

INEQUALITIES INAUSTRIA REDUCING RISING INEQUALITIES REQUIRES POLICY COHERENCE AND STRONG POLITICAL MEASURES

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EXECUTIVE SUMMARY

Income and wealth

Austria ranks 8th among OECD countries in terms of GDP per capita (2015)¹ and 10th among 38 countries in the OECD income inequality index.² With a Gini coefficient of 0.28%, the top 20% of the population earns about four times as much as the bottom 20%.³

18% of the Austrian population (around 1.5 million people) are at risk of poverty or marginalization⁴ and 4% are "significantly materially deprived"⁵. Women (especially over 65 years) are more at risk of poverty than men.⁶ A quarter of the population in poverty are children.⁷ They tend to be the children of nonnational migrants, unemployed people, single (female) parents or people on precarious incomes. These are the groups most left behind and also the most underrepresented, both politically and economically.

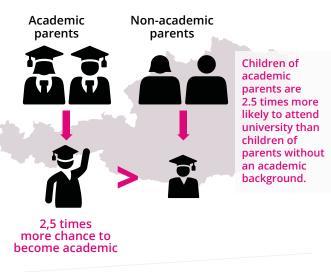
Gender

Women are at the highest risk of poverty. In Austria, where people are living longer and having fewer children, long-term care falls mainly on women, with four fifths of older persons cared for in family environments.⁸ In 2017, 29% of women, in comparison to 3% of men, were not in employment because of caring responsibilities.⁹

Working women parents also have the greatest difficulty maintaining a work-life balance. 48% of women, in comparison to 12% of men, worked parttime in 2017.¹⁰ This has a significant effect on women's pensions and leads to inequality of income and wealth between men and women, leaving women with less political and economic power. Cuts in government budgets for social services disproportionately affect women. In 2017 and 2018 the government substantially cut funding for protection against domestic violence such as advice and protection centres.¹¹

Inequality at the international level

Austria's Official Development Assistance (ODA) currently stands at 0.3% (€1.11 billion) of GDP¹² with only 0.22% counting as "genuine aid"¹³. Reallocations within the aid budget, with greater emphasis on disaster relief,¹⁴ results in less aid reaching the poorest countries. Austria has been criticised for its banking secrecy and tax treaties with potentially negative impacts on developing country partners.¹⁵ There has been limited enforcement of prohibitions on foreign bribery.¹⁶



EDUCATION INEQUALITY IN AUSTRIA

Source: http://globaldialogue.isa-sociology.org/ inequality-poverty-and-prosperity-in-austria/

Refugees and asylum

Since the height of the so-called refugee crisis in 2015, when 88.349 asylum applications were filed,¹⁷ Austria has taken measures to reduce the inflow of refugees, has cut refugee benefits and has increased forcible returns of refugees. Positive decisions on applications for refugee status rose from 500 cases per year in 2013 to 3.500 in 2016 and 2.900 in 2017¹⁸ but are now falling. Austria did not sign the UN Global Compact on migration,¹⁹ agreed in July 2018 by all UN member states with the exception of the United States, which aims to improve global co-operation on migration.²⁰

Causes

Structural causes for inequality in Austria are strongly linked to education and employment, disadvantaging women and minorities the most. Although young Austrian women have a better education than their male peers, women earn 23% less than men and own around 40% less private wealth than the comparable male single household.²¹

Asylum seekers and migrants from outside the European Union are significantly disadvantaged. Asylum-seekers have limited access to employment until they are granted asylum.²² The recognition of qualifications of non-EU migrants is very restrictive. From 2020, non-national children will be separated at school if they do not meet language requirements.²³ As the Austrian welfare system is employment-centred, this doubles the risks of poverty and social exclusion for migrants.²⁴

Good practices

The risk of poverty and/or social exclusion decreased in Austria between 2011 and 2016 and is currently at 18%, below EU average of 22%.²⁵ Austria has a welldeveloped social market economy with a comprehensive system of social security and welfare which reduce the risk of poverty from 44% to 14%.²⁶ There is high-quality social housing,²⁷ a free and public school system as well as affordable public transportation. Austria has one of the highest rates of financial expenditure on health among OECD countries and ensures access to health care for all residents of Austria and other EU countries.²⁸

Recommendations

Austria should have a whole-of-government strategy to implement the SDGs, addressing policy coherence for sustainable development and including the broad participation of civil society.²⁹ Political measures, especially regarding gender equality, minority rights, the promotion of diversity, redistribution of wealth and power and social protection, need to be encouraged and implemented.

Specific measures include:

- Extend social benefits to all Austrian residents including vulnerable groups such as non-EU migrants
- Raise ODA to 0.7% and allocate to the poorest countries
- Increase representation of women and other vulnerable groups in politics and private sector
- Protection against prejudice, discrimination and marginalization of vulnerable groups and minorities, in particular refugees
- Increase diversity in the education sector
- Introduce gender-specific statistics on violent offenses and increase prevention measures for victims of domestic violence
- Introduce alternative living facilities and case and care management arrangements
- Extend affordable high-quality childcare

5

INTRODUCTION

Inequality, as defined in the Oxford Advanced Learner's Dictionary, is the state of not being equal, especially in status, rights, and opportunities. While traditional understandings of inequality mostly focused on inequality of outcomes – whereby income is used as a proxy for wellbeing, newer understanding of inequality emphasize the inequality of opportunity Instead of putting income in the center, inequality of opportunity concentrates on the freedom to choose one type of life over another. This is also in line with the United Nations Development Programme stating that "[i]ncome inequality cannot be effectively tackled unless the underlying inequality of opportunities is addressed"³⁰.

Thus, this report focuses on the inequality of outcomes which will be assessed in relation to income/ wealth, education, health and nutrition. Additionally, the report will include personal and social factors such as age, gender, family background and disability as well as environmental conditions, health care, education systems, security, community relationships and customs and conventions to look at inequality of opportunity.³¹ Furthermore, horizontal inequalities based on the identification with groups based on culture, gender, age etc. (causing either advantages or disadvantages in form of prejudice, discrimination and marginalization) will also be taken into consideration.³²

1. What are the most striking inequalities in your country? Which social groups in your countries are the most affected by inequalities?

Austria faces inequality regarding income as well as wealth distribution despite being one of the richest countries in the world. In 2017, Austria's gross domestic product (GDP) amounted to \$53.895 billion per capita, ranking 8th among OECD countries.33 As the World Health Organization (WHO) reports, Austria's growing population and labour force in combination with a low level of unemployment (6% unemployment rate)³⁴ contributed largely to the economic growth of Austria during the last two decades.³⁵ However, Austria exhibits income inequality of 0.28%,³⁶ where the top 20% of the population earn about four times as much as the bottom 20%.³⁷ Additionally, 18.1% of the Austrian population (around 1.5 million people) are at risk of poverty or marginalization³⁸ and 3.7% are "significantly materially deprived".³⁹ Women (especially over 65 years) are more affected by poverty than men.⁴⁰ A quarter of affected people are children.⁴¹ Their parents are non-national migrants, unemployed people, single (female) parents or employed on unsustainable wages. These are the groups most left behind and, thus, most underrepresented on a political as well as on an economic level.

If possible, can you describe the situation in your country with regards to the relevant targets of SDG 10 (see the targets and indicators below)?

Long-term care is a highly disputed issue in Austria given increased longevity and declining fertility rates. Today, this weight lies mostly on women as "nearly four fifths of the elderly are cared for in family environments".⁴² For instance, in 2017 29% of women, in comparison to 3.2% of men, did not work due to caring responsibilities in Austria.⁴³

Maintaining a work-life-balance, a key factor for wellbeing as identified by the OECD Better Life Index, is particularly hard for working female parents who face double the pressure to reconcile career and care work. In consequence, 47.7% of women, in comparison to 11.9% of men, worked part-time in 2017.⁴⁴

Subsequently, this has a significant effect on women's pensions leading to inequality of income and wealth inequality between men and women, and leaving women with less political and economic power. Only 19.2% of senior management positions in the largest publicly listed companies in 2017 were held by women (EU: 25.3%, France: 43.3%)⁴⁵ and 34.8% of national parliamentarians were women in 2018 (EU: 29.7%).⁴⁶ On top of that, the gender pay gap of 20.1% in Austria is one of the highest in Europe.⁴⁷

Education is a key driver for gender equality as it is essential for finding a job in Austria.⁴⁸ While 85% of adults aged 25-64 have completed upper secondary education thanks to a free and public education system, only 81% of females have graduated of highschool in comparison to 88% of males.⁴⁹ Regarding the state of health, life expectancy at birth remains above average in the European Union (80.9 years) and has increased by more than three years since 2000.⁵⁰ Austria's health care system ensures the insurance of all residents of Austria and other EU countries.

A key factor regarding citizen's health and well-being is high environmental quality, in particular access to clean water, which is among the best worldwide in Austria. The OECD Environmental Performance Review in 2013 assesses Austria as a generally high performer regarding its environmental standards. However, they identified challenges for the ecosystem regarding the population growth such as the rate of soil sealing, infrastructure development and air pollution.⁵¹

Concerning the public space, the OECD reports a high level of civic participation in Austria. For example, voter turnout was 80% during recent elections.⁵² However, other forms of political participation such as local initiatives are comparatively low.53 Regarding citizens sense of safety and community, 92% of people believe that they know someone they could rely on in time of need. However, it is important to note that women's safety is disproportionally scarce in Austria. During the first four weeks of 2019, 5 women were killed.⁵⁴ At the same time, funding for protection against domestic violence such as advice and protection centres was substantially cut by the Austrian Federal Government in 2017 and 2018.55 Experts such as sociologist Diana Russell view the high level of sexual assaults and domestic violence largely as a result of prevalent patriarchal structures and structural violence against women.56

2. How is your country responsible for inequalities at the international level/between countries? For example: trade, migration, development cooperation, tax policies etc... the t

Austria's Official Development Assistance (ODA) budget, the total aid of all public institutions for development cooperation, is currently only 0.3% (€1.11 billion) of its gross national product despite the EU requirement of 0.7%.⁵⁷ According to the Concord Aidwatch Report 2018, only 0,22% are invested as "genuine aid" in comparison to "inflated aid". The latter includes debt refugee costs, student costs, debt relief, tied aid and interests repayments.⁵⁸

Overall, the Concord Aidwatch Report 2018 identified a reduced focus in Austria to assist low-developing countries.⁵⁹ The government announced an increase in the foreign disaster relief fund in 2017, which was cut by 25% for 2018 and 2019. Additionally, the Austrian Development Agency (ADA)'s budget was planned to be doubled from €77 million in 2016 to €154 million by 2021, but the current budget forecasts only €133 million by 2021.60 Regarding humanitarian aid, Austria only spends 5% of the ODA budget, which amounts to €6.1 per citizen in comparison to Denmark, which spends €55.6 per person. According to political experts Lightfood and Obrovsky, Austria's focus lies on the development policy in neighbouring countries such as the Western Balkans and in promoting foreign trade interests in the Caucasus region.⁶¹ Tackling poverty in the global south and contributing to the global public goods are secondary.

Regarding its national asylum policies, Austria has taken several measures to cut spending on refugee care since the height of the so-called refugee crisis in 2015. During that year, 88.349 applications for asylum were filed in Austria.⁶² This amounts to about 1% of the total population. Positive first instance decisions increased from an average of 500 cases per year until 2013 to 3.500 cases in 2016 and 2.900 in 2017.⁶³

Since then, restrictive immigration measures included several cuts of refugees' benefits⁶⁴ and an increased focus on forcible returns of refugees.⁶⁵ The political focus shifted from an open-door policy⁶⁶ to economic investment on-site and tighter border controls.⁶⁷ The UN migration pact,⁶⁸ aimed to improve global co-operation on migration, was not signed by Austria in October 2018.⁶⁹

Regarding Austria's financial system, Austria ranks 35th out of 112 assessed countries on the 2018 Financial Secrecy Index due to a lack of transparency regarding banking secrecy, public country-by-countryreporting (CBCR), recorded company and other wealth ownership as well as tax court secrecy.⁷⁰ The tax justice network voiced particular concerns regarding the Austrian tax treaty network which suggests negative impact on developing country partners.⁷¹ Regarding foreign bribery, Transparency International identified only limited enforcement in Austria in the 2018 Exporting Corruption Report.⁷²

3. What are the structural causes underlying political, economical, social, environmental, historical reasons - of these internal and external inequalities (as mentioned in questions 1. and 2.)?

Structural causes for inequality in Austria are strongly linked to education and employment, disadvantaging women and minorities the most.

The transfer of social status from one generation to another is a key factor for inequality in Austria. Children of academic parents are 2.5 times more likely to attend university than children of parents without an academic background. In consequence, the level of education affects one's income by about 5.4% for each additional year of education. Asylum-seekers face a particular disadvantage as they have no work permit until they are granted asylum.⁷³ Additionally, non-national migrants are disadvantaged due to a lack of foreign qualifications being recognized. From 2020, non-national children will be separated at school if language requirements are not met.⁷⁴

As the Austrian welfare system is employmentcentred, this puts migrants at double the risk of poverty and social exclusion.⁷⁵ Differences in education and employment can also be seen with regard to gender. Although young Austrian women have a better education than their male peers, women earn 20.1% less and own around 40% less private wealth than the comparable male single household. Experts Dlabaia, Hofmann and Knecht see the reason for gender inequality linked to the Austrian welfare model which they describe as "conservative, fostering a traditional gendered division of labor through reliance on cash transfers".⁷⁶ They see the shortage of child-care and traditional family norms as a significant hindrance to women's economic and social equality.

An increase of so-called flexibilization in the work place such as the introduction of the 12h day in 2018 further contributes to existing social inequalities. This affects migrants and women in particular who are disproportionally represented in low-paid and precarious jobs.⁷⁷

Concluding, Austria's social structure is "increasingly polarized and segmented along gender and ethnic lines, with a tendency toward slowly-growing social inequality".⁷⁸

4. Do you think there are good practices/instruments/policies that have been developed by your government and civil society in your country to reduce/fight inequalities? If yes, please specify which.

The level of people at risk of poverty and/or social exclusion has decreased in Austria between 2011 and 2016 and is currently at 18.1%, below EU average of 22.4%.⁷⁹ In the Commitment to Reducing Inequality Index 2018 conducted by Development Finance International and Oxfam to measure the commitment of governments to reducing the gap between the rich and the poor, Austria ranks 4 out of 152 in a global ranking and 6 out of 47 countries among high-income countries.⁸⁰ Generally, Austrians report a level of satisfaction of 7 out of 10 on average which is above OECD average.⁸¹

Austria, and in particular its capital Vienna, offers a high standard of living according to several surveys such as the Mercer quality of living city survey.⁸² Based on a well-developed social market economy with a comprehensive system of social security and welfare schemes, people benefit from a long tradition of highquality social housing,⁸³ a publicly-funded health care system, a free and public school system as well as affordable public transportation across the country. Austria ensures access to health care for all residents of Austria and other EU countries as its health care system is mandatory and linked to employment or unemployment benefits.⁸⁴ Austria spent more than 0.7% of GDP on health care in 2015, one of the highest rates of financial expenditure in the health sector among OECD countries.⁸⁵ According to a WHO report on Austria in 2018, Austria reports the lowest level of unmet need for medical care across the EU and vulnerable populations are given various exemptions from cost-sharing requirements.⁸⁶

Austria's environmental performance generally meets high standards, according to the OECD Environmental Performance Review of 2013. Access to high-quality water is one of the best in the world. This is due to a high level of nature protection, organic farming, a reduction of agricultural impact on the environment as well as effective waste management policies and high use of renewable energy sources instead of carbon use.⁸⁷ More than 20% of Austria's agricultural area is organically farmed which makes Austria number one in the EU.⁸⁸

5. What are your demands to your government to reduce inequalities/to achieve SDG 10 (at the national level and within the EU)?

In order to fight root causes of inequality, the implementation of the 2030 Agenda on a political level is key. SDG Watch Austria suggest the development of a whole-of-government strategy in order to implement the SDGs, addressing policy coherence for sustainable development and including broad participation of civil society.⁸⁹

Furthermore, research shows that key factors to reduce inequality are investment in health, education and social protection.⁹⁰ According to the OECD, such measures can reduce income inequality by around 20%.⁹¹ Moreover, Statistics Austria shows that social benefits reduce the risk of poverty from 44% to 14%.⁹² While Austria has had strong policies in place to reduce inequality, more recent policies are counterproductive to the fight against inequality, risking to increase inequality. This includes all levels of social, economic and environmental inequality. This is especially important since equality of opportunity is only reached when the institutional framework of laws and policies compensates an individual's disadvantageous circumstances.⁹³

Thus, political measures, in particular regarding gender equality, minority rights and the promotion of diversity, redistribution of wealth and power as well as social protection, need to be encouraged and implemented.

ANNEX

Possible measures that the Austrian Government can take in order to decrease inequality in Austria include, among others, the following:

SOCIAL

- Extension of social benefits to all Austrian residents including vulnerable groups such as non-national migrants⁹⁴
- Address rising imbalances between contracted and non-contracted specialists in urban and rural areas and the ageing of contracted physicians⁹⁵
- Introduce alternative living facilities and case and care management arrangements⁹⁶
- Raise ODA to 0.7% and allocate to the poorest countries

EDUCATION & LABOUR

- Encourage supportive and flexible working practices and strong labour unions⁹⁷
- Increase transparency of wages within public and private sector⁹⁸

DIVERSITY & GENDER

- Increase representation of women and other vulnerable groups in politics and private sector
- Protection against prejudice, discrimination and marginalization of vulnerable groups and minorities, in particular refugees and promotion of a tolerant and inclusive society⁹⁹
- Increase diversity in the education sector
- Introduce gender-specific statistics on violent offenses and increase prevention measures for victims of domestic violence
- Extend affordable high-quality childcare

ENVIRONMENT

- Protect and foster biodiversity¹⁰⁰
- Implementation of the Aarhus Convention and increase of stakeholder participation in environmental decisions

ECONOMY & TAXES

- Introduce progressive tax system with thresholds as well as exemptions¹⁰¹
- Increase tax transparency to avoid tax evasion¹⁰²

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- ³ OECD, OECD Data. Income inequality, https://data.oecd.org/inequality/income-inequality.htm#indicator-chart (20.02.2019).
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- ⁵ Definition of significant material deprivation according to EU-SILC: Essential goods/areas of life are unaffordable (e.g. washing machine, mobile phone, ability to keep apartment adequately warm).
- ⁶ Statistics Austria, Tabellenband EU-SILC 2017. Einkommen, Armut und Lebensbedingungen (2018) 144, <u>https://www.statistik.</u> <u>at/web_de/statistiken/menschen_und_gesellschaft/soziales/armut_und_soziale_eingliederung/index.html</u> (20.02.2019).
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- ³⁸ Definition of risk of poverty or marginalization according to EU-SILC: Income is below the poverty line or affected people are significantly deprived of their material or live in households with no or very low work intensity.
- ³⁹ Definition of significant material deprivation according to EU-SILC: Essential goods/areas of life are unaffordable (e.g. washing machine, mobile phone, ability to keep apartment adequately warm).
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- 47 Ibid., 38.
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The European-wide project **Make Europe Sustainable for All (MESA)** is coordinated by the European Environmental Bureau (EEB) and implemented in 15 European countries by 25 partners. It aims to raise citizens', CSOs', and policy-makers' awareness on the Agenda 2030 and the Sustainable Development Goals (SDGs), adopted by the 193 Member states of the United Nations in 2015. At the core of the project are campaigns and advocacy on inequalities, sustainable agriculture, gender equality, climate change, migration and sustainable consumption and production. This report was produced as part of the **Fighting Inequalities** in Europe campaign of the project, and contributes as well as the global **Faces of Inequality** campaign, which gives social exclusion, poverty and discrimination a face.

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OEKOBUERO is the alliance of the Austrian Environmental Movement. It consists of 17 Austrian organizations engaged in environmental, nature, and animal protection like GLOBAL 2000 (Friends of the Earth Austria), FOUR PAWS, Greenpeace CEE, and WWF Austria. OEKOBUERO works on the political and legal level for the environmental movement.