

2 National Report
on the Implementation of the
UN-ECE Regional Implementation Strategy (RIS) for the
Madrid International Plan of Action on Ageing (MIPAA) 2002

2007 – 2012

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0. Summary and general information

Summary

This report is based on several sources: the research expertise on the Federal Plan for Senior Citizens (2010), the expertise “Active Ageing” by members of the Austrian Interdisciplinary Platform on Ageing (*Wissenschaftsplattform für interdisziplinäre Altersfragen/ÖPIA*) as well as information provided by different Austrian stakeholders. They had been asked a series of questions about the implementation of the 10 MIPAA/RIS Commitments in a questionnaire and were involved in the review process. Among these stakeholders were federal ministries, the Austrian federal provinces, cities and municipalities, the social partners, the Austrian Senior Citizens’ Council (*Österreichischer Seniorenrat*) and many non-profit organisations. The survey also helped to raise awareness of these Commitments as well as of Austria’s efforts to realise them.

The feedback received shows that Austria has taken numerous measures in the context of demographic development and generations to implement the 10 Commitments at national, regional and municipal level as well as in the international sphere: laws, programmes and plans as well as individual measures and research activities. All of them were preceded by long preparations, in which all relevant stakeholders were closely involved.

The research expertise on a Federal Plan for the Elderly is the first paper of this type drafted in Austria. It highlights that the economic situation, health, education, gender, marital status, career paths, stage in the life cycle, region and environment, social contacts and mobility as well as ethnicity are tightly interwoven factors, forming a densely-knit system of reciprocal dependency and creating different levels of quality of life. According to the Federal Act on Senior Citizens (*Bundesseniorengesetz*), the development of a long-term Plan for Senior Citizens is the task of the Federal Senior Citizens’ Advisory Committee (*Bundesseniorenbeirat*). This expertise is an essential basis for the Plan for Senior Citizens which is being developed: “Age and Future. Knowledge and Creating Lives. Federal Plan for Senior Citizens”. (see Commitment 1)

Other key fields of action (involving all relevant interest groups) were as follows: intensive work on preventive healthcare at the workplace and reforms of the pension system to allow as many people as possible to remain longer in the labour market and to prevent early retirement due to health problems (see Commitments 4 and 5); the introduction of a Long-Term Care Fund Act to ensure the further development of social services for people in need of long-term care and assistance and for persons with disabilities; work on the National Plan on Lifelong Learning to give all people access to education as a basis for self-determined lives (see Commitments 2 and 6); a set of anti-violence measures, combined with awareness-raising measures in the context of sensitising the public, favourable images of old age/ageing and age diversity (see Commitment 1 and 7). Applied, practice-oriented research has been focusing mainly on quality assurance in long-term care to intensify information and consultation activities as a way to improve the quality of life of the groups of persons affected as well as their families (see Commitments 7 and 9).

General information

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Name, reference and date of adoption or status of preparation of national strategy, action plan or similar policy document on ageing (attach relevant documents in the Annex)

Federal Plan for the Elderly (Bundesseniorenplan) – in preparation

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1. National ageing situation

General ageing situation in Austria

Demographic situation: changes in specific age groups (2010-2050)

According to forecasts, the population of Austria will continue growing, i.e. from currently 8.4 to about 9.5 million in 2050. As in other countries, the age structure is shifting significantly towards older persons.

In Austria in 2010 a total of 1,240,019 (14.8%) persons were aged below 15 years, 5,209,559 persons or 62.1% were of working age between 15 and 60 years and 1,938,900 persons (23.1%) were of retirement age or were aged 60 years and older. In the medium term (up to 2025), about 28.7% will belong to the age group 60+, and this percentage will increase to more than 30% (34.1%) in the long term (approx. as from 2050). While at present 62% of the population are still of working age, this share will drop to 53% by 2050 due to demographic ageing. Significant increases in the share of very old people (80 years and more) in the total group of elderly are expected: from 397,000 in 2011 to 590,000 in 2030 and to almost 1,000,000 in 2050.

The group of older persons aged between 65 and 79 will grow drastically. As this group has retired and partly enjoys very good health, they represent an increasingly important target group for the economy.

The growth of this population group is mainly due to the steady increase in life expectancy, the high birth rates around 1940 and 1960 as well as decreasing birth rates in the present. Life expectancy increases by one year at five-year intervals. (see Annex I)

Economic and political situation

Austria is among the group of highly developed welfare states. In 2008 28.3% of the annual aggregate value added was spent on social and health-related benefits/services through public redistribution. This percentage is slightly above the EU average. About half (49%) of the social expenditure is related to older persons (particularly direct pensions and survivors' pensions, long-term care benefits and expenditure on care facilities). One fourth (26%) is allocated to public healthcare, one tenth to family benefits, 8% to invalidity-related benefits and 5% to unemployment and labour market benefits/services.

With unemployment rates of 4.8% (2009) and 4% (2011), Austria succeeded in maintaining the second-lowest and lowest level of unemployment in Europe, while the unemployment rate of the EU-27 was 8.9% (2009) and 8.2% (2011).

50% of the employment growth in 2011 is attributable to the generation 50+, which is growing and remains longer in the labour market. Based on a comparison with the employment rate of the EU-27, Austria is catching up with regard to the employment of older persons. Austria was still 10.5 percentage points and 6.0 percentage points below the EU-27 rate in 2005 and 2007, respectively. But the gap narrowed to 4.9 percentage points in 2009 and to merely 3.9 percentage points in 2010.

These developments may be attributed to the strong birth cohorts at the end of the 1950s (who are now entering this age group) as well as the increase of statutory pension age (as a result of which older workers stay longer in the labour market).

The employment rate of women 55+ is increasing significantly stronger than that of men. This is also due to the fact that every year economically active cohorts surpass the age of 55 years, raising the employment rate of older workers. This reflects a social change as, in general, younger generations attach greater importance to the economic activity of women.

The average actual retirement age of recipients of direct pensions was 58.2 years (men: 59.1 years, women: 57.1 years) in 2010. The current statutory retirement age is 65 for men and 60 years for women. Besides more than 3.4 million employees, Austria has 2.1 million pensioners.

Based on EU-SILC data, in Austria the at-risk-of-poverty rate for older persons (65+) was higher (15.2%) than the average at-risk-of-poverty rate (12.1%) in 2010. The rate for persons older than 65 years living alone is 23.2%. With 13.6%, the at-risk-of-poverty rate among pension recipients is slightly above the average rate (12.1%). In this context, mention should be made of the fact that 10.9% of the male pension recipients and no less than 15.9% of the female pension recipients (overall rate for women: 13.5%) are at a risk of poverty.

In Austria the public pension system is the most important instrument providing financial security in old age. About 90% of the pension benefits are paid by the statutory pension insurance, which is compulsory for all economically active persons in the framework of the general social insurance system.

2. Review and appraisal of actions to implement the 10 national commitments of UNECE MIPAA/RIS in the period 2007/2011

Commitment 1:

To mainstream ageing in all policy fields with the aim of bringing societies and economies into harmony with demographic change to achieve a society for all ages

In the framework of an Amendment of the Federal Equal Treatment Act (*Gleichbehandlungsgesetz*) in 2010, the scope of protection against discrimination in the access to and supply with goods and services available to the public was widened to embrace all grounds of discrimination, i.e. also age. (see Commitment 8)

After preparatory work of several years, the Labour and Health Act (*Arbeits- und Gesundheitsgesetz*) was passed in 2011. It focuses on health, employment and pension

policies and establishes a basis for networking among the different players to ensure coordinated action.

The fact that the dimension “ageing” was mainstreamed into all spheres of life became transparent in the basic research work on the Federal Plan for Senior Citizens (2008-10). This Plan is currently being developed by the Federal Senior Citizens’ Advisory Committee (in which not only organisations of senior citizens but also the federal ministries, the federal provinces, the Federation of Cities and Municipalities as well as the social partners are represented). The Federal Plan for Senior Citizens, which will be submitted to Parliament, will provide objectives and recommendations for a future national ageing and generational policy. Furthermore, a feasibility study on implementing a senior citizens’ statistical monitoring system on an ongoing basis was completed. In the framework of this system, macroeconomic data on employment, health and living conditions in Austria as a whole and in the individual federal provinces as well as data from national and international surveys (e.g. SHARE [Survey of Health, Ageing and Retirement], the European Social Survey [ESS], Micro-Census) are to be listed and supplemented through annual surveys.

Austria has been participating in the long-term study “Survey on Health, Ageing and Retirement in Europe – SHARE” (University of Linz, co-financed by BMASK and BMWF). In addition, Austria (BMASK) is involved in the OECD project “Sickness, Disability and Work Reviews”. (see Annex II)

Since 2008, the study “Very Old Age in Austria” (*“Hochaltrigkeit in Österreich“*) has been available, providing the first stock-taking of the housing and living conditions of very old people, of their economic situation, elderly-friendly infrastructure, safety and security issues, strategies to cope with every-day life as well as quality of life and life satisfaction. In addition, it explored the situation of older migrants and older persons with disabilities. Issues such as health, nursing and long-term care, loneliness and life styles were covered as well. Taboos such as violence and crime were investigated for the first time in this specific context.

The European Centre for Social Welfare Policy and Research, the Department of Sociology of the University of Vienna, the Office of Social Technology and Evaluation Research (*Büro für Sozialtechnologie und Evaluationsforschung*), the Vienna Institute of Social Science Documentation and Methodology (*Wiener Institut für Sozialwissenschaftliche Dokumentation*) or ÖPIA do research on age-related issues in all spheres of life. ÖPIA is committed to strengthening cooperation among researchers in different disciplines (see Annex II).

With regard to the subject “ageing and safety & security”, measures were taken to enhance the safety and security – and consequently the quality of life – of older persons and persons with disabilities. (Examples: BMASK brochure: “Safer Homes – Better Lives” (*“Sicher Wohnen- besser leben“*); projects “Safe in Your Elderly Years of Life” (*“Sicher in den besten Jahren“*), “Self-Assertiveness and Self-Protection for People and Senior Citizens with Handicaps” (*“Selbstbehauptung und Selbstschutz für Personen und Senioren mit Handicap“*) and “CATE – Crimes against the elderly” of the Federal Ministry of the Interior.) (see Annex II)

The federal province of Lower Austria set up a Competence Centre for Social Affairs and Generations (*Kompetenzzentrum für Soziales und Generationen*). (see Annex II)

In 2009 a media-sociological analysis on age(ing) images in the media, prepared by the BMASK, was presented to journalists and media researchers, who were then invited to provide in-depth input.

The study “Precarious Ageing in the Immigration Society” (*“Prekäres Altern in der Einwanderungsgesellschaft“*) focuses on the invisibility of the issue “ageing of labour migrants”. The study commissioned by the City of Vienna on the subject “Ageing Society. Ageing in the City” (*“Ageing Society. Altern in der Stadt“*) covers many political sub-agendas. (see Annex II)

The study “forever young?” explores the invisibility of older women – another aspect of ageing to which society turns a “blind eye”. In recent years, taboo subjects such as disability and old age as well as violence against older persons have also been tackled in the framework of EU research projects, in which Austria participated. For more information see Commitment 2.

Commitment 2:

To ensure full integration and participation of older persons in society

On 1 January 2009 statutory funding for senior citizen’s affairs was increased. Hence, an annual amount of more than 2 million euro has become available for general support measures to provide information, counselling and care-giving services to senior citizens through organisations for the elderly and for covering the expenses of the Curia of Senior Citizens (*Seniorenkurie*) which corresponds to an increase by 20%.

The Act Amending Legal Guardianship Law (*SWRÄG*) 2006 has helped to increase awareness of the interests of older persons and people with mental disabilities as well as to enhance their self-determination skills. (see Annex II)

Furthermore, the Act on Living Wills (*Patientenverfügungsgesetz/PatVG*) 2006 has been strengthening the rights and participation of older persons as patients and clients of the healthcare system. (for more information see Annex II)

The first Austrian Report on Volunteering (*Freiwilligenbericht*) of 2009 examined the role volunteering played in the lives of older persons. The findings of the micro-census survey show that the most important fields of activity of the age group 50 to 64 years – besides informal volunteering – were religion, culture, disaster relief and sports. Decisive factors were the motivation of “remaining active” and the joy derived from the respective activity.

In the framework of the European Year of Volunteering 2011, workshops for the training of older persons as multipliers facilitating access to volunteering were held in 30 municipalities.

The manual “Remaining Healthy through Commitment. Participation and Health Promotion for Older Persons at Municipal Level” (*“Engagiert gesund bleiben. Partizipation und Gesundheitsförderung älterer Menschen auf kommunaler Eben“*) was published in 2011. It supports players at municipal level in planning and implementing concrete projects and contains portraits of committed older persons who set an inspiring and motivating example. (www.engagiert-gesund-bleiben.at)

Together with the charity Volkshilfe Österreich and the Austrian Pensioners' Association (*Pensionistenverband Österreich*), the BMASK organises every two years the national contest "elderly-friendly municipality" (*"Seniorenfreundliche Gemeinde"*). In this way, municipalities are encouraged to examine their friendliness towards the elderly. The award goes to the municipalities firmly committed to older persons and setting examples of age(ing)-friendly and age(ing)-appropriate measures.

In addition, several research projects focusing on the specific mobility patterns and needs of senior citizens were conducted. A guide for barrier-free public transport was developed. The research and innovation promotion sub-programme "ways2go" has been geared to the specific mobility requirements and mobility behaviours of the elderly. (see BMVIT projects in Annex II)

In the EU project "SenEmpower" (2007-2009), realised by Volkshilfe Steiermark, older volunteers were empowered in a training workshop to provide visiting services to socially disadvantaged older persons. The aim was to support activation measures for older, socially disadvantaged persons and to reduce the risk of social isolation.

Volkshilfe Steiermark was a partner of the EU projects SAGE (active citizenship) and InterGen (lifelong learning) (see Annex II).

In Tyrol a strategy for promoting the social integration of people with disabilities was developed. Moreover, a law on equal opportunities for people with disabilities was passed.

The regional government of Lower Austria as well as the City of Linz realised low-threshold projects, such as "Active-plus-card of Lower Austria" (*"NÖ-aktiv-plus-Karte"*), "Young & Old ☺ Together" (*"Jung & Alt ☺ Miteinander"*), "Network Generations and Social Village Renewal" (*"Netzwerk Generationen und soziale Dorferneuerung"*), the project "Smart Home" or "Objective Assessment before Home Admission" (*"Heimobjektivierung"*). (see Annex II)

The project "Future Markets and Generations" (*"Zukunftsmärkte und Generationen"*) of the Federal Austrian Chamber of Economy won recognition as a "European Good Practice" in 2011. With the aid of cross-generational management, the potential of all generations is to be activated. The brochure "Demographic Fitness. How Enterprises Prepare for the Change" (*"Demografische Fitness. Wie sich Unternehmen auf den Wandel vorbereiten"*) has been published as a public relations measure. (see Annex II)

Together with the University of Vienna and Kapsch CarrierCom, the Research Institute of the Red Cross (*Forschungsinstitut des Roten Kreuzes / FRK*) realised the AMASL project between 2009 and 2011. Its aim was to develop communication terminals, sensors and server services (communication, information, games) and to install them in selected households. (see Annex II)

Commitment 3:

To promote equitable and sustainable economic growth in response to population ageing

The analysis performed in the framework of the expertise on the Federal Plan for Senior Citizens (2010) – see Commitment 1 – has deliberately focused on "burning issues" and "risk situations". First of all, the older population is affected differently by changes of the age

structure, globalisation and the economic crisis in times of restructuring. Secondly, it will be one of the most vital tasks of future social and generational policies to pay special attention to those groups of older persons facing severe unequal opportunities and risks in the aftermath of this structural change.

In the European Year for Combating Poverty and Social Exclusion 2010 numerous activities, projects and events were organised. They have had awareness-raising and sensitising effects as well as a sustainable impact beyond the year 2010. 16 different initiatives were realised with EU co-financing. The direct involvement of persons with poverty experiences played a decisive role in all projects.

The expenditure incurred by the federal government for expanding various types of all-day schools (annual amount between 2011 and 2014: 80 million euro) may be interpreted as an investment in sustainable economic growth.

The same is true for the so-called “education guarantee for young people”, on which 180 million euro are spent in the current year. An additional annual amount of 80 million euro is made available for universities and the further development of universities of applied sciences (*Fachhochschulen*) until 2014.

Commitment 4:

To adjust social protection systems in response to demographic changes and their social and economic consequences

The countrywide large-scale project “Invalidity in Transition” (*“Invalidität im Wandel“*) has pursued several goals since 2007: the harmonisation of regulations previously leading to unequal treatment of different occupational groups after determining incapacity for work/invalidity on the one hand and improvements of the status of older persons who are not incapacitated for work but disadvantaged in the labour market on the other hand. Together with representatives of the social partners, the insurance institutions and the Public Employment Service, a group of experts chaired by the BMASK made numerous analyses and prepared proposals.

As a result, invalidity prevention initiatives and an improved interface management between the different stakeholders involved in health promotion (Public Employment Service, insurance institutions, interest representations of employers and employees as well as NGOs) were recognised as crucial and defined as key reform measures. They have been bundled in the Labour and Health Act (*Arbeits- und Gesundheitsgesetz*) since 2011. The aim is to reduce the number of persons ending their active working lives prematurely for health reasons and, consequently, to increase the actual retirement age.

Another socio-political measure is the legal claim to rehabilitation as a compulsory service of the pension insurance – which has for the first time been enshrined in the Act Amending the Social Law (*Sozialrechtsänderungsgesetz*) 2010. Changes of provisions protecting the right of employees to pursue their occupation and not being forced into another (*Berufsschutz*) – combined with a hardship clause protecting persons with considerable health impairments – form part of the reform “Invalidity in Transition”. Starting in 2011, the statutory retirement age will be increased gradually – and this will also apply to persons who accumulated long creditable insurance periods benefiting from exemptions in the past. In addition, measures were taken to reduce financial risks for the community of persons insured under the General

Social Insurance Act (ASVG), which are due to the fact that civil servants change from their previous pension insurance scheme to the ASVG pension system (see Annex II).

Care-providing family members taking care of a person with increased care-giving and nursing requirements have benefited from better insurance coverage since 2009. The expenses of self-insurance or continued insurance in the pension insurance system are borne by the public sector.

Last but not least, mention should be made of the means-tested guaranteed minimum income as a measure to combat poverty for all. (see Annex II)

Commitment 5:

To enable labour markets to respond to the economic and social consequences of population ageing

In Austria the active labour market policy has been defined as a tool to enable as many people as possible to secure their own livelihoods. The Employment Promotion Act (*Beschäftigungsförderungsgesetz*) 2009 made it possible to combine short-time working with skills development. The main beneficiaries were employees aged 45+. Additional changes of the unemployment insurance law and other labour market laws with effects on the target group “older persons” have for example led to a decrease in non-wage labour costs for older workers as well as to a reform of the part-time working scheme for older workers (1 September 2009). This has made a vital contribution to reduce the burden on the labour market in times of crisis. Furthermore, in this stage the labour market policy was characterised by numerous measures promoting youth employment. In parallel, important steps were taken benefiting older persons and people with special needs.

By reforming the part-time work arrangement for older workers as well as expanding the solidarity premium model in 2009, many jobs were safeguarded. A study of the Austrian Institute of Family Research (*Österreichisches Institut für Familien-forschung*) concerning the effects of part-time work on companies demonstrated that the part-time work scheme for older workers also plays a vital role for sustainable economic growth. (see Annex II)

Since 2007 the support instruments of the labour market policy affecting the target group “older workers” have been evaluated and adjusted on an ongoing basis. Among these instruments are the labour market integration subsidy granted as an incentive to enterprises, the combined wage subsidy, securing the livelihood of employees in low-paid employment relationships, and making temporary jobs available in “socio-economic enterprises” to promote the long-term (re-)integration of persons hard to place (older persons 50+).

In 2007 the permission was given for continuing the employee qualification consultancy programme for small and medium-sized enterprises. The aim was to increase participation in further training measures of employees by paying due regard to the “productive ageing approach”.

On behalf of the Public Employment Service, various studies were prepared, e.g. “Challenges and Trends in the Further Training of Older Workers” (*“Herausforderungen und Trends in der Weiterbildung älterer ArbeitnehmerInnen“*), “Age-Appropriate Working” (*“Altersgerechtes Arbeiten“*), “Potentials of Employment Projects of the Labour Market Administration for Productive Ageing” (*“Potenziale arbeitsmarktpolitischer Beschäftigungsprojekte für*

Productive Ageing”), “Employment Opportunities for Older Persons” (*“Beschäftigungsmöglichkeiten für Ältere”*) (see Annex II)

Between 2007 and 2008 the Austrian Labour Inspectorate conducted surveys and offered consulting services in the context of age(ing)-appropriate work organisation in numerous small, medium-sized and large enterprises of all sectors on the basis of an age structure analysis. (see Annex II).

Together with other factors, these support measures have helped to increase the employment rate of people aged 45+. (see Annex II)

The Labour and Health Act (*Arbeits-und Gesundheitsgesetz*) 2011 pursues the goal of maintaining and sustainably improving the capacity for work and employability with the aid of countrywide, low-threshold counselling services.

The quality seal “Nestor-Gold” is granted to enterprises and organisations offering age(ing)-appropriate conditions and responding to the different potentials and needs of persons in different life phases. Before awarding the quality seal, an assessment procedure takes place. (see Annex II)

By facilitating cooperation and highlighting best practices, the platform of the social partners www.arbeitundalter.at (established in 2004) makes a contribution to raising awareness of and providing information on ageing and work. (see Annex II)

An initiative of the Austrian Federal Economic Chamber (*WKÖ*) offers measures promoting health in companies: “proFITNESS: Healthy Employees – Healthy Enterprises” (*“proFITNESS: Gesunde Mitarbeiter – gesundes Unternehmen”*) (www.profitnessaustria.at); The target group are small and medium-sized enterprises. (see Annex II)

Other pilot projects committed to workplace health promotion for younger employees and to improving the capacity for work of older employees were conducted by the Federation of Austrian Social Insurance Institutions (*Hauptverband der öster-reichischen Sozialversicherungsträger*). In this context, the projects of the City of Vienna and the federal province of Styria should be mentioned as well. (see Annex II)

Commitment 6:

To promote lifelong learning and adapt the educational system in order to meet the changing economic, social and demographic conditions

In 2011 Austria adopted a strategy for lifelong learning. Provided that the objectives for 2020 are met, Austria will inter alia have: “a countrywide basic supply of quality, low-threshold education services for older persons in the close vicinity of their place of residence. These services will enable older persons to further develop their personality, update their competence to cope with everyday requirements, take responsible preventive healthcare measures and enhance their level of social integration and participation in society“. The strategy also covers measures aimed at allowing persons to return to study and achieve basic formal qualifications free of charge, maintaining adults’ basic competences, promoting work environments conducive to learning as well as at further education/training to safeguard employability.

Other priorities set by the BMASK in the past few years were basic research activities (e.g. learning and education in the interest of older persons, analysis of the most important concepts for lifelong learning in the 3rd and 4th age, learning needs and learning arrangements of older persons, education, active ageing and social participation and many more), promotion of model projects, further training of persons active in adult education and work with senior citizens. In 2011 the BMASK developed guidelines and priorities for 2020 (learning and education in later life). In 2009 exemplary projects in educational work with older persons in Austria were identified by using scientific methodologies and officially recognised as good practice. Other studies examined this issue by focusing on rural areas as well as on the educational needs of older women. By developing a guide for trainers of Internet courses for senior citizens, the brochure “Using the Internet Safely. Information and Tips for Senior Citizens” (*“Das Internet sicher nutzen. Informationen und Tipps für SeniorInnen“*) as well as low-threshold model projects, older persons have been supported in using new technologies.

The Federal Institute of Adult Education (*Bundesinstitut für Erwachsenen-bildung / BIFEB*) realised the following projects: “Platform Learning and Education in the Third and Fourth Life Phase” (*“Plattform Lernen und Bildung im dritten und vierten Lebensalter“*), the series of workshops “Educational Opportunities – Opportunities in the Lives of Older Persons” (*“Bildungschancen – Lebenschancen für ältere Menschen“*) as well as the further training programme “Good Practice in Educational Work with Older Persons” (*“Gute Praxis in der Bildungsarbeit mit älteren Menschen“*). The aim of all these projects is to promote exchanges and establish networks among the stakeholders of educational work with older persons (see Annex II).

The study programme “University-active-plus” (*“Uni-aktiv-Plus“*) strengthens the cognitive skills of the elderly at a science-based level (see Annex II).

Just like other municipalities, the City of Linz offers further training for care-giving family members, provides educational grants to older workers and supports programmes of different clubs for senior citizens or “activity clubs” (*“Clubs Aktiv“*).

The City of Graz has participated in the “Seven Senior European Volunteers Exchange Network” (<http://www.seven-network.eu>) via cooperation of the Office for Senior Citizens (*SeniorInnenbüro*) (see Annex II).

The Federal Working Community “Free Welfare” (*Bundesarbeitsgemeinschaft Freie Wohlfahrt*) organised a number of workshops on lifelong learning. (see Annex II)

In the framework of the “SLIC II” project, the Austrian Red Cross promotes the recognition of competences and skills of older volunteers and trains older multipliers. (see Annex II)

Commitment 7:

To strive to ensure quality of life at all ages and maintain independent living including health and well-being

As this Commitment covers many sub-issues due to its great complexity, we provide a selective report without describing the objective (health situation, socio-economic status, education, social integration...) and subjective factors (well-being, level of satisfaction, social contacts) determining the quality of life in more detail.

Austria has a very well developed system of benefits and services relating to long-term and nursing care (“care provision system”) and the globally highest rate of long-term care benefit recipients. In the framework of this care provision system, several federal ministries established – in collaboration with the social partners – a legal framework for supporting 24-hour long-term care services in 2007. Numerous other measures were taken in 2009: long-term care benefits were increased, procedures for determining the “care level” were shortened, the co-insurance of care-giving family members was improved and information and counselling services regarding care-giving at home were established. Last but not least, a basis for joint decisions on care levels by doctors and professional care-givers was created. In 2011 the Long-Term Care Fund Act (*Pflegefondsgesetz*) provided a legal foundation for establishing the Long-Term Care Fund. Its purpose is to partially cover the expenditure on safeguarding as well as (further) developing, on a demand-oriented basis, the range of support and care-giving services in the long-term care system (see Annex II).

An Interest Group of Care-Giving Family Members (*Interessensgemeinschaft Pflegenden Angehöriger*) has been formed. It pursues various goals, e.g. to raise awareness of the social importance, the burden and challenges of care-giving and to establish themselves as a politically relevant group.

It is a vital objective of the Austrian policy for senior citizens to convey a differentiated image of ageing so as to create a more positive attitude towards older persons. The BMASK commissioned a documentary titled “And every life is different” (*“Und a jeds Leben ist anders“*) on different life situations of women and men aged 85. It has been presented all over Austria. The screenings of this film, which aims at raising public awareness, have been followed by structured talks with the audience.

Negative prejudices and derogatory attitudes as well as excessive demands on and the social isolation of care-givers are the breeding ground for humiliation and assaults. In Austria basic research on violence against older persons as well as programmes and measures developed on this basis to provide information, education and opportunities to voice problems are a vital contribution to enhancing the quality of life and rights of older persons (for more information see Annex II)

With the National Quality Certificate (*Nationales Qualitätszertifikat / NQZ*) for Homes for the Elderly and Nursing Homes, a countrywide uniform external procedure to assess the quality of the services provided by these homes was established. The certificate aims at boosting the visibility of the quality of homes for the elderly and nursing homes and encouraging the further development of quality standards. (see Annex II)

With the support of the Austrian social partners, an agreement on improved unit price information (easier to read, larger print) on goods and products was achieved. (see Annex II). Low-threshold information material about “safer homes – better living” and different consumer protection issues has been developed so as to facilitate use by older persons and to improve their quality of life.

With a view to increasing the quality of life in old age, the BMVIT supported research on and the development of ICT-based products and services. (see Annex II)

The BMWF was active in age-related research, e.g. on the issue “Quality of Social Care for the Elderly”. (see Annex II)

In the framework of urban development activities, the City of Vienna conducted the project “Let’s go outside. Health-promoting join-in campaign for older women and men in workout parks” (“*Gemma raus! Gesundheitsfördernde Mitmachaktionen für ältere Frauen und Männer in Bewegungsparks*”) between 2009 and 2011. (see Annex II)

In Styria amendments of laws concerning the barrier-free design of buildings were adopted, and university courses for case and care management were held. (see Annex II)

Besides other similar initiatives, the federal province of Lower Austria created “Meeting Point Health” (“*Treffpunkt Gesundheit*”), the programme “Active Preventive Healthcare” (“*Vorsorge-aktiv-Programm*”) and a sports programme for the elderly. (see Annex II)

The Austrian Society of Geriatrics and Gerontology (*Österreichische Gesellschaft für Geriatrie und Gerontologie*) developed a standardised basic assessment procedure for the early recognition of individual risks. (see Annex II)

The Research Institute of the Austrian Red Cross conducts projects such as HERA (Home sERvices for specialised elderly Assisted living) running from 2009 to 2011. In the period 2009 to 2013 it takes measures to promote mental health (MHPhands and Mind Health). Target groups are health promotion practitioners in schools, companies and institutions/services for older persons. (see Annex II)

Commitment 8:

To mainstream a gender approach in an ageing society

“Gender budgeting” has been enshrined in the Austrian Federal Constitution since 1 January 2009. According to Article 13(3) of the Federal Constitution Act (*Bundes-Verfassungsgesetz*), the Federal Republic of Austria, the federal provinces and the municipalities have a mandate to achieve de facto equality between women and men in budgeting. This objective will be reaffirmed for the Federal Republic in January 2013 by introducing impact-oriented budgeting. In the budget preparation process each ministry will have to formulate a maximum of five impact goals – including one equality goal – from 2013 onwards.

An Amendment to the Equal Treatment Act (*Gleichbehandlungsgesetz*), which entered into force in 2008, enshrined a binding commitment to prohibit discrimination in the access to and supply with goods and services on grounds of gender (thereby implementing an EU Directive). (see Annex II)

In the period between 2007 and 2011, the Equal Treatment Act prohibiting discrimination at work on grounds of age was reinforced and improved by two amendments. Another Amendment of the Equal Treatment Act entering into force in 2011 imposed an obligation on larger enterprises to draw up a gender pay report containing an anonymised presentation of the pay of women and men every second year – for the first time in 2011 for the year 2010. The aim of this measure is to ensure wage transparency in companies, which will make it possible to identify and remedy existing inequalities. (see Annex II)

In the wake of the entry into force of the Registered Partnership Act (*Eingetragenes Partnerschaft-Gesetz / EPG*), the right to survivors’ pensions has been granted in respect of registered same-sex partnerships since 2010.

Attention is paid to the equitable distribution of labour market funds based on gender equality criteria, particularly in labour market policy.

Support for women starting non-traditional and/or men-dominated careers has been another priority in the past five years. A so-called “cross-mentoring programme” as well as specific mentoring programmes for the individual ministries were an important tool to promote women in the federal civil service.

The research report “Quality of Part-time Work and Improvement of the Position of Women in the Labour Market”, (*“Qualität von Teilzeitbeschäftigung und die Verbesserung der Position von Frauen am Arbeitsmarkt“*) was prepared in 2009. It focuses on the experience of companies in implementing quality part-time working arrangements, examples from other countries as well as recommendations for action developed on their basis.

Drawing on the findings of the Women’s Report (*Frauenbericht*) 2010, which examined the situation of women in the period 1998 to 2008, as well as the Report on Eliminating Disadvantages for Women for the period 2009-2010 (*Bericht zum Abbau von Benachteiligungen von Frauen für den Zeitraum 2009-2010*), the National Action Plan for Equality between Women and Men in the Labour Market (*“Nationaler Aktionsplan für die Gleichstellung von Frauen und Männern am Arbeitsmarkt“*) was developed in mid-2010 as a basis for action in the next years. (see Annex II)

In the Report on Women’s Health (*Frauengesundheitsbericht*) for the period 2010 to 2011, the BMG addressed women-specific health issues. It provided practical guidance on gender equality in the health sector in the manual “Gender Mainstreaming in Hospital Organisation” (*“Gender-Mainstreaming in der Spitals-organisation“*). (see Annex II)

Together with the BMWFJ and the Federation of Austrian Industrialists, the Austrian Federal Economic Chamber created a leadership programme titled “Future.Women” (*“Zukunft.Frauen“*). Its aim is to increase the share of women in top-level management positions and, generally, in decision-making positions through well-aimed measures for women. The programme – designed for working women – was launched in September 2010. (see Annex II)

All the aforementioned activities and projects have been geared mainly to the needs of women of working age. According to the expertise on the Federal Plan for Senior Citizens, the lack of data on the present social situation of older women is due to the fact that in many surveys men and women aged between 60 and 99 years are assigned to the common age group 65+.

Workshop concepts for education planners engaged in work with older women attach great importance to the gender aspect. They are applied throughout Austria by the Federal Institute of Adult Education. (see Annex II).

Commitment 9:

To support families that provide care for older persons and promote intergenerational and intra-generational solidarity among their members

The implementation of this Commitment focused on direct and indirect measures to reduce the strain on predominantly female family members performing long-term care services. These support and stress relief measures have been taken at all levels as the Austrian long-term care system provides for a legally binding, coordinated and continuous approach to

sharing and/or distributing tasks between the Federal Republic of Austria and the federal provinces (with the involvement of the communities).

Research on the reconciliation of work and care-giving duties has been an important priority. Special attention was paid to family constellations facing particularly strong challenges due to care-giving duties for a family member suffering from dementia.

The costs of substitute carers replacing care-giving family members have been financed from the Support Fund for Care-Giving Family Members since 2007. Since 2008 the Federal Republic of Austria pays 100% of the pension insurance contributions of family members no longer covered by pension insurance due to providing domestic care services to a long-term care benefit recipient of at least care level 3. (Act Amending the Social Law 2009). This measure also makes an important contribution to avoiding female poverty in old age.

In 2005 “quality assurance in domestic long-term care“ has become a permanent measure. In the framework of this scheme, annually about 20,000 persons in need of care are visited by professional care-givers (holding the respective diplomas) at home. To support this measure, the Research Institute for Economy of Ageing (*Forschungsinstitut für Altersökonomie*) developed the respective “quality indicators for domestic long-term care“ as well as a manual in 2010. (see Annex II)

The research project “Absenteeism and work-family balance of working informal caregivers in Europe (2010-12)“ explores how rules such as flexible working hours and interpersonal relationships at work influence tendencies to absenteeism of employees who provide care-giving services to family members. The European Working Conditions Survey, wave 4, has served as a data source.

Between 2007 and 2008 all long-term care programmes for persons suffering from dementia existing in Austria were documented in a manual, which has been drawn up to support the persons affected, family members and legal guardians.

In 2008 “24-hour care“ was introduced as a support measure to legalise a previously unregulated area and to ensure public funding. In addition, three low-threshold pilot projects for dementia patients were carried out in three regions (Styria, Salzburg, Burgenland), two of them have become permanent.

In many regions intergenerational activities have been and are being funded by the federal provinces, the municipalities, schools, NGOs or initiatives. The “Two and More Family Card“ (*“Zwei und Mehr Familienpass“*) in Styria or the Lower Austrian village and town renewal initiatives may be mentioned as examples. (see Annex II)

The “Audit of family-friendly municipalities“ supports processes to develop family-friendly measures in municipalities and formally recognises their successful implementation. (see Annex II)

Commitment 10:

To promote the implementation and follow-up of the regional implementation strategy through regional cooperation

The MA:IMI indicators were developed for the areas of demography, income and wealth, labour market and social security in cooperation between UNECE and the European Centre

for Social Welfare Policy and Research between 2009 and 2010. This initiative was also supported by Austria (BMASK). Currently, gender indicators are being developed.

In March 2011 a bilateral Memorandum of Understanding was entered into between the BMASK and the Russian Ministry of Health and Social Development to exchange experiences, e.g. in the area of ageing.

Between 2007 and 2011 know-how transfer events were organised by Austria (BMASK), e.g. expert seminars in Vienna (delegations from Russia, China, Kenya, Croatia, Turkey and Moldavia) and other countries to which Austria posted Attachés for Social Affairs (Croatia, Serbia, Bosnia and Herzegovina, Macedonia and Moldavia). Among the issues discussed were reforms of the social insurance system, long-term care, old-age pension systems, policies for the elderly and anti-violence measures.

The Austrian Attachés for Social Affairs have a mandate to facilitate a knowledge transfer on these issues between Austria and the respective country.

Austria also engages in other international research cooperation projects, e.g. by participating in the "Prevalence Study of Abuse and Violence against Older Women (AVOW)" of the Research Institute of the Red Cross and in the study "Intimate Partner Violence against Elderly Women" of the Institute for Conflict Research (*Institut für Konfliktforschung*). The findings will be presented still in 2011.

Former Austrian Minister for Social Affairs Lore Hostasch has chaired the EU High Level Expert Group on Demography since 2007. It advises the European Commission on issues regarding demographic change and engages in networking and information activities.

International age-relevant cooperation at other levels are regular meetings and activities of the European Senior Organisation (ESO), the European Senior Citizens' Union (ESU) and the Fédération Européenne des Retraités et des Personnes Agées (FERPA). Austria is represented in ESO by the Austrian Pensioners' Association of the Social Democratic Party of Austria (*Pensionistenverband Österreich*) and in ESU by the Austrian Senior Citizens' Association of the Austrian People's Party (*Österreichischer Seniorenbund*).

In 2012 Austria will host the UNECE Ministerial Conference on Ageing. Moreover, Austria has chaired the UN-ECE Working Group on Ageing since November 2010, and is therefore actively involved in preparing the conference (under the leadership of the BMASK). The European Commission considers the UNECE Ministerial Conference 2012 a key event during the European Year for Active Ageing and Solidarity between Generations 2012. Together with Austria, it supports particularly the NGO forum and the research forum held in the preliminaries of the Ministerial Conference.

3. Conclusions and Priorities for the Future

The active involvement of many different stakeholders in preparing this report and the great diversity of contributions shows that since 2007 not only the awareness of age(ing)-relevant issues has increased but that this policy area has been tackled actively, partly on a legally binding basis.

This development is clearly reflected in the preparatory work for the Federal Plan for Senior Citizens, in the implementation of the Labour and Health Act (ensuring employability) and of the Long-Term Care Fund Act (securing the financial basis for the further development of

social and long-term care services), in the introduction of a legal claim to rehabilitation as well as in the development of a comprehensive national strategy for lifelong learning.

The gender-adequate implementation of labour market policy programmes for the target groups young people and older persons has been successful. The set of measures “fit2work”, which has been enshrined in the law, as well as the reform of the invalidity pension law will have long-term effects.

Strengths in dealing with ageing-relevant issues are the proactive commitment of all stakeholders of the respective policy areas, the provision of the necessary financial resources and the further development of measures with long-term effects in key areas, e.g. the labour market, the reforms of the pension systems, the long-term care system and of education (also for older persons).

The representation of older persons and their political involvement through organisations is working very well in Austria. Special emphasis will be placed on partnership-oriented approaches in policies for the elderly and an intergenerational exchange also in the future.

A priority area worth mentioning in this context are targeted measures to strengthen the employability of all working persons – and this also means that the challenges of reconciling care-giving tasks and careers have to be taken into account.

Austria has a high invalidity rate by international comparison. In the period 2007 to 2010 the number of newly granted invalidity pensions decreased by about 3.9% due to legislative measures, and this trend has been continuing in 2011.

The basis for the “fit2work” project (backed by the respective legislation) was established by the task force “Invalidity in Transition”. Interface management between different stakeholders was improved by “Road to Health” (“*Gesundheitsstraße*”). Moreover, a legal foundation was laid for applying the principle “rehabilitation has priority over pension”, for further developing preventive healthcare and health promotion in the entire school system as well as for integrating health-promoting elements in labour market policy programmes.

To bring about a change in attitude towards longer working lives as a positive lifestyle choice, enterprises do not only require age structure analyses but also ageing-appropriate measures for work processes tailored to the sector and organisation. The necessary instruments have been developed in the past 5 years. After a sound financial basis has been provided under the Labour and Health Act, the time has come for enterprises to implement them.

Therefore, corporate preventive healthcare has to concentrate more on concrete working conditions to avoid work-related diseases. In view of the increase in mental illnesses (which at the present stage still lead to an incapacity to work), there is a growing need for preventive measures and the profound evaluation of available research findings.

To promote a better understanding of all population and age groups of “active ageing”, it is necessary to ensure a balance between personal responsibility and the responsibility of organised stakeholders to create adequate framework conditions.

Prejudices and derogatory attitudes against ageing persons have to be countered actively through sensitisation measures (also in education) and systematic quality development.

Besides tackling issues such as the further development of quality and training standards, the use of innovative ICT solutions and the role of care-giving family members, the structural reform of the long-term care system planned for 2012 will also address questions of ethics and violence prevention.

The effects of demographic change do not only lead to new challenges but also open up new perspectives and opportunities. The number of older persons who are healthier, better educated and more active than previous generations and who wish to engage in a wide range of activities is increasing. This offers great opportunities that should be taken advantage of by providing support and services, adequate information and choices between different options. Lifestyles that are self-determined to the extent possible and a sound basis for social participation are key aspects of equal opportunities in society.

4. Annex I

List and contact details of organisations in Austria that were directly involved in preparing this report

The Federal Ministry of Labour, Social Affairs and Consumer Protection (Stubenring 1, A-1010 Vienna) – Department V/6, Ageing and Volunteering Policies – has managed the preparation of this National Report.

List and contact details of organisations in Austria that were involved in the follow-up to MIPAA/RIS (government institutions, NGOs, academia, private sector)

Federal ministries

- Federal Ministry of Labour, Social Affairs and Consumer Protection
- Federal Ministry of Education, Art and Culture – BIFEB (Federal Institute of Adult Education)
- Federal Ministry of Transport, Innovation and Technology
- Federal Ministry of Economy, Family and Youth
- Federal Ministry of Science and Research
- Federal Ministry of Health
- Federal Ministry of the Interior

Federal provinces, cities and municipalities

- Office of the provincial government of Styria
- Office of the provincial government of Tyrol
- Office of the provincial government of Vienna
- Office of the provincial government of Lower Austria
- Austrian Association of Cities and Towns
 - o City of Linz
 - o City of Graz
 - o City of Klagenfurt
 - o City of Salzburg

Interest representations

- Austrian Senior Citizens' Council
- Austrian Trade Union Federation
- Austrian Federal Economic Chamber
- Federal Chamber of Labour
- Federation of Austrian Industrialists

Welfare organisations/NGOs

- ARGE Selbsthilfe Österreich
- Caritas Austria
- Austrian Red Cross
- Volkshilfe Österreich
- Federal Working Community "Free Welfare" (Caritas, Diakonie, Hilfswerk, Red Cross, Volkshilfe)
- Austrian Society of Geriatrics and Gerontology

Academic organisations/research institutes

- Research Institute of the Red Cross
- Austrian Interdisciplinary Platform on Ageing (ÖPIA)

Other organisations/chambers/institutes

- Austrian Ombud for Equal Treatment
- Federation of Austrian Social Insurance Institutions
- Health Promotion Centre of the City of Vienna (WIG)

National Action Plan on Active Ageing / relevant laws on ageing (selection)

The Federal Plan for Senior Citizens is being prepared.

Act Amending the Legal Guardianship Law (*Sachwalterrechtsänderungsgesetz*) 2006

Act on Living Wills (*Patientenverfügungsgesetz*) 2006

Amendment of the Federal Senior Citizens' Act (*Bundes-Seniorengesetz-Novelle*) 2009

Home Care Act (*Hausbetreuungsgesetz*) 2008

Employment Promotion Act (*Beschäftigungsförderungsgesetz*) 2009

General Social Insurance Act (*Allgemeines Sozialversicherungsgesetz*) with age-relevant amendments in the period 2007 to 2011:

- 67th amendment 2007
- 68th amendment 2008
- 69th amendment 2009
- 73rd amendment 2010
- 75th amendment 2010

Act Amending the Social Security Law (*Sozialrechtsänderungsgesetz*) 2010

Means-tested guaranteed minimum income, agreement of 2010 under Article 15a of the Federal Constitution Act (*Bundes-Verfassungsgesetz*)

Equal Treatment Act (*Gleichbehandlungsgesetz*), 4 amendments, 2008 to 2010

Labour and Health Act (*Arbeits- und Gesundheitsgesetz*) 2010

Amendment of the Telephone Charges Subsidies Act (*Fernsprechentgeltzuschussgesetz*) 2010

Various amendments of the Federal Long-Term Care Act (*Bundespflegegeldgesetz*) and revisions of the laws of the federal provinces

Long-Term Care Fund Act (*Pflegefondsgesetz*) 2011

Long-Term Care Benefit Reform Act (*Pflegegeldreformgesetz*) 2012

Abbreviations

BMASK	Federal Ministry of Labour, Social Affairs and Consumer Protection
BMWJF	Federal Ministry of Economy, Youth and Family
BMWF	Federal Ministry of Science and Research
BMUKK	Federal Ministry of Education, Art and Culture
BKA	Federal Chancellery
BMI	Federal Ministry of the Interior
BMF	Federal Ministry of Finance
BMVIT	Federal Ministry of Transport, Innovation and Technology
FRK	Research Institute of the Red Cross
FSW	Fund "Social Vienna"
BAG	Federal Working Community "Free Welfare"
BIFEB	Federal Institute of Adult Education
ÖRK	Austrian Red Cross
ESO	European Senior Organisation
ESU	European Senior Citizens' Union
FERPA	Fédération Européenne des Retraités et des Personnes Agées
ÖVP	Austrian People's Party
SPÖ	Social Democratic Party of Austria
ÖIF	Austrian Institute of Family Research
AMS	Public Employment Service
ESF	European Social Fund
AGG	Labour and Health Act
ÖPIA	Austrian Interdisciplinary Platform on Ageing
ÖGGG	Austrian Society of Geriatrics and Gerontology

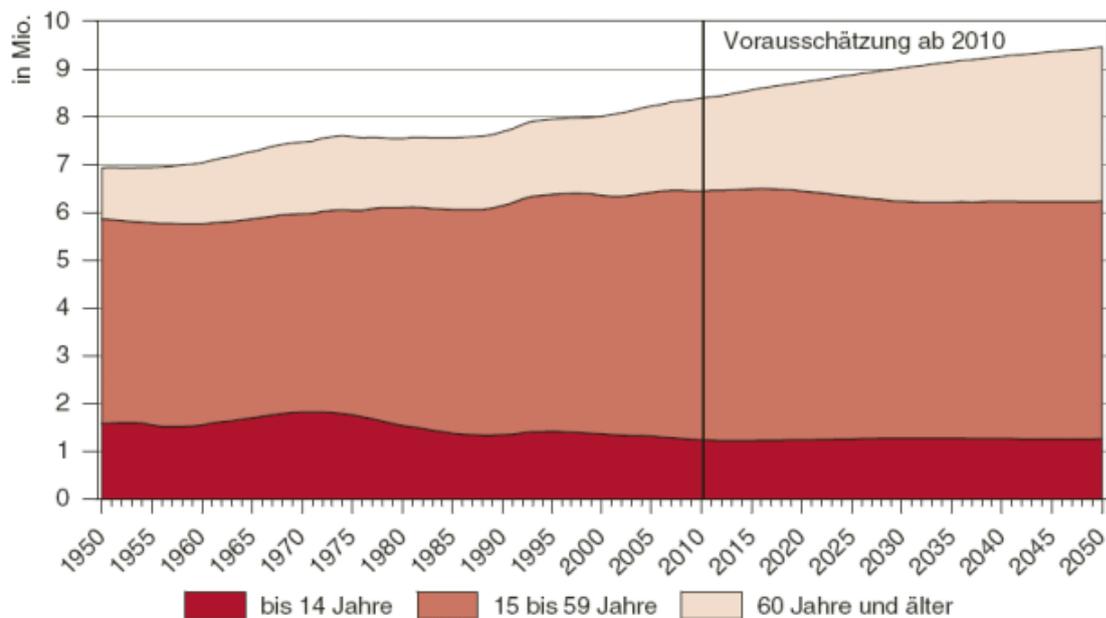
Tables, charts

Vorberechnete Bevölkerungsstruktur für Österreich 2010-2075 laut Hauptszenario

Jahr	Bevölkerungsstruktur						
	Insgesamt	Unter 15 Jahre	15 bis unter 60 Jahre	60 und mehr Jahre	Unter 15 Jahre	15 bis unter 60 Jahre	60 und mehr Jahre
	absolut				in %		
2009	8.363.040	1.252.435	5.197.588	1.913.017	15,0	62,1	22,9
2010	8.388.478	1.240.019	5.209.559	1.938.900	14,8	62,1	23,1
2011	8.416.982	1.230.418	5.225.052	1.961.512	14,6	62,1	23,3
2012	8.449.560	1.223.341	5.241.754	1.984.465	14,5	62,0	23,5
2013	8.484.308	1.220.241	5.254.585	2.009.482	14,4	61,9	23,7
2014	8.519.801	1.220.542	5.263.462	2.035.797	14,3	61,8	23,9
2015	8.556.493	1.222.763	5.268.388	2.065.342	14,3	61,6	24,1
2020	8.725.556	1.241.013	5.214.299	2.270.244	14,2	59,8	26,0
2025	8.877.361	1.264.892	5.068.237	2.544.232	14,2	57,1	28,7
2030	9.021.228	1.280.249	4.946.955	2.794.024	14,2	54,8	31,0
2035	9.147.775	1.277.668	4.929.445	2.940.662	14,0	53,9	32,1
2040	9.262.622	1.266.878	4.961.947	3.033.797	13,7	53,6	32,8
2045	9.364.229	1.260.834	4.959.738	3.143.657	13,5	53,0	33,6
2050	9.447.226	1.266.382	4.955.268	3.225.576	13,4	52,5	34,1
2075	9.558.083	1.297.099	5.034.603	3.226.381	13,6	52,7	33,8

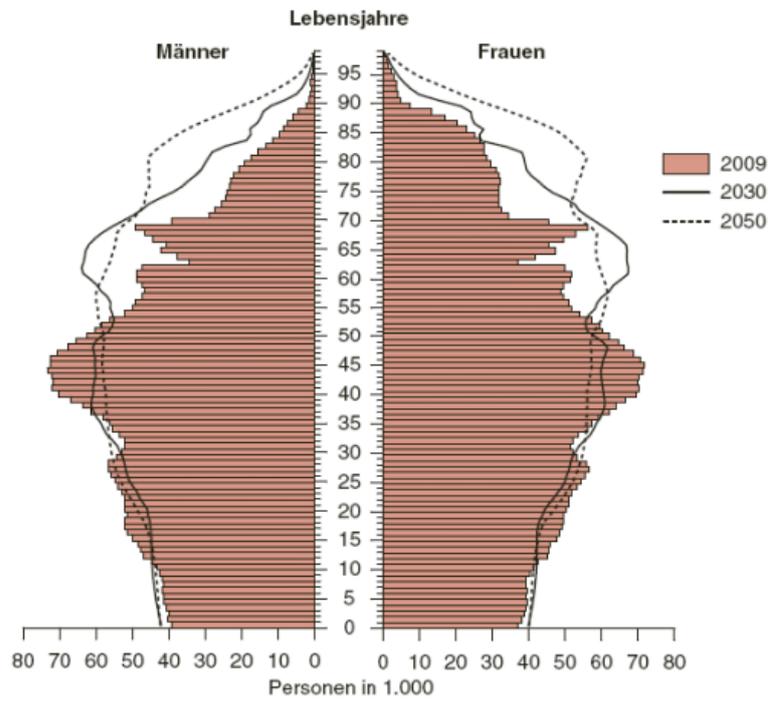
Quelle: STATISTIK AUSTRIA - Bevölkerungsprognose 2010. Erstellt am 29. Oktober 2010.

**Bevölkerung nach breiten Altersgruppen 1950 bis 2050
(mittlere Variante)**



Q: STATISTIK AUSTRIA, Bevölkerungsprognose 2010. Erstellt am: 03.11.2010.

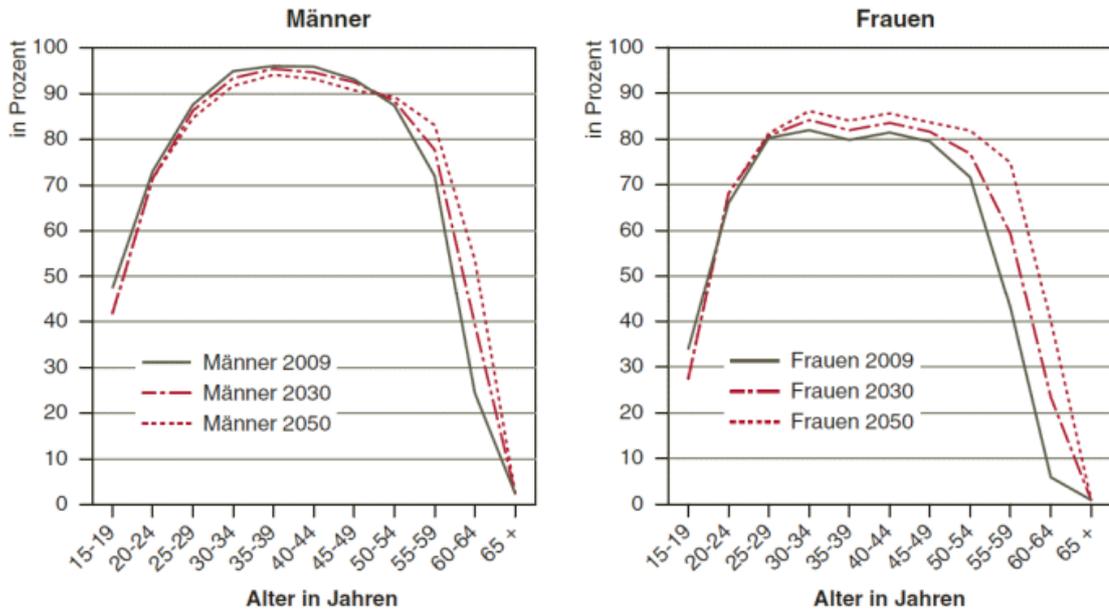
**Bevölkerungspyramide 2009, 2030 und 2050
(mittlere Variante)**



Q: STATISTIK AUSTRIA, Bevölkerungsprognose 2010. Erstellt am: 03.11.2010.

Statistical data

**Alters- und geschlechtsspezifische Erwerbsquoten 2009-2050
(laut Hauptszenario)**



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Austrian Institute for Economic Research – WIFO (www.wifo.ac.at)

Institute for Advanced Studies – (www.ihs.ac.at)

Federal Austrian Economic Chamber – (<http://portal.wko.at/wk/startseite.wk>)

Austrian Institute for Family Studies – (<http://www.oif.ac.at/>)

Family Alliance (Familie und Beruf Management GmbH) – (<http://www.familieundberuf.at/>)

Federal Austrian Senior Citizens' Council – (www.seniorenrat.at)

European Centre for Social Welfare Policy and Research – (www.euro.centre.org)

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