

## National EMN Conference

### *Immigration of International Students from Third Countries to the EU and Austria*

*International Migrants Day, 18 December 2012*

*Diplomatic Academy of Vienna, Festsaal, Favoritenstraße 15a, 1040 Vienna*

### *Conference Report*



*The European Migration Network (EMN) is co-ordinated by the European Commission with National Contact Points (EMN NCPs) established in each EU Member State plus Norway.  
The National Contact Point Austria in the EMN is financially supported by the European Commission and the Austrian Federal Ministry of the Interior.*

**CONTENTS**

---

INTRODUCTION ..... 3

MINUTES..... 4

    Welcome and Opening ..... 4

    Session 1 – Introduction and Background ..... 4

    Session 2 – Immigration of Third Country Students in Selected Member States – Current Developments..... 5

    Session 3 – Access to the Labour Market for Third Country Students and Graduates in Selected Member States ..... 6

    Panel Discussion – Austria as a Country of Destination for Third Country Students..... 7

ANNEX ..... 9

    Annex 1: Panelists’ Short CVs ..... 9

    Annex 2: Agenda..... 13

INFORMATION ON THE EMN ..... 15

## INTRODUCTION

This report summarizes the conference „Immigration of International Students from Third Countries to the EU and Austria“, organized by the Austrian National Contact Point to the European Migration Network (EMN) on 18 December 2012 at the Diplomatic Academy of Vienna. The audience was composed of representatives of ministries, students, NGOs as well as researchers.

The EMN main study of 2012 on the topic of “Immigration of International Students to the EU” constituted the research context for the conference.

As an introduction, first results of the EU synthesis report were presented, followed by presentation of concrete research findings of selected EU Member States. Furthermore, the issue of access to the labour market for students and graduates has been addressed.

Finally, experts discussed in the framework of a panel discussion about Austria as a destination for international students and what can be done to enhance Austria’s attractiveness.



**Nationale EMN-Konferenz**

**“Zuwanderung internationaler Studierender aus Drittstaaten in die EU und Österreich“**

**Internationaler Tag der MigrantInnen, 18. Dezember 2012**  
**Diplomatische Akademie Wien, Festsaal,**  
**Favoritenstraße 15a, 1040 Wien**

Das Europäische Migrationsnetzwerk (EMN) wird von der Europäischen Kommission koordiniert und besteht aus Nationalen Kontaktpunkten (NCP) in jedem Mitgliedsstaat sowie Norwegen. Der Nationale Kontaktpunkt Österreich im EMN wird von der Europäischen Kommission und dem österreichischen Bundesministerium für Inneres finanziert.

## MINUTES

---

### Welcome and Opening



The conference participants were welcomed by **Katerina Kratzmann, Officer in Charge of the IOM Country Office Vienna**. She highlighted that the conference took place on a special day, the International Migrants Day. Following the principles of the European Migration Network (EMN), founded in 2003 by the European Commission, the conference contributed to the provision of up-to-date, objective, reliable and comparable information and data. The conference provided an overview of the Member States' immigration policies with regards to international students as provided for in the study "Immigration of International Students to the EU". The aim of the study was to assist policy makers to achieve a balance between actively attracting international students and preventing the misuse of international student routes to migration.

**Michael Girardi, Head of Department III/8 for Integration in the Federal Ministry of the Interior**, opened the conference by setting a focus on the topic of integration. He said that integration was a particularly important and current topic within the Austrian society; therefore the National Action Plan for Integration had been developed in a comprehensive work process. The National Action Plan took also the topic of international students in Austria into consideration, therewith constituting a wide field of debate. Mr Girardi furthermore outlined the desirability of facilitating foreign graduates' access to the labour market in order to make better use of the skills of highly qualified workers in Austria.



**Mária Temesvári, Head of Research at IOM County Office Vienna**, moderated the following presentations and discussions with the audience.

### Session 1 – Introduction and Background

In Session 1, **Petra van Nierop (ICF GHK Consulting, EMN Service Provider, Belgium)** briefly



addressed the background of the study "Immigration of International Students to the EU", in particular the European Council Directive 2004/114/EG on the conditions of admission of third-country nationals for the purposes of studies. She then presented the preliminary results of the EU synthesis report. A comparison showed that national policies and strategies mainly focus on facilitating the entry for the purpose of study and the access to studies, as well as on the promotion of the respective country as an attractive study location. In every Member State, international students were allowed to work during their studies, but under varying conditions, while only in a few Member States graduates were allowed to stay for a certain period in order to find a job after completion of studies. Altogether, the United Kingdom had (in absolute terms) granted the highest number of residence permits for the purposes

of study in 2011, followed - by far - by France, Spain, Italy and Germany. Ms van Nierop explained that the misuse of international student routes to migration was an issue in some Member States. It took primarily the form of overstaying, working outside the terms of permission, use of forged qualifications/documentation as part of the application process and limited or no progress in the studies.

Please find the PowerPoint presentation [here](#).

### **Discussion**

The questions that were raised by the audience after Ms van Nierop's presentation primarily concerned the reasons for Great Britain's high level of attractiveness for international students. This, according to Jon Simmons (Home Office Science, United Kingdom), could be explained by the popularity of the English language and the excellent reputation of British universities.



## **Session 2 – Immigration of Third Country Students in Selected Member States - Current Developments**

**Elisabeth Musil (IOM Country Office Vienna, Austria)** pointed out that Austria, in an OECD compilation, ranked fourth after Luxembourg, Australia and Great Britain in terms of numbers of international students. 15 per cent of regular students at Austrian universities came from the EU and 6 per cent from non-EU countries. The latter group mostly originated from former Yugoslavian countries and Turkey. Overall, international students from third countries were considered as an added value. According to some national experts interviewed in the framework of the study, international students in Austria faced some challenges mainly in terms of the duration of proceedings and the provision of the required means of subsistence. From a migration policy point of view, the “Red-White-Red Card” that had been introduced in 2011, is of particular relevance as it enables students and graduates from third countries to access the labour market.

Please find the PowerPoint presentation [here](#).

**Berit Kiuru (Immigration Service, Finland)** presented the study findings from Finland, where a rise in international student numbers was observed for the period 2006 to 2011. The features that defined Finland's attractiveness towards international students were mainly the availability of study programmes offered in English and the fact that there was no tuition fee in Finland. Whilst students from third countries had access to the labour market during their studies, the access for graduates was restricted to a six-month period of job hunting. However, Ms Kiuru explained that Finland was aiming at enhancing labour market integration in order to meet future labour market needs. Regarding the misuse of international student routes, Ms Kiuru confirmed that there were some cases in which students engaged in employment rather than pursuing their studies -



a problem also related to a lack of financial means. Furthermore, the submission of forged documents during the application process was an issue.

Please find the PowerPoint presentation [here](#).

**Ophélie Tardieu (Ministry of the Interior, France)** stressed that the French strategy aimed at fostering the return of international graduates, achieving a geographical balance between the countries of origin and at promoting the access to selected master and Ph.D. studies. In France, 12 per cent of the students and 41 per cent of Ph.D. students came from third countries, mainly from Morocco, China and Algeria. Policy measures included *inter alia* the establishment of a single online application procedure, introduction of visas that were equivalent to residence permits, the possibility to search for a job in France within 6 months after completion of a master study programme (or higher) and a wide range of exchange and scholarship programmes. Concerning the misuse of international student routes to migration, only a small number of isolated cases were known, namely cases of enrolment fraud and certification fraud.

Please find the PowerPoint presentation [here](#).

### **Discussion**

Following the short presentations, the audience discussed particularly questions concerning policy measures to facilitate return of students to the country of origin and the stay in the host country after graduation. In this context, existing policies and programmes aiming at preventing brain drain were debated.



## **Session 3 – Access to the Labour Market for Third Country Students and Graduates in Selected Member States**

**Jon Simmons (Ministry of the Interior, United Kingdom)** stressed that the number of international students that came to the UK in 2011 (approximately 225.000) constituted 40 per cent of the total immigration. The aim of the national policy was, on the one hand, to attract the best students worldwide and, on the other hand, to eliminate the misuse of student visas. Difficulties – for instance with students that worked instead of pursuing their studies – have occurred mainly in the context of privately funded institutions. Accordingly, tighter sponsorship standards and tougher rules for students that encouraged them to focus on their studies and to leave the UK at the end of the course, were implemented.

At the same time, a scheme to attract highly qualified international students and to facilitate their access to the UK had been introduced.

Please find the PowerPoint presentation [here](#).

**Bernd Parusel (Migration Board, Sweden)** pointed out a considerable decline in residence permits issued for the purpose of studies. The number dropped from 14.188 in 2010 to 6.836 in 2011. The main reason for this decline was most likely the introduction of tuition fees for students newly

arriving from third countries. Mr Parusel explained that in Sweden, international students were enjoying full access to the labour market. Graduates could receive the status “residence permit for the purpose of employment” if they had a job or a job offer before the “residence permit for the purpose of studies” expired. Among the main obstacles for graduates from third countries to access the labour market was a lack of Swedish language skills as the courses of study were often offered in English and thus there was no need to learn Swedish during studies. A glance at the most important employment sectors of international graduates in 2011 showed that these worked predominantly in highly qualified professions, but not exclusively (259 IT-specialists, 206 engineers and architects, 141 newspaper carriers and caretakers).



Please find the PowerPoint presentation [here](#).

**Matthias Mayer (Federal Office for Migration and Refugees, Germany)** explained that the German



labour market was accessible for international students during their studies, but that access was regulated. The access to the labour market was, according to Mr Mayer, crucial for both the students (as the main source of income) and the German economy (as a way to build a qualified workforce through allowing international students to gain first professional experiences that, once graduated, facilitated their entry into the labour market). International graduates were granted a onetime residence permit

valid for up to 18 months for the purpose of searching an adequate job. The largest groups holding such a residence permit in 2011 came from China and Turkey. Finally, the biggest part of residence permits for work purposes issued to international graduates had been for the purpose of qualified employment.

Please find the PowerPoint presentation [here](#).

## Panel Discussion – Austria as a Country of Destination for Third Country Students



Finally, a panel discussion moderated by Stefan Beig (Wiener Zeitung) and involving the following national experts was held:

- Angelika Gruber, Austrian Students' Union
- Dietmar Hudsky, Federal Ministry of the Interior
- Margit Kreuzhuber, Austrian Economic Chambers
- Johannes Peyrl, Vienna Chamber of Labour
- Elmar Pichl, Federal Ministry of Science and Research

A lively discussion emerged, covering topics such as the attractiveness of Austria as a destination for international students from third countries, challenges in commencing a course of study (course application, certification of qualifications, application for a visa including the requirement to prove a certain amount of financial means), labour market access for international students and graduates through the "Red-White-Red Card" and the question whether the Card should also be granted to bachelor graduates.

Overall, residence for the purpose of study was seen as the second most important migration channel in Austria. Dietmar Hudsky from the Federal Ministry of the Interior has recognized that foreign students were an important economic factor for Austria. Furthermore, internationalization was regarded as vital for Austria's institutions of higher education. Austria, and particularly Vienna being headquarters of major enterprises, was considered attractive, offering favourable economic conditions to international students and graduates. It was highlighted, however, that living costs were high and studying in Austria was rather expensive also in light of tuition fees that are twice as high for international as for national students.

### Annex 1: Panelists' Short CVs

(In alphabetical order)

#### **Stefan BEIG**

Stefan Beig studied philosophy at the University of Vienna as well as composition at the Conservatory of Vienna. Since 2005 he is working as a journalist at the journal "Wiener Zeitung". From time to time he also worked for several other media such as the Lower-Austrian monthly culture magazine "morgen". Since March 2010 Stefan Beig is coordinating the daily-published integration page of the „Wiener Zeitung“, which covers all facets of living-together in an intercultural community. He is supported by a team consisting of over 10 employees with and without migrant background. In November 2012 the integration page was awarded the Recognition Award within the presentation of the "Leopold-Ungar-JournalistInnenpreis".

#### **Michael GIRARDI**

Michael Girardi was born in 1964 in Innsbruck. He moved to Vienna in 1984 to study political science. Between end of 2000 and end of 2010, Michael Girardi was leading the Department for public relations of the Austrian Federal Ministry of the Interior. From 2011 on, he is head of the Department III/8 for Integration, which was newly established within the section law/group for asylum, migration and integration of the Austrian Federal Ministry of the Interior.

#### **Angelika GRUBER**

Angelika Gruber is deputy chairman of the Austrian Students' Union. After spending a year in the US, Angelika Gruber started a Bachelor program in Economics and Social Sciences with a focus on Economics at the University of Economics in Vienna in 2007. Since 2011 she is enrolled in Macroeconomics. Next to her engagement for the Federation of Socialist Students (VSStÖ), Angelika Gruber supported and advised pupils at different schools regarding future education possibilities as part of the students and graduates guidance service of the Austrian Students' Union. Since 2011 she actively promotes free access to higher education and improved social security for students as part of the chair-team of the Austrian Students' Union.

#### **Dietmar HUDSKY**

Dietmar Hudsky has been active for many years as lawyer in the field of asylum and foreigners at the Austrian Federal Ministry of the Interior. From 2008 to 2010 he headed the department of aliens' legislation within the legal section of the Ministry of the Interior and thereby played a key role in the formulation of the amendments to the aliens' law regarding the right of residence granted on humanitarian grounds and of the amendments 2009. Since December 2009 he is head of the Department III/4 for citizenship and residence issues. He has also been working as author and lecturer in his area of specialization for many years.

#### **Berit KIURU**

Berit Kiuru is Senior Adviser for the European Migration Network at the Finnish Immigration Service. Berit Kiuru has drafted the Finnish national report for the EMN thematic study on the Immigration of

International Students. Her broad work experience in migration administration and interviews with other experts has enabled her to gain an in-depth insight in the issue.

#### **Katerina KRATZMANN**

Katerina Kratzmann has been serving as officer in charge of the IOM Country Office Vienna since October 2011. She has overarching responsibility for the activities of the IOM Country Office Vienna. Before that she led the research department of IOM Vienna, which mainly consists of the National Contact Point Austria within the European Migration Network. Katerina Kratzmann graduated in European Ethnology and Cultural Science at the Humboldt University Berlin and wrote her doctoral thesis in European Ethnology at the University of Vienna about irregular migrants in Austria.

#### **Margit KREUZHUBER**

Margit Kreuzhuber studied Law and Economics with a focus on International Business Administration at the Johannes-Kepler-Universität Linz and at the Universidad Pablo de Olavide, Sevilla. Margit Kreuzhuber started to work for the Austrian Federal Economic Chamber in 2005, initially as part of a trainee programme. From 2006 onwards she has been holding a position as consultant, responsible for labour market policies and foreign employment. Since 2008 Margit Kreuzhuber is focal point for migration and integration within the Federal Economic Chamber. She addresses issues like the Red-White-Red Card and the international shortage of skilled labour, furthermore she coordinates the programme "Mentoring for Migrants". Among others, she is a member of the Foreigners' Committee within the Board of Directors of the Public Employment Service Austria (AMS), a member of the Integration Committee and she is also involved with the consultative committee focussing on free movement of workers.

#### **Matthias MAYER**

Matthias Mayer studied in Germany, the Netherlands, the UK and Italy and obtained his doctorate in European Studies at the London School of Economics and Political Science (LSE) with a dissertation about the labour-market policies of the European Union. So far he worked at the LSE enterprise as lecturer and as research associate. Furthermore he has headed the office of the 'Hochrangige Konsensgruppe Fachkräftebedarf und Zuwanderung' of the Expert Council of German Foundations for Integration and Migration (SVR). Since 2012 he works as research associate at the German National Contact Point to the European Migration Network at the Federal Office for Migration and Refugees.

#### **Elisabeth MUSIL**

Elisabeth Musil has been working with IOM since 2008. More precisely, she is working as Research Associate for the National Contact Point Austria in the European Migration Network. Before working for IOM, Elisabeth Musil worked as project assistant for the Palestinian-European Academic Cooperation in Education (PEACE) Programme at UNESCO and as research assistant at the University Paris 11-Sud. She studied Geography at the Universities of Vienna and Paris IV-Sorbonne and European Studies at the University of Louvain and Sciences Po Paris.

#### **Bernd PARUSEL**

Bernd Parusel is migration expert at Sweden's EMN National Contact Point, the Swedish Migration Board (Migrationsverket) in Norköpping. His research activities focus on international migration,

national and European migration and asylum policy as well as on Europeanisation. Before taking on his current position in Sweden he worked as a member of the research group of the Federal Office for Migration and Refugees in Nuremberg. Bernd Parusel studied politics at the Freie Universität Berlin and at the University Federico II in Neapel. He obtained his doctorate with a dissertation about the development of a common EU-policy on managing labour migration at the Institute of Migration Research and Intercultural Studies at the University Osnabrück.

#### **Johannes PEYRL**

Johannes Peyrl works for the Austrian Chamber of Labour. His main area of expertise and working area is Austrian and European migration law. Johannes Peyrl is co-author of the guidebook "Aliens' Law" (4th edition, June 2012) and compiled several other publications on labour market and migration related law. He is member of various committees regarding migration law on national and EU level, e.g. Advisory Committee on Free Movement of Workers of the European Commission, Committee on Integration and Committee on Foreign Nationals. Johannes Peyrl furthermore holds seminars regarding migration related legal issues and is lecturer at the University of Applied Sciences Vorarlberg.

#### **Elmar PICHL**

Helmar Pichl was born in Styria, is married and has a 2-year-old son. As lawyer from the University Graz his professional career took him to the World University Service Austria to the head office of the Austrian People's Party and finally to the Federal Ministry of Education and Research. In the Ministry he worked as Chief of Cabinet for the ministers Hahn, Karl and on an interim basis for Töchterle. In his current function as Deputy Section Head of the University Section, Elmar Pichl is responsible for Service Agreements with universities as well as for other legal matters within the tertiary education sector. He is also focal point for integration within the Ministry as well as chairman of the Supervisory Board of the OeAD-GmbH (Austrian Exchange Service).

#### **Jon SIMMONS**

Jon Simmons is the Deputy Director for Migration and Border Analysis at the Home Office. In that role he has established a range of knowledge networks and a research and analysis programme on migration that is innovative, independent and policy-relevant. Over his three years in charge of migration analysis the Home Office has re-designed the way in which their migration statistics are published over the web, improved the quality and presentation of data on migration issues as well as publishing research on issues such as the Migrant Journey in the UK, evidence on family migration and migrant student compliance, a survey of new refugees and other issues. He is also director of the UK's EMN National Contact Point as well as UK representative on the EMN Steering Group. Prior to re-joining the Home Office in June 2009, Jon was on secondment to the Office for National Statistics, and before that Director in charge of Crime and Policing research and statistics at the Home Office.

#### **Ophélie TARDIEU**

Ophélie Tardieu has been working for the French Contact Point to the European Migration Network since 2009 and is currently the Coordinator of the French Contact Point (since early 2012). After completing studies in Applied Foreign Languages (English-Spanish) at the Sorbonne Nouvelle University and a Master's degree in International Organisations at the Institute of Political Studies of

Grenoble, she worked in the area of migration and asylum within an NGO in Philadelphia (for the integration of Hispanic migrants), the IOM in Geneva and the UNHCR in Buenos Aires.

#### **Petra VAN NIEROP**

Petra van Nierop is an executive director of ICF GHK leading the "Justice and Home Affairs" team. She has extensive experience in relation to asylum and migration, as well as terrorism and security-related risks. Since 15 years she has been responsible for numerous large-scale, pan-European studies, evaluations and networking projects for the European Commission. Petra regularly contributes to the European Migration Network on behalf of the European Commission as part of the consortium of ICF GHK-COWI. She is currently leading an EU-wide evaluation of the application of Directive 2004/81/EC on residence permits issued in exchange for cooperation with the competent authorities to third-country nationals who are victims of trafficking in human beings or who have been irregular immigrants. She also was, recently, involved in the conformity assessment of the Student Directive (2004/114/EC). Ms van Nierop also works on a different European network, called SaviAV, funded by the European Social Fund and the German Ministry of Social Affairs, which aims at promoting social and vocational integration of asylum seekers and victims of trafficking.

## Annex 2: Agenda

### National EMN Conference

#### *“Immigration of International Students from Third Countries to the EU and Austria”*

*International Migrants Day, 18th December 2012*

*Diplomatic Academy of Vienna, Festsaal, Favoritenstraße 15a 1040 Vienna, Austria*

#### Agenda

09:30 – 10:00 *Registration*

10:00 – 10:15 **WELCOME AND OPENING**

- Katerina Kratzmann, IOM Country Office Vienna
- Michael Girardi, Federal Ministry of the Interior, Austria

Moderation: Mária Temesvári, IOM Country Office Vienna

10:15 – 11:00 **SESSION 1 – INTRODUCTION AND BACKGROUND**

**EU policy developments and preliminary findings of the EMN synthesis report  
“Immigration of International Students to the EU”**

- Petra van Nierop, ICF GHK Consulting, Belgium

*Questions and Discussion*

11:00 – 12:00 **SESSION 2 – IMMIGRATION OF THIRD COUNTRY STUDENTS IN SELECTED MEMBER STATES - CURRENT DEVELOPMENTS**

- Elisabeth Musil, IOM Country Office Vienna
- Berit Kiuru, Maahanmuuttovirasto (*Finnish Immigration Service*), Finland
- Ophélie Tardieu, Ministère de l'Intérieur (*Ministry of the Interior*), France

*Questions and Discussion*

12:00 – 13:30 *Lunch*

13:30 – 14:30 **SESSION 3 – ACCESS TO THE LABOUR MARKET FOR THIRD COUNTRY STUDENTS AND GRADUATES IN SELECTED MEMBER STATES**

- Jon Simmons, Home Office Science, United Kingdom
- Bernd Parusel, Migrationsverket (*Swedish Migration Board*), Sweden
- Matthias Mayer, Bundesamt für Migration und Flüchtlinge (*Federal Office for Migration and Refugees*), Germany

*Questions and Discussion*

14:30 – 15:00 *Coffee Break*

15:00 – 16:30 **PANEL DISCUSSION – AUSTRIA AS COUNTRY OF DESTINATION FOR THIRD COUNTRY STUDENTS**

Moderation: Stefan Beig, Wiener Zeitung

Panel:

- Angelika Gruber, Austrian Students' Union
- Dietmar Hudsky, Federal Ministry of the Interior
- Margit Kreuzhuber, Austrian Economic Chambers
- Johannes Peyrl, Vienna Chamber of Labour
- Elmar Pichl, Federal Ministry of Science and Research

17:00 **END OF CONFERENCE**

## INFORMATION ON THE EMN

---

The [European Migration Network \(EMN\)](#) was established by the [European Commission](#) following a decision of the European Council in 2003 in order to meet the needs of regular exchange of reliable information on migration and asylum issues at a European level.

Council Decision [2008/381/EC](#) established the legal basis for the EMN in 2008.

The Network is composed of the European Commission, a Steering Board, two Service Providers and [National Contact Points](#) in the EU Member States plus Norway.

The aim of the EMN is to provide European Community institutions, national institutions and authorities as well as the wider public with up-to-date, objective, reliable and comparable information on migration and asylum. Therewith, the current discourse on migration and asylum should be objectified with a view to supporting policymaking within the European Union.

Further information on the EMN and its outputs is available at <http://www.emn.europa.eu>.

### **Contact:**

#### **National Contact Point Austria in the European Migration Network**

IOM Vienna, Nibelungengasse 13/4, 1010 Vienna

Tel: +43 1 585 33 22 | Fax: +43 1 585 33 22-30

[emnaustria@iom.int](mailto:emnaustria@iom.int) | [www.emn.at](http://www.emn.at)