



DOI: 10.18427/iri-2017-0073

## **Labour Market Structures and Migration Policies**

**Tünde PATAY**

**Széchenyi István University, Doctoral School of Regional and  
Economic Sciences, Győr, Hungary**

**Abstract.** *This paper examines the migratory structures and challenges labour markets meet, focusing on one European host country, namely: Austria. In parallel, it explores the role of national and sub-national governments concerning migration management and integration of immigrants. The European states face different migratory challenges. Migrants make significant contributions to development at national and local level, and on the other hand, mobility brings negative effects with. Certain countries decide on restrictive strategies, whilst other nations provide easier access to labour markets and welfare systems. The question of regional and local responsibility has also acquired particular importance over the recent decades. Austria has participated in various ways in the international migration over the last century. Regarding the modern migratory era, on average – apart from the current issues of asylum – 120 thousand newcomers arrive to Austria every year, 12.5% of the population are non-nationals and almost 20% have a migratory background as first or second generation migrants. Besides, we cannot ignore the fact that the mobile labour force of the CEE-countries preferably chooses Austria as migratory destination. The first part of the study summarizes the impacts of immigration and explores the structure of the modern migratory movements towards Austria, with particular attention to the labour market. The second part explains how state and local governments perceive and manage migration in a European host country, where various successful and less successful instruments have been developed since the appearance of the first guest-workers.*

**Keywords:** immigration, labour market, migration policies, regional development

### *Introduction*

Since the 1980s European states have been facing the challenge, how to include immigrants in on different stages. Like Fassmann and Münz in their book also present (1996), the illusion of temporary or circular migration has disappeared, guest workers stayed in their new homeland. New migratory groups have been arriving: new work force, entrepreneurs,

family members, students, refugees and illegal migrants as well. Phenomena relating to labour migration have a number of social, economic and political effects on both the sending and the host country. These impacts can vary depending on the reference period, region or sector as well as on the goals and aspects of the interpretation. Immigrants make significant contributions to development at national and local level, offering their workforce, knowledge, experiences, special skills, cultural characteristics or international connections. At the same time, mobility has adverse effects and negative consequences, too.

As for the migration policy, some countries try to manage migration with restrictive strategies, whilst other states provide easier access to labour markets and welfare systems – and there are countries where market forces have a greater power. Beyond the European and national migration strategies, the question of local responsibility has also acquired its importance over the recent decades.

Regarding the modern migratory era, on average 120 thousand immigrants arrive yearly to Austria – apart from the current issues of asylum. 12.5% of the population are non-nationals and almost 20% have a migratory background as first or second generation migrants. According to the Austrian national statistics the migratory inflows between 2001 and 2011 was the 6<sup>th</sup> highest here within the EEA. The United Kingdom, Ireland or Sweden opened completely their labour market in 2004, whilst till 2011 Austria had only admitted these immigrants in its labour market if certain preconditions were fulfilled. The mobile labour force plays, however, an important role in the national or local development. It is thus essential to perceive and analyse their characteristics: skills and qualifications, purpose of stay, income situation etc.

This study explores the structure of the modern migratory movements towards Austria, analysing the impacts of immigration, highlighting the situation of immigrants in the labour market. The second part explains how state and local governments perceive and manage the negative and positive effects of migration. Besides comparing policies and experiences at the national level, the study is based on secondary national and sub-national data. It also discusses (on the base of the dissertation of the author) the importance of regional/local experiments regarding migration. This analysis does not examine the current issues of asylum, since the pressing challenges of this question should be discussed in particular studies.

### *Impacts of immigration*

According to mainstream studies but also to the European legal rules migration is a phenomenon in which persons change their place of living – it means the place where these persons spend most daily periods of rest. With other words, the place of usual residence is in the focus. In the international statistical practice there are two indicators preferably used

by young researchers and politicians, namely the foreign-born population (even maybe already with citizenship) and the foreign population (and maybe born in the host country). However, we should distinguish, besides directions and duration of migration, the legal status of immigrants, their purpose of stay and other migratory features of the population.

The appearance of the mobile labour force means a major contribution to productivity, development and growth but at the same time it is a particular challenge as well. Migrants make significant contributions to competitiveness at national or local level: with their workforce, experiences and knowledge, but with their cultural characteristics or international connections as well. On the other side, mobility brings negative effects with: expenditure of the welfare system, conflicts in the society, discrepancies regarding the values and goals of the host community, and, of course, deprivation. The European Union also emphasizes the opportunities and calls our attention to the potential immigration brings with for the development of the European states (European Commission 2015).

According to Todaro's hypothesis (1969), immigrants leave their home on the grounds of their – often sketchy – conception and information regarding future possibilities. Derived from this and from the theories of Borjas (1989) or Treibel (2011) but also from several empirical studies, groups with less potential on the market (lack of education, experience, possession or contact) tend to migrate to countries or urban areas that can offer a secure welfare background or an equal income distribution, while migrants with higher education, more experiences or possessions usually chose a destination with stronger market competition despite the social inequality in the host country. Particularly the first generation of some ethnic groups is satisfied with a humble standard of living (even if they tend to save money for own properties or for remittances), they are thus not intensively interested in cultural assimilation, language acquisition, education or carrier plans. The second generation often follows the attitudes of their parents, and thus the gap can hardly be reduced (Biffi et al., 2010).

The dimensions of interpretation regarding the migratory impacts can be summarized in one matrix containing a number of viewpoints. Thus, analysing the impacts of the appearance of immigrants, we should consider which area and which migratory factor we are getting a nearer view of. Beyond the migratory areas and factors we can distinguish negative and positive effects and, further, the point of view of the stakeholders (e.g. the local government, the civic community, entrepreneurs, research institutions or the native labour force). Continuing this logic, the data evaluation of one highlighted factor from a combined dimension leads us to further issues of migration such as illegality, security, fiscal effects, social welfare issues, norms and customs or the revision the legal system. Analysing the migratory aspects of a labour market, we have to decide which groups of immigrants can be consider as labour force. Considering immigrants as labour force, it is essential to realise that the environment analysing the labour market has another

meaning, other factors and effects. Moreover, we should not forget about the specific variables that are important analysing migration regarding its forces on the labour market. These are country of origin, skills and qualifications immigrants bring with (or qualifications the host community accepts), legal status and settlement purpose of immigrants, spatial concentration of immigrants, economic sector etc.

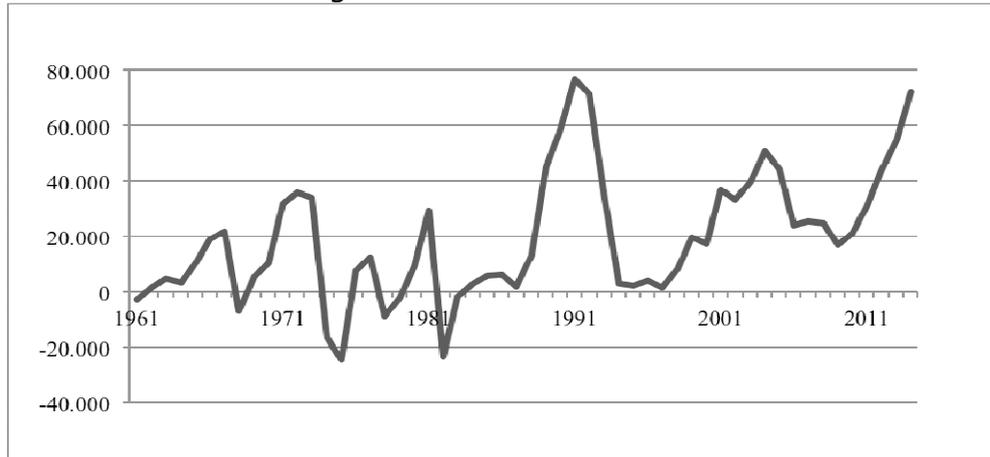
Welfare dependence also has an important role in migration management, particularly for the accessibility of citizenship. The socio-economic situation of immigrants has an influence on the national or urban development. The quantity and quality of immigrant groups depend at the same time on the structure of the national or regional welfare characteristics.

### *Migratory structures*

According to the statistics of the Eurostat 3.4 million people immigrated in 2015 to one of the EU-28 Member States, and approximately 2,8 million emigrants have left an EU-Member State. There were ca. 1,4 million citizens of non-member (third-country-nationals) countries, 1,2 million people with citizenship of an EU-Member State, 830 thousand people who migrated to their home country (returning or born abroad) and 6,1 thousand without definite citizenship.

After the breakdown of the Austro-Hungarian Monarchy the history of migration has also developed in the successive states in different ways. Due to its geopolitical position Austria was one of the main receiving and transit countries between 1945 and 1989. After the great immigration wave of guest workers there are yearly round 120 thousand migrants who enter the country with different aims of stay. By now Austria has become a nation with a mixed population, which means, that approximately 12,5% of the inhabitants are foreign residents and 20,4% has a migratory background (the person or both of the parents arrived from abroad). According to the Austrian national statistics the migratory inflows between 2001 and 2011 was the 6<sup>th</sup> highest here within the EEA Thus Austria is now a country of immigration. Table 1 shows the net migration rate of Austria.

Table 1. Net migration rate in Austria 1961-2011



Source: own illustration – Austrian Statistic Office

According to the data of the Address Registration, as Table 2 shows, the largest groups of the newcomers of the XXI. century were from Germany, Hungary and Romania. The largest groups of foreign citizens, already settled in Austria, were in 2015 immigrants from Germany, Turkey, Serbia and Bosnia (and Herzegovina).

Table 2. Non-Austrian citizens living in Austria (2015)

<i>Country of origin</i>	<i>Percentage</i>
EEC and Switzerland	34,96
EU-14 (bevor 2004)	14,40
EU-10 (2004)	13,43
EU-2 (2007)	6,13
3rd country nationals	65,04
Former-Yugoslavia (w/o HR and SL)	32,40
Turkey	17,40
Asia	7,63
Further countries	7,61

Source: Austrian Statistic Office – own calculation

As for the migration structures in Austria, we have to distinguish different groups of immigrants firstly on the base of their migration background (country of origin, place of birth etc.), then on the ground of their legal status (settlement with permit with or without work permit, with registration for EEA citizens, with asylum certificate etc.). An analysis of the migratory background is essential, since more than 20 percent of the population has migratory background (both parents were born abroad), it means more than 1,7 million persons, and, on the other hand,

with foreign citizenship (non-Austrian citizens) 1,07 million immigrants live in the country.

Analysing the migratory history and the relevant legal rules of the European countries, beside social issues, naturalisation (obtaining a citizenship after fulfilling the requirements) is the most contentious issue of migration politics. Some states are more liberal, offering the newcomers an easy process to become a citizen (e.g. Italy, Portugal, Spain) while in other countries only a restrictive and hard way can lead an immigrant to obtain the citizenship (e.g. Austria, Cyprus, Germany, Ireland). After 2000, according to the data of the Eurostat, the number of immigrants with obtained citizenship was the highest in Romania (90% of all immigrants between 2010 and 2015), Lithuania (86%), Portugal (69%), Estonia, Poland (60%), Latvia (58%) and Slovakia (52%). In Italy, Austria and Luxembourg a low share with only 10% was reported. Spain had the highest number of persons acquiring citizenship especially in 2013, at (226 thousand), then the United Kingdom, Germany, Italy, and France. Regarding Hungary, persons acquiring citizenship were almost exclusively from the Hungarian minority in Romania or from returning diasporas.

### *Immigrants in the Austrian labour market*

In case of long-term migration, legal consequences appear usually after a 12-month-period, e.g. legal equality issues, settlement rights, welfare themes, labour market problems. Statistics on migration consider besides newcomers as immigrants who are not surely willing to stay longer than 12 months but at least for 3 months (Kováts, 2014). As for the Austrian administrative practices, authorities also consider new applicants as immigrants if they intend to stay longer than 3 months – and this 3-month-period is relevant in the legal rules both for EU-citizens and 3<sup>rd</sup> country nationals.

In case of analysing the performance of the labour market of a nation or a region, we have to consider the migratory features of the labour force beyond the usual sets such as active, inactive, unemployed and employed persons.

These migratory characteristics are e.g. migration motivations and backgrounds, migration purposes, skills, qualifications. This is essential, since not all the immigrants between 15 and 65 can be considered as labour force, and, in addition, immigrants have different career possibilities.

Skills and qualifications of the labour force play an important role for development and competitiveness of a country. A third part of the non-Austrian population has an upper school-leaving certificate or a degree, and more than 40 percent if we analyse the young employees. These percentages are among the Austrian population 21 and 25 percent. The level of the qualification of persons first entering a labour market is

generally higher in the European countries than those who stand before retirement, and this is partly due to the current migratory movements. On the basis of the data of the Austrian Statistical Office the Austrian population, and particularly among them the labour force without migration background, has better chances at any level of qualification regarding career opportunities. A significant part of the immigrants from the working age population experiences discrimination and has to work with at least a school-leaving certificate or a high school degree in lower-value positions (unskilled workers, supporting staff etc.) whilst the Austrian employees have better chances to get a higher position (team leader, consultants, etc.) even if they had difficulties in getting a school degree. Furthermore, evaluating the data by sector, the highly skilled migrant labour force is represented in the agricultural sector with 7% and 24% in the industry. Beyond the statistical data a long-term survey also confirmed that while only one tenth of the Austrian population is unhappy with the current career position, almost 30 percent of the immigrants work in lower positions and experience therefore discrimination (Ullram, 2009).

Immigrants with high human capital potential can easier be involved in the labour market and can more successfully avoid unemployment: e.g. with language knowledge, soft skills, contacts and other issues of social assimilation. In Austria (similar to Germany and the United Kingdom) the unemployment rates for immigrants are also higher than those of the native population, just like in other countries, but not as much as in the multicultural regimes. Countries with multicultural policies, such as Belgium, the Netherlands or Sweden, by contrast, have more immigrants that have difficulties in the labour market (see Table 3).

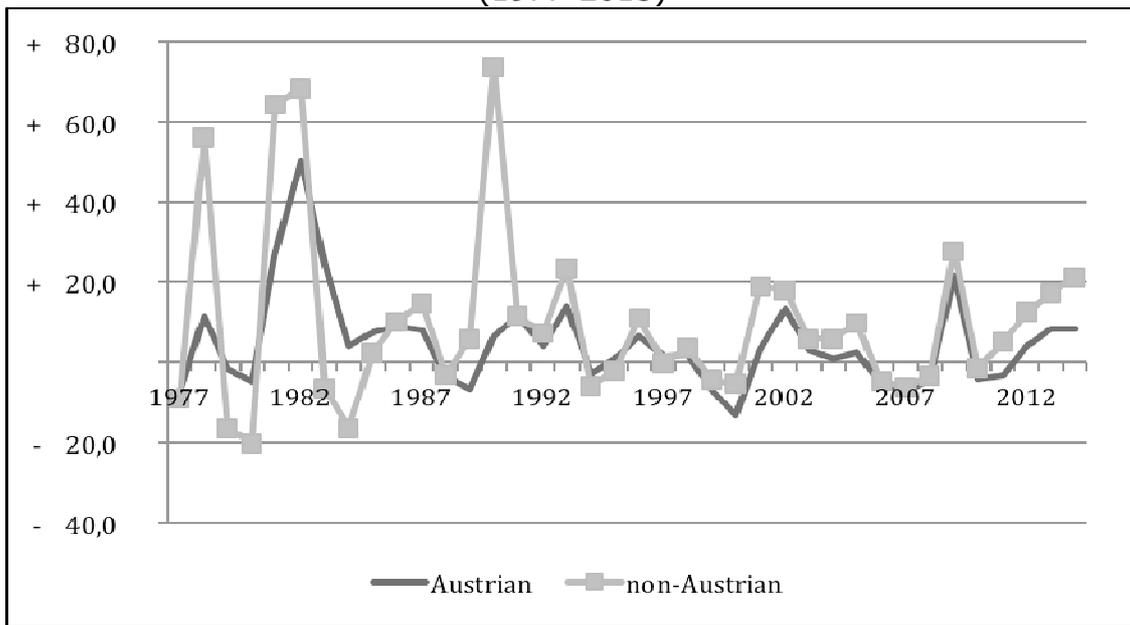
Table 3. Unemployment rates of selected countries as the share of unemployed persons (15-64) in the labour force

	<i>native-born</i>		<i>foreign-born</i>			
	2002	2008	2008	2014	2002	2008
Austria	4.3	3.2	4.7	8.7	7.5	10.1
Belgium	5.7	5.9	6.9	16.7	14.6	17.4
France	8.0	7.0	9.1	14.2	12.0	16.0
Germany	8.0	6.6	4.5	10.5	12.3	7.9
Hungary	5.6	7.9	7.8	5.1	6.1	6.0
Netherlands	2.2	2.5	6.1	5.3	6.6	12.0
Sweden	4.3	5.3	6.2	10.2	12.2	16.4
Switzerland	4.1	2.4	3.3	3.0	6.2	7.7
UK	4.9	5.6	6.1	7.6	6.7	7.1

Source: OECD, own calculations

We can find interesting values evaluating the data on the unemployment population distinguishing the Austrian and the non-Austrian (foreign) work force:

Table 4. Unemployment rates – Austrian and non-Austrian population (1977-2015)



Source: own illustration – Austria Statistic Office

As for the labour market participation of immigrants, analysing the international data, it is almost at the same level in Austria as that of non-immigrants, however we can observe differences in view of region, age, country of origin or skills. In Vienna, Salzburg and in Burgenland this value is higher than in the other regions. Female immigrants contribute to this high market participation level in general with 56%, while male immigrants with 73%. Citizens from the EEA have in larger proportion a job in Austria than 3<sup>rd</sup> country nationals, and e.g. regarding the Turkish population, only 52% of them are active in the labour market.

Analysing the labour market performances and the political mainstreams of the European countries, liberal welfare systems (United Kingdom) and regimes with high requirements (Austria, Switzerland) show more prospective labour market integration outcomes and narrower income gaps. In contrary, countries such as Sweden or the Netherlands have difficulties regarding the integration of immigrants in the labour market. On the base of the labour market data, labour market participation of immigrants is higher in countries with strict legal system regarding naturalization or integration pressures – this is in Austria (beside Germany or Switzerland), than in countries with easier access to naturalization or lighter assimilation pressures (Sweden, the Netherlands, Belgium).

Regarding the finance and income situation of the immigrants, immigrants live and work under other conditions in general than the natives. Table 5 presents the differences in the salaries and wages of Austrian and non-Austrian work force, on the base of the data from 2014. But employees with foreign citizenship (without the Austrian citizenship) have not only in 2014 but in general lower income.

Table 5. Discrepancies in% between salary- (wage-) levels of Austrian and non-Austrian employees

<i>Group</i>	<i>Percentage (-)</i>
Foreign citizens in general	16,7
Citizens of the EU-14	2,3
" of the EU-2004	18,5
" of other countries of former Yugoslavia	19,5
" of Turkey	19,7
Further 3 <sup>rd</sup> country nationals	22,3

*Source: Austrian Statistic Office, own calculations*

Migrant workers without qualifications or special skills are in the lowest income category, since they are mostly compatible (removable) among and within the different sectors. They are thus economical important for the private sector, but on the other hand, this group is particularly at risk of poverty and social marginalisation.

Circular migration and temporary stay also belong to the issue of the mobility of the labour force. Temporary and circular migration have positive and negative impacts on the competitiveness of the host country or host region. The intensity and structure of temporary and circular migration are, however, basically regulated by the interests of the economies and thus the host society is able to react to the changing demand in the labour market (Carrera, Hernandez & Sagrera, 2009). The European Union also considers that the impacts of these form of immigration are important, but it calls attention to this issue in its communication first in 2007 (COM, 248/2007). Wickramasekara, in contrary, emphasizes, that from the viewpont of both the host country and the migrant, in case of temporary settlement purposes the integration costs are lower, but on the other hand, this option is not so attractive for highly qualified persons (2011).

### *National policies and strategies*

The definitions of social, economic or political integration of a newcomer vary (Angenedt, 2000; Treibel, 2011). We find in the political issues - but also in the literature - different type of expressions as assimilation, incorporation, integration and inclusion. Some emphasizes the responsibility of the receiving community, some the importance of the willingness of the immigrants and we have theories that say that the success depends on the cooperation of all the actors: governments, immigrants, natives, employers, organisations and other communities – e.g. how the Council promotes it (Council of the European Union, 2004). It means, we can hardly find a consensus, not even on the political platform within one country (Verba et al., 1995). At the same time, we can find one common base: integration is a process by which immigrants become accepted into the society, getting a wide range of entitlements for the

everyday life, but these immigrants also have to respect the values and rules of the host country.

The scale is wide and expands from the first steps of integration of newcomers to the acquisition of citizenship. Just as for the citizenship – so writes Brubaker (1992) – some conceptions highlight the importance of cultural or ethnic connections, whilst it is only the time spent within the country that counts for the other ones. However, Bauböck (1994) points out that certain entitlements are linked to legal residential status of the migrants, it is obvious that citizenship is the most common entitlement for a migrant to get full membership rights - and thus to take part in political life, too. Based on the legal systems of the European countries important differences can be observed among the countries in their policies and procedures. These are e.g. the country of origin, the duration of stay, the original goal of stay, income or special contribution to the competitiveness of the country. Consequently, countries with easier procedures have fewer foreigners in the community and more members who are fully entitled to take part in the political life.

Effective and responsible integration of immigrants in the labour market and in society is one of the key factors for success regarding the European convergence targets. The elements of the European migration policy aim to harmonize the legislative and administrative instruments maximize the positive effects of migratory flows while finding solutions for social, economic, environmental and political challenges. We have already seen that there are European countries with restrictive policies; other states are, in contrary, open for multiculturalism providing easier access to equal rights and their political and welfare systems. After comparing the strategies of the European countries, there can be found several factors underlying the differences in immigrants' labour market integration and their success. These are the historical background of the host country, the national streamline in the policies relating migration management, the labour market and the welfare system of the host country, including the incomplete recognition of qualifications, discrimination and lack of information flow. Besides the country of origin, the skills, experiences and qualifications of immigrants and the purpose and circumstances of the stay can also be considered as important elements.

Regarding Austria, after the great immigration wave of guest workers there are yearly round 120 thousand migrants who enter the country with different purpose of stay. Thus in Austria it is the labour market mobility that has been the major political priority, but not really the question of participation and equality. Though, anti-discriminative laws were to be harmonised with the EU law. The 2010 National Action Plan and its organ, the Integration Fund announced many new initiatives, although these are mostly soft-solutions – without legal consequences. Compared with the legal rules of other countries, immigrants have less equal rights and opportunities in Austria than in the other European host-countries. The political integration of immigrants should play the same role on the political and social platform as the labour market or social welfare, since the political exclusion can also have negative consequences regarding the

local community and the whole state as well. But since the first labour migration program in the 1960's, the migration policy and integration tools have been severely revised and reworked. At the same time, new measures were introduced that should ensure better integration of foreigners in Austria – and so as “integration before immigration”.

If we look at the legislative and administrative practice in the European countries, immigrants of Austria (similar to Germany) have to face difficulties getting and holding their permits or later upgrading them into a secure one or into citizenship. Granted access to the social welfare, marginalized life periods, crime issues or just administrative problems can undermine these upgrading goals.

Despite the efforts the Austrian state makes to find an optimal non-legacy-solution for the integration of immigrants – or despite the communication – according to the Migrant Integration Policy Index of the EU the country only reaches yearly the following achievements:

Table 6. The MIPEX-evaluation regarding Austria (2014)

Rank	20 (of 38)
Score	50
Labour market mobility level	64
Family reunion level	50
Integration in educational issues	47
Integration in health issues	63
Political participation level	38
Permanent residence level	57
Access to citizenship	26
Anti-discrimination level	57

*Source: own illustration based on the data of MIPEX*

Sweden has the highest score, offering the easiest access to equal rights. The next ones are the Netherlands and the United Kingdom. The German-speaking countries (Germany, Switzerland and Austria) have lower scores. It illustrates their strict legal practices, reflecting the difficulties in the realization of equal rights. Regarding Austria it is the labour market mobility that has had the major political priority. It also means a higher degree of inequality between immigrants and non-immigrants and relatively difficult preconditions for the obtaining of equal rights.

As regards the relevant legal documents and political issues, I have to emphasize, that migration has placed pressures on the public service at state and local level as well, e.g. in the fields of education, social care, health care, work possibilities and unemployment and in connection with all of these the command of the German language. The Austrian government not only tries to fund the solutions and the necessary reforms at state and local level, but it has to cope with added pressures from new migratory waves. The government therefore tries to manage migration

and direct the political integration of migrants with different methods. One of the main barriers to the integration and the successful cooperation with migrants in political life is the limited German knowledge of migrants and the lack of knowledge regarding the history and culture of the country. The state makes thus efforts to communicate the importance of these not only in Austria (with the help of different channels) but abroad, through the embassies and institutions, too.

Countries, in contrary, that try to provide an equal income distribution system without restrictive conditions, have thus difficulties to maintain this level. Here immigrants are not motivated to improve their chances on the market.

Not only the migration policies but within this topic the approaches to circular and temporary immigration also vary in Europe, regarding the positive or negative effects and thus the national legislative solutions, which should encourage or limit temporary or circular movements. These are in Austria first visas and temporary permits (up to 12 months), renewable or non-renewable, and further legislative conditions, beside other tools that affect the entry to labour markets.

Comparing the European policies on temporary and circular migration, they are currently at an early stage. The legal system of Austria contains conditions regarding temporary and circular immigration – they are however rather restrictive, similar to the whole migration strategy of the country (visas up to 3 or 6 months with or without work permit or temporary residence permit basically up to 12 months). The recruitment of migrants on temporary basis became more intensive some years ago in Austria too. These persons are mainly agricultural workers, personnel in tourism and trade or in the health sector, but we can also mention highly qualified persons such as researchers and educational staff or volunteers, from 3rd countries and from other EU Member States. The strict legal and administrative requirements regarding entering the country, regarding settlement and employment thus needed to be reviewed and had been somewhat modified. We can thus point out, that Austria is still exploring how to manage these forms of immigration, reacting only moderately, though the earlier experiences (especially regarding the guest-workers in the 60es and 70es, but the period of the strong restrictions from 1996, as well) could serve as lessons for the present politics.

### *Regional characteristics of the migration policy*

The framework conditions of the national migration and integration policies and tasks are based on the relevant policies and goals of the European Union, and each European state has developed its national strategy. Beyond these levels, most of the West-European regions and cities have already recognised the impacts of the migratory movements and the importance of perception and reaction.

From the practical point of view, several studies prefer the national context. This is maybe because the range of citizenship and immigration policies is always defined at national level. However, at local level policies have more direct effects. So provide regional or local authorities support in strengthening the linkage between migrants and natives (Penninx et al. 2004). Local governments experience first challenges brought by ethnic, cultural and social diversity that immigration causes (Rogers & Tillie, 2001). In summary, it is mainly the local policy that can manage and accelerate the intensity of migrants' incorporation into the community. It is also at the local level that migrants usually have greater opportunities to become involved in political and civic life.

Varun Uberoi and Tariq Modood point out that legal exemption for anti-discrimination practices and multicultural education policies remain mainly in place and not countrywide (2013). Moreover, the roles of municipalities have gained importance in recent years due to the implementation of decentralised policies, though experience has shown different types of evolution of modernisation in the western and eastern countries.

Regarding Austria, despite its humble MIPEX-scoring values, that have been stable over the last years, this country has a wide range of solutions as for the integration of immigrants, both at the national and subnational level. The Austrian subnational, local authorities have also recognized the importance of immigrants' integration. Different integration instruments have been developed – in Graz even since the appearance of the first guest-workers –, however, we can only talk about a countrywide intensive integration activity from 2000.

Table 7. National and subnational solutions regarding integration of immigrants

	<i>National level</i>	<i>Subnational level</i>
<i>Legal rules</i>	immigration employment welfare services equal rights	education social aid spatial planning real property acquisition
<i>Priorities</i>	basic skills dialogs neighbourhood health sport Austrian culture	German language schools public sector women's integration information transfer diversity
<i>Communication</i>	defining preconditions	cooperation

Source: Patay, 2016

As already analysed in this study, labour market participation of immigrants is higher and unemployment rates are lower in countries with strict legal system regarding welfare provisions, naturalization and integration pressures, and so it is in Austria, beside Germany or Switzerland. Furthermore, regional differences can be observed among

inputs and outcomes of integration solutions within a country. The integration programs and the labour market possibilities strengthen in addition the phenomenon of immigrants' spatial concentration, which multiplies the positive steps of development. For that, the labour market participation of the immigrants is high, despite the relatively low rate of migratory movements. In some regions of Austria female immigrants, both newcomers and residents (1. or 2. generation) are intensively involved in integration programmes. Their labour market participation is higher than in the other regions, and they have also success in running a small business. A cooperative attitude of the regional or local government regarding integration of immigrants and the priority of information-transfer among the actors (local community, immigrants, institutions, authorities, entrepreneurs, civil groups, media) profoundly affect the outcomes of the labour market and thus both the social and economic development of the region. Regions of Austria, e.g. Burgenland, capitalize effectively the migratory flows and their consequences.

## *Summary*

Today each European state, and so does Austria, faces different migratory challenges. Migrants make significant contributions to the development of the host country with their workforce, experiences and knowledge, culture, or international connections. One of the most interesting questions is how the government can make advantages of it, how the political level can promote the active engagement and participation of immigrants. Integration is the process by which immigrants become accepted into the society, getting a range of entitlements depending on their legal status.

Regarding the labour market situation, immigrants of Austria live and work under other conditions in general than the natives. They are thus economical important, but this group is particularly at risk of poverty and social marginalisation. Temporary and circular migration, similar to long-term immigration, have positive and negative impacts on the competitiveness of the host country or host region. The European countries pay however less attention to these phenomena.

We have seen that according to the legal rules of Austria, despite of its efforts in communication, its policy in connection with permanent residence and naturalisation is one of the most restrictive in Europe. But the circumstances and effects of the political inclusion can be observed not only at state level but in local context as well. The cooperative and communicative attitude of regional or local governments and a good information-transfer among the actors profoundly affect the outcomes of the labour market, and thus both the social and economic development of the region.

Comparative analyses could be conducted either on regions of a country or on European metropolitan cities. Thus, the focusing on the local level

can give us additional materials when studying migrants' political incorporation.

## References

- Angenendt, Steffen (2000). Globalisierung und Wanderungsbewegungen. In Butterwegge et al. (Eds.), *Zuwanderung im Zeichen der Globalisierung, Migrations-, Integration- und Minderheitenpolitik* (pp. 35-41). Opladen: VS Verlag für Sozialwissenschaften.
- Bauböck, R. (1994). *The integration of immigrants*. Strasbourg: Council of Europe CDMG.
- Biffl, G., Skrivanek, I., Steinmayr, A., & Faustmann, A. (2010). *Migrantinnen und Migranten auf dem burgenländischen Arbeitsmarkt*. Eisenstadt: AMS Burgenland.
- Brubaker, R. (1995). National Minorities, Nationalizing States, and External National Homelands in the New Europe. *Daedalus*, 124 (2), 107-132.
- Carrera, S., Hernandez, I., & Sagrera, R. (2009). *The Externalisation of the EU's Labour Immigration Policy: Towards mobility or insecurity partnerships*. Brussels: CEPS.
- Council of the European Union (2004). Common basic principles on immigrants' integration policy in the European Union. In *2618th Council Meeting, Justice and Home Affairs*, 14615/04, Presse 321. Brussels. Retrieved from [http://www.consilium.europa.eu/uedocs/cms\\_data/docs/pressdata/en/jha/82745.pdf](http://www.consilium.europa.eu/uedocs/cms_data/docs/pressdata/en/jha/82745.pdf) [25.11.2016].
- Európai Bizottság (2007). *A Bizottság Közleménye a Tanácsnak, az Európai Parlamentnek, az Európai gazdasági és Szociális bizottságnak és a Régiók Bizottságának - A közkeletű migrációról, valamint az Európai Unió és harmadik országok közötti mobilitási partnerségekről*, COM/2007/0248. Retrieved from <http://eur-lex.europa.eu/legal-content/HU/TXT/?uri=URISERV%3A114564> [09.12.2016].
- European Commission (2015). *Policies of DG Migration and Home Affairs*. Retrieved from [http://ec.europa.eu/dgs/home-affairs/what-we-do/policies/index\\_en.htm](http://ec.europa.eu/dgs/home-affairs/what-we-do/policies/index_en.htm) [20.11.2016].
- Fassmann, H., & Münz, R. (Eds.) (1996). *Migration in Europa. Historische Entwicklung, aktuelle Trends, politische Reaktionen*. Frankfurt am Main: Campus Verlag.
- Kováts A. (2014). Migrációs helyzetkép Magyarországon. In Taróssy I., Glied V., & Vörös Z. (Eds.), *Migrációs tendenciák napjainkban* (pp. 329-349). Pécs: Publikon.
- Patay T. (2016). A migrációs kihívások és megoldások regionális sajátosságai. In Berghauer, S. et al. (Eds.), *Társadalomföldrajzi kihívások és adekvát válaszlehetőségek a XXI. század Kelet-Közép-Európájában* (pp. 380-387). Beregszász: II. Rákóczi Ferenc Kárpátaljai Magyar Főiskola.
- Pennix, R., et al. (2004). *Integration of Migrants: economic, social, cultural and political dimensions. European Population Forum 2004*. Geneva: UNECEF.
- Rogers, A., & Tillie, J. (Eds.) (2001). *Multicultural Policies and Modes of Citizenship in European Cities*. Aldershot; Burlington, US; Singapore; Sydney: Ashgate.
- Todaro, M. P. (1969). A Model of Labour Migration and Urban Unemployment in Less Developed Countries. *American Economic Review*, 59 (1), 137-148.

- Treibel, A. (2011). *Migration in modernen Gesellschaften – Soziale Folgen von Einwanderung, Gastarbeit und Flucht*. Weinheim; München: Juventa Verlag.
- Uberoi, V., & Modood, T. (2013). Has Multiculturalism in Britain Retreated? *Soundings*, 53, 129-142.
- Ullram, P. A. (2009). *Integration in Österreich – Einstellungen, Orientierungen, Erfahrungen*. Wien: GfK Austria.
- Verba, E., et al. (1995). *Voice and Equality*. London: Harvard University Press.
- Wickramasekara, P. (2011). Circular Migration: A Triple Win or a Dead End. *Discussion Paper*, 15. Global Union Research Network.