

Gender and Cultural Perspective in Adult Education and Community Work in Austria

Doris Kapeller

PERIPHERIE – Institut für praxisorientierte Genderforschung

Graz 2018



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www.peripherie.ac.at

office@peripherie.ac.at

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Introduction

The report aims to highlight the situation of migrants, refugees and minorities in Austria in general as well as in adult education. Particular attention is paid to the situation of women.

This report is part of an Erasmus+ project called "EQUAL SPACE - innovative gender and diversity strategies in adult education". EQUAL SPACE brings together four partners from different fields, PERIPHERIE as gender research institute from Austria, ELAN INTERCULTUREL as education organization focusing diversity from France, REDE as education organization for young people and women from Portugal and CWSP as women's organization from Bulgaria.

The idea for EQUAL SPACE derives from the joint observation among the partners of the role adult education can play for intersection of gender and cultural diversity and for the inclusion of disadvantaged groups to society and education.

The main objectives of this project are:

- to increase the knowledge about intersection in the partner countries and on EU level
- to enforce gender and diversity equality and social inclusion through a community education approach in the field of intersection of gender and cultural diversity
- to support the integration and social inclusion of migrants, refugees and minorities in life-long learning by training CEFs in the field of intersection
- to enhance the quality and relevance of learning offers in adult education, using digital tools and resources.
- to develop research based recommendation for regional, national and EU level
- to develop a transfer model for Equal Space for other fields of education, to promote the access and motivation for education of different target groups
- to promote the importance of cross-sectoral and cross-country cooperation for the development of a curricula, training material and online tools for training Community Education Facilitators (CEFs) in the field of intersection

To achieve this, the project aims to develop a research based Community Education approach focusing the intersection between gender and diversity. Community education promotes learning and social development work with individuals and groups in their communities using a range of formal and informal methods. Our experience in community education have shown that community education processes need actors – Community Education Facilitators (CEFs), who initiate local or regional learning processes, which would anchor community education in the field of gender and cultural diversity (intersection) as a central task.

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Currently there is no curriculum or training program for CEFs in this field. There are community development courses, but education and learning are a by-product in them and there are concepts of outreach learning and embedded learning. Our approach is to train CEFs in the field of intersection (gender and cultural diversity) connected with strategies which change the structure of education systems.

The fact that the partners involved come from different sectors and countries gives added value to this project, as they offer their own expertise, views and experiences and will be able to create a product that is relevant not only to each country specifically but to a wider European context.

The methods that will be used in this project are diverse and aim to increase the quality and its outcomes, as well as to wider and successful dissemination of the projects' results. Such methods include extensive research, needs analysis, development and assessment of a curriculum for CEFs, non-formal face to face and virtual learning tools and methods, a transfer model, monitoring, evaluation and dissemination strategies.

EQUAL SPACE is expected to have a great and long-term impact affecting not only the immediate participants as community workers, staff of education organizations, regional actors, civil institutions and NGOs in its activities, but also thousands of people, educators, trainers and adult education organizations, as well as other interested stakeholders all over Europe, by providing tools that can contribute to the improvement of the quality of offered lifelong learning services all over Europe, the building of the capacity of so called CEFs, especially in regards to intersection in their daily work. The project will show an approach, how disadvantaged people can be included in lifelong learning. The long-term impact of this project will be encouraged by a research based transfer model.

More information about the project and its products may be found at the project official website: www.equalspace.eu.

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History of immigration

Already in the second half of the 19th century there were mass migrations of people from the crown lands of the Imperial and Royal (k.u.k.) Monarchy to Austria, especially to its capital, the Residence City Vienna. Since the end of the Second World War there has been again a wave of migration to Austria, this time hundreds of thousands of migratory workers, asylum seekers, and people driven out of their homelands.

In the beginning of the 1960s, Austria started to recruit so-called „Gastarbeiter“ [guest-workers], largely from Yugoslavia and Turkey. Like Germany and Switzerland, Austria also originally planned to bring migratory workers into the country only on a short-term basis. This so-called „rotation-principle“ soon proved to be completely out of line with reality and was already replaced in the 1960s with prospects of longer term occupation and the permanent settlement of immigrant families. A second and also a third generation began to grow up. Immigration policy faced therefore new challenges: for example, concerning civil rights for immigrants or integration of children in the school system, who were not German native speakers. Many of these problems have not been adequately solved right up to today.

The legislation in Austria dealing with aliens (Immigration Law, Residence Permit Law, Work Permit Law) was tightened after the opening of the Eastern borders at the beginning of the 1990s. Today immigrants who lose their job can be all too easily lost in the legal jungle of the residence authorities, even if they have lived here for decades. (Münz/ Synthesis Forschung 2014, Hofer et al. 2013, ÖIF/Statistik Austria 2017) The number of people who come to Austria as migratory workers depends mainly on the requirements of the economy, and since 1993 this is regulated through quotas. The overwhelming majority of migratory workers in Austria has, and always did have, the worst paid jobs: for example men in construction and women in cleaning. (Hofer et al. 2013, ÖIF/Statistik Austria 2017) The concentration of certain groups in certain work areas is primarily a result of restricted access to Austrian labour markets for immigrants from non-EU-countries. For employees from the new EU-member states of Eastern Europe a transitional period was introduced regarding access to the labour market of the former EU-member states. According to this, the „old EU member-states“ can decide after 2 then 3 and then again after 2 more years, to what extent they want to open their labour market to the new EU citizens. Austria had announced that it will make use of the full transitional period of seven years (until 2011).

After the original so-called „Gastarbeiter“ came, new migratory workers have come to Austria since the end of the 1980s from Middle and Eastern Europe and from other parts of the world. Thus, for example, nurses have been brought into Austrian hospitals from the Philippines and other Asian countries.

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Measures to further integration have not been adequately taken in all these years. People without an Austrian passport who do not come from an EU-country are largely excluded from the right of participation in decision-making.

Non-Austrian EU citizens are in principle eligible to vote in municipal elections (or in district representation elections in Vienna) as well as in European elections.¹ All other people without an Austrian citizenship are excluded. In 2017, this meant that about 15 percent of the population of voting age were excluded from political participation. For Vienna, the numbers were even more dramatic: The city had 1.580.950 residents of voting age, of which, however, 444.611 were not Austrians and therefore were not allowed to vote.²

The active and passive right to vote work councils exists for persons without Austrian citizenship since 2006. However, it was granted only by going through the European Court of Justice. (Biffl 2011, 95)

1 <https://www.help.gv.at/Portal.Node/hlpd/public/content/32/Seite.320331.html> (03/08/18)

2 https://diepresse.com/home/meinung/gastkommentar/5300449/Gastkommentar_Wahlrecht-auch-fuer-Auslaender-Absurd-und-gefaehrlich (03/08/18)

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Current situation

In the year of 2016 1.898 Million residents with immigration background (22,1%) lived on average in Austria, that were 85.000 more than in the year 2015 (1.813 Mio.). 1.415 Mio. residents were born abroad (first generation), 483.000 were born in Austria, but their parents were born abroad – the so called second generation.

Citizenship

63% of inhabitants with immigration background have no Austrian citizenship, 37% have an Austrian citizenship. 28% of the first generation have an Austrian citizenship, 64% of the second generation have an Austrian citizenship.

Nationality

Differing people who have a foreign citizenship in Austria after their nationality, the Germans are the biggest group. On the first of January 2017 182.000 Germans lived in Austria. The second biggest group are the Serbs (118.000) and the third is the group of the Turks (117.000). The fourth are the people from Bosnia Herzogowinia (95.000), followed by citizens of Romania (92.000). Sixth to tenth in line are Croatians, Hungarians and Polish people, people from Afghanistan and Syria. The two last groups are immigrants from 2015 and 2016.

Request for asylum

Statistics of the Department of the interior show 42.285 requests for asylum in 2016. In 2015 there were 88.340 requests. The number halved from 2015 to 2016, this is the consequence of restrictive politics. Most of the people who request asylum are from Afghanistan (11.794), Syria (8.773) und Iraq (2.862). Totally 36.720 persons were accepted as immigrants from 2015 and 2016, that were 23.642 persons from Syria, 3.839 persons from Afghanistan and 1.965 from Iraq.

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Working situation

21% (around 900.000 people) of the entire working population in Austria have an immigrant background. The biggest part are the working people from Yugoslav following states out of the EU: 6,1% of all working people in Austria. The working people from the countries, which joined the EU since 2004 are 5,7% of all working people, working people from EU-Member-States before 2004 or EFTA-Member-States are 3,3%. Working people with Turkish background are 2,7%, the people from third countries are 3,4%.

The activity rate of women with immigrant background is at 58%, in comparison to women without immigrant background which is at 71%.

Migrants earn on average about 200 Euros less than Austrian people. Half of all employees with an immigrant background are working in the position of a “worker”. More migrant women than Austrian women have an University degree, but a third of the employed migrant women feel overqualified.

Education - Schools

Foreign pupils visit relatively seldom higher schools. More often they visit lower second education. Special needs schools³ have the highest percentage of children with no Austrian citizenship (19%), what is interpreted by their lack of German language skills at the beginning of school.

8% of the pupils with foreign mother tongue leave the school system without duty graduation. There are great gender differences: 6% of the foreign girls leave school without duty graduation, but 10% of foreign boys.

Education participation of pupils, who are born abroad, is increasing. Above-average increasing was seen in the case of former Yugoslavian countries (outside EU) and Turkish pupils in the age between 15 and 19 years, their education participation increased more than 8 percent points.

3 In Austria special needs schools are schools with special education, most of the pupils are mental handicapped or learn much slower than the majority. [https://de.wikipedia.org/wiki/Sonderschule_\(%C3%96sterreich\)](https://de.wikipedia.org/wiki/Sonderschule_(%C3%96sterreich)) (03/07/18)

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Education level of the total population

By virtue of the immigration of students the qualification level of people with immigration background increased. 2016 around 33% of the people without immigrant background in the age between 25 and 64 years had finished the high school or have an academic title, however 39% of persons with immigrant background within the same age range.

The education level of the second generation is nearly the same as the level of the native population. Especially the low portion of people, who have only a duty graduation (19% versus 28% in the first generation) and the very high portion of graduates of professional schools (51% versus 33%) is showing this.

Need of action in the field of education politics is seen by the youth, who have no duty graduate. Around 8% of the pupils, who have not German as native language, who were on the 1.9.2014 14 years old, had two years later not finished the duty school. Boys (10%) were stronger affected than girls (6%). In comparison only 3% of the Natives did not finish this school two years later.

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The following table shows an overview of the situation of immigrants in Austria:

	National 2016 ⁴	Regional 2016 Styria
% of migrants in the population	15,3% ⁵ persons without Austrian citizenship (13,1% not born in Austria, 3,2% born in Austria) 18,9% persons born abroad (13,1% not Austrian citizenship, 5,8% Austrian citizenship)	10,2% ⁶ without Austrian citizenship Graz City 21,1% ⁷ without Austrian citizenship
% of female migrants in the female population	18,4% ⁸	8,8% ⁹
3 largest migrant groups in % in the population	38% EU or EFTA countries 28% from Ex-Yugoslavia (without Slovenia and Croatia) 14% from Turkey Women: 48,5% EU/EWR 51,5% third states	56% EU countries (13,3% from Rumania, 12,1% from Germany, 10,4% from Croatia) 15% from Ex-Yugoslavia (without Slovenia and Croatia) 6% from Turkey ¹⁰ Women: 59% EU/EWR 41% third states
Age of migrants (% 0-19, 20-39, 40-64, more then 65)	22% 35,6% 32,7% 9,7%	24,6% 41,9% 28,7% 4,8% ¹¹ 32,9 years average age ¹² (A ¹³ 44,8 years) ¹⁴
Age of male migrants (% 15-30, 30-45, 45-60, more then 60)	41 years average age ¹⁵	32,6 years average age (A: 43,2 years) ¹⁶
Age of male migrants (% 15-30, 30-45, 45-60, more then 60)	43 years average age (A: 44) ¹⁷	33,3 years average age (A: 46,3 years) ¹⁸
Educational level of migrants (% of max. mandatory school, % of middle school, % of higher school level, % of university) in the age between 25-64 years	2016 ¹⁹ 26,8% (A: 10,7%) 34,3% (A: 56,5%) 18,5% (A: 15,9%) 20,5% (A: 16,9%)	2015 ²⁰ 44,1% (A: 12,6%) 29,3% (A: 57,7%) 11,4% (A: 14,4%) 15,2% (A: 15,2%)

4 ÖIF (2017) Statistisches Jahrbuch Migration, Wien.

5 The high number is the consequence of a restrictive naturalization policy.

6 Landesstatistik Steiermark (2017a)

7 See footnote 7

8 ÖIF (2017) Frauen. Statistiken zur Migration & Integration 2016, Wien.

9 Statistik Austria, eigene Berechnung: https://www.statistik.at/web_de/statistiken/menschen_und_gesellschaft/bevoelkerung/volkszaehlungen_registerzaehlungen_abgestimmte_erwerbsstatistik/bevoelkerung_nach_demographischen_merkmalen/index.html (03/13/18)

10 See footnote 7

11 Statistik Austria, own calculations: https://www.statistik.at/web_de/statistiken/menschen_und_gesellschaft/bevoelkerung/bevoelkerungsstruktur/bevoelkerung_nach_alter_geschlecht/index.html (03/13/18)

12 See footnote 7

13 the values under A in brackets (A :) are the data of Austrian citizens.

14 Landesstatistik Steiermark: personal information from DI Holzer (03/15/18)

15 See footnote 5

16 Landesstatistik Steiermark: personal information from DI Holzer (03/15/18)

17 See footnote 5

18 Landesstatistik Steiermark: personal information from DI Holzer (03/15/18)

19 See footnote 5

20 Landesstatistik Steiermark: personal information from (03/14/18)

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	National 2016 ⁴	Regional 2016 Styria
Educational level of female migrants (% of max. mandatory school, % of middle school, % of higher school level, % of university)	2015: ²¹ 29% (A: 14,2%) 29,8% (A: 52,8%) 19,3% (A: 15,1%) 21,9% (A: 17,9%)	2015 ²² 46,5% (A: 16,4%) 26,4% (A: 52,7%) 11,8% (A: 14,4%) 15,2% (A: 16,5%)
Employment rate of male migrants	78,9% (A: 81%) ²³	78,9% (A: 63,9%) ²⁴
Employment rate of female migrants	64,1% (A: 73,3%) ²⁵	58,3% (A: 53,5%) ²⁶
Professional position (worker, employee/ ²⁷ official, self-employed) of male migrants	Worker 49% Employee/official 40% Self empl.: 9,8% (A: 11,6%)	
Professional position (worker, employee/ ²⁸ official, self-employed) of female migrants	Worker 35% Employee/official 58% Self empl.: 6,8% (A: 6,7%)	
Unemployment rate of male migrants	13,4% (A: 8,7%) ²⁹	10,6 ³⁰ (A: 8,8%) ³¹
Unemployment rate of female migrants	13,7% (A: 7,3%) ³²	12,7% ³³ (A: 7,5%) ³⁴
Net anual income (median) migrants/ not migrants	4% over the median. Net median annual income of employed persons (excluding apprentices) in Austria in 2016 was € 20,543€ ³⁵	Migrants and Austrian citizens: 21.864 € ^{36 37}
Net anual income (median) male migrants/ not migrants	21.100 € (A: 28.100) ³⁸	Male migrants and male Austrian citizens 26.027 € ³⁹
Net anual income (median) female migrants/ not migrants	16.000 € (A: 19.600) ⁴⁰	Female migrants and female Austrian citizens: 17.121 € ⁴¹

21 See footnote 5

22 Landesstatistik Steiermark: personal information from (03/14/18)

23 Statistik Austria: https://www.statistik.at/web_de/statistiken/menschen_und_gesellschaft/arbeitsmarkt/erwerbsstatus/index.html (03/15/18)

24 Statistik Austria: personal information from Mag.a Melitta Fasching (03/16/18)

25 Statistik Austria: https://www.statistik.at/web_de/statistiken/menschen_und_gesellschaft/arbeitsmarkt/erwerbsstatus/index.html (03/15/18)

26 Statistik Austria: personal information from Mag.a Melitta Fasching (03/16/18)

27 Statistik Austria/ ÖIF (2016) Arbeit & Beruf. Statistiken zu Migration.& Integration 2016, Wien.

28 See footnote 11.

29 AMS Arbeitsmarktdatenonline: Würfel: amb/wal090, <http://iambweb.ams.or.at/ambweb/> (03/15/18)

30 AMS Styria, Statistics: personal information Mag. De Brito e Cuncha on 14.03.2018 AMS Steiermark, Statistik: (03/14/18)

31 AMS Steiermark (2017)

32 AMS Arbeitsmarktdatenonline: Würfel: amb/wal090, <http://iambweb.ams.or.at/ambweb/> (03/15/18)

33 AMS Styria, Statistics: personal information Mag. De Brito e Cuncha on 14.03.2018 AMS Steiermark, Statistik: (03/14/18)

34 AMS Steiermark (2017)

35 Statistik Austria: https://www.statistik.at/web_de/statistiken/menschen_und_gesellschaft/soziales/personen-einkommen/jaehrliche_personen_einkommen/index.html (03/16/18)

36 Landesstatistik Steiermark (2017b)

37 According to personal information in the Styrian state statistics on 03/15/18, there are no separate evaluations for Austrian and non-Austrian nationals for the annual net income for Styria.

38 See footnote 5

39 Landesstatistik Steiermark (2017b)

40 See footnote 5

41 Landesstatistik Steiermark (2017b)

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Refugees

Austria has also a long history of helping refugees. During the Hungarian uprising of 1956 it opened its borders to thousands of Hungarians. Much the same happened during the Prague Spring of 1968 when Austria opened its borders to let in thousands of Czechoslovakians. And during the Balkan War of 1991-1995 it again took in thousands of people fleeing from the former Yugoslavia.

While the refugees and migrants who poured over the border at the end of August 2015 were made just as welcome, a general feeling of unease was only too apparent. Thousands of voluntary helpers welcomed Angela Merkel's open-door policy. As trains full of refugees crossed through Austria it was evident that the women, babies and small children shown in press photographs were only a small minority. The large majority were able-bodied young men at the age between 20 and 35. Many Austrians wondered how little Austria, whose migrant camps were already full to overflowing, could successfully integrate them and, above all, find work for them.

The big turning point came when gangs of migrants sexually abused women on New Year's Eve in Cologne. The news increased Austrians' fears. Nearly all political parties tried to exploit these fears and changed the politics. For the next national elections in October 2017 nearly all parties could achieve their restrictive foreign politics.

In Austria there is a considerable evidence of normalization of "othering" (racism, xenophobia, Anti-Semitism) in political discourse, and there is much to indicate that this is also occurring at every level of discourse, ranging from the media, political parties, and institutions to everyday life. (ZARA 2017, Forum gegen Antisemitismus 2017, Menschenrechtsbeirat 2018)

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Minorities⁴²

Croatian from Burgenland, Romani, Slovak, Czech and Hungarian language are protected by law (Volksgruppengesetz 1976 and later). These are the languages of the autochthon minorities. The recognition of minority rights of Croatian people in Burgenland, of Slovenes in Carinthia and Styria by law is regulated by Article 7 of the state contract 1955. Legal recognition of the Hungarian language in four municipalities of Burgenland follows the Volksgruppengesetz. The Roma, Lovara and Sinti got the rights very late, in the year 1993.

Furthermore, the Austrian sign language (for people who cannot hear) as language of a not ethnic minority exists since 2005 in the constitution.

The big number of other languages, Turkish and the languages of former Yugoslavia are not recognized as minority languages and are not perceived in schools.

The census 2001 says the following about the slang they use:

Slovenian	17.953
Burgenland-Croatian	19.374
Hungarian	25.884
Romani	4.348
Czech	11.035
Slovak	3.343

At the 2001 census the population was asked if they speak a minority language as mother tongue. From the side of research this approach has always been criticized, because when minorities feel discrimination they do not declare themselves (for example Slovenians in Styria). Since 2001 there are only register counts in Austria where no minority languages can be recorded.

Minorities have always to struggle for their rights, for example in Carinthia. The New Right always tries to restrict them.

40 Wikipedia (09/13/17), translated by the author

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Empirical research

The common guideline for the interviews was adapted to the individual situation of the interview, both in order and in wording - as with all guideline-oriented qualitative surveys, very open questions were asked, which allow the interviewee to set their own priorities.

The selection of the interviewees was made by using the method of theoretical sampling (Grounded Theory by Glaser/Strauss 1967)⁴³, a process in which data acquisition and analysis are alternated. I started with a part of the interviews, analyzed them afterwards and then went back into the field to find ideally deviant interviewees, so that the field of investigation is illuminated as best as possible. If possible, the process will continue until the theoretical saturation is reached.

First, adult educators were interviewed and stakeholders who have a lot of experience in the field of intersection of gender and cultural diversity. Subsequently, trainers, consultants and stakeholders were interviewed. Finally, I conducted interviews with people working in slightly different areas, for example a teacher who has 50% children with non-German mother tongue in class, or the Equal Treatment Advocacy Office of Styria or the former Equal Treatment Officer of the City of Graz.

In addition, I was interested in research in the field of intersection as well as in the work of one person who designed a course for multipliers in the field of intersection of gender and cultural diversity and in the work of one who developed a course for male asylum seekers according to a dialogue group concept. Also, I interviewed a person who developed and implemented the concept of intercultural education coordinators using a community education approach. Trained migrants in gender and diversity form a bridging function between adult education and its migrant community, in order to motivate women to continue their education.

The results of the interviews do not show significant differences between stakeholders and trainers, teachers, researchers and consultants. Because of this I will present the results combined. In the attachment (list of interviewed persons) you can see who was interviewed and their main activity field.

43 Barney G. Glaser, Anselm L. Strauss: The Discovery of Grounded Theory. Strategies for Qualitative Research. Aldine, Chicago IL 1967, (German: Grounded Theory. Strategien qualitativer Forschung. Huber, Bern u. a. 1998)

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Analysis of results of the interviews

Fields of action of the interviewees and implications

We interviewed adult educators who work directly with immigrants and trainers who see their task area in the multiplier training. In addition, we also interviewed people who have developed different concepts in the area of intersection – adult education – community education. The four interviewed researchers, two of them also had practical experience in the training of multipliers, provided a good insight into current research projects on the topic.

Some respondents are not working in adult education only, but also in counseling, such as educational counseling or counseling for asylum.

The two civil servants (I1, I7), who were surveyed, one responsible for women and equality and the other for integration, see themselves primarily as administrative units that provide the best possible conditions for NGOs and projects „that keeps things running“ (I7), as one expressed. One of them also sees herself as an information platform in order to give women the opportunity to find the right place for their request as quickly as possible. They attach particular importance to being „no office“, meaning to provide low threshold access and a pleasant atmosphere.

Two respondents were more concerned with the legal aspects of intersection, indicating that the legal interpretation is very weak. In the work of the equality lawyer, it is always about whether one can prove the unequal treatment in the field of gender and diversity. Both interviewees emphasize that actually in Austria there is a reversal of evidence in this case. In addition, the work of the equal lawyer and the equal treatment officer focus on to what extent the affected person is ready to fight for his/her right.

A primary school teacher was interviewed because she has been working with classes that have a high migrants' share for years, and also puts a lot of emphasis in involving the parents.

Understanding of intersectionality

Most of the interviewed persons understood intersectionality to be characteristics that can cause discrimination and increase when they coincide. However, some of the interviewees see that the migration status doubles all of the mentioned criteria of discrimination such as being a woman, being disabled, being old, having a different sexual orientation etc.. Some people

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see it the other way around, being a woman doubles all other possible discrimination criteria.

Everyone agrees that it makes a difference, whether you're born as a man or a woman, in which culture you grew up and if you have a different mother tongue.

Some interviewees stress that they find it difficult to keep track of all intersectional overlaps in both practical and research work. Two interviewees emphasize that they have developed strategies and concepts for how they can deal adequately with this social complexity in educational settings. They build on a dialogue form that is described in more detail in the didactic chapter.

A small proportion of respondents explicitly make it clear that gender and cultural diversity do not depend on the individual, but rather on the structural possibilities. Because of this, we should change the structures.

Education of female Immigrants

Some of the interviewed trainers and stakeholders (I8, I10, I9, I18) have the opinion that female migrants find the same obstacles to participate in further education as women in Austria plus the migrant status and the situation of a refugee: missing childcare, financial obstacles, bad working conditions, missing social nets. In their opinion: "*The migration status doubles the above-mentioned barriers*". (I8)

Women with a migration background have a different educational profile compared to the population without a migration background. The education level of immigrants in Austria is lower on average than the education level of the majority population. But there is a bipolar distribution among the migrants: There are more people with a low level of education and also more academics than among the natives. (I8, I13, I10)

On the other hand, the domestic population is strongly represented in the middle education level and training/apprenticeship (which, however, is an Austrian specific dual education). The level of educational qualifications is also unevenly distributed among the various immigrant groups. The influence of the immigration history of different groups and in consequence their different roles in the working world are important here.

The differences in educational background among migrant women are very large. Most of the interviewees offer in their adult education institution basic education courses and classical German courses, but nothing for higher qualified migrant women. (I9, I10, I11)

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Female migrants as target group of adult education

All interviewees agree that migrant women are difficult to reach from general adult education - except in German and basic education courses. In contrast, migrant women are fully integrated in courses of the employment office - in continuing vocational training. As a ZAM⁴⁴ managing director reports, 50% of ZAM students are migrant women. They are very committed to learn, but encounter many barriers and disadvantages in the Austrian labor market. (I18)

The opinion of the majority of our interviewees is, that in general adult education there are too few efforts about migrant women, the structures are not open to this group and it seems that many adult education institutions are not really interested in changing the situation either.

In addition, many migrant women do not see any sense in general adult education and do not know the institutions. They have no interest in participating in „Wishy-Washy“ courses – the training must have a direct benefit for them – or they cannot afford to attend because they have to pay for both, the course costs and their living expenses during the time of the course.

However, according to the respondents, if one reaches immigrant women, these women are especially ambitious in general and in vocational adult education. Also, they complete the training with excellent success, even though they have to provide more achievements by themselves than Austrians because of the language.

Regarding female migrants as a target group of educational offers the professor of adult education states that on one hand people with an immigration background should be addressed as a special target group of adult education institutions (German or basic education courses). On the other hand, they take also part at non-migrants specific education events such as training courses of the employment service. Most often migrants visit German courses, IT training courses and offers of professional continuing education at a predominantly low level of qualification (vocational orientation courses, etc.). In Austria there is a lack of offers for high educated migrants. (I3 I8, I11)

Situation of migrants in adult education in Austria

In general, respondents see the situation of female immigrants in Austria as rather poor. Adult education institutions do not care enough about the target group, this could be

44 ZAM - Center for Training Management promotes the career opportunities of women. The offers range from short workouts with on-the-job training to longer job qualifications.

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because they have no interest in involving immigrant women and therefore do not advertise:

“Well I also do not know.....that is maybe such a lethargy somehow, that one thinks, I have my annual catalog in German trainings anyway ... and on the internet you can find me too ... on my homepage and more I do not need.” (I11)

According to respondents apart from German and basic education courses, there is hardly any target group specific offer. It would have to be considered whether immigrant women have special needs. For example, offers for self-employed:

“So one-person-companies of migrants ... who fail again, because they do not know the legal basis, about tax law, about accounting, whatever country-specific you have to know ... are not quite familiar, because may be from time to time they do not understand the whole...” (I11)

Employed immigrants and those who do not have access to the labor market will not be informed by the employment office how the qualifications can be legally recognized. For example, there are relatively many medically trained people from Eastern Europe who live in Austria, who could certainly recognize parts of their former education. However, they do not learn that part of their medical education could be recognized and so they could become more highly-qualified caregivers with a higher income. (I11)

Female immigrants are still concentrated in the labor market in very few areas, such as cleaning:

“... and there is certainly not even proofed, if perhaps they have had in their countries of origin any other work experience, which could be used as well ... there comes somebody who would like to work ... yes, and there ... yes, what can they ... may be there's, you know, other countries do not have this vocational training system like us, 'Lehre' (dual education combining school and working experience) is rare....and then how do you prove your skills, somehow ...“ (I11)

Female migrants lack the information to whom they can turn to, when they need support. Therefore, the administrative units for women and gender equality as well as the administrative unit for integration of Graz have set the goal of bundling the offers in a way, that there is finally a place where everyone can go to be informed: *“I'm at the right place, I can find all the information I need for the next steps“.* (I7) They want to provide low-threshold access to information, both in personal consultation and online in the form of a digital ombudsman/woman. (I7)

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Companies should also get information on how employees - especially immigrants - can continue their education. (I6)

One interviewee expresses the dilemma very pointedly: *"I do not believe that the quantity of offers fails, I believe that sometimes more quality is necessary."* (I6)

Access barriers

The access barriers to educational provision in the respective institutions are complex, the accumulation of various factors leads to disadvantage in further education as well as in society. Reasons for lower participation in education of migrants can be based primarily on individual, institutional and structural levels, where these levels are interlinked and influence each other.

Institutional level

Several areas of education institutions have to be considered in the sense of an intercultural or diversity-oriented opening: staff, offer planning and course execution. In particular, there must be knowledge about the needs of the target group - which learning offers bring benefits to the target group? In most cases, it makes sense to make a small survey to meet the needs of the target group. (I11, I8, I4; I18)

In addition, working with heterogeneity brings group specific requirements regarding didactics and methodology in the courses with it. Furthermore, the educational institution itself is in demand to question its internal structures and processes and the associated exclusion mechanisms with regard to the target group of migrant women (for example in the mission statement or in public relations). Educational institutions are in demand as a whole to address the needs of diverse target groups and barriers to access. Therefore, gender and cultural diversity should be seen as cross-cutting issues and as a management task, and beyond gender and diversity equality should be implemented like gender equality in gender mainstreaming.

Immigrants should be integrated in all positions of the staff of educational institutions. This would provoke a big change and would open the institution for the target group of immigrants. (I3, I4)

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Individual level

At the individual level, with regard to participation in adult education socio-economic aspects such as education, employment, age, nationality, gender, social origin or occupational status play an important role. Some social characteristics are particularly disadvantageous among migrants.

In addition, subjective factors such as interest in learning and individual values influence the participation in adult education. Other reasons for (non-) participation in adult education are not comparable to those collected in the Adult Education Survey⁴⁵: Professional and family obligations as well as financial reasons are the central aspects of adult education participation also for migrants. For female migrants financial aspects and family responsibilities are very important, that is why it is especially important that childcare is offered by the adult education institution. (I9, I8) Lack of self-assurance, negative school or learning experiences and language barriers are further hurdles. (I8)

Lack of information

Another central aspect is the lack of information. This is usually a lack of information about structures, offers and possibilities in (adult) education. Some of the experts believe that migrant women hardly know adult education institutions that are outside the context of the employment office.

Some stakeholders (I1, I7, I13) see the difficulty for migrant women that the different facilities are becoming increasingly difficult to classify, that they know where to go. *“Because of this, it is important to bring the facilities to a common denominator, because we have the impression, that it is difficult for female immigrants to find the right point of contact for educational and other processes”*. It is important that the offers are low threshold and that the providers are working together. (I1, I7) Both the Women’s Department and the Department for Integration of the City of Graz therefore see their primary tasks in the combination of offers for (migrant) women and the low-threshold transmission of information. So that people, whatever target group, when they manage to dock the first time, even if they are not quite right, nevertheless find someone, who is competent, who conveys them further.

Here comes the importance of social “embedding“ of information to bear. Information is effective when it does not have to be picked up in high-threshold facilities, but in the social ecological close-up surroundings and when it is reachable. (I3) This aspect proves to be cru-

45 <http://ec.europa.eu/eurostat/de/web/microdata/adult-education-survey> (02/07/18)

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cial especially for low-educated populations, which also have usually a limited spatial social radius of action.

Methodology of the education courses

In the interviews it was very difficult to differ between methodology and didactic. Regarding this I will present the results of the analysis combined in this chapter.

All interviewed persons combine gender and cultural diversity, however they name it. Gender, anti-discrimination and gender equality have the same importance as cultural diversity.

Tailored to the target group

The offers should be tailored to the target group. That means to take account of language skills, because you cannot expect that everyone knows the language of the host country perfectly. The offers must also take into account the educational background of the immigrant women, as it is very broad. The social and family situation is also an important background, often the family is in the start-up phase with small children. That is the reason why child care should be provided parallel to the educational offers. (I9, I10, I19)

Mixed learning groups

Diversity among the participants is considered essential from most of the interviewees. A leader of a NGO for female migrants stressed. *“The public financiers force us to divide the groups according to different criteria in asylum seekers, migrants, but we do not want it and the participants do not want it. In mixed groups they can learn much from each other.”* (I9)

“We see that in our courses, that it is a total enrichment when there is a very large mix of women from different countries, from different cultures, ages, etc.; ‘If we can, we mix it deliberately and thus have the best experience.’ (I18)

Conflicts in the training groups caused in diversity - interaction

Asked for ethnic conflicts in the learning groups, nearly all interviewed persons who are working with grown-ups emphasize that there are nearly no conflicts: *“There are some family conflicts, if any, that exist outside – apart from that they can accept diversity, in a common educational context. You do not have to be friends within the training group, they can learn*

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together, discussing differences is very exciting for them. For instance they can see for themselves how different the interpretation of Islam can be. For example: The discussion between Chechens and Afghanis, where the dress code is Islamic for both, but completely different! Some may not wear pants, others must wear pants. This is exciting for the women to talk about and to exchange. The sponsors want separate courses for asylum seekers or only recognized refugees or subsidiary women in need of protection. They force the adult education institutions to offer separate measures and that does not always make sense.” (I9)

The leader of ZAM Graz works always with mixed groups between Austrian and immigrant women and states: *“...we experience such things as reservations about migrants in the groups very rarely; so if you handle it cleverly, if you deal with the topic openly, then I cannot support it at all (!), that there is more and more discrimination, that the grown up people have the feeling, now it is getting tight, or things ... it there are few conflicts among women for these reasons ... I always read the newspaper and think ‘Where is that, not with us ... ‘ and our feedbacks are always very strong in that direction.” (I18)*

Interviewees who are working with girls or children are experiencing conflicts in contrast to the trainer experience with grown-up women described above: for instance the interviewed trainer who is working with girls described the problems with veiling and forbidden to mummery and their didactic consequences. (I10)

The first step is a respectful attitude towards diversity. The second step is to show our diversity in the learning group very obviously. We live in a way “one as well” and not “one either or”. (I10) You need a basic consensus in the group: the Human Rights.

This girls center (qualifying, counselling, girls center, etc.) have also an experience with radicalization: *“We have had women who have migrated to Syria.” (I10)* Important is to understand the reason for this behavior: *“Why did you become that way?” (I10)*

The elementary school teacher has a clearer or more strictly position: *“I realize that the children come from different families with different cultural and social backgrounds. However, I already have the expectation that they will have to come closer to the ideal of equality, both in terms of gender, and that the same degree of educational attainment is required of the children, regardless of their background: children of this age are easy!” (I15)*

The approaches in Community Education

The Community Education approach (I8) should be aimed at all mentioned levels. The focus of the project should be on the empowerment of the target group and the dismantling of insti-

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tutional barriers. In the sense of an integrative approach, the Community Education approach wants to open existing structures, facilities and resources for different target groups and to make it better usable.

The best way is when multipliers are from the same migrant group – peer multipliers (I5, I9, I3). They have a good access to the target group and the community, because they are part of them. (I10, I13) This is also a way that information is social embedded.

Peer multiplier approaches move slowly in Austrian adult education in, where they are in different areas with different target groups: parent education (I8), with educationally disadvantaged women (learn forever) or educational counselling for migrants (I13).

In the following part I will describe some good practice examples, which were mentioned in the interviews.

Intercultural Education Coordinators

Another important project in the field of community education – adult education and female immigrants in Graz is called “Interkulturelle Bildungskoordinatorinnen”. (nowa, IFA-Steiermark, Gefa, department of Integration/Graz) Almost all interviewed stakeholder and trainers refer to it, although it is currently waiting for further funding. It was well done, and a very innovative approach, only the financing cannot be achieved without ESF financing.

Intercultural Educational Coordinators are contact persons for educational issues in the respective migrant community. They provide the members with initial information, they provide their knowledge, ask for the needs of the members, and coordinate and organize internal educational offers. They can build a bridge between communities and adult education. (I18, I11, I13, I7, I1)

The following steps were done:

At first a map of contact addresses for migrant communities was designed: Where do you find migrant associations, organizations and communities? Where can you network and get support? In the first step of the project, all relevant data was collected in order to make contact addresses, areas of responsibility and contact persons transparent and accessible to everyone on an online integration map.

What does the personal educational career look like? These questions were raised in the second part of the project. Above all, the “second generation“ was questioned regarding their educational wishes, interests, but also with regard to individual access to learning.

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In the third part of the study of the project "I-Connect" the competencies and resources of older female migrants were surveyed. The goal was to find out what causes educational disadvantage and what measures can be taken against it.

Based on this the training for Educational Coordinators was designed and migrant women were trained.

The project was financed by the ESF and the ministry of education. Now the biggest problem is to find financiers for the regular program. Everyone is convinced that it is a perfect idea to motivate migrant women for education, but nobody wants to fund it for a longer time. The awareness that this costs something has to be created first. (I11) Adult education institutions such as the BFI or WIFI do not want to pay it, higher-ranking agencies such as the state of Styria and the federal government are not interested to maintain financial support for the project for a longer time.

At the moment they try to find other ways than cultural interpreters for different institutions to train multipliers in big adult education institutions or schools. But this does not guarantee continuity.

Men Talk

Men Talk is a training for male asylum seekers, who are older than 18 years. It is designed as training in dialogues: 12 modules, each lasts two hours and is about different topics. The starting point was violence prevention. With a group of trainers they designed, which are the most important topics for male asylum seekers. They orientated themselves on "Alternatives to Violence" and choose issues such as relationships, living sexuality, family life and all the legal regulations, such as violence protection laws, children's rights, women's rights - so everything that exists, that is relevant.

"We wanted to give an alternative to these value courses, which were made at the beginning; we did not want to put ourselves in the spotlight and tell people how Austria works, but we wanted to work out the issues with the people." (I12)

Every module has a five minutes information input and then they work on the topic in dialogue. For instance: What is violence and which different kinds of violence exist?

The target group was reached via refugee helpers. It was simply because they contacted them before they developed the training, because they needed help with the issue of violence in refugee homes.

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Gender Lab

Gender Lab was established in 2001 for training multipliers in the field of gender competence. (I18) It was designed in cooperation between Women's Service and Men's Counselling Centre Graz. In the last years they also make trainings in which gender is combined with interculturality.

The course conveys central theoretical foundations in the fields of gender, diversity and intersectionality. Special emphasis is put on the implementation in the practice of the participants. There is room for dialogue in which different opinions, approaches and diversity are desired.

The course is aimed at those interested in adult education, university, research, labor market policy, public relations, social affairs, women's or men's specific work.

The training is designed in 6 modules, each 2,5-3 days.
Following topics are part of it:

- What the hell is gender?
- Gender structured society: ways of thinking beyond the two-gender-model
- Tracking social inequalities. Intersectional analysis and good arguments
- Diversity - transculturality – gender - competences for educational work in the immigration society
- It's time! Managing equity - making implementation processes diversity-oriented
- Quality and professionalism in your own project

Guidelines

Also two guidelines which can be important for our project were developed by interview partners:

- Guideline for learning communities (I8)
- Guideline for intercultural opening of adult education (I3)

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Conclusion

Most offers for immigrants in Graz include language courses and basic education courses that teach basic skills in arithmetic, writing and reading.

In Graz, relatively many institutions deal with the intersection of gender and cultural diversity. There is a high awareness of the importance of the topic:

- in institutions that advise or educate women and girls with a migrant background
- in institutions that train multipliers in the field
- in Community Education approaches as connecting communities or intercultural education coordinators

The interviews and the described project give us much help to design our training for multipliers. The biggest problem will be how to establish Equal Space for a longer time after project life.

Potentials and challenges of Community Education and peer multipliers approaches are in the opinion of the interviewees the following:

Low threshold, everyday life orientation

Education-disadvantaged persons are often not reached from offers of the regular adult education.

In principle, multipliers work accordingly with low-threshold offers, for each person accessible. An important aspect of the Community Education approach is the anchoring of the education courses in their social networks, communities and networking with local initiatives and education providers.

In addition, networks and collaborations with stakeholders and NGOs (education and health facilities, migration centres, municipalities) were build. By the low threshold, habitat and everyday orientation the offers were able to reach different target groups.

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Empowerment and competences

An essential aspect of the Community Education projects with female migrants is empowerment of the migrant multipliers themselves.

The participants possessed due their previous experience valuable skills that they contributed to the project and which were recognized there. During the training sessions, they are able to improve their knowledge and skills and strengthen their self-confidence.

Another important aspect is the strengthening of the participants among each other. Empowerment affects both their personal development and their work.

Heterogeneity of the participants

In all reported Community Education projects with female migrants in Austria, the women with migration background have very heterogeneous experience, education, working experience and cultural origin. The interviewees agree that these different backgrounds were very productive in the trainings.

Basically, it is at the beginning of projects in any case necessary, to clarify the expectations and wishes both on the side of potential participants as well as the possibilities and requirements of the project. Also what the roles and tasks of peer multipliers (but also the limitations of their activity) should be clarified at the beginning; this topic should be also part of the training and be picked up from the accompanying supervision again and again.

Furthermore a modular structure of courses can help to deal with the different background and levels of knowledge of the multipliers.

Professional accompaniment

The interviewees also show that a continuous trusting and low-threshold accompaniment is important for the motivation and willingness of the multipliers. Because the peer multipliers face many challenges in their everyday life, a professional accompaniment and support is very important.

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Sustainability

Continuous project financing is necessary for effective work and planning security.

In order for offers to be sustainably anchored, it is important to work closely with existing structures on site. Networking is a labor-intensive task that needs to be done on a long-term basis and resources must be made available.

In addition, working with the multiplier approach requires trusting relationships which must be built and need a lot of time, so short-term strategies are not possible.

In the ideal case there would be a regular funding with a diversity approach in the context of education policy.

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List of interviewed persons

- I1 leader of the department of integration, municipality Graz
- I2 manager/trainer of ETC Graz - European Training and Research Centre for Human Rights and Democracy
- I3 professor for adult education, University Graz, main emphasis: intercultural opening of the adult education
- I4 researcher of IFA Steiermark
- I5 trainer on VHS Graz (trainer)
- I6 employee of EU Regionalmanagement Südweststeiermark
- I7 leader of the department for women and equality, municipality Graz
- I8 manager and trainer of Zebra: NPO who is working in the field of migration and asylum science 1986
- I9 manager and trainer of Danaida – meeting point and education for female migrants
- I10 trainer of Mafalda – center for girls, learning box
- I11 trainer of Isop – innovative social projects is an NPO with the focus on migrants and integration, exists science nearly 30 years
- I12 trainer and researcher of Men’s Counselling Service
- I13 employee of education network Styria, is responsible for the official “education consultancy”
- I14 employee of equal treatment advocacy in Styria
- I15 Ex-ombud for gender equality, municipality Graz
- I16 primary teacher of classes with high migrant proportion
- I17 manager of TARA Counselling Centre against sexual violence
- I18 manager of Zam-Graz Jakominiplatz and nowa
- I19 trainer of Gender Lab
- I20 conceller for women/female migrants

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