination.

The addenda to the curricula “*Deutsch für Schüler mit nicht-deutscher Muttersprache*” (“German for Pupils with a Non-German First Language”)<sup>33</sup> and “*muttersprachlicher Unterricht*” (“First Language Tuition”),<sup>34</sup> apply to compulsory schools. Since 2000/2001 (Curriculum 99), the two addenda are also valid for higher general secondary schools (AHS) from the 5<sup>th</sup> grade upwards. Migrant pupils are not directly discriminated against by law, however, at higher general secondary schools, medium-level technical and vocational colleges and higher-level technical and vocational colleges the special situation of migrants is hardly taken into account.

The regulations for the furtherance of the German language allow for a maximum of five to six units of extra German classes for regular pupils and up to twelve hours for irregular pupils, accepted as irregular pupils for the very reason that their knowledge of German is insufficient and in need of support for acquiring the new language. Team teaching with the entire class or separate classes are possible. According to Elfriede Fleck,<sup>35</sup> in reality the lack of personnel (i.e. basically the lack of budget for the relevant personnel) leads to an extent of no more than two to three hours of language instruction per week, which is far too little.

The linguistic competence in the first or native language is of high importance for the development of the children. Good proficiency in a first language is a solid basis for achieving competence of a second language.<sup>36</sup> The Austrian curriculum provides the possibility for first language tuition in a way that is applicable to any language at all. The courses are offered for participation on a voluntary basis. Native language courses may

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<sup>30</sup> Österreich, BGBl 472/1986 (05.09.1986), latest amendment: Österreich, BGBl I 78/2001(12.07.2001).

<sup>31</sup> Österreich, BGBl 472/1986(05.09.1986), latest amendment: Österreich, BGBl 767/1996 (30.12.1996).

<sup>32</sup> Österreich, BGBl 472/1986(05.09.1986), latest amendment: Österreich, BGBl I 78/2001(12.07.2001).

<sup>33</sup> Österreich, BGBl 528/1992 (27.08.1992).

<sup>34</sup> Österreich, BGBl 616/1992 (25.09.1992).

<sup>35</sup> Fleck, E. (s.a.) Zur Situation von SchülerInnen mit einer anderen Erstsprache als Deutsch im österreichischen Schulwesen (On the situation of pupils with a first language other than German). Ms., Federal Ministry of Education, Bureau of Intercultural Education. [PUBAT0019]

<sup>36</sup> Cf. De Cillia, R. (1998) Spracherwerb in der Migration. (Language acquisition under the condition of migration). Informationsblätter des Referats für interkulturelles Lernen, Federal Ministry of Education, Science and Culture, available at: [http://www.bmbwk.gv.at/medien/4424\\_nr3\\_2002.pdf](http://www.bmbwk.gv.at/medien/4424_nr3_2002.pdf), (14.04.2003). [PUBAT0011]

either be integrated into the general schedule in form of team teaching or be taught as optional subject outside regular school hours. Courses may be attended by pupils from different schools and different age groups. The minimum number of pupils required to start a course varies between federal provinces, between five and twelve students are required.

### 5.2.3. Religious education

Religious education is another area where Austrian legislation caters to diversity. There is a special legal status for recognised religious communities. In the reporting period, the following 13 religious communities are recognised: the Catholic Church (including the Roman Catholic Church, the Greek-Catholic Church, and the Armenian-Catholic Church), the Protestant Church (including the Augustan Confession and the Helvetic Confession), the Old Catholic Church, the Greek Oriental Church (including Greek-Orthodox, Serbian-Orthodox, Rumanian-Orthodox, Russian-Orthodox, Bulgarian-Orthodox and Orthodox Christians), the Syrian-Orthodox Church, the Coptic Orthodox Church, the Jewish Faith Community, the Methodist Church, the Church of Jesus Christ of Latter-day Saints, the Armenian-Apostolic Church, the Neo-Apostolic Church, the Islamic Faith Community, and the Buddhist Community.<sup>37</sup>

Pupils belonging to one of these communities receive religious instruction in Austrian schools as a compulsory subject, with the possibility to sign out. The religious communities decide on the curricula and choose the teachers, whose salary is financed by the Austrian state.<sup>38</sup>

According to the results of the census 2001, the most numerous religious group within the resident population of Austria is formed by the Roman Catholics, followed by those with no religious denomination. The strongest group among the alien population are Muslims, cf. Table 2 in the appendix. As it is possible to sign off religious instruction in school, the rate of parents or pupils<sup>39</sup> who choose to do so in spite of belonging to a religious community might be considered an indicator of how content each of the legally recognised groups is with the religious instruction that is provided. According to information by the Federal Ministry of Education, Science and Culture, the Ministry does not collect nationwide statistics on participation in religious education.<sup>40</sup> A small glimpse on the current situation is permitted by looking at data concerning compulsory schools in the federal province of Salzburg in the year 2002/03 provided by the regional school board for Salzburg (*Landesschulrat für Salzburg*).<sup>41</sup> In this sample of 47,348 pupils, the

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<sup>37</sup> Cf. the list provided by the Office of Religious Affairs (*Kultusamt*, [NFPAT0172]) within the Ministry of Education, Science and Culture, available at: <http://www.bmbwk.gv.at/start.asp?bereich=2&l1=0&l1name=Sitemap&OID=5433&ISSITEMAP=1>, (26.05.2003).

<sup>38</sup> Cf. Religious Education Act (*Religionsunterrichtsgesetz*) Österreich, BGBl 190/1949, latest amendment Österreich, BGBl 256/1993 (20.04.1993).

<sup>39</sup> Young people can decide on this matter for themselves from age 14 onward.

<sup>40</sup> E-mail by Josef Steiner (22.04.2003).

<sup>41</sup> Landesschulrat für Salzburg (s.a.) Religionsunterricht an den Pflichtschulen Salzburgs (Religious education at the compulsory schools of Salzburg), available at:

strongest group belongs to the Roman Catholic faith (37,900 or 80 percent). This group also displays the smallest proportion of pupils who sign off religious education (80 pupils or 2.2 percent). In comparison, the group of pupils of Islamic faith in Salzburg compulsory schools counts 3,847 or 8.1 percent. The number of pupils opting not to attend Islamic religious education is 1,437 or 37.4 percent of the Muslim pupils. Caution is in place when speculating about the possible reasons behind this big difference in acceptance of the offer of religious education. One difference evident from the list of recognised religious communities is that the Austrian state recognises a variety of Christian churches, whereas Islam is treated as one religious community that has to accommodate for group internal diversity by itself.<sup>42</sup> It is a matter for research to investigate whether the two observations are related.

Religious diversity in the population in Austria is also reflected in private education establishments run by religious communities. Besides the long existing traditional institutions under the authority of the Catholic and Protestant churches, also the Jewish<sup>43</sup> and Muslim<sup>44</sup> communities have founded a small number of schools of their own at different levels of education. In the reporting period, the Jewish Faith Community (*Israelitische Kultusgemeinde, IKG*) has suffered from serious financial difficulties which endanger their support for several activities in the area of Jewish social life, including Jewish education. An application to the Ministry of Education, Science and Culture for additional financial aid was turned down.<sup>45</sup> Nevertheless, an agreement was reached in the end of 2003. In December, the conference of the governours of the federal provinces confirmed to pay in total 18.2 million Euro to the Jewish Faith Community.

### 5.3. SPECIAL ANTI-DISCRIMINATION LEGISLATION AND POLICIES IN EDUCATION

There is no special anti-discrimination legislation for the field of education at the level of the federal state. Official anti-discrimination policy in the field of education has been mainly confined to the establishment of two service points in 2000/2001, which provide assistance and information material for the teaching of political and human rights education, and the organisation of “activity days for political education” (“Aktionstage

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[http://www.land.salzburg.at/landesschulrat/service/apsdaten/religionsunterricht2002\\_03.pdf](http://www.land.salzburg.at/landesschulrat/service/apsdaten/religionsunterricht2002_03.pdf), (26.05.2003). [PUBAT0028], [NFPAT0174]

<sup>42</sup> For an overview of the situation of the Islamic community in Austria, see Kroissenbrunner, S. (2002) Islam in Austria, in: Hunter, S. (ed.) Islam, Europe’s second religion: the new social, cultural and political landscape, Westport: Praeger, pp.141-155. [PUBAT0026]

<sup>43</sup> Cf.: [http://www.ikg-wien.at/static/etis/unter/html/af\\_index.htm](http://www.ikg-wien.at/static/etis/unter/html/af_index.htm), (26.05.2003). [NFPAT0171]

<sup>44</sup> Cf.: <http://www.iggioe.at/bildungseinrichtungen.html>, (26.05.2003) [NFPAT0170] and <http://www.moslem.at/vereinigung.html>, (15.04.2003).

<sup>45</sup> Cf. the internet service of the Vienna based daily Der Standard, (27.05.2003) Israelitische Kultusgemeinde beginnt mit Liquidation der Infrastruktur (Jewish Faith Community starts winding-up infrastructure), available at: <http://derstandard.at/standard.asp?id=1314160>, (27.05.2003) [PUBAT0046]; or the internet service of the Austrian Broadcasting Corporation, available at: <http://oesterreich.orf.at/oesterreich.orf?read=detail&channel=1&id=261320>, (27.05.2003) [PUBAT0049]. The Ministry referred the IKG to the General Fund (*Allgemeiner Entschädigungsfonds*, <http://www.nationalfonds.org/aef/english/index.htm>, (27.05.2003) [NFPAT0122]), where the IKG has placed claims anyway and payments are not to be expected any time soon.

Politische Bildung”) from 27. April to 15. Mai 2003. Many NGOs active in the field of anti-discrimination in Austria depend on state subsidies and on – often project based – co-operations with state institutions. Examples of good practices initiated by civil society actors like the ones presented further down therefore often involve state support in some form or other. By this policy, the state transmits the main responsibility for anti-discrimination in Austria to civil society.

## **5.4. MONITORING SYSTEMS**

There is no comprehensive, systematic, institutionalised monitoring system by a public institution for discrimination in general or for discrimination in education in particular. Civil society actors are the only sources for information on discrimination, see section 3.10.

## 6. Data and sources in the education sector

Nationwide quantitative data on education in Austria is collected by two main official bodies, the Statistik Austria<sup>46</sup> and the Federal Ministry of Education, Science and Culture in co-operation. Nursery schools, schools and universities are obliged to collect a variety of data and to pass it on to the authorities. Citizenship of pupils is a variable that is controlled for. For the purpose of school statistics, information must also be given on whether or not pupils speak German as their first language. The publications issued annually on this basis contain a variety of information on education in Austria. Only a subset of the tables also is broken down by citizenship or by language. The shortcomings of this kind of information for the purpose of the questions interesting for the RAXEN enterprise are evident, as migrant status as such is not controlled for. Also, the language information is explicitly meant to keep track only of pupils who do not belong to one of the recognised autochthonous ethnic groups and who have received no more than six years of education in Austria.

The census carried out every ten years also contains question on the education of the population resident in Austria. The latest census was carried out in May 2001. Publication of the results concerning education was expected for the end of the year 2003. Furthermore, the labour force survey included in the micro-census also contains questions on education. The sample in the micro-census presumably does not represent aliens as well as Austrian citizens, as only persons with good knowledge of German are interviewed.

A new law concerning the documentation of education entered into force on January 1, 2003.<sup>47</sup> The Statistik Austria now will have to keep a register on levels of education attained by the Austrian population (*Bildungsstandregister*), combining data from education statistics with sources on vocational training. The combination of data from different sources crucially relies on using peoples' social security numbers, which gives rise to concerns about data protection, in spite of the fact that the social security numbers are eventually encoded.

### 6.1. SCHOOL STANDARDS BY GEOGRAPHICAL AREAS

Tools to measure school standards are not implemented in Austria. Print media<sup>48</sup> undertake school rankings, but these will not stand up to academic scrutiny. Still, one might want to compare different regions in Austria with respect to facts evident in school statistics. School statistics accessible to the general public as described in further down are broken down by the nine federal provinces. The Austrian capital, Vienna, is one of these provinces. The other eight comprise urban as well as rural areas. Differences between the federal provinces therefore cannot be interpreted in terms of the urban – rural

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<sup>46</sup> Cf. <http://www.statistik.at>, (27.05.2003). [NFPAT0123]

<sup>47</sup> Education Documentation Act (*Bildungsdokumentationsgesetz*), Österreich, BGBl I 12/2002 (08.01.2002).

<sup>48</sup> Namely the daily "Der Standard", [PUBAT0046] and, more recently, the weekly "News" [PUBAT0048].

dichotomy. In the statistics described below, gross differences between federal provinces will be referred to when appropriate.

## **6.2. SPECIAL PROGRAMMES FOR CHILDREN OF MIGRANTS AND MINORITIES**

### **6.2.1. Data on education in languages of autochthonous minorities**

The regional school boards of the provinces with minority school acts, the Burgenland and Carinthia, keep statistics on the bilingual programmes or instruction in the minority languages. Upon request, the regional school board for the Burgenland provided the following numbers on the school year 2002/03.<sup>49</sup> At the level of primary education the Burgenland-Croatian language was used in 31 bilingual primary schools attended by 1,367 pupils. Above that, 124 pupils took voluntary Croatian classes in other primary schools. Together with 243 pupils receiving Croatian education in main general secondary schools, they sum up to 1,734 pupils in general compulsory school in the Burgenland involved with the Croatian language. The Roma language is taught in the primary school of Oberwart to eight pupils. Some form of Hungarian instruction (either bilingual education or language courses) was attended by 451 pupils in 16 primary schools of the Burgenland. Five main general secondary schools involved 111 pupils with Hungarian. As far as minority languages of the Burgenland at the level of higher general secondary education are concerned, importantly a bilingual German and Croatian or Hungarian higher general secondary school opened in the town of Oberwart in 1991. In 2002/03, this school was attended by 120 pupils in bilingual German-Croatian education, and 122 pupils following bilingual German-Hungarian education. Language courses were also offered and attended at other higher secondary schools. In comparison, a government report<sup>50</sup> states that in the academic year 1998/1999, a total of 1,404 pupils attended the 29 bilingual primary schools of the Burgenland, among them 342 or 24.4 percent with a background in the Croatian minority.

In Carinthia, there were 83 German-Slovenian bilingual primary schools in 1998/1999 (out of 330 primary schools altogether). Between the school years 1959/1960 and 1998/1999 the percentage of students (among the students in these schools) who registered for bilingual or Slovenian tuition decreased from 19 percent to below 14 percent in the late 1970s and then rose again to 26 percent in 1998/1999.<sup>51</sup> This development is accompanied by a remarkable decrease of Slovenian proficiency of pupils when they enter school according to teachers' judgement.<sup>52</sup> It is a positive development that increasing numbers of children from German speaking backgrounds attend bilingual tuition. In Carinthia, the minority language is also present in secondary education in several general secondary schools. The Slovenian higher general secondary school in

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<sup>49</sup> E-mail by Eva Ederer, (07.02.2003).

<sup>50</sup> Österreich (2000) Report by the the Republic of Austria pursuant to Article 25 paragraph 1 of the Framework convention for the protection of national minorities, Vienna, available at: [http://www.bka.gv.at/bka/service/publikationen/volksgruppen/minderheiten\\_e.pdf](http://www.bka.gv.at/bka/service/publikationen/volksgruppen/minderheiten_e.pdf), (28.10.2002). [PUBAT0033]

<sup>51</sup> Ibid., p.79.

<sup>52</sup> Ibid., p.80.

Klagenfurt/Celovec was established in 1957, and two other schools followed since, a bilingual higher secondary commercial school (*Handelsakademie*) in 1990 and a private bilingual denominational school followed. Some more recent data on the development of bilingual education in Carinthia is available from annual media releases by the Carinthian school council (*Landesschulrat für Kärnten*).<sup>53</sup> The numbers show a continuation of the previous trend. Whereas the total number of pupils decreases over the years, the number of pupils registering for some form of bilingual tuition or instruction in Slovenian is rising. The total for the academic year 1999/2000 was 3,062, for 2000/01 3,175, for 2001/02 3,210, and the most recent figure published for the current year 2002/2003 is 3,301. The 1999/2000 as well as 2000/2001 press releases still contain information on the proportion of pupils who enrol for bilingual tuition among the students in primary schools where such tuition is on offer: in 1999/2000 it was 1,619 students or 26.4 percent, in 2000/2001 it is 1,657 or 28.2 percent. In the year 2002/03, the ratio was 1,670 out of 5,456 or 30.6 percent.<sup>54</sup>

## 6.2.2. Data on special programs for migrant children

As described above, the special programmes in place for children of migrants are all defined as concerning language. The number of pupils meeting the criteria for the language statistics (first language other than German, no more than six years of school in Austria, not belonging to a recognised autochthonous ethnic group) is documented. In the whole of Austria in the school year 2001/02, the percentages of pupils with a first language other than German range between 1.4 percent in teacher training colleges and 23.5 percent in special needs schools. The percentage in primary schools is 15.3 percent; cf. Table 2 in the appendix.<sup>55</sup> The statistics show considerable differences between the federal provinces. The highest rates of children who do not have German as their first language are found in Vienna, where in general compulsory schools 41 percent of all pupils fall into the relevant group. As for children in special needs schools in Austria as a whole, the rate of 23.5 percent of pupils with a first language other than German is considerably higher than the rate of 14.6 percent in all general compulsory schools taken together. Notably, the only province where the rate of pupils of the relevant group in special needs schools is not above but below the rate in general compulsory schools is Vienna with 36.9 percent and 41 percent respectively. Between the years 1995/1996 and 2001/02 the share of these children among all children in the general compulsory schools of Austria increased from 11.7 percent to 14.6 percent, see Table 4 in the appendix.

The population described in these statistics is the potential audience for the three measures of acceptance as irregular pupils for lack of German proficiency on the one

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<sup>53</sup> Numbers for 2002/2003 available at:

<http://oesterreich.orf.at/oesterreich.orf?read=detail&channel=9&id=227235>, (13.10.2002). [PUBAT0049]

<sup>54</sup> Information received in writing by the Landesschulrat für Kärnten (Carinthian school board), 15.11.2002. [NFPAT0173]

<sup>55</sup> Source: Federal Ministry of Education, Science and Culture (2003) SchülerInnen mit einer anderen Erstsprache als Deutsch. Statistische Übersicht Schuljahre 1995/96 bis 2001/02. (Pupils with a first language other than German. Statistical overview school years 1995/96 to 2001/02). Informationsblätter des Referats für Interkulturelles Lernen Nr. 2/2003, available at: [http://www.bmbwk.gv.at/medien/8953\\_Nr\\_2.pdf](http://www.bmbwk.gv.at/medien/8953_Nr_2.pdf), (28.05.2003). [PUBAT0014]

hand and for extra German tuition and native language classes (*Mutterspracheunterricht*) on the other hand. Whereas the statistics on the number of students with a first language other than German tells nothing about these pupils' knowledge of German, the statistics on irregular pupils does. Expressed as a share of all the pupils in general compulsory schools in 2001/02, 3 percent of the pupils were present in school as irregular pupils in Austria for reason of insufficient knowledge of German. In comparison, this percentage amounted to 2.2 percent in 1995/96, see Table 5 in the appendix. Teachers in primary schools in Vienna were the ones who had to take care of the highest percentage (4.4 %) in 2001/02.

The NFP for Austria does not know any statistics on the special training classes in German. However, the programme of native language classes for pupils with a first language other than German is well documented. In the school year 2001/2002, 24,512 pupils received tuition in their first language. The courses were taught by 309 teachers and comprised courses in the extent of 5,778 hours.<sup>56</sup> The form of team teaching that integrates the native language tuition into the general course of the school day is the dominant form of teaching in Vienna. The native language courses that take place separated from the classes under the regular curriculum are dominant in the other federal provinces (for details, see Table 6 in the appendix). Whereas the number of student participants increased as compared to the previous year, the number of teachers as well as the number of classes has gone back. Not surprisingly, Bosnian/Croatian/Serbian and Turkish are the most prominent languages. Romani was taught to children from former Yugoslavia for the first time in one school in Vienna. The percentage of pupils with a first language other than German who actually take part in native language tuition is 25 percent on the average – in case higher general secondary schools are left out of the calculation. In this type of school only about 1.5 percent of pupils with a first language other than German actually receive native language instruction.<sup>57</sup>

### **6.3. PRIMARY AND SECONDARY SCHOOL EDUCATION**

Autochthonous minorities are under-documented in general and invisible in nation-wide statistics on education since there is no obligation to state ethnic identity. Education statistics give information on participation in different types of schools by citizenship, and the different participation rates are compared below. Records on exam results, drop out rates, or expulsions of pupils, including information on the citizenship of the relevant pupils, are kept by schools, but they do not enter into education statistics.

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<sup>56</sup> Federal Ministry of Education, Science and Culture (2002) *Muttersprachliche Lehrerinnen und Lehrer in Österreich. Statistische Auswertung für das Schuljahr 2001/02. Kurzbericht verfasst von Mag. Harald Waldrauch und Mag. Theodora Manolacos* (Native language teachers in Austria. Statistical survey concerning the year 2001/02. Short report authored by Mag. Harald Waldrauch and Mag. Theodora Manolacos). *Informationsblätter des Referats für Interkulturelles Lernen* Nr. 5/2002, available at: [http://www.bmbwk.gv.at/medien/3720\\_nr5\\_2002.pdf](http://www.bmbwk.gv.at/medien/3720_nr5_2002.pdf), (28.05.2003).  
[PUBAT0016]

<sup>57</sup> *Ibid.*, p.22.

### 6.3.1. Autochthonous minorities in primary and secondary school education

A piece of information on the education level attained by a minority is contained in a government report<sup>58</sup> which finds that there are no differences regarding education level between the Croatian population and the rest of the population of the Burgenland, apart from effects of the Croatian group's age structure with an above-average proportion of persons more than 60 years old. This is in accordance with research results, cf. Boeckmann (1997).<sup>59</sup>

The situation of Roma in Austrian education is described further down on the basis of reports and research.

### 6.3.2. Migrants in primary and secondary school education

In comparison to the scarce data on autochthonous ethnic minorities, the situation of migrants in the education system is rather well documented. School statistics, like many other Austrian statistics, include information on citizenship, which allows at least some conclusions about the situation of the migrant population. Migrant status as such is not documented. Naturalised immigrants are not kept track of, neither is duration of residence or the residence status of aliens. Qualitative observations about differences within the group of migrants in Austria along these lines of division therefore cannot be underpinned with quantitative data. What is sometimes available is information on particular citizenships, and on gender. Furthermore, statistics on the number of pupils whose first language is not German are kept which were already discussed above.

According to the official school statistics by Statistik Austria,<sup>60</sup> the rate of aliens<sup>61</sup> in all forms of Austrian schools was 9.2 percent in the year 2001/2002 (112,016 students out of a total of 1,218,033), cf. Table 7 in the appendix. The different rates of alien participation in different types of schools are telling: The most striking fact is that special needs schools (*Sonderschulen*) display the biggest percentage of aliens. In 2001/2002, the rate was a conspicuous 20.6 percent (a slight reduction from 21.5 percent in 2000/2001). Special needs schools are an educational dead end, and this finding points to an indirect discrimination of aliens that has massive negative consequences for the affected children's future opportunities. With 13.9 percent, the polytechnical vocational year also has a comparatively high proportion of alien students. On the whole, aliens are well represented in primary schools (11.6%) and general secondary schools (*Hauptschulen*) (11.4%) and under-represented in higher general and vocational secondary schools (*Allgemeinbildende höhere Schulen, AHS* and *Berufsbildende höhere Schulen, BHS*) with

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<sup>58</sup> Österreich (2000) op.cit.

<sup>59</sup> Boeckmann, K.-B. (1997) *Zweisprachigkeit und Schulerfolg. Das Beispiel Burgenland. (Bilingualism and school performance. The example of Burgenland)*, Frankfurt/M.: Peter Lang. [PUBAT0007]

<sup>60</sup> Statistik Austria (2002) *Schulwesen in Österreich 2001/2002 (School education in Austria 2001/2002)*. Vienna. [PUBAT0037]

<sup>61</sup> The term 'aliens' is used in this discussion for all pupils who do not hold Austrian citizenship, i.e. also pupils without a citizenship or whose citizenship is not known.

5.6% and 4.7% respectively. In 2000/2001 the percentage for AHS was 5.5 percent, in 1990/1991, it just amounted to 2.6 percent. We observe a gradual improvement of the restriction of aliens to the lower secondary sector of education, which will have to continue. The data based on language discussed above also support the observations made above about the disproportionate number of migrant pupils in special needs schools.

The collection and analysis of Austrian school statistics is a joint enterprise of the Federal Ministry of Education, Science and Culture (*Bundesministerium für Bildung, Wissenschaft und Kultur, BMBWK*) and the Statistik Austria. This joint effort yields several publications, which taken together give a very detailed picture. The synopsis of data from different statistical publications is complicated by a different scope of included school types at the upper secondary level and different methods of dealing with data that is returned by some school types at a different time of the year than most other schools.<sup>62</sup> Still, a combination of different sources allows for insights into differences within the group of migrant pupils. The Ministry's annual statistical publication gives a combination of citizenship and gender information.<sup>63</sup> The Statistik Austria publication has a wider scope than the joint publication with the Ministry of Education, which does not contain data on vocational schools in the health sector for lack of competence of the Ministry of Education for schools of this type. Therefore, the total number of pupils in the former is higher (1,218,033) than in the latter (1,190,137). Still the totals in the following school types are identical: primary school, main general secondary school, special needs school, pre-vocational poly-technical year, higher general secondary school.

In order to track down within group differences, in the following, we single out the citizenships from the most important countries of labour force migration which still form the largest groups of foreign nationals, namely former Yugoslavia (as the sum of the citizens of the successor states) and Turkey, and compare them to Austrian citizens, all foreign nationals taken together, all EU-citizens except Austria (i.e. a subset of all foreign nationals), and all third country nationals (i.e. the complementary set, including citizens of former Yugoslavia and Turkey). The resulting groups are further broken down by gender. An overview of the size of these groups in all the schools contained in these statistics shows that 8.7 percent of all pupils are third country nationals, and the majority of these either hold the citizenship of one of the successor states of the Socialist Republic of Yugoslavia (4.7 percent of all pupils), or of Turkey (2.5 percent of all pupils). The relation between boys and girls is roughly 52 to 48 percent for all groups. Turkey has a slightly bigger advantage for male children. For more details, see Table 8 in the appendix.

The observation that migrant children are over-represented in special needs schools is particularly true for children from former Yugoslavia or Turkey (see Table 9 in the appendix). Pupils with the citizenship of a former Yugoslav country make up for 4.7% of the entire population in the statistics, but for 9.6% of the population in special needs schools, which is more than twice as high; for Turkish citizens the percentages are 2.5% and 8.8% respectively, which is far more than three times as high. Gender obviously plays a role in allocation in special needs schools. Boys end up in this type of school more often than girls (63.7% male, 36.3% female as compared to the baseline of 52.1%

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<sup>62</sup> For details the reader is referred to the original publications.

<sup>63</sup> Federal Ministry of Education, Science and Culture (2002) Österreichische Schulstatistik 2001/02. Vienna, available at: [http://www.bmbwk.gv.at/medien/8752\\_PDFzuPublD422.pdf](http://www.bmbwk.gv.at/medien/8752_PDFzuPublD422.pdf), (08.04.2003). [PUBAT0015]

male and 47.9% female pupils in all types of schools). The gender gap is smallest for children from former Yugoslavia (59.5% male and 40.5% female pupils in special needs schools), which may be interpreted as an indication that for pupils from this group, belonging to the female sex is less of a safeguard against being sent to special needs school than for Austrian girls.

Other school types also display gender differences. In particular, the choice made after primary school is clearly gendered. As pointed out above, lower secondary education demands the first big separation of education tracks between main general secondary schools (*Hauptschulen*, and higher general secondary schools (*Allgemeinbildende höhere Schulen, AHS*). “Good” or “Very good” performance in the subjects German, Reading, and Mathematics is a prerequisite for acceptance to a higher general secondary school. The school statistics allows for a comparison by language and gender according to type of school for each grade.<sup>64</sup> one has to remember that these statistics count pupils with a first language other than German, independent from citizenship, but without members of Austria’s autochthonous minorities and only for pupils with up to six years in Austrian schools. The distortions brought about by this delimitation fortunately play no role yet for the fifth grade. On the whole, 30.7 percent of all pupils in the fifth grade attend a higher general secondary school. For pupils with a first language other than German, this percentage is considerably lower, namely 22.6 percent. In the school year 2001/02, 1,298 out of 6,472 male pupils with a first language other than German attended a higher general secondary school (20.1%), for girls the relation was 1,505 out of 5,915 or 25.4 percent. In comparison, the shares for boys and girls with German as their first language were 29.8 and 34.0 percent respectively. For details, see Table 10 in the appendix.

## 6.4. VOCATIONAL TRAINING

Participation of alien citizens in vocational training preparing for skilled labour can be tracked as participation in the three school types of compulsory vocational schools, which accompany vocational training in an apprenticeship, intermediate vocational schools (without the school leaving exam *Matura*) and higher vocational schools, which conclude with the *Matura* exam that would also entitle to access to university. In all these types of professional education, third country nationals are under-represented in comparison to their proportion in all types of schools taken together (all types of schools: 8.8%, compulsory vocational schools: 6.5%, intermediate vocational schools: 8.2%, higher vocational schools: 4.2%). The differences exist for citizens of former Yugoslavia (4.7%, 4.4%, 4.7% and 2.5% respectively) and to a slightly bigger extent for Turkish citizens (2.5%, 1.7%, 2.1% and 0.8%).

Published statistics on the profession pupils train for as apprentices are not broken down by citizenship. Khan-Svik (1999)<sup>65</sup> cites two studies dating back to the early 1990s that

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<sup>64</sup> The published data do not allow for a similar comparison based on citizenship.

<sup>65</sup> Khan-Svik, G. (1999) Der sich nach oben hin zweimal verengende Flaschenhals (The bottleneck that narrows twice), in: W. Gröpel (ed.) Migration und Schullaufbahn (Migration and school career), Frankfurt a.M.: Peter Lang, pp.213-267. [PUBAT0025]

deal with the choice of a profession by migrant youths in Austria. Mayer (1994)<sup>66</sup> found that Turkish and Yugoslavian youths were more restricted in the range of professions they aspired to than young Austrians. Beiwl, Gahler and Schmid (1995)<sup>67</sup> found that the actual restriction to a small number of professions was partly due to the role of the Austrian labour market service (*Arbeitsmarktservice*) which channelled foreign youth seeking an apprenticeship toward those areas that met with little interest by Austrian youths. In this study, 50 percent of the migrant youth questioned stated that the profession they actually trained for was not the one they wished.

## 6.5. ADULT EDUCATION

The data situation on adult education in Austria is poor in general, and even less informative for the questions addressed in this report. The Austrian Association of Adult Education Centres (*Verband österreichischer Volkshochschulen*) publishes annual statistical reports.<sup>68</sup> So far, these reports contain very little information relevant to the RAXEN network, in spite of the fact that courses of German as a foreign language are part of the programme regularly offered by adult education centres. The information on the kind of courses that were held is grouped into very big areas, one of them being language courses. The latest report, covering the academic year 2000/01, gives a breakdown of the language courses for one single federal province, Vorarlberg.<sup>69</sup> In 2000/01, 9,313 participations in language courses were counted there, 13 percent of which in German courses. It is announced that this detailed information will be provided for all federal provinces in future reports.

## 6.6. HIGHER EDUCATION

Apart from the general information that the education level of Burgenland Croat minority members is basically the same as that of the German speaking majority (cf. section 6.3), the available data on tertiary education gives no information on the participation of autochthonous minorities. Also, after what has been said on the under-representation of migrants in education at the higher secondary level, one does not expect to find many members of this group among university students. At this point, the weakness of the citizenship based approach to education statistics becomes evident. Foreign nationals who come to Austria for the purpose of studying are indistinguishable in the general university statistics from foreign nationals who have spent all or most of their lives in Austria. The

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<sup>66</sup> Mayer, H.O. (1994) Bildungswünsche ausländischer Jugendlicher (Education aspirations of foreign youths), in: *Österreichische Zeitschrift für Soziologie* 19(3), pp.87-96. [PUBAT0029]

<sup>67</sup> Beiwl, M.-C., C. Galehr and C. Schmid (1995) Emotionale Zugehörigkeit und berufliche Perspektive "serbo-kroatischer" und türkischer Jugendlicher in Wien – im Vergleich mit österreichischen Jugendlichen ähnlicher sozialer Schicht. (Emotional affiliation and professional perspectives of "Serbo-Croatian" and Turkish youths in Vienna – in comparison to Austrian youth of similar social class). Unpublished research report to the Jubiläumfonds der österreichischen Nationalbank. [PUBAT0005]

<sup>68</sup> Cf.: <http://www.vhs.or.at/publikationen/statdat.htm>, (11.01.2003).

<sup>69</sup> Verband Österreichischer Volkshochschulen (2002) Statistikbericht 2002 für das Arbeitsjahr 2000/01 (Statistical report 2002 for the working year 2000/01), *VÖV-Materialien* 37, p.28. [PUBAT0042]

official universities statistics (*Hochschulstatistik*) published annually by Statistik Austria only offers information on citizenship.<sup>70</sup> The total numbers of students, first time enrolments and graduations are given. In the academic year 2000/2001, around 31,000 aliens were enrolled as regular students at universities and ‘universities of applied sciences’ (*Fachhochschulen*), that are 13 percent of all students. More than 7,000 enrolled for the first time. Here, this corresponds to above 21 percent of all first time enrolments. About 1,770 graduations were due to alien students (10%). These percentages reflect the fact that many foreign students pursue only part of their studies at Austrian universities and stay for a short time. The art schools are particularly attractive and count 38 percent of foreigners among their students. Over the last ten years, overall enrolment in university has been continuously increasing in absolute and relative terms. In the academic year 2000/2001, however, enrolments decreased for the first time both in absolute and relative terms. This development coincides with the introduction of tuition fees.

## **6.7. COMPARING QUALIFICATION LEVELS OF AUSTRIANS AND FOREIGN NATIONALS**

Not all results of the census 2001 have been published yet. The publication of information on education and skill levels of the entire population was to be expected near the end of 2003. For the time being, an estimate calculated on the basis of the sample present in the annual micro-census shall serve as an approximation, although the picture is probably more distorted for the migrant population than it is for the native Austrian majority. The labour force survey (*Arbeitskräfteerhebung*) differentiates people according to the highest attained levels of education. For 80 percent of the Turkish population and 52 percent of the citizens of former Yugoslavia, this is compulsory school, whereas only 32 percent of the Austrian population have no higher qualification. For details, see Tables 11 and 12 in the appendix.

## **6.8. SPECIAL TRAINING PROGRAMS FOR TEACHERS**

There are no comprehensive statistics that would give an overview of how many teachers follow which kind of pre- or in-service teacher training programs. Trainings for teachers on how to deal with racism, xenophobia and anti-Semitism are in general very rare and normally not obligatory. Teacher training colleges throughout Austria, where teachers for compulsory schools are trained, offer optional courses on intercultural education or related fields.<sup>71</sup> Only the teacher training college in Vienna (*Pädagogische Akademie des Bundes Wien*) has an obligatory class on “intercultural education” and an obligatory lecture on German as a second language as part of the curricula for teachers of German in main general secondary schools.

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<sup>70</sup> Statistik Austria (2002) Hochschulstatistik 2000/01 (University statistics 2000/01), Vienna. [PUBAT0038]

<sup>71</sup> Cf. Furch, E. (2002) „Interkulturelles Lernen“ an Pädagogischen Akademien in Österreich („Intercultural education at teacher training colleges in Austria), in: *Erziehung und Unterricht 9-10/02*, pp.1,125-1,131. [PUBAT0104]

The law foresees that teachers of German as a second language should have adequate training (Art 13 para 1 School Organisation Act).<sup>72</sup> Teachers with a basic training for teaching at primary schools or main general secondary schools can receive such special training at teacher training colleges.<sup>73</sup> Students trained at university to become teachers of German at higher general secondary schools must take one obligatory class on German as a foreign or second language, further classes can be chosen on a voluntary basis.<sup>74</sup>

There is a complete lack of training programmes specifically designed for or required from native language teachers. This may be traced back to the history of the native language programme that started with bilateral agreements between Austria and Yugoslavia and Turkey, where the choice of the teachers sent to Austria was in the responsibility of these countries. Although the bilateral co-operation programmes were ended in the early 1990s,<sup>75</sup> the resulting gap with respect to teacher training requirements has not been closed so far.

The situation of the teaching profession in Austria in general will be the subject of an OECD Country Background Report “Attracting, Developing and Retaining Effective Teachers”. The assessment of the Austrian situation started only in April 2003, and results are of course not available yet,<sup>76</sup>

## 6.9. THE SITUATION OF NATIVE-LANGUAGE TEACHERS FOR MIGRANT CHILDREN

In Austria, the job situation of teachers in public schools may range from very insecure to extremely secure. The most insecure form is employment under a temporary contract under private law (*befristete Vertragsbedienstete*). The most secure form of employment for a teacher is as a permanent member of the public service with full protection against job loss except in cases of severe misconduct (*pragmatisierte Beamte*). Employment under temporary contracts is common for young teachers recently having graduated from teacher training colleges or university at the beginning of their careers. They may hope to gradually proceed towards more secure forms of employment. Insecure employment is also the common situation for teachers working in the native language programme

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<sup>72</sup> Österreich, BGBl 242/1962, latest amendment Österreich, BGBl I 132/1998 (18.08.1998).

<sup>73</sup> E.g. at the *Pädagogisches Institut des Bundes* in Wien [NFPAT0178] or Graz [NFPAT0179], cf.: [http://zope.pabw.at:1080/pab/lehre/zusatzstudien/w\\_deutsch.html](http://zope.pabw.at:1080/pab/lehre/zusatzstudien/w_deutsch.html) and <http://www.pi-stmk.ac.at/aps/interkult/ausbildung.html>, (20.04.03).

<sup>74</sup> Cf. VerBAL (2001) VerBAL Sprachenenquete Arbeitsgruppe 3: Deutsch als Zweitsprache (Language enquete of the association of applied linguists – working group 3: German as a Second Language), available at: <http://www.univie.ac.at/linguistics/verbal/sprachenenquete/>, (31.07.2003). [PUBAT0105]

<sup>75</sup> Cf. Çınar, D. and U. Davy (1998) op.cit. [PUBAT0009]

<sup>76</sup> Cf. Press release by the Federal Ministry of Education, Science, and Culture of April 28, 2003, available at: <http://www.bmbwk.gv.at/start.asp?isIlink=1&bereich=2&l1=&l2=&l3=&OID=9368#>, (26.05.2003).

described above (“*MuttersprachelehrerInnen*”), cf. Çınar (ed.) 1998.<sup>77</sup> The permanently insecure status of the subject results in an insecure job situation for the teachers. Improvement towards a more secure form of employment in the course of a native language teacher’s career is unlikely. Firstly, people with no Austrian or EEA citizenship are excluded from joining public service and can only aspire to contracts under private law. In a survey conducted in 1997, Waldrauch (1998)<sup>78</sup> found that 37 percent of the native language teachers held the Austrian citizenship. Also, the succession of temporary contracts is insecure as such as well as with respect to the amount of salary the teachers receive, as no automatic promotion to a higher income class based on duration of the contract can be expected. There is also no guarantee that the income level reached in one contract will be upheld in the following.<sup>79</sup> This is related to the fact that there is no legal basis for a binding recognition of the qualification of compulsory school teachers acquired abroad as equal to that of Austrian teachers of that level.<sup>80</sup>

## 6.10. CASES OF DISCRIMINATION IN EDUCATION

The lack of systematic monitoring of racist or xenophobic discrimination leads to a lack of data. The NGO *Zivilcourage und Anti-Rassismus Arbeit (ZARA)* issues an annual report on racist incidents and racist structures in Austria.<sup>81</sup> The cases are reported to ZARA or an NGO co-operating with ZARA by people who witnessed or experienced racist incidents.<sup>82</sup> Both witnesses and victims can receive counselling. ZARA offers to take further steps like counter-active measures, too.

The Racism Report 2002<sup>83</sup> mentions several cases related to the area of education. A Nigerian girl reported to the NGO Peregrina that she was feeling intimidated by continuous racist abuse at school coming from one girl who repeatedly told her to get lost and return to Africa.<sup>84</sup> Another case concerns an Austrian citizen of African descent who

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<sup>77</sup> Çınar, D. (ed.) (1998) *Gleichwertige Sprachen? Muttersprachlicher Unterricht für die Kinder von Einwanderern*. (Languages of equal value? Native language instruction for children of immigrants.), Innsbruck: Studienverlag. [PUBAT0008]

<sup>78</sup> Waldrauch, H. (1998) *Die berufliche Situation muttersprachlicher Lehrerinnen und Lehrer in Österreich: Ergebnisse einer schriftlichen Befragung* (The job situation of native language teachers in Austria: Results of a survey conducted in writing), in: Çınar, D. (ed.) (1998), pp.81-204. [PUBAT0044]. The questionnaire was sent to all 324 native language teachers active in the academic year 1996/1997 and returned by 254, i.e. 78 percent.

<sup>79</sup> Cf. Çınar, D. and U. Davy (1998) *op.cit.* [PUBAT0009]

<sup>80</sup> *Ibid.*

<sup>81</sup> Cf. <http://www.zara.or.at>, (27.05.2003). [NFPAT0005]

<sup>82</sup> For the Racism Report 2002, the co-operating NGOs are: Fair Play; FIBEL (Fraueninitiative Bikulturelle Ehen und Lebensgemeinschaften – Women’s initiative bicultural marriages and partnerships); Forum gegen Antisemitismus (Forum against Anti-Semitism), Integrationshaus (Integration house); IMÖ (Initiative muslimischer ÖsterreicherInnen – Initiative of Muslim Austrians); Peregrina; Romano Centro and WITAF (Arbeitsassistentz für Gehörlose in Wien und Niederösterreich – Work assistance for deaf people in Vienna and Lower Austria).

<sup>83</sup> ZARA (2003) *Racism Report 2002. Case Report on Racist Incidents and Structures in Austria*. Focus: civil courage, available at: [http://www.zara.or.at/download/rass\\_rep\\_2002\\_e.pdf](http://www.zara.or.at/download/rass_rep_2002_e.pdf), (05.05.2003). [PUBAT0045]

<sup>84</sup> *Ibid.*, p.30.

is working as an orderly in a hospital.<sup>85</sup> He was offered the possibility of further education in the hospital's training college, where he was the only black student. After some time he was expelled from the school under vague allegations of having molested female trainees. He himself had affirmed several times to the director of the college that he had done nothing of that kind. The rumours almost cost him his job at the hospital. ZARA wrote a letter of complaint to the director but has not received a reply so far.

ZARA reports a "flooding of public space with racist graffiti".<sup>86</sup> Racist smearings are found also in Austrian university buildings. Several Swastikas and racist comments which are not to be repeated here were found in the toilets of the Law Faculty in Vienna. After student organisations had painted over some of the racist graffiti on their own initiative, the faculty administration decided to have the toilets renovated in summer 2002. An anti-Semitic graffiti was found in the Austrian National Library. Several racist and xenophobic smearings were reported from the toilets of the Library of the University of Vienna. ZARA holds the position that verbal threats transmitted by such graffiti must be taken seriously, that a zero tolerance policy is absolutely necessary and the smearings "should be removed quickly, consistently and completely."

The *Initiative muslimischer ÖsterreicherInnen* (Initiative of Muslim Austrians) also contributes to ZARA's racism report. The initiative noted an increase in reports about acts of discrimination against Muslims in everyday life at school.<sup>87</sup> They were especially struck by the experience of a girl at primary school who was excluded from games during the break by other children "because she was not baptized". Many Muslim pupils felt hurt by a lack of awareness for their religious feelings especially around Christmas time when they had to learn and reproduce songs and poems with Christian content. Another song is still reportedly sung in spite of its lyrics which are contemptuous towards Muslims, namely the catch "Coffee"<sup>88</sup>. The lyrics warn against the drinking of coffee, which is labelled a "*Türkentrunk*" ("drink of Turks"), and the audience is asked "not to be a Muslim who cannot refrain from it [i.e. from coffee]" ("*Sei doch kein Muselman, der ihn nicht lassen kann*").

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<sup>85</sup> Ibid., p.32.

<sup>86</sup> Ibid., pp.23-25.

<sup>87</sup> Ibid. p.45.

<sup>88</sup> "C-a-f-f-e-e" by Karl Gottlieb Hering (1766-1853), cf. <http://www.synapses.de/clients/partitur.pdf>, (09.05.2003).

## 6.11. COURT CASES ON DISCRIMINATION IN EDUCATION

After consulting various sources, the Austrian NFP reached the conclusion that there are no court cases on discrimination in education in Austria.

## 6.12. REPORTS AND RESEARCH

### 6.12.1. Austrian research on the education of migrants

Gröpel (ed.) (1999)<sup>89</sup> gives an overview of academic approaches towards the situation of migrants in education in Austria in the late 1990s. The contribution by Khan-Svik<sup>90</sup> identifies the transition between primary and secondary school and the transition from lower secondary education to working life, vocational training or upper secondary education as bottlenecks in the Austrian education system where selections take place to the disadvantage of migrant children. Khan-Svik's overview of research into the subject mostly refers to sources the empirical basis of which is not in Austria. Still, two of the quoted studies treat the entry into vocational training by migrant youths in Austria, see section 6.4 above. Gröpel and Urbanek (1999)<sup>91</sup> present an empirical study where data on migrant pupils' education career collected by schools was combined with information on their social background collected by questionnaires completed by the pupils' parents.

Data were collected between December 1993 and December 1995. The sample of pupils was picked from pupils of the fourth grade of primary schools, and from eighth and ninth graders from different types of schools in Vienna. The total original sample amounted 795 pupils. The number of completed questionnaire that were returned was 156 (19.6%). The analysis is based on these 156 cases and, among other results, showed a clear negative influence of socio-economic disadvantages on the pupils' success. The level of education of the parents or care givers played an important role.

Research concentrating on the issue of bilingualism in Austrian schools voices the assumption of a positive effect of participation in pre-school education on the chances of children with a first language other than German in school education. The study *Bilingualität und Schule* (bilingualism and school) was conducted at a primary school in Vienna by a team of the *Ludwig Boltzmann Institut für Schulentwicklung* (Ludwig Boltzmann Institute of School Development).<sup>92</sup> The study carried out language

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<sup>89</sup> Gröpel, W. (ed.) (1999) *Migration und Schullaufbahn* (Migration and school career), Frankfurt a.M.: Peter Lang. [PUBAT0022]

<sup>90</sup> Khan-Svik, G. (1999) *Der sich nach oben hin zweimal vereengende Flaschenhals* (The bottleneck that narrows twice), in: Gröpel (ed.) (1999), pp.186-197. [PUBAT0025]

<sup>91</sup> Gröpel, W. and M. Urbanek (1999) *Auswirkungen soziogener Faktoren auf die Bildungslaufbahnen von Kindern und Jugendlichen ethnischer Minderheiten an den Nahtstellen Schulartwechsel und Einstieg in die Arbeitswelt* (Effects of social factors on the education careers of children and youths from ethnic minorities at the interfaces of change of school type and entering the world of work), in: W. Gröpel (ed.), pp.213-267. [PUBAT0023]

<sup>92</sup> Olechowski, R., G. Hanisch, T. Katschnig, G. Khan-Svik and E. Persy (2002) *Bilingualität und Schule - Eine empirische Erhebung an Wiener Volksschulen* (Endbericht) (Bilingualism and school - an empirical survey at Vienna primary schools. Final report), in: Weidinger, W. (ed.) (2002)

proficiency assessments with first and fourth grade pupils with German, Serbian/Bosnian/Croatian or Turkish as their first language. one has to note that the sample is not very large (265 first graders and 416 fourth graders of all three language groups together) and the assessment is based on a non standardised test. However, with this qualification, the findings show a significant positive effect of nursery school attendance on the language proficiency of children whose first language is not German.

## 6.12.2. Austria in international comparison: PISA

The considerations presented in the section dealing with education statistics invite an interpretation of the participation of alien students in different school types as indication of the (lack of) success of migrants in education. A more direct evaluation of the achievement of different groups in the education was taken in a large scale international study. In 2000, Austria participated in the OECD Programme for International Student Assessment (PISA). The PISA study aims at investigating “how well young adults, at age 15 and therefore approaching the end of compulsory schooling, are prepared to meet the challenges of today’s knowledge society” (OECD 2001, p. 14).<sup>93</sup> PISA 2000 used written tasks designed to measure students’ performance in the domains of reading literacy, mathematical literacy and scientific literacy, with a primary focus on reading. Background information was collected by means of questionnaires completed by students and school principals. The background questionnaire asked students for information on – among other factors – their and each of their parents’ place of birth and the language they spoke at home most of the time. The sample for Austria included 4,745 pupils from 213 schools.<sup>94</sup>

A comparison of the performance of first generation students (i.e. students born in the country where the assessment took place but whose parents were born in another country) and non-native students (both the students and their parents were born in another country) with that of native students reveals comparatively large and statistically significant differences – in favour of native students – in most of the countries where the relevant populations constitute at least 3 percent of the students assessed in PISA 2000. Still a few countries stand out because they appear to avoid these differences. Austria is clearly not included in this group. The PISA study states that

“Students who were born outside the country [...] tend to have lower scores than their native peers in most countries, *even after accounting for all other factors*. [...] On average across all countries, the gap is about 26 points. However, the size

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Bilingualität und Schule 2. Wissenschaftliche Befunde (Bilingualism and school 2. Scientific findings), Vienna: öbv&hpt Verlag, pp.8-63. [PUBAT0032]

<sup>93</sup> Cf. OECD (2001), Knowledge and Skills for Life. First Results from the OECD Programme for International Student Assessment (PISA) 2000, available at: <http://www.pisa.oecd.org/knowledge/download.htm>, as [http://www.pisa.oecd.org/Docs/Download/PISA2001\(english\).pdf](http://www.pisa.oecd.org/Docs/Download/PISA2001(english).pdf), (27.09.2002). [PUBAT0031], [NFPAT0176]

<sup>94</sup> Adams, R. and M. Wu (eds.) (2002), PISA 2000 Technical Report. OECD, available at: <http://www.pisa.oecd.org/pisa/outcome.htm>, (2.10.2002) [PUBAT0001]. Information on sampling procedure in Austria: <http://www.pisa-austria.at/pisa2000/sampling/index.htm>, (2.10.2002). [NFPAT0180]

of the gap varies substantially. In *Austria*, Liechtenstein, Mexico and Switzerland, the gap is more than 50 points [namely 56.8 points in Austria according to Table 8.2., p. 309], i.e., more than half the standard deviation on the combined reading literacy score, whereas in the Czech Republic, Portugal, the Russian Federation and the United States, the gap is less than 10 points and not statistically significant.” (OECD 2001, p.194, emphasis added)

A similar observation holds for a comparison based on language between students who do not speak the majority language at home with those who do. In Austria, minority language students are 2.3 times as likely to be among the 25 percent lowest performers in reading literacy as those students who speak the language of the assessment most of the time (OECD 2001, Table 6.11, p.294).

Another family background factor that was found to be highly influential on students performance was socio-economic status as measured by parents’ occupational status. Whereas an increase in the applied index by one standard deviation is associated with an increase of approximately 28 points in the combined reading literacy scale at OECD average, the effect amounts to almost 51 points in Austria.<sup>95</sup> As the average migrant parents have a lower income than the average Austrian parents,<sup>96</sup> the PISA results that the Austrian education system does not perform optimally in protecting migrant children from the multiple risk arising from being of foreign descent, speaking a different language than German, and having low socioeconomic status at the same time.

### **6.12.3. The special situation of Roma children**

The Roma constitute a group that is particularly vulnerable to discrimination including discrimination in education. Information on the education situation of Roma in Austria cannot be drawn from full scale statistics. This study has to rely on self reports of Roma organisations as well as academic writings, mostly in the form of unpublished M.A. or doctoral theses, some of them including small scale quantitative information.

One of the few sources of information on the situation of Roma in education in Austria is an master thesis written at the University of Vienna.<sup>97</sup> The author treats the situation of Roma children at Austrian schools from the perspective of a teacher experienced in work in the learning aid project of Romano Centro in Vienna. Ulrich-Hinterecker (2000) includes an overview of what little information concerning education is contained in previous work on Roma in Austria.<sup>98</sup>

Regulations concerning compulsory schooling never in the 18th, 19th and early 20th century seem to have been seriously applied to Roma children. In 1938, the governor of the Burgenland province, Tobias Portschy, had banned Roma children from schools in this province altogether even before such a move was demanded by the government of

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<sup>95</sup> OECD (2001), p.194 and Table 8.2, p.309. [PUBAT0031]

<sup>96</sup> See Table 13 in the appendix.

<sup>97</sup> Ulrich-Hinterecker, D. (2000) Romakinder an der österreichischen Schule (Roma children at Austrian school),master thesis, University of Vienna. [PUBAT0041]

<sup>98</sup> Ibid., pp.109ff.

Nazi Germany. A considerable share of the survivors of the Nazi genocide presumably could not read or write. In post war times, Roma children became integrated into the school system little by little. In Unterwart for instance, Roma children went to school with non-Roma children for the first time in 1952.<sup>99</sup>

In 1979, Claudia Mayerhofer<sup>100</sup> stated “that the children from gipsy settlements displayed a disproportionate share of children repeating school years of going to special needs schools.<sup>101</sup> Based on an investigation of the situation in four Burgenland communities, Meusburger (1980) pointed out that Roma children never went beyond compulsory education, and many did not obtain a school completing certificate (*Hauptschulabschluss*). In the mid 1980s, about one third to half the Roma children received their education in special needs schools rather than regular schools.

The Roma were the last of the autochthonous minority groups to be recognised so far in Austria, which happened in 1993. Roma also make up for an unknown proportion of the migrant population in Austria, with the former Yugoslavia as most important country of origin.<sup>102</sup> In spite of the lack of quantitative information, the marginalisation of the Roma in Austrian society is evident and problems in the education sector are known, in particular a high risk of being sent to special needs schools.

In recent years, joint activities between Roma organisations and academic linguistics contributed a lot to raising awareness for the Romani language.<sup>103</sup> Organisations of the Burgenland Roma are involved in the standardisation process that is considered necessary in order to create school teaching material that allows its integration into the Austrian school system for the Romani language, which has no written tradition.<sup>104</sup> Also, a special learning assistance project for Roma children in the Burgenland was started already in 1989.<sup>105</sup> The project is obviously a success, as the Council of Europe<sup>106</sup> welcomes the fact

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<sup>99</sup> Ibid., p.113.

<sup>100</sup> Mayerhofer, C. (1979) Probleme der Erziehung und Unterrichtung von Zigeunerkindern. Bericht über einen internationalen Pädagogenkongress in Ungarn. (Problems of education and instruction of gipsy children. Report on an international pedagogues' congress in Hungary.), in: Das Menschenrecht 34(2), p.4. [PUBAT0030]

<sup>101</sup> „Die Kinder aus geschlossenen Zigeunersiedlungen [...] weisen unverhältnismäßig viele Repetenten und Sonderschüler auf“, Mayerhofer 1979:4, quoted according to Ulrich-Hinterecker 2000:109.

<sup>102</sup> According to the “Romano Centro”, an organisation based in Vienna that is open to “new” and “old” minority Roma in Austria [NFPAT0023], cf. Erich, R.M. (s.a.) Bericht über die Lerngruppen des Romano Centro in Wien (Report on the learning groups by the Romano Centro in Vienna), available at:

[http://www-gewi.kfunigraz.ac.at/romani/lern\\_hilfe/lernhilfe\\_rc01.de.html](http://www-gewi.kfunigraz.ac.at/romani/lern_hilfe/lernhilfe_rc01.de.html), (11.04.2003).

[PUBAT0013]

<sup>103</sup> See the homepage of the Romani Project at the University of Graz,

<http://www-gewi.kfunigraz.ac.at/romani/display.en.html>, (15.04.2003). [NFPAT0026]

<sup>104</sup> Cf.: [http://www-gewi.kfunigraz.ac.at/romani/lern\\_roman/start.de.html](http://www-gewi.kfunigraz.ac.at/romani/lern_roman/start.de.html), (20.04.2003).

<sup>105</sup> Cf.: Grandtner, G. (s.a.) Lern- und Freizeitbetreuung (Learning and spare time care taking), available at: [http://www-gewi.kfunigraz.ac.at/romani/lern\\_hilfe/lernhilfe\\_vr01.de.html](http://www-gewi.kfunigraz.ac.at/romani/lern_hilfe/lernhilfe_vr01.de.html), (11.04.2003). [PUBAT0021]

<sup>106</sup> Council of Europe, Advisory Committee on the Framework Convention for the Protection of National Minorities (2002), Opinion on Austria; paragraphs 23, 31, 32, 57, 67; available at:

that in the Burgenland the situation has greatly improved in this respect as a result of the determined efforts of the authorities in recent years and suggests that other regions could learn from that example.<sup>107</sup> Also in Vienna, a prize winning<sup>108</sup> learning aid project for Roma children is in place. In this project, Roma women who themselves went to school in Vienna are especially trained to both assist children with their learning situation and help to bridge communication gaps between Roma parents and Austrian school teachers. In the “special learning assistance project for Roma children in Vienna” university students support Roma pupils and keep contact with their teachers. The situation of Roma children in Vienna also is the subject of a sociological dissertation.<sup>109</sup> In spite of all the mentioned improvements to the situation of Roma, many still prefer to keep their identity hidden.

## 6.13. TEACHING MATERIAL

Text books and other teaching material at use in Austrian primary and secondary schools must conform to the curriculum for the relevant grade, and be appropriate for pupils of this grade.<sup>110</sup> The basic responsibility for choosing appropriate teaching material according to the text of the law is with the teacher, who can theoretically rely on his/her own judgement, or use material that has been approved of by the Ministry of Education,<sup>111</sup> which is the path usually taken in practice. The Ministry installs committees of experts who decide on the appropriateness of teaching material.<sup>112</sup> The committees are required to watch over the fulfilment of certain criteria. The equal treatment of men and women is explicitly mentioned<sup>113</sup> as a point the committee should pay attention to. Other forms of discrimination are not explicitly mentioned, but it can be presumed that the “*Vermittlung demokratischer Einstellungen*”<sup>114</sup> (“Conveying of democratic attitudes”) which is demanded from the teaching material also requires it to be non-discriminatory.

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[http://www.bka.gv.at/bka/service/publikationen/volksgruppen/rahmenkonvention\\_pruefbericht\\_en.pdf](http://www.bka.gv.at/bka/service/publikationen/volksgruppen/rahmenkonvention_pruefbericht_en.pdf), (24.03.2003). [PUBAT0010]

<sup>107</sup> See also: Verein Roma (s.a.) Erfolgreiche Lernhilfe für Roma-Kinder (Successful learning assistance for Roma children), available at: [http://www-gewi.kfunigraz.ac.at/romani/lern\\_hilfe/lernhilfe\\_vr02.de.html](http://www-gewi.kfunigraz.ac.at/romani/lern_hilfe/lernhilfe_vr02.de.html), (11.04.2003). [PUBAT0043], [NFPAT0111]

<sup>108</sup> See Erich, R.M. (s.a.) op cit. [PUBAT0013], cf. also

[http://www.livetogether.at/wif\\_site/wif\\_pages/Presse\\_20\\_down.html](http://www.livetogether.at/wif_site/wif_pages/Presse_20_down.html), (11.04.2003). [NFPAT0066]

<sup>109</sup> Supper, S. (1998) Von traditionaler Lebensform direkt in die Postmoderne? Bildungseinstellungen, Akkulturationsmuster und Identitätsaushandlungsprozesse am Beispiel von Roma-Familien (From traditional form of living directly to post modernism? Attitudes towards education, patterns of acculturation and processes of negotiating identity using the example of Roma families), Doctoral dissertation, University of Vienna. [PUBAT0040]

<sup>110</sup> Art 14 sec 2 School Education Act (Schulunterrichtsgesetz), Österreich, BGBl 472/1986 (05.09.1986), latest amendment Österreich, BGBl 78/2001 (12.07.2001).

<sup>111</sup> Art 14 sec 4 leg. cit.

<sup>112</sup> Art 15 leg. cit.

<sup>113</sup> Art 9 sec 1 No 1 sub-section i) of the ‘Verordnung des Bundesministers für Unterricht und Kunst über die Gutachterkommissionen zur Eignungserklärung von Unterrichtsmitteln’ (Decree by the Federal Minister of Education and Art concerning the experts’ commissions for declaration of appropriateness of teaching material), Österreich, BGBl 348/1994 (10.05.1994), latest amendment Österreich, BGBl II 248/1998 (29.07.1998).

<sup>114</sup> Ibid., sub-section f).

A regular monitoring activity on the part of civil society actors is carried out by a branch of the lay organisations within the Austrian Catholic Church, the *Katholischer Familienverband der Erzdiözese Wien* (Catholic families' association of the arch-dioceses of Vienna), who publish their assessment of frequently used text books on the internet and also get in touch with publishers to point out shortcomings, including insensitive or discriminatory features of text books, in particular with regard to language use, as with the notorious term "Neger" for the Black or in uncommented application of the national socialist label "*Reichskristallnacht*" to the pogrome of November 9, 1938.<sup>115</sup> This activity has been conducted for more than 20 years already and has served as a source of information for other civil society actors.<sup>116</sup> Academic research into the content and ideologies of textbooks is scarce in comparison to their importance in constituting the "hidden curriculum" in Austrian schools, according to Efinger (1999).<sup>117</sup> Efinger (1999) conducted a study of books used in Austrian primary schools, comparing the portrayal of "old", autochthonous, and "new", migrant ethnic minorities. She found that many textbooks transported clichés on ethnic minorities. Efinger and Englisch-Stölner (2001)<sup>118</sup> point out that the differences between the Austrian majority and migrant minorities are described from a majority perspective and characterised as problematic, whereas autochthonous minorities are characterised in terms of folklore. The approach of a comparison between cultures as pursued in the school books is found to be usually connected to a value judgement from an ethnocentric perspective. For instance, patriarchy is usually discussed exclusively in the context of migrants and Islam, but not in the context of the majority culture.<sup>119</sup>

As for current discriminatory content detected in teaching material, besides the continued usage of the "Coffee-catch" mentioned above, ZARA reports a complaint on a university level medical textbook published by the "Facultas" publishing house which closely cooperates with the teaching faculty of the University of Vienna.<sup>120,121</sup> A condition that is considered pathological in general is described as "*bei Negern physiologisch*" ("physiological in negroes").<sup>122</sup> Upon a complaint by ZARA, the director of the

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<sup>115</sup> Blütenlese und Lob (Selection of shortcomings and praise),

<http://www.familienverband.at/Information/blueten.htm>, (20.04.2003). [ACTAT0001]

<sup>116</sup> Cf. Sorge, B. (2000) „Zehn kleine Negerlein“? ("Ten little negroes"?), *STIMME von und für Minderheiten* 36, available at: <http://www.initiative.minderheiten.at/Zeitschrift/stimme36e.htm>, (03.10.2002). [PUBAT0035], [PUBAT0050]

<sup>117</sup> Efinger, K. (1999) *Die Darstellung ethnischer Minderheiten in österreichischen Schulbüchern der Grundstufe* (The portrayal of ethnic minorities in Austrian school books for primary school), unpublished M.A thesis, University of Vienna. [PUBAT0102].

<sup>118</sup> Cf. also Efinger, K. and D. Englisch-Stölner (2001) *Nationale Schule – Schule der Nation. Ein kritischer Blick auf österreichische Schulbücher* (National school – school of the nation. A critical look at Austrian school books), in: *Erziehung und Unterricht* 9-10/01, pp.1103-1112. [PUBAT0103]

<sup>119</sup> As an example, a history textbook for use in the second year of lower secondary schools is quoted, namely Lemberger, M., *Durch die Vergangenheit zur Gegenwart* (Through the past to the present), Klosterneuburg: Österreichischer Agrarverlag.

<sup>120</sup> ZARA (2003) *op.cit.*, p.30. [PUBAT0045]

<sup>121</sup> Bankl, Hans (1998) *Arbeitsbuch Pathologie – Einführung in die Pathologie. Facultas Studienbücher Medizin, Band 10* (Workbook pathology – introduction to pathology. Facultas medical textbooks, Vol. 10), Vienna: Facultas. [PUBAT0002], [NFPAT0181]

<sup>122</sup> *Ibid.* p.45.

publishing house apologised and asserted that this expression would be removed in a new edition.

## **6.14. DATA THAT IS NON-EXISTING OR NOT AVAILABLE**

Summing up the discussion of the data situation in the previous sections, the Austrian NFP can describe the situation as follows: The groups of old and new minorities are visible in statistics to different degrees. The politics concerning recognised autochthonous minority groups involve the respect for the freedom to keep ethnic identity private. Concepts for the extension of recognised ethnic minority groups cannot be built on full scale quantitative ethnic monitoring in the current situation. Data on migrants is incomplete insofar as the set of persons with a foreign citizenship and the set of migrants overlap only partially. With growing numbers of migrants obtaining Austrian citizenship, the intersection will grow smaller and smaller. In the case of migrants, the policy of not documenting migrant status or migrant descent as such seems to be driven not so much by respect for privacy but by lack of interest in making the status of Austria as a country of immigration evident.

These general characteristics of Austrian statistics are also found in education statistics. Education statistics, in addition to citizenship, also contain language data that are specifically designed to document migrant but not autochthonous minority children. The information possible to extract from education data collected in Austria by combining citizenship and/or language with the large variety of other education variables is only partly published and therefore easily accessible.

## **7. Supporting diversity and reducing discrimination**

Initiatives for supporting diversity and reducing discrimination are mostly started by civil society actors. The existence of supranational initiatives also plays an important role for anti-discrimination initiatives in Austria. For programmes initiated at EU-level, Austrian state institutions often act as intermediaries between the EU and civil society actors in Austria. The field of education is to a large extent dependent on the state as the key actor that sets the framework conditions, runs most of the schools and allocates money to research and other projects. As a result, civil society and state efforts are strongly intertwined in initiatives to support diversity and reduce discrimination in the education sector in Austria.

### **7.1. ANTI-DISCRIMINATION LEGISLATION**

Austria did not introduce anti-discrimination legislation concerning education on its own initiative. Soon Austria will have to transpose the two anti-discrimination directives 2000/43/EC and 2000/78/EC. At the time of writing this report, i.e. the end of May, 2003, no draft legislation has been made public, and no other form of public discourse preparing for the transposition has been conducted, either. Accordingly, the Austrian NFP cannot report on activities based on anti-discrimination legislation. The absence of court cases concerning discrimination in education that was mentioned before can be assumed to be connected to the lack of applicable legal provisions, considering the existing complaints about discrimination

### **7.2. NEW POLICIES AND LEGISLATION WITH RESPECT TO EQUALITY IN EDUCATION**

No new policies and legislation with respect to equality in education were introduced recently. The existence of the Bureau of Intercultural Education<sup>123</sup> within the Federal Ministry of Education, Science and Culture continues to be of importance. The Bureau is not only involved in the publication of the special statistics on children with first language other than German and on native language instruction referred to above, but also takes care of distributing information in several directions. One group that is targeted are parents who are not reached by the information flow in German. Leaflets informing about the education system in Austria are published and kept up to date in various languages, most recently Albanian was added. Teachers and school principals are provided with information relevant to their work in multilingual and multicultural schools and classrooms. A new publication concerning primary school beginners speaking a foreign language, co-authored by experienced teachers, teacher trainers and academic experts, is intended to supply teachers and school principals of primary schools with up to

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<sup>123</sup> Cf. <http://www.bmbwk.gv.at/start.asp?OID=1593&isIlink=1&bereich=3&gwort=>, (29.05.2003).

date and practical information ranging from legal information to suggestions for classroom activities.<sup>124</sup>

### **7.3. CURRENT INITIATIVES AND GOOD PRACTICES**

The lack of an outspoken anti-discrimination policy in education goes together with a variety of initiatives and good practices that are impossible to oversee completely and to do justice to. This section presents a selection of examples from three areas. The first area concerns initiatives that aim at anti-racist, anti-discriminatory education in Austria's schools. Second, also targeting pupils in their school environment, projects dealing with Austria's history in relation to National Socialism are described. The third area involves initiatives concerning education but trying to find their target groups outside the established institutions of school education.

#### **7.3.1. Initiatives for anti-discrimination education in Austrian schools**

The examples of good practice in this section concern anti-discrimination or anti-racism as a target of education.

The project "School without Racism" is established in two federal provinces – the City of Vienna and Styria.<sup>125</sup> The project is connected to the international network of the same name. The continued existence of this project over a several years can be considered a sign for its high quality. Evaluation from an academic perspective carried out by the Department of Psychology at the University of Vienna accompanies the project. The target groups are both organisations (schools offering education from grade seven to thirteen) and individuals (pupils attending grade seven to thirteen as well as teachers). Schools or teachers interested in the project contact the NGOs involved. They have a catalogue of minimum standards required for participation in the project. Pupils, teachers and the NGOs work out an individual project schedule for one academic year. It is especially important that the pupils get actively involved. The project consists of at least sixteen lessons and eight extra-curricula modules. The activities are documented and presented at the end of the project. Afterwards the participating school is awarded the label "school without racism". The objectives are twofold: Firstly, sensitisation and awareness-raising among pupils for the issues of violence, racism and other forms of social exclusion. Secondly, academic and extra-curricula projects are connected by offering project oriented action alternatives in the framework of the living and working space school. In Vienna the project is carried out by "asylum co-ordination Austria" (*asylkoordination österreich*) and supported by the Vienna Integration Fund (*Wiener Integrationsfonds*) as well as the Federal Ministry of Education, Science and Culture/Department Civic Education (*Bundesministeriums für Bildung, Wissenschaft und*

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<sup>124</sup> Federal Ministry of Education, Science and Culture (2002) Den ersten Schritt gehen wir gemeinsam. (We are taking the first step together), Vienna, available at: <http://www.bmbwk.gv.at/start.asp?isIlink=1&bereich=3&l1=&l2=&l3=&OID=8440#>, (29.05.2003). [PUBAT0018]

<sup>125</sup> Cf. <http://www.asyl.at/sor/projekt.html>, (29.05.2003). [ACTAT0005]

*Kultur/Abteilung Politische Bildung*). In Styria the NGO “Working group youth against violence and racism” (*ARGE Jugend gegen Gewalt und Rassismus*) is responsible for the project and is supported by the government of Styria and the Federal Ministry. The process of networking between GOs and NGOs is an important aspect of this project.

Another project that has been in the beginning phase in the reporting period involves a similar composition of actors, this time in connection with the European Peer Training Organisation EPTO and the Anti-Defamation League ADL.<sup>126</sup> Peer training projects are based on the experience that people have an easier time accepting new ideas when they are communicated by somebody their own age. The project wants to win young people over for the enterprise of bringing anti-racist ideas into every day life in schools. Teachers as well as pupils receive special trainings. The pupils will act as peers offering trainings and workshops to their fellow pupils.

The next example was chosen as it constitutes a concrete effort to support teachers active in Austrian schools in their daily work by providing them with good teaching material. The *Initiative Minderheiten* (a platform for minorities in Austria) has developed a media package called *Minderheitenbox* for higher general secondary school, higher-level technical and vocational colleges and for adult education. This box includes a variety of material about ethnic and social minorities in Austria. Innovative methods should help to especially work with young people on topics such as “racism” and “xenophobia”. The methodologies of intercultural education and media pedagogy are used to bring the topic closer to young people. The *Minderheitenbox* has been on sale to schools since autumn 2001.

### **7.3.2. School education and the NS past of Austria**

Several projects are looking for ways to convey to today’s children what the NS-regime was like and how the past is connected to the presence. This section mentions two which were recently initiated.

The project “National Socialism and the Holocaust: Memory and the Presence”<sup>127</sup> is geared towards teachers and offers support in efforts towards a way of teaching that avoids the risk of merely defensive reactions by pupils to the topic. Methods applied in the project are in-service teacher training seminars, networking with research institutions and school authorities, and collection of teaching material. The project was initiated by teachers, starting from the experience that teaching on National Socialism and the Holocaust in practice often fails to reach the intended aims. It is supported by the Federal Ministry of Education, Science and Culture.

One way to bring pupils in touch with history is by bringing them in touch with witnesses of these times who share their personal experiences with them. The Department of Civic Education within the Federal Ministry of Education, Science and Culture plays an important role in this field. As time proceeds, fewer and fewer people survive to do so. In

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<sup>126</sup> Cf. <http://www.politische-bildung.at/content/1270.html?back=64.html>, (29.05.2003). [NFPAT0128] The project is also supported by the Federal Ministry of Education, Science and Culture.

<sup>127</sup> Cf. <http://www.erinnern.at>, (22.04.2003). [NFPAT0175]

2003, a large scale project “Letter to the Stars”<sup>128</sup> tried to involve a great number of pupils with the personal history of victims of the Holocaust by distributing the data of thousands of individual victims to pupils across Austria and inviting them to dedicate their time and thoughts to the fates of these individuals. 15.000 pupils in 500 schools were participated. The project received a lot of public attention, but it was criticised for superficiality and accused of sensationalism.<sup>129</sup>

The discussion illustrates a basic difficulty that is associated with many projects – the tension between the aim of quality and the aim of reaching a broad audience. The lack of a large-scale anti-discrimination policy in education that might unite quality and quantity on the basis of continuity is painfully evident.

### 7.3.3. Providing for the needs of vulnerable groups outside the school system

The data discussed above indicate that the school education system does not manage to counteract inequality satisfactorily. The community initiative EQUAL directed against discrimination in the labour market<sup>130</sup> has made possible a number of projects that address the education/qualification aspect in connection with access to the labour market for migrants and asylum seekers.

The development partnership “*Qualifikation stärkt*” (“Qualification strengthens”)<sup>131</sup> aims at improving the opportunities for adult migrants in the city of Vienna to access or re-enter the labour market. The project involves measures to increase the awareness for existing individual resources and skills, counselling in further education and support in gaining recognition for education acquired outside of Austria, training of basic skills (directed in particular towards migrant women who are victims of domestic violence), and measures to further an intercultural opening-up of institutions of vocational adult education. A similar project in the federal province of Styria is called “*Obersteirische Initiative zur interkulturellen Öffnung der Region*” (“Initiative for the intercultural opening of the region Upper Styria”).<sup>132</sup> This project includes a focus on research on the situation of migrants in this region in the labour market.

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<sup>128</sup> Cf. <http://www.lettertothestars.at>, (13.03.2003). [ACTAT0002]

<sup>129</sup> Cf. the discussion conducted at <http://www.diejuedische.at>, (06.05.2003). [PUBAT0047]

<sup>130</sup> For an overview see: EQUAL Büro Österreich (2002) EQUALdirectory. Die österreichischen Entwicklungspartnerschaften Antragsrunde 2001. (The Austrian development co-operations. First funding round 2001), Vienna, available at: [http://www.equal-esf.at/new/equartal/\\_EQUARTAL1\\_WEB.pdf](http://www.equal-esf.at/new/equartal/_EQUARTAL1_WEB.pdf), (09.05.2003). [PUBAT0012], [NFPAT0168].

<sup>131</sup> Cf.: [http://www.wif.wien.at/wif\\_site/wif\\_pages/bi\\_qual\\_01\\_down.html](http://www.wif.wien.at/wif_site/wif_pages/bi_qual_01_down.html), (08.05.2003). [ACTAT0004]

<sup>132</sup> Cf.: [http://www.isop.at/eu\\_projekte/eu\\_projekte.htm](http://www.isop.at/eu_projekte/eu_projekte.htm), (09.05.2003). [NFPAT0103], [ACTAT0003]

## 8. Analysis

In the introduction the question was raised in how far membership of one of the groups of minorities, migrants or non-nationals restricts an individual's education opportunities. The answer to the question is based on the different sources of evidence described in the previous sections of this report. We will draw on an evaluation of the existing legislation and policies, on interpretation of statistical data, reports of experiences of discrimination, a synopsis of recent research, and we can interpret the existing initiatives and good practices as hints towards existing problems.

The law guarantees equal access to education for all. In regard of the legal situation, gross institutional discrimination is not characteristic of the Austrian education system. When looking at the regulations providing for the needs of migrants and minorities in more detail, contradictions become evident. Concerning the six recognised autochthonous minorities, the basic guarantee of the right to education in the minority language laid down in the State Treaty of Vienna is implemented in legislation in only two of the three federal provinces which are mentioned in the State Treaty: thus, minority language education exists in Carinthia and Burgenland, but not in Styria. As for provisions regarding the children of migrants, the introduction of the integral educational principle of intercultural education into the curricula is in contrast with the lack of an accompanying introduction of obligatory training for it into the curricula of pre-service teacher training and the lack of a control mechanism for compliance with the principle. The declared belief in the importance of native language education for children whose first language is not German that is signalled by the introduction of these classes into regular curricula stands in contrast with the marginal status attributed to them as voluntary subjects. The accumulation of contradictions of this type, contradictions between a declaration of intent conveyed in a basic provision on the one hand and the lack of an effective implementation on the other hand, is certainly conspicuous.

The actual effects of the legal situation on the education of migrants and minorities can only partly be assessed due to under-documentation of the groups in question. One thing is for sure, namely that inequality in education has not been eradicated by the provisions. The rates of participation in different types of school, the information on levels of education from the labour force survey, the results of the PISA study all show the existence of a difference between native Austrians population and the migrant population – in the direction of a disadvantage for the migrant population. Can this difference be traced back to other differences between the two population groups?

## 8.1. CONNECTIONS BETWEEN DIFFERENT GROUNDS OF DISCRIMINATION

The two groups<sup>133</sup> of native Austrians and migrants differ in socio-economic respect, the socio-economic status of the migrant population being lower. The PISA study has confirmed that the socio-economic family background of pupils has a high influence on performance of pupils in Austrian schools, which is an undesirable effect for a school system that wants to provide equal opportunities. The disadvantage resulting from low socio-economic status therefore is one of the factors influencing education opportunities of migrants in a negative manner. The PISA study also states that the difference in socio-economic background only explains part of the difference in results between migrant and native Austrian population.

The statistics also provide some evidence into differences inside the group of migrants. This evidence concerns the citizenship and therefore indirectly the country of origin. A comparison between citizens of former Yugoslavia and citizens of Turkey always reveals a disadvantage for Turkish citizens. Citizens of Turkey who migrated to Austria not only have the lowest socio-economic status, they also have the lowest level of education. Education research like the PISA study has shown that not only the socio-economic status, but also the level of education of pupils' parents is of influence on their educational success in Austria. This feature of the Austrian education system is another factor that has a negative influence on the chances that children from migrant backgrounds stand to achieve educational success, and it therefore is a risk factor that is transmitted from generation to generation.

Another difference between the migrant population and the native Austrian population which must be taken into account concerns language. The right to education in the first language, if discussed at all in context of persons whose first language is not German, is restricted to Austrian citizens belonging to those ethnic minority groups for whom a minority schools act is implemented. The weak status of the native language programmes for migrants is expected to have harmful consequences on the proficiency of the pupils in this language from the point of view of linguistics. Children seem to have an extremely good sense of the social status of a language. If speaking a language has low prestige, this will reduce its attraction, and children will not fully acquire it. This in turn can have negative consequences on their acquisition of German as a second language. In this way, bilingualism that is a common trait for a large part of the world's population and a matter of pride for speakers of prestigious languages can turn into a problem, as lack of proficiency in German is a clear obstacle to success in an education system where it is the language of instruction. Shifting focus from the pupils to their parents, who even more often have problems with the German language in case they are first generation migrants, reveals another difference between migrant and majority populations. A language barrier exists for the communication between actors in the education system and parents of migrants, but not parents of German speaking Austrians – especially as long as the actors in the education system are German speaking Austrians themselves.

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<sup>133</sup> The discussion from now on is restricted to comparing the Austrian and migrant populations.

## **8.2. RELATIONS BETWEEN EDUCATION AND (UN)EMPLOYMENT**

Employment statistics show higher unemployment rates for foreign nationals from countries of migration than for Austrian citizens (cf. Tables 14 and 15 in the appendix). One should be cautious with premature conclusions about possible causal relations between the high unemployment rates and the low education levels of migrants as a group in Austria. In general it is true that higher education levels go together with lower unemployment rates, but this is not necessarily true for all groups of the population if other factors intervene. As pointed out before, differences within the group concerning the residential status or cause of presence of foreign nationals are not visible in the statistics and therefore cannot be quantified. The education levels of refugees often are a lot higher than those of persons with a background in labour migration, but this does not seem to protect them from unemployment. In part this is related to the difficulties associated with obtaining formal recognition for qualifications obtained outside of Austria. Still it is questionable that increased levels of education will automatically reduce unemployment for the migrant population. Presumably, other factors of discrimination are involved in the labour market, too.

## **8.3. GROUPS VULNERABLE TO RACISM AND DISCRIMINATION IN EDUCATION**

Without having been able to identify in every detail the exact mechanisms behind the different success of native and migrant population, this report has shown that the migrant population suffers from disadvantages in the education system in Austria. The data survey has shown that the Turkish population is affected more severely than the population from former Yugoslavia. Low socio-economic status and low education level of parents are risk factors in the Austrian education system.

The identification of particularly vulnerable groups cannot be carried out solely on the basis of statistics, for reason of the shortcomings associated with them. Neither can it be carried out on the basis of a quantitative analysis of data on specific acts of discrimination, because there is no such data. Furthermore, there are no court cases on discrimination in education to be analysed. Also, the scope of the research into the education situation of migrants in Austria that is known to the NFP is too restricted to allow firm conclusions. The ZARA racism report suggests that the area of education is no exception to general racist, xenophobic and anti-Semitic tendencies observed in Austria.

Members of vulnerable groups affected by discrimination raise their own voices and find allies among state or civil society actors to bring their cause to public attention. The identification of Roma as a vulnerable group is based on such an alliance. Besides the activities of national institutions and NGOs working in this field, the interest of international actors like the Council of Europe in their cause played an important role in first improvements of the Roma's situation. The Jewish Faith Community speaks out about the financial problems connected to their education programs. The Initiative of Muslim Austrians is active to make cases of discrimination known.

Yet, the most acutely affected by discrimination in education within each of these groups are children, and not all of them have adult relations to speak up for them. Campaigns by refugee aid organisations point to the particularly vulnerable position of unaccompanied minor refugees in Austria. A special strain under the EQUAL programme dedicated to this group also underlines the perceived need for action.

## 9. Summary and Conclusions

The Austrian education system takes pride in its high quality. Free access to school level education and a heavily subsidised text book programme are characteristic of a policy of equal opportunities. The quality of public schools is widely appreciated, such that the number of private schools remains low, segregation along the public – private division and the erection of financial barriers are not characteristic of the Austrian education situation.

Still, pupils' socio-economic background, as well as the level of education of their parents strongly influence their chances to do well in school and achieve a high level of education. Both low socio-economic status and low parental education level are factors that put migrant children in Austria at risk in education in Austria. Data show that migrant children actually perform less well than their Austrian age mates. Research suggests that the two mentioned factors alone do not suffice to explain the difference in education achievements.

Legal provisions concerning linguistic and cultural diversity in education suffer from a tension between high aims declared in principle and insufficiently effective implementations which are liable to provide another blow to equal opportunity, next to the sensitivity to socio-economic and educational background. Teacher training apparently lacks sufficient preparation for dealing with multilingual and multicultural classrooms. The continued over-representation of children whose first language is not German in special needs schools suggests that the means at the disposal of teachers in primary schools in large parts of Austria fail to provide for the educational needs of this group.

Pupils and teachers cannot get back to a general anti-discrimination legislation in Austria or to an outspoken anti-discrimination policy in the area of education. The implementation of good practices is made possible by joint efforts of civil society actors, and national and international stakeholders.

## 10. Annex 1: Background information

### 10.1. DIVERSITY IN THE RESIDENT POPULATION OF AUSTRIA

The most complete survey of the population resident in Austria is the census carried out every ten years. The census collects from the entire resident population, among other data, information on citizenship, country of birth, and the language(s) spoken in everyday life (*Umgangssprache*).

The published results of the latest census,<sup>134</sup> carried out in May 2001 by *Statistik Austria*, show that 8.9 percent or 710,926 out of 8,032,926 persons resident in Austria are not Austrian citizens. The nationalities include almost every country of the world. The largest groups of foreign nationals are citizens of Yugoslavia (Serbia and Montenegro) who number 132,975. All countries of the former Yugoslavia together (Serbia and Montenegro, Bosnia and Herzegovina, Croatia, Macedonia and Slovenia) make up for 322,261 people; or 4 percent of the resident population vic. 45.3 percent of aliens. The second strongest group are the citizens of Turkey, who count 127,226 (1.6 percent of residents or 17.9 percent of aliens), cf. Table 16.

Of course, the number of aliens only gives an approximation to the number of migrants in the sense of this report, as it includes people from a variety of backgrounds, with different reasons for and durations of residence in Austria. On the other hand, persons from a migration background who hold the Austrian citizenship do not figure in the count as such. The census also gives information on the country of birth. The results for country of birth differentiate between Austrian citizens and aliens. Among the 710,926 strong alien population, 116,015 or 16.3 percent are born in Austria and may be assumed to be second generation migrants. Obviously, the number of offsprings of migrants who hold Austrian citizenship is not recorded in this data. The percentage of Austrian citizens born outside of Austria is 5.6 percent (408,488 out of a total of 7,322,000 Austrian citizens) and presumably includes a substantial number of residents who came to Austria as aliens, but also people born as Austrian citizens abroad. Table 17 in the appendix also gives the number of residents from Eastern European states, a group that has grown in recent years whereas the population from former Yugoslavia and Turkey stagnates or decreases.<sup>135</sup>

The census also gives account of the various languages that are spoken in Austria besides German and the number of their speakers. 88.6 percent of the resident population declared German to be their language of everyday use (*Umgangssprache*), 917,146 or 11.4 percent of the resident population usually speak other languages. The presence of migrants from former Yugoslavia and Turkey is reflected in the substantial numbers of

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<sup>134</sup> Statistik Austria (2002) Volkszählung 2001. Hauptergebnisse I – Österreich (Census 2001. Main results I – Austria). Vienna. A read-only version is available at: <ftp://www.statistik.at/pub/neuerscheinungen/vzaustriaweb.pdf>, (03.04.2003). [PUBAT0039]

<sup>135</sup> Cf. Kytir, J. (2001) Zahl der in- und ausländischen Wohnbevölkerung (Size of the resident population, Austrian citizens and aliens), in: Biffel, G. (2001) Arbeitsmarktrelevante Effekte der Ausländerintegration in Österreich, Vienna: Wifo, p.48. [PUBAT0027]

speakers of Serbian/Bosnian/Croatian (343,484 or 4.3 percent of the resident population) and Turkish (183,445 or 2.3 percent).

The *Hauptverband der Sozialversicherungsträger* (Main association of social security bodies) edits an annual brochure<sup>136</sup> showing the average monthly income for both wage and salary earners in Austria, it differentiates between nationals and aliens, the latter are further broken down into Germans, former Czechoslovakians, former Yugoslavians, Polish, Rumanians, Turkish and Hungarians. The average income of all aliens was € 343 (17%) below the average income of the Austrians, for alien men it was € 503 (22%) and for alien women € 246 (16%). This difference can be explained by the segmentation of the labour market, where aliens are concentrated in low-wage industries. Alien male wage earners got € 289 (14%) less and alien male salary earners € 321 (12%) less than their Austrian peers. For alien women the difference in wages was only € 4 (0.4%) and in salaries € 69 (4%).

## 10.2. CURRENT LEGISLATION AND POLICY ON IMMIGRATION

The Second Republic of Austria started to actively recruit workers from abroad in the late 1960s. “Guest workers” mainly from Turkey and Yugoslavia were hired on a short term basis, their total numbers reached their peak of about 230.000 in 1973. An economic recession followed the oil crisis in 1973 and the trade unions demanded to reduce the number of migrant workers. In 1976, the Aliens Employment Act (*Ausländerbeschäftigungsgesetz*) came into force with the intention to stimulate rotation and remigration, nevertheless migrant workers perceived as temporary guests started to turn into immigrants. This process was first of all stimulated by employers who preferred already experienced labour to a constantly changing workforce, as well as by family reunion. The Aliens Employment Act (and its amendments) include a number of different types of work permits to regulate the influx of migrant workers in accordance with the economic situation. Due to the fall of the “Iron Curtain” and the war in Bosnia and Herzegovina the amount of migrants and asylum seekers again increased significantly in the late 1980s/ 1990s. The Residence Act (*Aufenthaltsgesetz*) was passed in 1992. The primary aim of this law was to restrict immigration by introducing an annual quota of residence permits, becoming even more restrictive in the late 1990s. This act introduced separate permits for residence and access to the labour market, which meant that not all individuals admitted to Austria were also allowed to work. Especially family members of migrant workers, among them primarily women, were affected by this regulation. Another provision of the act is the prerequisite of “living space in accordance with local custom” for being admitted to Austria for the first time and any further prolongation of

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<sup>136</sup> The calculations are based on: Hauptverband der österreichischen Sozialversicherungsträger (2001), Statistische Daten aus der Sozialversicherung: Verteilung der beitragspflichtigen Arbeitseinkommen nach Staatsbürgerschaft, Zusammenstellung, Berichtsjahr 2000, Table 3: Verteilung der beitragspflichtigen Monatseinkommen der Arbeiter und Angestellten (Einschliesslich Sonderzahlungen), Staatsbürgerschaft: Alle Ausländer, Berichtsjahr: 2000, Alle Wirtschaftsklassen (Distribution of monthly incomes of wage and salary earners subject to contributions (including special payments), Citizenship: All aliens, Reporting year: 2000, All economic sectors) and own calculations. (Table 13) [PUBAT0024]

the residence title. In 1997, the Aliens Act (*Fremdengesetz, Integrationspaket*) was amended. New types of residence permits were introduced; most importantly the law comprised regulations for “progressive residence security” of persons who have legally been living in Austria for at least five years. Persons living in Austria from early childhood on are generally protected from the termination of their right to residence. Furthermore, family reunion regulations were tightened.

Current legislation fits in with a longstanding political climate where immigration is mostly conceived of as a potentially dangerous matter that has to be constrained by strict legal barriers. The overall approach towards migrants and migration finds its expression in a set of amendments concerning the Alien Act 1997, the Alien Employment Act, and the Asylum Act 1997 which was promoted as ‘*Integrationspaket*’ (‘integration package’) which entered into force on January 1, 2003.<sup>137</sup> In order to receive a permit for long-term settlement, immigrants now have to provide evidence of a basic proficiency in German.

Austria’s geographical position in Central Europe made it both a country of transition and destination for asylum seekers especially from behind the “Iron Curtain”. The myth of an enormous number of people that crossed the Austrian border on foot within a short period of time and were greeted with a wave of helpfulness by the local population<sup>138</sup> came up in the 1950s and 60s. Individuals seeking refuge from communism were generally perceived positively in their longing for freedom. In the reporting period, the climate towards asylum seekers has become less friendly. According to the changes in the Asylum Act effective from January 1, 2003, the age of asylum seekers may now be ascertained by x-ray examinations. The Austrian Human Rights Advisory Board pointed out conclusively that such examinations “cannot be considered a commonly accepted scientific method to allow an exact assessment of age”.<sup>139</sup>

### 10.3. INTEGRATION AND DIVERSITY POLICIES

In Austria, third country nationals have until recently been excluded from voting rights at all political levels. This situation was partly changed for Vienna on 13 December 2002 when the Provincial Parliament of Vienna (*Wiener Landtag*) voted for the introduction of the right for all foreign residents who have held permanent residence in Vienna over a period of five subsequent years to vote and to stand in district council elections as candidate. A district is the smallest administrative unit of Vienna. The district councils decide all issues regarding the district such as the maintenance of schools or the establishment of green areas. With respect to the next Viennese Municipal Elections in 2006, the new regulation will allow the participation of approximately 100,000 persons of

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<sup>137</sup> Cf. Österreich, BGBl I 126/2002 (13.08.2002).

<sup>138</sup> Bauböck, R. (1997) Migrationspolitik (Migration policy), in: Dachs, H., Gerlich, P., Gottweis, H., Horner, F., Kramer, H., Lauber, V., Müller, W.C., Tálos, E. (eds.) *Handbuch des politischen Systems Österreichs: Die Zweite Republik* (Handbook of the Austrian political system: The Second Republic), Vienna: Manz, p.680. [PUBAT0003]

<sup>139</sup> Österreich, Menschenrechtsbeirat (2000), Bericht des Menschenrechtsbeirates zum Problem „Minderjährige in der Schubhaft“ (Report of the Human Rights Advisory Board concerning the problem of “Minors in detention pending deportation”), available at: [http://www.menschenrechtsbeirat.at/mrb\\_bericht\\_mj\\_rt.htm/#iii3](http://www.menschenrechtsbeirat.at/mrb_bericht_mj_rt.htm/#iii3), (24.3.2003). [PUBAT0034], [NFPAT0006]

foreign citizenship living in Vienna.<sup>140</sup> A public relations campaign including advertisements in various newspapers as well as posters all over Vienna tries to make all the relevant changes known to the residents of Vienna. Furthermore, information in English, Serbian/Bosnian/Croatian, Turkish and Polish is available at <http://www.wien.gv.at/ma62/demokratiepaket/>. The Greens agreed to the new regulations, whereas the People's Party (ÖVP) and the Freedom Party (FPÖ) objected the amendment. On February 7, 2003, the Council of Ministers decided on raising an objection against the Act introducing voting rights for third country nationals at the Viennese district level. In the reporting period, the billboards in Vienna have been swept with a wave of posters of a campaign by the FPÖ against the right to vote for non-citizens.<sup>141</sup> The campaign features models of apparent foreign descent who are described as Austrian citizens as supporting the FPÖ slogan. A Turkish born man whose photograph is used in the campaign assures that he is actually a supporter of the new regulations and swears had been told that he was posing for a pro-foreigner campaign.<sup>142</sup>

Since 2002, the city of Vienna offers a so-called "welcome package" to newly arrived immigrants, which contains a welcome letter of the mayor, information material and the possibility of an orientation consultation with people who migrated to Vienna themselves.<sup>143</sup>

## 10.4. AUTOCHTHONOUS MINORITIES

The Austrian minority policy regarding the autochthonous ethnic groups (*Volksgruppen*) is characterised by the different treatment of minorities by the national state and the federal provinces.<sup>144</sup> Between 1945 and 1955, the minority policy was determined by the negotiations concerning the Austrian State Treaty<sup>145</sup> involving Austria and the allied forces of WW II. Article 7 of this Treaty provides special protective rights for the Slovenes in Carinthia and Styria as well as the Croats in the Burgenland, including the right to education in their own language, the right to use their language as an official language and the right to bilingual place name signposts in specified areas. The implementation of minority rights for the Croats in the Burgenland has always been less controversial than for the Slovenes in Carinthia. This development first of all dates back to the different treatment of minorities in the Austrian and Hungarian part of the Habsburg monarchy and to the different experiences of these two federal provinces during the period of National Socialism. The experiences of the Carinthian population deepened the gap between the Slovene and German speaking population along the lines

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<sup>140</sup> Cf. <http://derstandard.at/standard.asp?id=1160185>, (25.12.2002). [PUBAT0046]

<sup>141</sup> Cf. <http://www.zuhause-in-wien.at>, (27.05.2003).

<sup>142</sup> Der Standard (27.05.2003) Herr Babayigit hat das nicht gesagt. Available at <http://derstandard.at/archiv> (29.05.2003).

<sup>143</sup> <https://www.wien.gv.at/fremde/aufenthalt/projekt-wiw.htm?S0=willkommensmappe#P0> (10.10.2003)

<sup>144</sup> Baumgartner, G. and Perchinig, B. (1997) Minderheitenpolitik (Minority policy), in: Dachs, H., Gerlich, P., Gottweis, H., Horner, F., Kramer, H., Lauber, V., Müller, W.C., Tólos, E. (eds.) Handbuch des politischen Systems Österreichs: Die Zweite Republik (Handbook of the Austrian political system: The Second Republic), Vienna: Manz, p.628. [PUBAT0004]

<sup>145</sup> Österreich, BGBl 152/1955, available at: <http://www.bka.gv.at/bka/dokumente/art7SV.pdf>, (18.04.2003).

of three cleavages: the Slovenes were the victims of the NS regime as well as the ones mainly responsible for the anti-fascist resistance whereas the German speaking population were the one tolerating or even supporting National Socialism; after WW II the Carinthian resistance movements supported the territorial demands of Yugoslavia which meant conflict with the German speaking Carinthians; this brought about a third cleavage namely the ideological involvement in the east-west conflict due to the communist orientation of Yugoslavia.<sup>146</sup>

In the 1970s the SPÖ government initiated the National Minorities Act (*Volksgruppengesetz*), which tries to form a unified legal framework for all minorities and at the same lead to the official recognition of the Czechs and Slovaks in Vienna as well as the Hungarians in the Burgenland as a minority groups. The Act established Minority Advisory Councils (*Volksgruppenbeiräte*) within the Federal Chancellery for all officially recognised minority groups, their competences are however restricted to non-binding advisory activities. Furthermore, the Act defines minority groups as “groups that settle and are resident in parts of the federal republic that are Austrian citizens with a non-German mother tongue and their own ethnicity”.<sup>147</sup> These provisions stimulated a tendency towards segregation, each minority perceiving themselves as an ethnic group started to claim their interests against other ethnic groups including the majority population. This claim of interests should be reached via positive action programmes, special provisions for certain settlement areas and policies, via special subsidies and via establishing own institutions.<sup>148</sup>

After the fall of the “Iron Curtain” the Hungarians in Vienna were recognised as part of the Hungarian minority and the Slovaks were established as a separate minority group. The last minority group to be officially recognised were the Roma, they have long been fighting for their recognition, which was denied on the basis of not defining them as a proper indigenous minority. In 1993, the decision in favour of the Roma was promoted by the debate on the role of the former Federal President, Kurt Waldheim, during the NS-period, which gave Austria little leeway for not recognising a minority that was almost extinguished by the Holocaust.<sup>149</sup>

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<sup>146</sup> Baumgartner, G./Perchinig, B. (1997), p.630. [PUBAT0004]

<sup>147</sup> Österreich, BGBl 396/1976, available at:

<http://www.bka.gv.at/bka/dokumente/volksgruppengesetz.pdf>, (18.04.2003).

<sup>148</sup> Baumgartner, G./Perchinig, B. (1997), p.637. [PUBAT0004]

<sup>149</sup> *ibid.*, p.239.

## 11. Annex 2: Tables

**Table 1: Public and private schools in Austria, school year 2001/02**

	public		private		total	
schools	5,604	93.1	418	6.9	6,022	100
pupils male	591,518	94.5	34,634	5.5	626,152	100
pupils female	528,285	90.6	54,690	9.4	582,975	100
all pupils	1,119,803	92.6	89,324	7.4	1,209,127	100
teachers male	37,575	91.7	3,394	8.3	40,969	100
teachers female	76,493	91.8	6,810	8.2	83,303	100
all teachers	114,068	91.8	10,204	8.2	124,272	100

Source: Federal Ministry of Education, Science and Culture (2002) *Österreichische Schulstatistik 01/02. (Austrian school statistics) Vienna, and own calculations.*

**Table 2: Resident population in Austria by religion in 2001**

	Total		Austrians		Aliens	
	count	rank	count	rank	count	rank
Total resident population	8,032,926		7,322,000		710,926	
Roman Catholic Church	5,915,421	1.	5,753,617	1.	161,804	2.
Greek Catholic Church	1,853	10.	1,055	10.	798	10.
Orthodox Church	179,472	5.	43,450	7.	136,022	3.
Protestant Church	376,150	3.	343,656	3.	32,494	6.
Other Christian communities	69,227	7.	57,939	6.	11,288	7.
Jewish Faith Community	8,140	9.	6,112	9.	2,028	9.
Islamic Faith Community	338,988	4.	96,052	5.	242,936	3.
Other non-Christian communities	19,750	8.	11,082	8.	8,668	8.
No Religion	963,263	2.	883,979	2.	79,284	4.
Unknown	160,662	6.	125,058	4.	35,604	5.

Source: Statistik Austria (2002) *Volkszählung 2001. Hauptergebnisse I - Österreich (Census 2001 – Main Results I - Austria), p.77 and own calculations.*

**Table 3: Pupils with a first language other than German as a percentage of all pupils by types of school and federal province, school year 2001/2002 (up to six years of school attendance in Austria, without autochthonous minorities)**

Type of school	Austria total	Burgenland	Carinthia	Lower Austria	Upper Austria	Salzburg	Styria	Tyrol	Vorarl-berg	Vienna
Primary school (incl. Pre-school classes)	15.3	7.9	7.2	10.2	12.3	15.4	6.7	11.2	17.3	38.8
Main general secondary school	13.0	7.5	6.9	8.7	9.1	11.5	5.8	7.8	15.6	45.3
Special needs school	23.5	8.6	10.6	17.7	17.6	23.8	10.4	17.1	30	36.9
Polytechnical year	14.6	9.5	9	10.6	8.1	9.2	7.6	8.7	17.9	48.2
<b>Total general compulsory schools</b>	<b>14.6</b>	<b>7.8</b>	<b>7.2</b>	<b>9.8</b>	<b>10.9</b>	<b>13.8</b>	<b>6.4</b>	<b>9.8</b>	<b>17.0</b>	<b>41.0</b>
Higher general secondary school - grades 5 to 8	8.3	9.3	6.4	3.8	4	4.8	3.7	3.9	4.6	17.6
Higher general secondary school - grades 9 and above	8.1	8.9	5.4	5	4.5	4.2	3.9	3.6	4.7	18.2
<b>Total higher general secondary school</b>	<b>8.2</b>	<b>9.1</b>	<b>6</b>	<b>4.2</b>	<b>4.2</b>	<b>4.6</b>	<b>3.8</b>	<b>3.8</b>	<b>4.7</b>	<b>17.8</b>
Compulsory vocational schools	---	---	---	---	---	---	---	---	---	---
Intermediate vocational schools	12.0	9.1	6.9	9.2	8.3	9	5.5	5.8	11	36.3
Higher vocational schools	7.4	7.6	6	5.6	4.1	4.7	2.9	3.6	5.4	19.7
Teacher training colleges	1.4	2.9	0.6	1.5	0.7	0.2	0.7	0.2	0.3	3.2

*Source: Federal Ministry of Education, Science and Culture (2003) SchülerInnen mit einer anderen Erstsprache als Deutsch. Statistische Übersicht Schuljahre 1995/96 bis 2001/02. (Pupils with a first language other than German. Statistical overview school years 1995/96 to 2001/02). Informationsblätter des Referats für Interkulturelles Lernen Nr. 2/2003, available at: [http://www.bmbwk.gv.at/medien/8953\\_Nr\\_2.pdf](http://www.bmbwk.gv.at/medien/8953_Nr_2.pdf), (28.05.2003). Data on compulsory vocational schools not yet available at the time of publication.*

**Table 4: Pupils with a first language other than German as a percentage of all pupils by types of school, school years 1995/1996 to 2001/2002 (up to six years of school attendance in Austria, without autochthonous minorities)**

AUSTRIA	95/96	96/97	97/98	98/99	99/00	00/01	01/02
Primary school (incl. Pre-school classes)	12.1	12.1	12.1	12.6	13.4	14.4	15.3
Main general secondary school	10.3	10.5	10.6	11.7	11.9	13.0	13.0
Special needs school	21.6	21.8	20.9	21.7	19.9	23.3	23.5
Polytechnical year	12.7	11.5	10.7	10.4	11.4	12.5	14.6
<b>Total general compulsory schools</b>	<b>11.7</b>	<b>11.7</b>	<b>11.7</b>	<b>12.4</b>	<b>12.9</b>	<b>14.0</b>	<b>14.6</b>
Higher general secondary school – grades 5 to 8	6.8	--	6.8	7.1	7.7	7.9	8.3
Higher general secondary school – grades 9 and above	5.4	--	5.5	6.0	6.7	7.3	8.1
<b>Total higher general secondary school</b>	<b>6.2</b>	<b>--</b>	<b>6.2</b>	<b>6.6</b>	<b>7.2</b>	<b>7.6</b>	<b>8.2</b>
Compulsory vocational schools	8.7	8.1	8.9	6.1	5.4	5.5	---
Intermediate vocational schools	6.0	7.1	7.7	8.9	10.1	10.7	12.0
Higher vocational schools	4.5	5.8	5.1	5.6	6.3	6.6	7.4
Teacher training colleges	3.2	0.8	0.7	0.9	0.8	1.2	1.4

Source: Federal Ministry of Education, Science and Culture (2003) *SchülerInnen mit einer anderen Erstsprache als Deutsch. Statistische Übersicht Schuljahre 1995/96 bis 2001/02. (Pupils with a first language other than German. Statistical overview school years 1995/96 to 2001/02). Informationsblätter des Referats für Interkulturelles Lernen Nr. 2/2003, available at: [http://www.bmbwk.gv.at/medien/8953\\_Nr\\_2.pdf](http://www.bmbwk.gv.at/medien/8953_Nr_2.pdf), (28.05.2003). Data in empty cells are missing or not yet available at the time of publication.*

**Table 5: Irregular Pupils with a first language other than German as a percentage of all pupils by types of school, school years 1995/1996 to 2001/2002 (up to six years of school attendance in Austria, without autochthonous minorities)**

AUSTRIA	95/96	96/97	97/98	98/99	99/00	00/01	01/02
Primary school (incl. Pre-school classes)	3.3	3.2	3.2	3.4	3.9	4.2	4.4
Main general secondary school	0.8	0.6	0.6	0.6	1.0	1.0	1.1
Special needs school	0.8	0.7	0.6	0.8	1.0	1.8	1.2
Polytechnical year	1.4	1.0	0.8	0.9	2.5	1.7	2.2
<b>Total general compulsory schools</b>	<b>2.2</b>	<b>2.0</b>	<b>2.0</b>	<b>2.2</b>	<b>2.7</b>	<b>2.9</b>	<b>3.0</b>
Higher general secondary school – grades 5 to 8	0.2	0.2	0.2	0.2	0.2	0.2	0.3
Higher general secondary school – grades 9 and above	0.4	0.4	0.5	0.5	0.6	0.6	0.8
<b>Total higher general secondary school</b>	<b>0.3</b>	<b>0.3</b>	<b>0.3</b>	<b>0.3</b>	<b>0.4</b>	<b>0.4</b>	<b>0.5</b>
Compulsory vocational schools	0.1	0.6	0.1	0.1	0.1	0.1	---

Source: Federal Ministry of Education, Science and Culture (2003) *SchülerInnen mit einer anderen Erstsprache als Deutsch. Statistische Übersicht Schuljahre 1995/96 bis 2001/02. (Pupils with a first language other than German. Statistical overview school years 1995/96 to 2001/02). Informationsblätter des Referats für Interkulturelles Lernen*

*Nr. 2/2003, available at: [http://www.bmbwk.gv.at/medien/8953\\_Nr\\_2.pdf](http://www.bmbwk.gv.at/medien/8953_Nr_2.pdf), (28.05.2003).  
Data in empty cells are missing or not yet available at the time of writing.*

**Table 6: Native language courses in 2001/2002: Teachers, hours taught in separate courses and in team-teaching, and number of pupils by federal province**

	Teachers	Course hours			Pupils
		separate course	team-teaching	total	
Burgenland	2	24.0	3.0	27.0	125
Carinthia	8	118.0	15.0	133.0	427
Lower Austria	20	337.0	13.0	350.0	1,954
Upper Austria	48	634.0	155.0	789.0	3,899
Salzburg	20	368.0	7.0	375.0	1,755
Styria	26	372.5	38.0	410.5	1,385
Tyrol	10	188.0	0.0	188.0	948
Vorarlberg	16	265.0	6.5	271.5	1,887
Vienna	160	861.0	2,373.0	3,234.0	12,112
<b>Austria total</b>	<b>309</b>	<b>3,617.5</b>	<b>2,610.5</b>	<b>5,778.0</b>	<b>24,512</b>

*Source: Federal Ministry of Education, Science and Culture (2002) Muttersprachliche Lehrerinnen und Lehrer in Österreich. Statistische Auswertung für das Schuljahr 2001/02. Kurzbericht verfasst von Mag. Harald Waldrauch und Mag. Theodora Manolakos (Native language teachers in Austria. Statistical survey concerning the year 2001/02. Short report authored by Mag. Harald Waldrauch and Mag. Theodora Manolakos). Informationsblätter des Referats für Interkulturelles Lernen Nr. 5/2002, available at: [http://www.bmbwk.gv.at/medien/3720\\_nr5\\_2002.pdf](http://www.bmbwk.gv.at/medien/3720_nr5_2002.pdf), (28.05.2003).*

**Table 7: Pupils in schools by Austrian or foreign citizenship and type of school in 2001/2002**

	all pupils	Austrians	Aliens	in %
Primary schools	387,408	342,640	44,768	11.6%
Main general secondary schools	265,781	235,588	30,193	11.4%
Special needs schools	13,337	10,583	2,754	20.6%
Pre-vocational year	19,750	16,996	2,754	13.9%
Higher general secondary schools	186,347	175,848	10,499	5.6%
Further general schools	5,824	5,536	288	4.9%
Compulsory vocational schools	130,597	121,467	9,130	7.0%
Intermediate vocational schools	69,411	64,375	5,036	7.3%
Higher vocational schools	139,578	132,983	6,595	4.7%
<b>Total</b>	<b>1,218,033</b>	<b>1,106,016</b>	<b>112,017</b>	<b>9.2%</b>

*Source: Statistik Austria (2002) Schulwesen in Österreich 2001/2002 (School education in Austria 2001/2002). Vienna; own calculations.*

**Table 8: Pupils in Austrian schools by citizenship and gender, all school types, school year 2001/02**

Citizenship	Gender	All pupils	Gender proportion	Percent of all (fe/male) pupils
all	total	1,190,137		100.0%
	male	620,015	52.1%	100.0%
	female	570,122	47.9%	100.0%
Austria	total	1,078,912		90.7%
	male	561,640	52.1%	90.6%
	female	517,272	47.9%	90.7%
Aliens (all)	total	111,225		9.3%
	male	58,375	52.5%	9.4%
	female	52,850	47.5%	9.3%
EU-citizens (except Austria)	total	5,969		0.5%
	male	2,992	50.1%	0.5%
	female	2,977	49.9%	0.5%
Third country nationals	total	105,256		8.8%
	male	55,383	52.6%	8.9%
	female	49,873	47.4%	8.7%
Former Yugoslavia	total	55,924		4.7%
	male	29,453	52.7%	4.8%
	female	26,471	47.3%	4.6%
Turkey	total	30,109		2.5%
	male	16,201	53.8%	2.6%
	female	13,908	46.2%	2.4%

Source: Federal Ministry of Education, Science and Culture (2002) *Österreichische Schulstatistik 2001/02. IX. Teil: SchülerInnen und Schüler nach der Staatsangehörigkeit in Österreich* (pp. 314-325). *Ohne Schulen zur Ausbildung von Leibeserziehern und Sportlehrern sowie berufsbildende und lehrerbildende Akademien (Austrian school statistics. Part IX. Pupils in Austria by citizenship. Without schools for the education of teachers of physical education and sports as well as teacher training colleges)*, available at: [http://www.bmbwk.gv.at/medien/8752\\_PDFzuPublD422.pdf](http://www.bmbwk.gv.at/medien/8752_PDFzuPublD422.pdf) (08.04.2003), own calculations.

**Table 9: Pupils in Austrian special needs schools by citizenship and gender, school year 2001/02**

Citizenship	Gender	All pupils	Gender proportion	Percent of all (fe/male) pupils
all	total	13,337		100.0%
	male	8,495	63.7%	100.0%
	female	4,842	36.3%	100.0%
Austria	total	10,583		79.4%
	male	6,808	64.3%	80.1%
	female	3,775	35.7%	78.0%
Aliens (all)	total	2,754		20.6%
	male	1,687	61.3%	19.9%
	female	1,067	38.7%	22.0%
EU-citizens (except Austria)	total	39		0.3%
	male	29	74.4%	0.3%
	female	10	25.6%	0.2%
Third country nationals	total	2,715		20.4%
	male	1,658	61.1%	19.5%
	female	1,057	38.9%	21.8%
Former Yugoslavia	total	1,275		9.6%
	male	759	59.5%	8.9%
	female	516	40.5%	10.7%
Turkey	total	1,170		8.8%
	male	740	63.2%	8.7%
	female	430	36.8%	8.9%

Source: Federal Ministry of Education, Science and Culture (2002) *Österreichische Schulstatistik 2001/02. IX. Teil: SchülerInnen und Schüler nach der Staatsangehörigkeit in Österreich (pp. 314-325). Ohne Schulen zur Ausbildung von Leibeserziehern und Sportlehrern sowie berufsbildende und lehrerbildende Akademien (Austrian school statistics. Part IX. Pupils in Austria by citizenship. Without schools for the education of teachers of physical education and sports as well as teacher training colleges)*, available at: [http://www.bmbwk.gv.at/medien/8752\\_PDFzuPublD422.pdf](http://www.bmbwk.gv.at/medien/8752_PDFzuPublD422.pdf) (08.04.2003), own calculations.

**Table 10: Pupils in fifth grade, school year 2001/2002, by type of school, gender, and language**

Type of school	All pupils						Pupils with a first language other than German						Others					
	total		male		female		total		male		female		total		male		female	
		%		%		%		%		%		%		%		%		%
all schools	97,953		50,462		47,491		12,387		6,472		5,915		85,566		43,990		41,576	
Primary schools	22		10		12		1		1		2		20		9		11	
main general secondary schools	66,216	67.6	34,992	69.3	31,224	65.7	9,180	74.1	4,941	76.3	4,239	71.7	57,036	66.7	30,051	68.3	26,985	64.9
special needs schools and classes	1,667	1.7	1,040	2.1	627	1.3	402	3.2	232	3.6	170	2.9	1,265	1.5	808	1.8	457	1.1
higher general secondary schools	30,048	30.7	14,420	28.6	15,628	32.9	2,803	22.6	1,298	20.1	1,505	25.4	27,245	31.8	13,122	29.8	14,123	34.0

Source: Federal Ministry of Education, Science and Culture (2002) *Österreichische Schulstatistik 01/02. (Austrian school statistics) V. Teil: Schülerinnen und Schüler nach Schulstufen (Part V: Pupils by grades), pp.276-285; and VIII. Teil, Schülerinnen und Schüler mit nicht deutscher Muttersprache. Ohne Angehörige österreichischer Volksgruppen und alle jene Schüler, die bereits mehr als 6 Schuljahre in Österreich absolviert haben. Ohne Schulen zur Ausbildung von Leibeserziehern und Sportlehrern sowie berufsbildende und lehrerbildende Akademien (Part VIII: Pupils with a first language other than German. Without members of Austrian autochthonous minorities and those pupils who already spent more than six school years in Austria. Without colleges for the training of physical education teachers and sports teacher and vocational and teacher training colleges.), pp.297-313; . [http://www.bmbwk.gov.at/medien/8752\\_PDFzuPublD422.pdf](http://www.bmbwk.gov.at/medien/8752_PDFzuPublD422.pdf) (08.04.2003); own calculations.*

**Table 11: Qualification level of alien population in 2000 (older than 14 years) (absolute numbers)**

	Compulsory school	Apprenticeship	Lower secondary school (w/o graduation)	Higher secondary school (incl. graduation)	University or comparable education	Total
Austrians	1,941,300	2,215,300	643,800	885,000	391,300	<b>6,076,700</b>
<b>All Aliens</b>	<b>229,200</b>	<b>128,100</b>	<b>7,800</b>	<b>73,300</b>	<b>51,500</b>	<b>489,900</b>
Germany	11,200	19,700	5,700	14,300	16,100	<b>67,100</b>
Other EU/EEA	6,600	7,200	1,700	8,300	11,800	<b>35,600</b>
Former Yugoslavia	108,300	64,700	11,600	15,200	7,500	<b>207,300</b>
Turkey	76,000	12,800	1,700	3,800	300	<b>94,600</b>
Hungary	1,500	2,100	500	2,600	700	<b>7,500</b>
Czech Republic	2,900	2,800	600	1,500	500	<b>8,300</b>
Slovakia	300	1,000	700	2,100	1,500	<b>5,600</b>
Poland	3,900	5,200	1,100	9,600	2,100	<b>21,900</b>
Rumania	4,500	4,200	1,300	3,400	600	<b>14,000</b>
Bulgaria		400		100	300	<b>800</b>
Other European countries	300	100	1,100	200	2,300	<b>4,000</b>
USA/CAN	800	400	800	900	1,800	<b>4,700</b>
American countries	500	300		800	400	<b>2,100</b>
Africa	1,300	700		1,800	1,700	<b>5,600</b>
Asia	10,600	5,800	800	8,100	2,700	<b>28,000</b>
Australia, Oceania		100		100		<b>200</b>
Without citizenship	500	600	200	500	1,200	<b>3,100</b>
<b>Total</b>	<b>2,170,500</b>	<b>2,343,600</b>	<b>671,600</b>	<b>958,400</b>	<b>442,900</b>	<b>6,587,100</b>

Source: Biffl (2001). Table 12a: Wohnbevölkerung ab 15 Jahren nach höchster abgeschlossener Schulbildung und Staatsbürgerschaft (Resident population older than 14 by highest level of education and citizenship), p. 147, calculated on the basis of the Labour Force Survey (Arbeitskräfteerhebung) in March 2000.

**Table 12: Qualification level of alien population in 2000 (older than 14 years) (percent)**

	Compulsory school	Apprenticeship	Lower secondary school (without graduation)	Higher secondary school (including graduation)	University or comparable education
Austrians	31.9	36.5	10.6	14.6	6.4
<b>All Aliens</b>	<b>46.8</b>	<b>26.1</b>	<b>1.6</b>	<b>15.0</b>	<b>10.5</b>
Germany	16.7	29.4	8.5	21.3	24.0
Other EU/EEA	18.5	20.2	4.8	23.3	33.1
Former Yugoslavia	52.2	31.2	5.6	7.3	3.6
Turkey	80.3	13.5	1.8	4.0	0.3
Hungary	20.0	28.0	6.7	34.7	9.3
Czech Republic	34.9	33.7	7.2	18.1	6.0
Slovakia	5.4	17.9	12.5	37.5	26.8
Poland	17.8	23.7	5.0	43.8	9.6
Rumania	32.1	30.0	9.3	24.3	4.3
Bulgaria		50.0		12.5	37.5
Other European coun-	7.5	2.5	27.5	5.0	57.5

tries					
USA/CAN	17.0	8.5	17.0	19.1	38.3
Other American countries	24.0	14.0		38.0	19.0
Africa	23.2	12.5		32.1	30.4
Asia	37.9	20.7	2.9	28.9	9.6
Australia, Oceania		50.0		50.0	
Without citizenship	16.1	19.4	6.5	16.1	38.7
<b>Total</b>	<b>30.6</b>	<b>33.0</b>	<b>9.5</b>	<b>13.5</b>	<b>6.2</b>

Source: Biffl (2001). Table 12a: Wohnbevölkerung ab 15 Jahren nach höchster abgeschlossener Schulbildung und Staatsbürgerschaft (Resident population older than 14 by highest level of education and citizenship), p. 147, calculated on the basis of the Labour Force Survey (Arbeitskräfteerhebung) in March 2000.

**Table 13: Average monthly gross income in Austrian Schillings in 2000**

Citizenship	Wage & salary earners			Wage earners			Salary earners		
	Men & women	Men	Women	Men & women	Men	Women	Men & women	Men	Women
all foreigners	22,531	25,022	18,452	21,142	23,576	16,431	27,616	32,300	23,298
former Czechoslovakia	21,575	22,432	20,086	18,725	20,374	14,546	29,652	32,855	27,507
former Yugoslavia	22,228	25,251	17,844	21,925	24,855	17,242	24,357	29,251	20,692
Poland	20,360	21,749	17,618	18,822	20,614	13,833	26,551	30,721	24,055
Rumania	22,040	25,099	17,536	21,275	24,372	15,786	25,565	30,541	22,335
Turkey	22,197	24,757	16,033	22,239	24,650	15,791	21,852	25,964	17,194
Hungary	20,293	21,947	16,457	18,674	20,507	13,492	29,229	34,265	24,636
<b>Austrians</b>	<b>27,253</b>	<b>31,938</b>	<b>21,836</b>	<b>23,784</b>	<b>27,551</b>	<b>16,488</b>	<b>29,804</b>	<b>36,715</b>	<b>24,253</b>

Source: Hauptverband der Sozialversicherungsträger (2001), Statistische Daten aus der Sozialversicherung: Verteilung der beitragspflichtigen Arbeitseinkommen nach Staatsbürgerschaft, Zusammenstellung: Berichtsjahr 2000, Tables 3, 5-10.

**Table 14: Labour market situation in general and of men and women (1982-2001)**

	Employees			Registered unemployed			Unemployment quota		
	Total	Men	Women	Total	Men	Women	Total	Men	Women
1982	2,766,350	1,648,732	1,117,618	105,346	65,126	40,220	3.7	3.8	3.5
1984	2,744,506	1,628,792	1,115,714	130,469	80,599	49,870	4.5	4.7	4.3
1985	2,759,657	1,631,813	1,127,844	139,447	84,155	55,292	4.8	4.9	4.7
1986	2,780,204	1,640,497	1,139,707	151,972	88,856	63,116	5.2	5.1	5.2
1990	2,928,662	1,718,781	1,209,880	165,795	89,032	76,762	5.4	4.9	6.0
1991	2,997,352	1,752,144	1,245,208	185,029	98,984	86,044	5.8	5.3	6.5
1992	3,055,810	1,766,869	1,288,941	193,098	107,202	85,896	5.9	5.7	6.2
1993	3,054,910	1,756,234	1,298,676	222,265	126,681	95,584	6.8	6.7	6.9
1994	3,070,732	1,761,601	1,309,131	214,941	120,567	94,374	6.5	6.4	6.7
1995	3,068,186	1,757,355	1,310,832	215,716	120,004	95,712	6.6	6.4	6.8
1996	3,047,253	1,738,760	1,308,494	230,507	128,025	102,482	7.0	6.9	7.3
1997	3,055,569	1,739,576	1,315,993	233,348	128,580	104,768	7.1	6.9	7.4
1998	3,076,667	1,744,384	1,332,281	237,794	129,429	108,365	7.2	6.9	7.5
1999	3,107,898	1,754,823	1,353,075	221,743	121,518	100,224	6.7	6.5	6.9
2000	3,133,738	1,757,010	1,376,728	194,314	107,509	86,804	5.8	5.8	5.9
2001	3,148,155	1,747,714	1,400,440	203,883	115,324	88,560	6.1	6.2	5.9

Source: *Arbeitsmarktservice Österreich, Table: Arbeitsmarktlage seit 1946 (Labour market situation since 1946) and Arbeitsmarktlage der Männer und Frauen (Labour market situation of men and women)*, available at: <http://www.ams.or.at/>, (06.09.02) and own calculations.

**Table 15: Alien Employees (including those from other EEA-countries) (1982-2001)**

	Employees			Registered unemployed			Unemployment quota		
	Total	Men	Women	Total	Men	Women	Total	Men	Women
1982	155,988	95,068	60,920	10,208	8,467	1,741	6.1	8.2	2.8
1984	138,710	83,974	54,736	7,961	5,994	1,968	5.4	6.7	3.5
1985	140,206	84,669	55,537	8,139	5,970	2,169	5.5	6.6	3.8
1986	145,963	88,226	57,737	8,967	6,371	2,597	5.8	6.7	4.3
1990	217,611	141,218	76,393	18,351	12,984	5,367	7.8	8.4	6.6
1991	266,461	176,213	90,249	20,474	14,384	6,090	7.1	7.5	6.3
1992	273,884	182,196	91,687	21,977	15,864	6,113	7.4	8.0	6.3
1993	277,511	184,120	93,390	27,086	19,363	7,722	8.9	9.5	7.6
1994	291,018	185,695	105,323	25,445	17,500	7,945	8.0	8.6	7.0
1995	300,303	189,676	110,627	24,891	17,163	7,728	7.7	8.3	6.5
1996	300,353	188,101	112,252	27,605	19,145	8,460	8.4	9.2	7.0
1997	298,775	186,706	112,069	27,532	18,687	8,845	8.4	9.1	7.3
1998	298,582	187,461	111,121	28,463	18,746	9,717	8.7	9.1	8.0
1999	306,401	192,262	114,139	27,207	17,925	9,282	8.2	8.5	7.5
2000	319,850	198,968	120,882	25,758	16,805	8,953	7.5	7.8	6.9
2001	329,314	201,956	127,358	30,607	20,201	10,406	8.5	9.1	7.6

Source: *Arbeitsmarktservice Österreich, Table: Arbeitsmarktlage seit 1946 (Labour market situation since 1946) and Arbeitsmarktlage der Männer und Frauen (Labour market situation of men and women)*, available at: <http://www.ams.or.at/>, (06.09.02) and own calculations.

**Table 16: Resident population 2001 by Citizenship and Federal Province**

Resident population	Austrians	in %	Aliens	in %	Total
Burgenland	265,005	95.5%	12,564	4.5%	277,569
Carinthia	527,333	94.3%	32,071	5.7%	559,404
Lower Austria	1,451,770	93.9%	94,034	6.1%	1,545,804
Upper Austria	1,277,180	92.8%	99,617	7.2%	1,376,797
Salzburg	454,807	88.3%	60,520	11.7%	515,327
Styria	1,129,791	95.5%	53,512	4.5%	1,183,303
Tyrol	609,860	90.6%	63,644	9.4%	673,504
Vorarlberg	304,395	86.7%	46,700	13.3%	351,095
Vienna	1,301,859	84.0%	248,264	16.0%	1,550,123
<b>Austria</b>	<b>7,322,000</b>	<b>91.1%</b>	<b>710,926</b>	<b>8.9%</b>	<b>8,032,926</b>

Source: Statistik Austria.

**Table 17: Resident population 2001 by selected Countries of Birth and Citizenship (residents born abroad)**

Country of birth	Austrians	in %	Aliens	in %	Total	in %
born abroad	408,488	100.0%	594,911	100.0%	1,003,399	100.0%
EU-Member States (except Austria)	108,697	26.6%	89,707	15.1%	198,404	19.8%
Germany	79,397	19.4%	60,702	10.2%	140,099	14.0%
Italy	17,638	4.3%	8,461	1.4%	26,099	2.6%
Other EU-states	11,662	2.9%	20,544	3.5%	32,206	3.2%
Former Yugoslavia	85,061	20.8%	266,195	44.7%	351,256	35.0%
Yugoslavia (Serbia, Montenegro)	35,422	8.7%	107,655	18.1%	143,077	14.3%
Bosnia and Herzegovina	18,342	4.5%	116,060	19.5%	134,402	13.4%
Croatia	14,449	3.5%	24,359	4.1%	38,808	3.9%
Slovenia	14,694	3.6%	6,327	1.1%	21,021	2.1%
Macedonia, former yug. Rep.	2,154	0.5%	11,794	2.0%	13,948	1.4%
Former Czechoslovakia	54,517	13.3%	16,091	2.7%	70,608	7.0%
Czech Republic	46,100	11.3%	8,527	1.4%	54,627	5.4%
Slovakia	8,417	2.1%	7,564	1.3%	15,981	1.6%
Turkey	31,898	7.8%	93,128	15.7%	125,026	12.5%
Other states, including	139,977	34.3%	150,334	25.3%	290,311	28.9%
Romania	22,759	5.6%	16,285	2.7%	39,044	3.9%
Poland	20,531	5.0%	21,140	3.6%	41,671	4.2%
Hungary	18,203	4.5%	12,750	2.1%	30,953	3.1%
Iran	5,348	1.3%	6,111	1.0%	11,459	1.1%

Source: Statistik Austria

**Table 18: Languages of the Austrian autochthonous minorities according to the census 2001**

Language (including combinations with German)	resident population		Austrian citizens		Aliens	
	count	in %	count	in %	count	in %
Austria total	8,032,926	100.0%	7,322,000	100.0%	710,962	100.0%
Hungarian	40,583	0.5%	25,884	0.4%	14,699	2.1%
Burgenland-Croatian	19,412	0.2%	19,374	0.3%	38	0.0%
Slovenian	24,855	0.3%	17,953	0.2%	6,902	1.0%
"Windisch" <sup>150</sup>	568	0.0%	567	0.0%	1	0.0%
Czech	17,742	0.2%	11,035	0.2%	6,707	0.9%
Slovak	10,234	0.1%	3,343	0.0%	6,891	1.0%
Romani	6,273	0.1%	4,348	0.1%	1,925	0.3%
Total minority languages	119,667	1.5%	82,504	1.1%	37,163	5.2%

Source: Statistik Austria, own calculations

**Table 19: Self-estimates of the size of autochthonous minorities**

Slovene minority	ca. 50,000
Croat minority	40,000-50,000
Hungarian minority	30,000-50,000
Czech minority	15,000-20,000
Slovak minority	5,000-10,000
Roma minority	10,000-20,000

Source: Österreichisches Volksgruppenzentrum (2000) *Volksgruppenreport 2001. Zur Lage der ethnischen Minderheiten in der Republik Österreich (On the situation of ethnic minorities in the republic of Austria)*. Österreichisches Volksgruppenzentrum, Vienna, available at:

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<sup>150</sup> "Windisch" is a label for Slovenians in Carinthia. It is problematic due to its history in the context of assimilation pressure from the 1920s onwards. Nowadays, declared speakers of "Windisch" do not consider themselves as speakers of Slovenian.

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