Working paper
Migration Skill Corridor Report
Indonesia-Austria

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Use of AI: ChatGPT (GPT-5.6 series) was used to support the language editing of selected sections of this working paper. All AI-generated suggestions were critically reviewed by the authors and revised as appropriate. The authors take full responsibility for the final content.

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The Link4Skills project has received funding from the European Union's Horizon research and innovation programme under grant agreement number 101132476

Abstract

This working paper analyses the development of the Indonesia-Austria migration skill corridor (MSC), focusing on the legal frameworks, institutional arrangements, actors and processes that shape skilled mobility between both countries.

Based on 17 semi-structured interviews carried out in Indonesia and in Austria, the working paper investigates key dimensions of corridor development, including recruitment and matching, skills development, qualification recognition, migration and mobility procedures, and integration and retention. The paper shows that cooperation on the international recruitment of skilled workers is a relatively recent development, building on Indonesian vocational training programmes in woodworking and metalworking that have been developed in line with Austrian standards. Although these programmes were originally established to strengthen skills development for the Indonesian labour market, they have also attracted the interest of Austrian employers seeking to recruit skilled workers in occupations experiencing labour shortages in Austria. This interest aligns well with Indonesia´s interest in alleviating pressure on its labour market and has led to the signing of a 2022 MoU on vocational training, followed by a 2024 MoU on the recruitment of skilled workers. These MoUs have provided an important foundation for the development of the emerging Indonesia-Austria migration skill corridor and closer bilateral cooperation on skilled labour mobility.

1 Introduction

This working paper examines the Indonesia-Austria migration skill corridor (MSC) as one of 14 migration skill corridors analysed under the Horizon Europe Link4Skills project. The concept of the MSC was developed within the project as an analytical lens for examining skilled migration, whereas MSCs are understood as bi-directional, multi-level systems that connect countries of origin and destination through interconnected actors, institutions, rules, infrastructures, and expectations. [1]

The Indonesia-Austria corridor represents an emerging MSC driven by private sector interests linked to previous cooperation between Austria and Indonesia in the area of vocational training, with a focus on tourism as well as metalworking and woodworking professions and a subsequent deepening of cooperation through a 2022 MoU on vocational training and a 2024 MoU on the recruitment of skilled workers. Although the numbers of Indonesians in Austria are still low, with 2,000 Indonesian-born persons residing in Austria in 2026, a growth trend can be observed, particularly among skilled migrants. Between 2024 and 2025, the number of Indonesian holders of Austria´s Red-White-Red card - a combined residence and work permit, designed for skilled non-EU professionals, particularly in shortage occupations - has increased from 25 to 40.[2] Public and private initiatives, largely but not exclusively linked to the 2024 MoU, are expected to further support the growth of skilled Indonesian migration to Austria.

[1] See Triandafyllidou, A., Shirazi, H., & Engbersen, G. (2024). Migration skill corridors: Concept paper on Migration Skill Corridors (Working paper 2/2024). Link4Skills Horizon Europe.

[2] These statistics do not yet capture recent developments in recruitment initiatives. For example, 46 Indonesian nurses who arrived in June 2025 under the Nurses4Vienna programme entered Austria on student visas, as they are currently enrolled in a nine-month course at the University of Applied Sciences Campus Vienna

The paper draws on desk research as well as 17 semi-structured interviews conducted with public actors, private sector representatives, educational institutions, experts, and intermediaries by research partners in Indonesia and Austria in Bahasa Indonesia, English and German language. This research tandem approach enabled the analysis of actors, practices, and governance arrangements across the corridor while accounting for their respective national contexts. Data collection was carried out between February 2025 and August 2025.

The interviews were transcribed and analysed thematically using Mayring's combined summarizing and structuring qualitative content analysis approach (Mayring, 2022).

The paper first introduces the legal, political, and institutional frameworks shaping the corridor, followed by an analysis of recruitment and matching approaches, skills development, qualification recognition, migration and mobility processes, and approaches to supporting integration and retention, as well as the role of technologies. The paper concludes with a reflection on the implementation of the corridor to date, and opportunities for strengthening future cooperation.

As this working paper and its companion papers, "Migration Skill Corridor Report India-Austria" and "Migration Skill Corridor Report Indonesia-Germany" address the same topic and both include Austria in their analysis, certain passages are shared between these papers.

2 Legal, political and institutional frameworks

2.1 The Austrian perspective

Similar to many European countries, Austria is grappling with a significant shortage of skilled labour, which in 2024 affected 82% of Austrian businesses[3] and 81 professions listed on the shortage occupation list.[4] Particularly affected are the STEM sector with a current shortfall of 40,000 STEM talents, which is going to increase to 100,000, according to projections of the Austrian Federation of Industries[5], as well as the healthcare sector, with an expected shortfall in nursing and care personnel from 2023 to 2030 is 51,000 full-time positions.[6] These shortages are caused by general demographic developments, along with sector-specific and regional factors.

To attract talent from non-EU countries, the Red-White-Red (RWR) Card was introduced in 2011 and has since undergone several reforms (see box 1). While it is widely regarded as a key instrument for facilitating the immigration of qualified workers from third countries, experts

[3] Dornmayr, H. and M. Riepl (2024). Unternehmensbefragung zum Arbeits- und Fachkräftebedarf/-mangel. Arbeitskräfteradar 2024. [Company Survey on Labour and Skilled Labour Needs and Shortages: Labour Market Radar 2024] Nr. 220. ibw Austria – Research & Development in VET, Vienna, https://www.wko.at/oe/fachkraeftesicherung/fachkraefteradar.pdf

[4] Bundesministerium für Arbeit und Wirtschaft (BMAW). BGBl. II Nr. 421/2024, Fachkräfteverordnung 2025. [Federal Law Gazette II No. 421/2024, Skilled Workers Ordinance 2025]. https://www.ris.bka.gv.at/Dokumente/BgblAuth/BGBLA_2024_II_421/BGBLA_2024_II_421.pdf

[5] Industriellenvereinigung. (n.d.). MINT: Schaffen wir die Nachwuchssicherung in Zukunftsberufen? [STEM Can we secure the next generation of talent for the jobs of the future?] Retrieved July 16, 2025, from https://www.iv.at/-Dokumente-/iv-positionen/iv-positionen-April-2024/MINT--Schaffen-wir-die-Nachwuchssicherung-in-Zukunft.de.html

[6] Bundesministerium für Soziales, G. P. und K. (n.d.). Pflegepersonal. [Care workers]. Retrieved July 16, 2025, from https://www.sozialministerium.gv.at/Themen/Pflege/Pflegepersonal.html

and practitioners have also pointed to challenges, such as complex approval criteria[7] and the card´s linkage to one specific employer, which can leave card holders vulnerable in case of workplace conflict.[8] Conversely, the fact that family members of skilled professionals are granted access to the labour market, is seen as a good practice.[9] The EU Blue Card, introduced in Austria in July 2011 as part of the EU framework for attracting highly qualified third-country nationals, also forms part of Austria's broader system for attracting skilled migration.[10]

In recent years, Austria has adopted a more proactive approach to international talent attraction.[11] Key measures include the establishment of 'Work in Austria' under the Austria Business Agency in 2019; the skilled labour initiative of the Austrian Federal Chamber of Commerce (WKÖ); the 2022 reform of the RWR Card to simplify access for qualified professionals;[12] bilateral agreements and MoUs with sending countries[13]; provincial talent attraction initiatives; the formation of an interministerial Strategy Committee for international skilled workers; and the Skills Mobility Partnership EAGLE with Egypt, set to begin in late 2025.

The current government programme 2025 - 2029 puts emphasis on skilled labour for the next five years, and it foresees the strategic development of labour migration to Austria, including the evaluation and further development of the Red-White-Red Card system and the digitalisation and acceleration of the application and processing procedure.[14]

And indeed, the overall use of Red-White-Red (RWR) Cards and the EU Blue Card has grown significantly since their introduction in 2011: By 2024, there were 12,138 valid RWR Cards, 129,029 valid RWR Plus Cards as well as 2,035 valid EU Blue cards. [15]

Box 1: Austria's Red-White-Red and EU-Blue Card System Explained

The Red-White-Red Card serves as a combined residence and work permit, valid for 2 years and typically tied to a specific employer, unless the applicant is self-employed.[16] Family members may apply for the Red-White-Red Card Plus, which grants unrestricted access to

[7] L4S AT prac 09, p.11 & p. 17; 03; L4S AT prac 03, p. 1, Line 3 ff; Austrian Court of Audit. (2024). Rot–Weiß–Rot–Karte und Blaue Karte EU: Bericht des Rechnungshofes: Vol. Reihe BUND 2024/11. Rechnungshof Österreich. [Red-White-Red Card and EU Blue Card: Report of the Austrian Court of Audit, Vol. Series BUND 2024/11. Austrian Court of Audit]. https://www.rechnungshof.gv.at/rh/home/home/2024_11_RWR_Karte.pdf

[8] L4S AT expert 11, p. 4, line 47 ff.

[9] Hadj Abdou, L., & Ebner, P. (2024). EMN Study: Labour Migration in Times of Labour Shortages in Austria. In International Organization for Migration (IOM). https://www.emn.at/wp-content/uploads/2025/04/labour-migration-in-times-of-labour-shortages-en-april2025.pdf, p.12

[10] European Commission. (n.d.). EU Blue Card – Austria. European Commission. EU Blue Card – Austria, https://home-affairs.ec.europa.eu/policies/migration-and-asylum/eu-immigration-portal/eu-blue-card/eu-blue-card-austria_en.

[11] Hadj Abdou, L., & Ebner, P. (2024)., p.8

[12] Austria Business Agency (n.d.) Gesetzesreform zur Rot-Weiß-Rot- Karte [Reform of the Red-White-Red Card Act], https://www.workinaustria.com/blog/gesetzesreform-zur-rot-weiss-rot-karte-co/, accessed on 8.4.2024

[13] E.g. the Comprehensive Migration and Mobility Partnership Agreement between India and Austria (2023), MoUs on the recruitment of skilled workers with the Philippines (2023) and Indonesia (2024), an MoU on migration and mobility between Kenya and Austria

[14] Republik Österreich. (2025). Regierungsprogramm 2025-2029. [Government Programme 2025–2029] https://www.bmb.gv.at/dam/jcr:95e2299d-dd9d-472b-8224-e16230058bea/regierungsprogramm_2025.pdf

[15] Bundesministerium für Inneres. (2024). Niederlassungs- und Aufenthaltsstatistik. [Settlement and Residence Statistics], https://www.bmi.gv.at/312/statistiken/start.aspx

[16] Austria Business Agency (n.d.)

the Austrian labour market.[17]

Non-EU graduates of Austrian universities can extend their residence permit for up to 12 months to seek employment or start a business. If these graduates receive a job offer matching their qualifications and meeting the minimum salary for local graduates, they can apply for a Red-White-Red Card.

The Red-White-Red Card in the following categories applies a points-based system, in which criteria such as qualifications, professional experience and language skills are assessed:

- Very Highly Qualified Workers,
- Skilled Workers in Shortage Occupations,
- Other Key Workers, and
- Start-up Founders.

The Red-White-Red Card in the following categories is not criteria-based:

- Graduates of Austrian universities who receive a job offer that corresponds to their level of education within twelve months after graduation
- Core workers - regular seasonal workers in tourism, agriculture and forestry; and
- Self-employed key workers with a high expected impact in terms of investment or job creation

For "other key workers," the Public Employment Service conducts a labour market test to ensure no suitable jobseekers in Austria are available for the role.

Non-EU graduates who completed their diploma, bachelor's, master's, or PhD in Austria can stay for 12 months to find employment. Once they received a job offer matching their qualifications and minimum salary, they can apply for the Red-White-Red Card for university graduates. [18]

After a minimum of two years, holders of the Red-White-Red Card become eligible to apply for the Red-White-Red Card Plus - provided they have been employed in Austria for at least 21 of the previous 24 months, have adequate accommodation, and can demonstrate sufficient means of support. The Red-White-Red Card Plus grants unrestricted access to the Austrian labour market. Permanent residence can be pursued after five years of continuous legal residence.[19]

The Red-White-Red Card Plus grants third-country nationals temporary residence and unrestricted access to the Austrian labour market, allowing both employed and self-employed work without being tied to a specific employer.[20]

[17] Ibid.
Ibid.
[18] Ibid.
[19] Ibid.
Ibid.
[20] Ibid.

Eligibility extends to:

- holders of a Red-White-Red Card, as well as holders of an EU Blue Card who have been employed in Austria for at least 21 of the previous 24 months in accordance with the conditions of their permit, and
- family members of Red-White-Red Card holders, EU Blue Card holders, residence permit holders, and certain holders of a Red-White-Red Card Plus.[21]

The EU Blue Card is a residence permit for highly skilled third-country nationals, offering access to the Austrian labour market under specific legal conditions. It may also be issued to individuals who have been granted asylum or subsidiary protection status in Austria.[22]

In addition to the RWR Card and EU Blue Card, which was introduced in the same year, Austria offers the Settlement Permit - "Researcher" for third-country nationals conducting research at certified institutions. For corporate mobility, the Intra-Corporate Transferees permit allows third-country nationals to work in Austria for over 90 days as managers, specialists, or trainees within a company group.[23]

2.2. The Indonesian perspective

While Austria seeks to attract skilled professionals, Indonesia aims to expand labour market opportunities for its workforce. The deployment of Indonesian migrant workers constitutes a policy response to the persistently high levels of unemployment resulting from limited domestic employment opportunities.[24] In 2024, official records indicate 297,434 overseas placements, with the majority concentrated in the informal sector. The five most common occupational categories were House Maid, Caregiver, General Worker, Plantation Worker, and Domestic Worker, according to a classification of the Ministry of Migrant Workers Protection (KP2MI)[25].

Law No. 18/2017 on the Protection of Indonesian Migrant Workers provides the principal legal framework for a rights-based approach to migrant labour governance (See **box 2**). It regulates the entire migration cycle, ranging from pre-departure to reintegration upon return (see section 2). This law amended Law No. 39 of 2004 on the Placement and Protection of Indonesian Workers Abroad, which had been criticised for its lack of clarity and weak enforcement in safeguarding workers' rights. Concurrently, Indonesia has been pursuing strategies to increase the outflow of skilled labour to global markets.[26]

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[21] Ibid.
[22] Ibid.
[23] BMSGPK, BM.I, BMEIA (n.d.). Leben und Arbeiten in Österreich. [Living and Working in Austria]. Retrieved July 21, 2025, from https://www.migration.gv.at; Austrian Court of Audit. (2024).
[24] Al-Azkiya, M. E. (2022). Analisis Implementasi Kebijakan Undang-Undang Nomor 18 Tahun 2017 Pasal 21 Tentang Perlindungan Pekerja Migran Indonesia Selama Bekerja Di Luar Negeri [Analysis of the Implementation of Article 21 of Law No. 18 of 2017 on the Protection of Indonesian Migrant Workers While Working Abroad]. Jurnal Administrasi Dan Kebijakan Publik, 12(1), 1–15. https://doi.org/10.33558/akp.v12i1.2869
[25] BP2MI. (2025). Pekerja Migran Indonesia Periode Januari 2025. Retrieved September 2, 2025, from bp2mi.go.id: bp2mi.go.id/statistik-detail/data-penempatan-dan-pelindungan-pekerja-migran-indonesia-periode-januari-2025
[26] Azzahra, A. S. (2025, September 19). Indonesia to Rebrand Migrant Workers as Skilled Professionals. Retrieved September 2, 2025, from rri.co.id: rri.co.id/en/international/1842854/indonesia-to-rebrand-migrant-workers-as-skilled-professionals

Box 2: The Primary Legal Framework for the Protection of Indonesian Migrant Workers

Law No. 18 of 2017 on the Protection of Indonesian Migrant Workers constitutes the principal legal basis governing both the protection and deployment framework of Indonesian labour abroad. It regulates all stages of the migration process, from pre-departure to post-return reintegration. The law stipulates several key components, including:

1. Provisions concerning Indonesian Migrant Workers, including eligibility criteria, rights, and obligations;
   Comprehensive protection measures before, during, and after employment, encompassing social security, as well as legal, social, and economic safeguards, and administrative sanctions;

2. The establishment of a One-Stop Integrated Service for the Placement and Protection of Indonesian Migrant Workers;

3. The duties and responsibilities of central and local governments (provincial, regency/municipal, and village levels);

4. Institutional roles of relevant ministries and agencies;

5. The regulation of placement agencies, including institutional authorisation, prohibitions, and administrative sanctions;

6. Systems for development and supervision of migrant worker placement and protection institutions;

7. Mechanisms for dispute resolution;

8. Procedures for investigation; and

9. Criminal provisions.

Overall, the trajectory of Indonesia's labour migration policy reflects a shift towards enhancing both skills development and protection mechanisms. Policy interventions have focused on strengthening global labour market analysis, improving the alignment between domestic labour supply and international demand, and expanding vocational training programmes that comply with international standards.

Since at least 1993, Indonesia has established bilateral partnerships with seven countries to facilitate the migration of skilled labour, particularly in the sectors of health (notably nursing), STEM, and construction. The objectives of these agreements include expanding access to destination-country labour markets and fostering collaboration in vocational training and education. The majority of these arrangements have taken the form of Memorandums of

Understanding (MoUs), such as those with South Korea[27], Germany[28], Canada[29], and Austria (See chapter 1.3 on relevant cooperation frameworks between Austria and Indonesia). Others have been formalised through binding Agreements, including partnerships with Japan[30, 31] and Switzerland.[32]

The deployment of Indonesian health professionals to foreign countries is specifically regulated under the Regulation of the Minister of Health of the Republic of Indonesia No. 37/2015 on the Utilisation of Health Workers Abroad. This regulation outlines the procedures for overseas placement, aiming to improve the professionalism and global competitiveness of Indonesian health workers, ensure systematic and safe deployment, uphold competency standards, and guarantee legal protection. The deployment process must also consider a balance between domestic healthcare needs and employment opportunities for Indonesian health workers abroad. Furthermore, placements are limited to destination countries whose governments have either a formal agreement with Indonesia or domestic regulations ensuring the protection of foreign nationals.

2.3 Cooperation frameworks between Indonesia and Austria

This section examines relevant formal cooperation frameworks between Indonesia and Austria, leading up to the recent 2024 MoU on the recruitment of skilled workers between both countries.

The cooperation between Austria and Indonesia dates back to the 1980 Agreement on technical cooperation, in which Indonesia and Austria agree to facilitate economic and social development and conclude arrangements regarding individual projects of technical co-operation. This initiative involves Austria deploying experts to provide facilities and vocational training in Indonesia, while also encouraging Austrian participation in collaboration with Indonesian bodies and organisations implementing programmes locally.

> Cooperation in the area of international recruitment, however, is more recent and builds upon training programmes in woodworking and metalworking in Indonesia, which have been designed according to Austrian standards (see Chapter 3 on skilling). Although these initiatives were originally designed to strengthen skills development for the domestic labour market rather than facilitate migration, they attracted the interest of Austrian employers because many of the occupations involved correspond to shortage occupations in Austria. Consequently, Indonesia has been included in Austria's skilled labour initiative ("Fachkräfteoffensive") of the Austrian Federal Economic Chamber (WKÖ) (see box 2) [33].

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[27] Global Forum on Migration and Development. (2016, January 25). Indonesia-Korea MoU Employment Permit System. Retrieved September 2, 2025, from https://www.gfmd.org/pfp/ppd/2401

[28] Ministry of Manpower of the Republic of Indonesia & Bundesagentur für Arbeit. (2020). Memorandum of Understanding on Employment and Labour Cooperation. https://treaty-room.kemlu.go.id/daftar-perjanjian

[29] KP2MI. (2025, June 3). For the First Time in History, Indonesia and Canada Agree on Cooperation for the G-to-G Placement of Indonesian Migrant Health Workers. Retrieved 10 September, 2025, from https://www.bp2mi.go.id/berita-detail/perdana-dalam-sejarah-indonesia-kanada-sepakati-kerja-sama-pengiriman-pmi-tenaga-medis-jalur-g-to-g

[30] Ministry of Foreign Affairs of Japan. (n.d.). Japan is seeking workers with specified skills! Retrieved September 2, 2025, from id.emb-japan.go.jp: https://www.id.emb-japan.go.jp/ssw/

[31] Jissho. (n.d.). Jissho Foundation Internship Programme. Retrieved September 2, 2025, from jissho.or.id: https://jissho.or.id/id/program_magang

[32] The Swiss State Secretariat for Migration. (2025). Young professionals. Retrieved September 5, 2025, from https://www.sem.admin.ch/sem/en/home/themen/arbeit/berufspraktikum.html

[33] L4S prac AT 2, p.3, line 3 ff.

Box 3: The skilled labour initiative

The **Skilled Workers Initiative** (*Internationale Fachkräfteoffensive*) of the Austrian Federal Chamber of Commerce aims to facilitate recruitment from the focus countries Albania, Brazil, Indonesia, Kosovo, Philippines, focusing on 11 shortage occupations from the shortage occupation list.

Activities are grouped in three areas, including

- *competency checks and qualification measures*: Development of competency checks, identification and selection of appropriate educational institutions, and gap analysis of educational needs;
- *recruitment*: Recruitment events (e.g. B2B networking events for recruitment agencies from Indonesia and companies from Austria), cooperation with recruitment agencies, business missions, pilot projects; and
- *public outreach:* Positioning Austria as an attractive destination for professionals, stakeholder engagement, community building.[34]

The growing interest of Austrian employers reflected the complementary labour market priorities of both countries. From the Austrian perspective, Indonesia's focus on promoting overseas employment opportunities for medium-skilled workers was seen as well aligned with Austria's demand for skilled labour, [35] as highlighted by an Austrian interview partner:

> *"[…] there is interest and potential from the Indonesian side also because many of these young people […] are unfortunately underemployed or unemployed. So, it is difficult for young people to find employment in Indonesia in their desired fields or in the desired positions or let's say, capabilities that they would be able to offer."* [translated from German][36]

This alignment of interests has been reflected in strengthened bilateral cooperation between Austria and Indonesia in recent years, beginning with the signing of a Memorandum of Understanding (MoU) on dual apprenticeship training in 2022, and followed by a second MoU on skilled worker recruitment in 2024, which was largely driven by private sector demand.

Specifically, the ***2022 MoU on dual apprenticeship*** aims to develop a broader framework for cooperation in the area of work-based vocational training centres, building upon existing projects. This partnership in work-based training constitutes a further advancement of an efficient dual training system that emphasises collaboration between employers and vocational institutions. Furthermore, the Austrian side is represented through a partnership with the Austrian Business Agency (ABA).[37]

The ***2024 MoU on the Recruitment of Key and Skilled Workers***[38] is a political declaration of intent between the Indonesian and Austrian governments, aimed at further addressing the

[34] Federal Chamber of Commerce, A. (2025). Internationale Fachkräfte-Offensive. [International Skilled Workers Initiative], https://www.wko.at/fachkraefte/internationale-fachkraefte-offensive

[35] L4S prac ID 5; L4S AT pract 02

[36] L4S prac AT 10, p.3, line 44 ff.

[37] Kementrian Luar Negeri Republik Indonesia [Ministry of Foreign Affairs]. (n.d.). Daftar Perjanjian Internasional. Retrieved September 16, 2025, from treaty-room.kemlu.go.id: https://treaty-room.kemlu.go.id/daftar-perjanjian

[38] Federal Ministry for Labour, Social Affairs, Health, Care and Consumer Protection (n.d.) Fachkräfteabkommen [Skilled Labour Agreements], https://www.sozialministerium.gv.at/Themen/Arbeit/Arbeitsmarkt/Arbeit-und-Migration/Fachkraefteabkommen.html

shortage of skilled workers in Austria. While it establishes a framework for collaboration, it is not legally binding but rather serves as a basis for more concrete implementation agreements and future cooperation in labour mobility.

The MoU addresses management of migration movements, including the prevention of irregular migration, return and readmission, while also promoting legal pathways to access the Austrian labour market.

In the area of labour migration it foresees cooperation, *inter alia*, with regard to the joint promotion of employment opportunities in both countries, information exchange on national qualifications frameworks in view of facilitating the mutual recognition of qualifications, and the development and support of education and training projects. The agreement also foresees cooperation and support in legal procedures, particularly concerning the Red-White-Red Card and the EU Blue Card, along with plans to expand German language courses in Indonesia.

This MoU furthermore reflects Indonesia's priority to protect the rights of its nationals as workers, by highlighting principles of ethical recruitment, as well as the protection of the rights and promotion of the well-being of skilled workers.

The MoU foresees the establishment of a Joint Committee that is, inter alia, responsible for the development of guidelines for the implementation of the MoU. Although these guidelines have not yet been developed, the interest and level of engagement in both countries remain high.[39]

Despite this recent focus on talent attraction from Indonesia to Austria, no bilateral agreements on social security have been concluded between both countries, which would for example allow for the mutual recognition of pension insurance periods.

Austria, as an EU member, is subject to the Framework Agreement on Comprehensive Partnership and Cooperation with Indonesia (in force since May 1, 2014). Indonesia-EUNegotiations on a Comprehensive Economic Partnership Agreement (CEPA) are ongoing.

[39] L4S prac AT 1.

2.4 Relevant actors and their competencies

This section provides and overview of the institutional framework in Austria (table 1) and in Indonesia (table 2).

Table 1 – Institutional framework in Austria		
Actor	**Type of actor**	**Description of competencies**
Public sector		
Federal Ministry of Economy, Energy and Tourism (BMWET)	*Government body*	The BMWET chairs the interministerial Strategy Committee for international skilled workers that brings together relevant state departments and institutions, the provinces as well as social partners with the aim to, inter alia, implement a nation-wide strategy for the immigration of skilled professionals and coordinate recruitment activities abroad. It was put in place at the end of 2023.[40] An umbrella brand "Your Future Made in Austria" has been developed jointly by the BMWET, the Austrian Federal Economic Chamber, and the Austrian Business Agency, to position Austria as an attractive place to work and facilitate the attraction of international talent. Department III/7 "Berufsausbildung, Fachkräfte" is, among other topics, in charge of international cooperation in the Field of Vocational Education and Training.
Federal Ministry of Labour, Social Affairs, Health, Care and Consumer Protection (BMASGPK)	*Government body*	The Ministry sets the strategic direction for labour market policy and plays a key role in defining labour market needs, reviewing the shortage occupations list, and adjusting criteria such as minimum wage and recognition standards. It is a member of the interministerial Strategy Committee for international skilled workers.
Federal Chancellery	*Government body*	The Austrian Federal Chancellery plays a cross-cutting and strategic role. It is responsible for overarching coordination of integration policy, including the pre-integration of migrants abroad and international cooperation on migration and integration. It is a member of the interministerial Strategy Committee for international skilled workers.

[40] Federal Ministry for Economy, E. and T. (2023). Bundesregierung schafft Strategieausschuss für internationale Fachkräfte. [*Federal Government Establishes a Strategic Council for International Skilled Workers*], https://www.bmwet.gv.at/Presse/Archiv/Archiv-Pressemeldungen-BMAW/BMAW-Pressemeldungen-2023/Dezember-2023/Bundesregierung-schafft-Strategieausschuss-f%C3%BCr-internationale-Fachkr%C3%A4fte.html

Federal Ministry of Education	*Government body*	The Ministry is a member of the interministerial Strategy Committee for international skilled workers. It cooperates on bilateral agreements in the field of vocational education and training.
The competent settlement authority (‘Niederlassungsbehörden‘)	*Government body*	As the competent settlement authorities, the District Administration Offices/ City Administration Offices (‘Bezirkshauptmannschaften’ / ‘Magistratsbehörden’) play a central role in the practical implementation of residence and settlement law in Austria, including RWR Card procedures. They are the first point of contact for applicants and handle the administrative processing of the procedures. It forwards the applications to the Public Employment Service for an assessment of the special admission requirements of the RWR Card and labour market assessment.
Public Employment Service (‘Arbeitsmarktservice – AMS’)	*Government body*	The AMS is involved in the preparation of the annual shortage occupation list, which defines the professions for which third-country nationals are granted facilitated access to the Austrian labour market under the Red-White-Red Card. In the context of the Red-White-Red card procedure, it examines the special admission requirements and labour market assessment and communicates the results of its review to the competent settlement authority.
Austria Business Agency - ABA	*Government body*	The Austria Business Agency is a subsidiary of the Federal Ministry of Economy, Energy and Tourism. Its primary mission is to attract international companies, skilled workers, and film productions to Austria through its divisions ‘Invest in Austria’, ‘Work in Austria’, and ‘Film in Austria’. `Work in Austria` provides counselling on the official procedures and the recruitment of international skilled workers, provides information on the topic of living and working in Austria, and offers customise consultations. It offers a talent hub and matching events that aim to bring together employers and professionals looking for a job in Austria. Together with the Austrian Federal Economic Chamber it has developed a guide that aims to facilitate first arrival and onboarding of newly recruited workers. `Work in Austria` actively promotes Austria as a destination country for qualified professionals in Indonesia.
Austrian Integration Funds (ÖIF)	Government-affiliated foundation	The ÖIF integration service for skilled professionals supports foreign professionals with information, German language courses, and financial subsidies for the recognition of their qualifications (e.g., reimbursement of study-related costs up to €2,500). The ÖIF has also been organising an Expert Forum for the Integration of Qualified Immigrants and Key Workers since autumn 2023.
Business representation and private sector		
The Federal Chamber of Commerce	Business representation body	The Austrian Federal Economic Chamber (*Wirtschaftskammer Österreich - WKO*) is the national representative body of Austria's businesses. It represents the interests of its members at national and international levels, provides advisory services, and supports businesses through training, legal consultation, and economic development programs.

(Wirtschaftskammer – WKÖ)		As a self-governing body under public law, the WKO plays a central role in Austria's social partnership model, collaborating with government and labour unions to shape economic and labour policies. Since 2022 it runs the **Skilled Workers Initiative** (*Internationale Fachkräfteoffensive*), with the aim to facilitate recruitment from the focus countries focus Albania, Brazil, Indonesia, Kosovo, Philippines, with a focus on 11 focus shortage occupations.
Recruitment agencies	Private sector	Since 2022, a range of recruitment agencies has become active in non-EU countries.
Private companies	Private sector	A range of private companies have initiated their own international recruitment initiatives
Academia, NGOs, private sector		
Universities	academia	To address under-enrolment, several universities have intensified efforts to attract students from non-EU countries.
Contact Points for Persons with Qualifications acquired abroad - AST	NGO	AST in the nine Austrian provinces offers counselling on the recognition and the assessment of qualifications acquired abroad.
Association for the Promotion of International Exchange for Apprentices, Young Professionals, and Trainers	NGO	The International Young Workers Exchange supports apprentices and training companies in organizing training-related internships abroad, particularly through the European Erasmus+ programme.
Provincial stakeholders		
Provincial bodies and initiatives supporting international recruitment (non-exhaustive list)	Public entities	- **In Upper Austria**, the OÖ Pflege- und BetreuungsManagement GmbH (Care and Support Management Ltd. of the Province of Upper Austria)[41] was founded in May 2025 with the aim to serve as a service unit for 15 social welfare associations in charge of the provision of care home placements and personal assistance services (e.g. mobile support services). It will, inter alia, support the international recruitment of care workers.[42]

[41] Pflege- und BetreuungsManagement GmbH des Landes Oberösterreich [Care and Support Management GmbH of the Province of Upper Austria]

[42] Amt der Oö. Landesregierung. (2025). Achtung Korrektur! LR Dörfel: Pflege- und BetreuungsManagement GmbH offiziell gegründet – Geschäftsführung nimmt Arbeit mit Mitte Februar auf. Amt der Oö. Landesregierung. [Correction! Provincial Councillor Dörfel: Care and Support Management GmbH officially established – Management to take up work in mid-February. Office of the Upper Austrian Provincial Government], https://www.ots.at/presseaussendung/OTM_20250130_OTM0033/achtung-korrektur-lr-doerfel-pflege-und-betreuungsmanagement-gmbh-offiziell-gegruendet-geschaeftsfuehrung-nimmt-arbeit-mit-mitte-februar-auf

		- **Come2Upper Austria**, run by the regional business agency Business Upper Austria, is a centralized service point to coordinate the recruitment and support of foreign professionals.[43] - **In Carinthia**, the Fachkräfteagentur Kärnten (Skilled Workers Agency) was established as a dedicated regional body to support international recruitment, working in partnership with the private agency Trenkwalder. – for more information see: MPF (2024). Cultivating talent: Exploring effective talent attraction and retention practices in and beyond the EU. Brussels: ICMPD, https://www.migrationpartnershipfacility.eu/knowledge/resources/12-policy-briefs/198-study-cultivating-talent-exploring-effective-talent-attraction-and-retention-practices-in-and-beyond-the-eu , p. 29 ff
Provincial hospitals and healthcare networks	Public entities	- In some provinces, provincial hospitals are forming partnerships with countries of origin to attract healthcare personnel. For example, provincial hospitals in Vorarlberg are currently establishing collaborations with countries such as Tunisia, Colombia, and India.[44] The Vienna Healthcare Group is recruiting nurses from Jordan, Indonesia and other countries in the context of the initiative #Nurses4Vienna.
Counselling and support services for international professionals run by the provinces	Public entities	- Carinthia: Carinthian International Centre and welcome2villach - Lower Austria: Welcome to Lower Austria - Salzburg: Work In Salzburg, Welcome Centre - Styria: Club International – CINT - Tyrol: Welcome Service Tirol - Upper Austria: Come 2 Upper Austria - Vienna: Vienna Business Agency, Expat Centre - Vorarlberg: Expat V
International Organisations		

[43] Come2Upper Austria: your guide for Upper Austria; Till, I. (2024). Land OÖ hilft Fachkräfte finden und binden. [Upper Austria helps recruit and retain skilled workers]. Mein Bezirk. https://www.meinbezirk.at/oberoesterreich/c-wirtschaft/land-ooe-hilft-fachkraefte-finden-und-binden_a6678444,

[44] Amt der Vorarlberger Landesregierung. (2024). LR Rüscher: „Land unterstützt Fachkräftegewinnung im Sozial- und Pflegebereich". [Provincial Councillor Rüscher: "Province supports the recruitment of skilled workers in the social and care sectors"], https://presse.vorarlberg.at/land/public/LR-R-scher-Land-unterst-tzt-Fachkr-ftegewinnung-im-Sozial-und-Pflegebereich

International Organisation for Migration - IOM	IO	IOM, with the support of ERSTE Foundation, the Federation of Austrian Industries and the Austrian Federal Economic Chamber, carried out a Feasibility Study on Skills Mobility Partnerships (SMP) in Austria. It organises the Dialogue Forum on Skills Mobility Partnerships, bringing together representatives of Austrian public institutions, the private sector, and civil society organizations. The launch of a SMP project EAGLE between Austria and Egypt in cooperation with the Austrian Federal Chancellery is planned for 2025.[45] The EAGLE project will be funded by the Austrian Federal Chancellery and the Migration Partnership Facility (MPF). It features both a "home track" and an "away track" focused on skills development in metalworking for the transport sector. Participants in the "away track" will also receive language training as part of their preparation as well as integration and onboarding support.[46]
International Centre for Migration Policy Development (ICMPD)	IO	ICMPD supports governments and institutions in formulating, refining, and implementing migration policies. It manages, inter alia, the EU-funded Migration Partnership Facility (MPF), which facilitates Talent Partnerships and labour mobility schemes between EU member states and partner countries. ICMPD´s research unit advances knowledge on migration-related issues, including labour migration and talent attraction.

[45] Hadj Abdou, L., & Ebner, P. (2024).
[46] 3rd Skills Mobility Partnership Dialogue Forum, organised by IOM Austria, Industriellenvereinigung, WKÖ, 23rd May 2025; Hadj Abdou, L., & Ebner, P. (2024).

Table 2 below provides an overview of the institutional framework in Indonesia.

Table 2 – Institutional framework in Indonesia		
Actor	**Type of actor**	**Description of competencies**
National Public Sector		
Ministry of Migrant Workers Protection, Republic of Indonesia (KP2MI/BP2MI)[47]	Government Body	The lead government institution responsible for the governance of Indonesian labour migration. It oversees the recruitment, placement, protection, and reintegration of Indonesian migrant workers throughout the migration cycle, in accordance with Law No. 18/2017 on the Protection of Indonesian Migrant Workers. It also supervises licensed recruitment agencies, administers pre-departure orientation programmes, and manages the national migrant worker information system (SISKOP2MI).
Ministry of Manpower, Republic of Indonesia	Government Body	Responsible for Indonesia's labour market and employment policies, including overseas labour mobility. It develops labour migration regulations, provides technical input to bilateral labour agreements, conducts labour market analysis and skills forecasting, oversees vocational training institutions, and facilitates work-based learning programmes, including internships and apprenticeships.
Ministry of Foreign Affairs, Republic of Indonesia	Government Body	Leads Indonesia's diplomatic engagement on labour migration and is responsible for protecting Indonesian citizens abroad. It negotiates bilateral agreements, coordinates migration policy with relevant ministries, and provides guidance to Indonesian diplomatic missions on migrant worker protection.
Embassy of the Republic of Indonesia in Vienna (KBRI Vienna)	Government Body	KBRI Vienna implements bilateral cooperation at the operational level and provides consular protection to Indonesian nationals in Austria. It supports the implementation of labour mobility agreements, assists migrant workers in legal and employment-related cases, and liaises with Austrian authorities and employers.
Ministry of Health, Republic of Indonesia	Government Body	Responsible for the regulation, planning, and quality assurance of Indonesia's health workforce. It also oversees professional licensing and accreditation, participates in international cooperation on the mobility of health professionals, and coordinates with

[47] Since 2024, the Indonesian Migrant Workers Protection Agency (BP2MI) has been transformed into the Ministry of Indonesian Migrant Workers Protection (KP2MI), operating as an independent ministry headed by a Minister. However, Law No. 18 of 2017 on the Protection of Indonesian Migrant Workers has not yet been amended to reflect this institutional change and sometimes still refers to the institution as BP2MI.

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		professional associations on qualification recognition and international placement.
Ministry of Higher Education, Science and Technology	Government body	Oversees higher education policy and the development of a globally competitive workforce. It supervises higher education institutions, supports curriculum development aligned with labour market needs, and facilitates international student mobility and partnerships.
Workers Social Security Agency (BPJS Ketenagakerjaan)	Public social security agency	Manages the mandatory social security scheme for Indonesian migrant workers before, during, and after overseas employment. It provides employment injury, death, and other social security benefits, and works with KP2MI and other institutions to extend social protection throughout the migration cycle.
National Professional Certification Agency (Badan Nasional Sertifikasi Profesi – BNSP)	Government Body	Administers Indonesia's national competency certification system. It licenses Professional Certification Bodies (LSP), develops competency standards, and supports international recognition of qualifications through bilateral and regional cooperation.
Business Representation & Private Sector		
Indonesian Migrant Worker Placement Agencies (*Perusahaan Penempatan Pekerja Migran Indonesia* – P3MI)	Private Sector	P3MI are private recruitment agencies licensed by KP2MI to recruit, prepare, and place Indonesian workers abroad in accordance with national regulations. They coordinate recruitment, documentation, pre-departure arrangements, and placement with overseas employers, while some agencies also provide language training, vocational training, and post-placement support.
Association of Indonesian Migrant Worker Placement Companies (Asosiasi Perusahaan Jasa Tenaga Kerja Indonesia – APJATI)	Industry association	Represents licensed P3MI and supports responsible recruitment and professional standards within the migrant worker placement industry. It facilitates dialogue between recruitment agencies, government institutions, and international partners, and contributes to policy discussions on labour migration and workforce development.
Indonesian Chamber of Commerce and Industry (Kamar Dagang dan Industri – KADIN)	Business representation body	KADIN is Indonesia's national business association representing companies across a wide range of economic sectors. It fosters collaboration between government, employers, and education and training institutions to strengthen workforce development. In cooperation with KP2MI, it contributes to initiatives that improve the preparation, placement, and international competitiveness of Indonesian migrant workers.
Education and training institutions		

Centre for Vocational Training and Productivity (Balai Besar Pelatihan Vokasi dan Produktivitas – BBPVP) and Regional Vocational Training and Productivity Centres (Balai Pelatihan Vokasi dan Produktivitas – BPVP)	Government-run vocational training centres	BBPVP and BPVP are vocational training centres under the Ministry of Manpower. They provide competency-based vocational training, prepare trainees for professional certification, collaborate with industry partners, and support skills development aligned with domestic and international labour market needs, including language and pre-departure preparation for overseas employment. Several centres also implement bilateral pilot projects with international partners—including Austria—to strengthen vocational training, skills recognition, and labour mobility pathways. Four centres currently participate in vocational training cooperation supported by the Austrian Government: BBPVP Medan, BBPVP Serang, BBPVP Makassar, and BPVP Banyuwangi.
Universities and polytechnics	Academia	Deliver higher education, conduct research, and engage in international academic partnerships to develop skilled graduates for domestic and international labour markets. Many institutions also collaborate with industry and government through internships, applied research, and professional training programmes.
Vocational High School (Sekolah Menengah Kejuruan – SMK)	Academia	Equip students with occupation-specific skills through secondary vocational education, preparing them for employment or further vocational training. Many schools cooperate with industry partners and support pathways into domestic and overseas labour markets.
Training Institution (Lembaga Pelatihan Kerja – LPK)	Private Sector	Provide vocational, language, and pre-departure training for prospective migrant workers. Many institutions prepare participants for competency assessments and destination-country language requirements and collaborate with recruitment agencies and employers.
Licensed Professional Certification Bodies (Lembaga Sertifikasi Profesi – LSP)	Private sector	Assess occupational competencies and issue professional certificates under the supervision of the National Professional Certification Agency (BNSP). Their certification supports skills recognition and enhances the employability of Indonesian workers domestically and internationally.
Provincial/Local Stakeholder (Sub-National)		
Regional Offices for the Protection of Indonesian Migrant Workers (Balai Pelayanan Pelindungan Pekerja Migran Indonesia – BP3MI)	Sub-national government body	Implements KP2MI programmes at the provincial level. It coordinates migrant worker services, facilitates pre-departure procedures, monitors recruitment and placement processes, provides protection and complaint-handling services, and supports the reintegration of returning migrant workers.

Provincial and Regency/City Departments of Manpower (Disnaker)	Sub-national government body	Implements national employment policies at the local level. It provides employment services, including career guidance, labour market information, and job fairs. It also supports workforce development through vocational training, collaboration with employers and training institutions, and the dissemination of information on domestic and overseas employment opportunities.
Village governments	Local government body	Support safe labour migration by disseminating information on regular migration pathways, verifying administrative documents, raising awareness of the risks of irregular migration, and referring prospective workers to the appropriate government services. They also support the community-level reintegration of returning migrant workers.
Civil Society and Supporting Organisations		
Indonesian civil society organisations	Civil society organisation	Civil society organisations, including Migrant CARE, Serikat Buruh Migran Indonesia (SBMI – Indonesian Migrant Workers' Union), and Infest Yogyakarta, advocate for the protection of migrant workers' rights throughout the migration cycle. Their activities include legal advice and assistance, case referral, policy advocacy, community education, awareness-raising, monitoring labour rights violations, anti-trafficking initiatives, and supporting the reintegration of returning migrants in vulnerable situations.
IOM Indonesia	International organisation	A key partner of the Government of Indonesia in strengthening migration governance and migrant protection. It supports technical capacity building, safe migration initiatives, anti-trafficking programmes, migration data systems, and case management for vulnerable migrants.
ILO Indonesia	International organisation	Promotes decent work and fair recruitment through technical assistance, policy advice, and institutional capacity building. It works with government agencies, employers' organisations, trade unions, and civil society to strengthen labour migration governance and improve the protection of Indonesian workers.
Goethe-Institut	Cultural institute	Goethe-Institut is the principal provider of German language training and internationally recognised language certification in Indonesia. It also supports cultural orientation and language preparation for prospective workers and students seeking opportunities in German-speaking countries.

2.5 Synthesis

This overview of the legal, political, and institutional frameworks demonstrates that, over the past decade, both Indonesia and Austria have increasingly adapted their policy and institutional arrangements to better address labour emigration and labour immigration respectively. Austria has done so through the 2011 introduction and latest 2022 reform of the Red-White-Red Card, a combined residence and work permit designed to attract skilled non-EU professionals, particularly in occupations facing labour shortages. Indonesia, meanwhile, has strengthened its emigration governance framework through Law No. 18/2017 on the Protection of Indonesian Migrant Workers, which provides the principal legal basis for a rights-based approach to the governance of migrant labour.

Although both countries have expanded their focus on international cooperation on labour migration, bilateral cooperation between Indonesia and Austria in this field remains relatively recent. The 2024 Memorandum of Understanding (MoU) on the recruitment of skilled workers, while not legally binding and not establishing new migration pathways, provides a framework for bilateral cooperation with a strong focus on skills development. As such, it represents an initial step towards institutionalizing cooperation between the two countries in the area of skilled labour mobility. The following sections examine how this framework has been implemented in practice and assess the progress, opportunities, and challenges emerging from this cooperation.

3 Recruitment and matching practices

This section explores approaches to talent attraction both by public institutions and employer-led private recruitment initiatives, alongside measures aimed at promoting ethical recruitment practices and strengthening the protection of migrant workers.

3.1 Talent attraction and recruitment from Indonesia to Austria

Talent attraction and recruitment from Indonesia to Austria has only recently gained momentum, spurred by the WKÖ's skilled workers initiative and a recent MoU on skilled labour migration. Both "Work in Austria", a branch of the Austrian Business Agency, and the WKÖ, which are mentioned as implementing partners of the MoU, take a strong role in promoting Austria as a destination country for Indonesian professionals, as explained by an interview partner:

> *"[…] Austria is not the first country that Indonesians will think of going abroad. So I have to first, before I can even talk about career opportunities in Austria, I have to first inform them, most of the time where is Austria? You know, how is Austria like? What is Austria, basically?"*[48]

The WKÖ organises *r*ecruitment events, for example B2B networking events for recruitment agencies from Indonesia and companies from Austria as well as business missions to

[48] L4S AT exp 10, p.6, line 50 ff.

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Indonesia.[49] Meanwhile, the ABA supports recruitment efforts through online campaigns in collaboration with influencers, partnerships with universities, and career fairs. Such career fairs have been held in major Indonesian cities, including Medan, Bali, Bandung, Jakarta, and Surabaya, to provide information about employment opportunities in Austria. The online campaigns were particularly successful in generating interest among Indonesians, as the ABA has reportedly received 400 e-mails per day from Indonesians requestion information on migration pathways to Austria in the beginning of 2025.[50] According to prospective Indonesian migrant workers, private agencies have likewise leveraged social media extensively to promote opportunities and engage with potential candidates.[51]

Besides these promotion campaigns, `Work in Austria` has also set up a talent hub, a free online platform that connects international skilled workers and graduates with Austrian employers, and it provides counselling on the official procedures required for the recruitment of international skilled workers, as well as on living and working in Austria.[52] The establishment of a director position for Indonesia within the unit underscores the priority assigned to the country, with the aim to inform potential candidates of opportunities and support mechanisms:

> *"The main goal is to inform them how it's possible to move to Austria. You know, that you can just simply apply for a job, go through the interview process, and once you go through the interview process, then we can assist you. We have a team of legal experts, immigration experts who can help you apply and get the work and residence permit."*[53]

However, no direct government-to-government placement mechanisms are in place between Austria and Indonesia, as highlighted by an Indonesian policy-maker who nonetheless considered the MoU as an important milestone:[54]

> *"The Austrian government does not directly manage placement. Everything is left to the market: it can be private actors, recruitment agencies, or even direct hiring by employers. They rely on supply and demand. The government simply ensures that the process conducted by these parties complies with Indonesian law for recruitment and with Austrian law for protection and other related matters." [translated from Bahasa Indonesia] (L4S_ID_pol_02, p.18, line 35 ff, p.19, line 1 ff)*

In addition to initiatives that promote individual labour migration to Austria, there are also programs aimed at recruiting entire cohorts of professionals. The first such initiative is the initiative #Nurses4Vienna of the Vienna Healthcare Group ('*Wiener Gesundheitsverband'*)[55], which actively recruits nurses from Jordan and Indonesia, and which predates the 2024 MoU between Indonesia and Austria. The initiative aims to attract up to 600 qualified nurses from third countries and integrate them in the city's healthcare system.[56] The target group are persons

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[49] Federal Chamber of Commerce, A. (2025). Internationale Fachkräfte-Offensive. [International Skilled Workers Initiative], https://www.wko.at/fachkraefte/internationale-fachkraefte-offensive
[50] L4S prac AT 1
[51] L4S_ID_Migrant_01, p.4, line 27 ff.
[52] Austria Business Agency, Work in Austria https://www.workinaustria.com/unsere-services/services-fuer-fachkraefte/
[53] L4S prac AT 10, p.7, line 14 ff.
[54] L4S_ID_pol_02, p.18, line 29 ff.
[55] L4S prac AT 14, S.11, line 16 ff.
[56] L4S AT exp 14, p.1, line 12 ff; Wiener Gesundheitsverbund. (2025). #Nurses4Vienna – Internationale Pflegekräfte stärken Wiens Gesundheitsversorgung. [#Nurses4Vienna – International Nurses Strengthen Vienna's Healthcare System], https://gesundheitsverbund.at/nurses4vienna-internationale-pflegekraefte-staerken-wiens-gesundheitsversorgung/

with a tertiary education in nursing and who already hold the relevant professional license in their home country.[57]

In this initiative, the Vienna Healthcare Group commissions the University of Applied Science Campus Vienna (FH CW), which in turn has concluded cooperation agreements with universities in third countries, including Jordan and Indonesia.[58] In establishing this partnership, FH CW evaluates how closely the curricula of possible partner universities align with the Austrian curriculum and assesses what is needed for the recognition of qualifications. Based on this assessment, FH CW then offers tailored complementary courses to the candidates.[59]

In the case of Indonesia, #Nurses4Vienna cooperates with Binawan University.[60] Within this partnership, the tasks are divided as follows:

- Binawan university recruits suitable candidates among alumni of Binawan university and partner institutions and offers the fully funded International Nurse Development Program Scholarship (INDPS), which was introduced in August 2024,[61] through which candidates can attend a preparatory German language course to reach A2 level[62] and receive administrative assistance where needed.[63]

- The FH CW organises a nine-month course that includes further language and cultural training, as well as supplementary training needed for the recognition of qualifications. The FH CW concludes a training contract with the successful candidates.[64] FH CW also serves as a Single Point of Contact[65] and provides administrative assistance, for example when obtaining residence permits.[66]

- The Vienna Healthcare Group finances the initiatives. It concludes scholarship agreements with the successful candidates and provides accommodation.[67]

Once Binawan university has identified suitable candidates, they are referred to the Vienna Healthcare Group, which carries out online interviews jointly with FH CW with a view to getting to know the candidates and assessing to which degree the candidates are aware of the implications of moving to Austria.[68] A joint commission decides on whether the candidates are accepted. [69] Once the candidates arrive, they receive a student residence permit.[70]

While care workers from Jordan have already arrived in Vienna under this programme, the first group of 46 Indonesian care workers were expected to arrive in the beginning of June 2025.[71]

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[57] L4S AT prac 14, p.2, line 43 ff
[58] L4S AT prac 14, p.2, line 31 ff
[59] L4S AT prac 14, p.3, line 21 ff
[60] L4S AT prac 14, p.9, line 36 ff
[61] L4S AT prac 14, p.3, line 21 ff; L4S AT pract 14, p.9, line 36 ff; Universitas Binawan [@universitasbinawan]. (2024). International Nurse Development Program Scholarship. Retrieved September 4, 2025, from https://www.instagram.com/p/C-WsEo4yQut/?img_index=1
[62] L4S AT prac 14, p.4, line 15 ff
[63] L4S AT prac 14, p.5, line 7 ff
[64] L4S AT prac 14, p.4, line 25 ff
[65] L4S AT prac 14, p.4, line 25 ff
[66] L4S AT prac 14, p.5, line 7 ff
[67] L4S AT prac 14, p.4, line 25 ff; L4S AT pract 14, p.5, line 7 ff
[68] L4S AT prac 14, p.4, line 6 ff
[69] L4S AT prac 14, p.4, line 25 ff
[70] L4S AT prac 14, p.4, line 31 ff
[71] L4S AT prac 14, p.9, line 1 ff

Binawan Group, which includes Binawan University, plays a role in recruitment not only in the the #Nurses4Vienna initiative, but also in its "Nursing Programme to Europe", which was launched in 2024. The programme enables nursing graduates holding a *Ners* professional licence to pursue regular private-to-private placements in Austria, Germany, and Switzerland.

The Binawan's INDPS (#Nurses4Vienna) and the Nursing Programme to Europe represent two distinct pathways for Indonesian nurses seeking to advance their professional careers in Austria. The main differences between the two programmes are summarised in Table 2.

Table 2 - Comparison of Binawan Programmes for Indonesian Nurses to Austria

Aspect	Nursing Programme to Europe	International Nurse Development Program Scholarship (INDPS) – #Nurses4Vienna
Type of programme	Private-to-private placement	University-to-university partnership; scholarship program
Destination	Austria, Germany, Switzerland	Austria
Key actors / partners	European private recruitment agencies (e.g., LM Care AG)	- Indonesia: Binawan University (organiser), University of Indonesia, Padjadjaran University, Airlangga University, Hasanuddin University, etc. - Austria: University of Applied Science Campus Vienna (FH CW), Vienna Healthcare Group
Required education	Diploma (D3, 3 years; or D4, 4 years) or Bachelor's degree (S1) in nursing + *Ners* professional licence	D4 or Bachelor's degree (S1) in nursing + *Ners* professional licence
Pre-departure German level	B1–B2 level (depending on agency requirements)	A2 level
Status	Work full-time as a nursing assistant while completing the recognition (Anerkennung) process	Initially hold trainee/student status; work as nursing assistant after reaching B1
Placement sites	Hospitals, clinics, nursing homes, and other healthcare facilities	Clinics operated by the Vienna Healthcare Group

The "Nursing Programme to Europe" enables licensed nursing graduates (*Ners*) to pursue private placements in Austria, Germany, and Switzerland, through private European recruitment agencies. Binawan regularly conducts online and offline seminars to promote the program, often reaching participants via social media. Figure 1 outlines the overall recruitment and matching process.

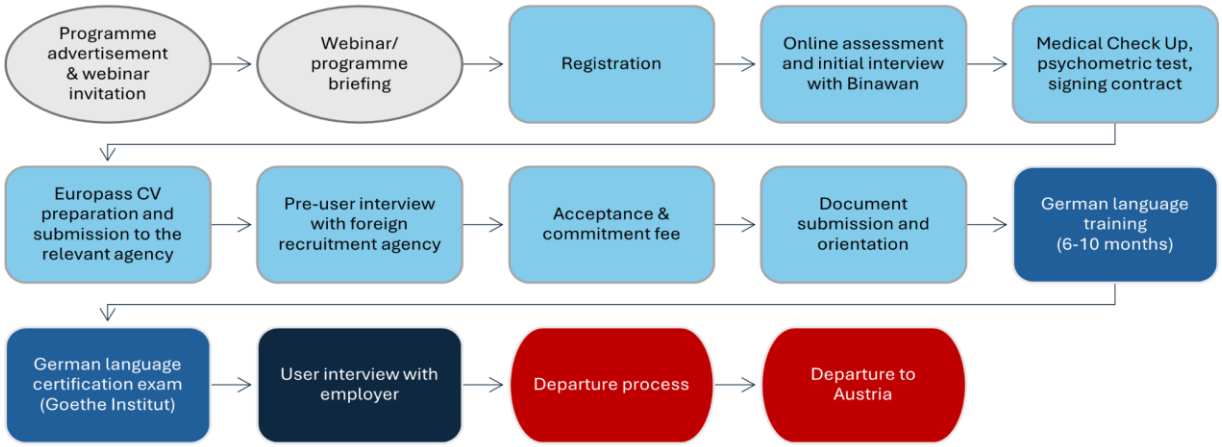

Figure 1. Recruitment and Preparation Process for the Binawan Nursing Programme to Europe[72]

Placement through Binawan is largely cost-free. Aside from the reimbursable deposit of IDR 5 million (approximately EUR 300) as a commitment fee prior to entering the language-training programme, candidates only incur personal administrative expenses, such as passport issuance, updating birth certificates, or obtaining university records. One participant reported that the amount of the deposit is reasonable and not too burdensome:

> *"In my opinion, it isn't burdensome. The amount is still affordable and reasonable. They [Binawan] also explained that in the end, the five million will be returned if we succeed in completing the B2 level."*[73] [translated from Bahasa Indonesia]

The same participant further noted that candidates receive a cash reward of IDR 2 million (approximately EUR 96.63) from Binawan upon successfully completing each language-training level:

> *"At the beginning, we were asked to pay a deposit of five million (Rupiah). It could be paid in full or in instalments, but it must be settled - otherwise we won't get the incentives [cash reward]. We actually receive an incentive of two million (Rupiah) each time we progress to the next level. When we complete the programme, the initial deposit should be returned. So, yes, it's basically cost-free."*[74] [translated from Bahasa Indonesia]

Apart from institutions like Binawan, several Indonesian government-licensed private placement agencies (P3MI) have also initiated recruitment efforts for Indonesian nurses to Austria. These include Bina Mandiri Mulia Jaya and Dewi Pengayom Bangsa, which cooperate with the Austrian Life Concepts – Generations Service and Administration Ltd. (Lebenskonzepte – Generationen Service und Verwaltung GmbH) since July 2024. The partnership offers a dual-degree nursing program in Austria, giving graduates both a European qualification and professional certification, along with German language training and an international language diploma.[75]

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[72] Binawan webinar (2025) and interview with research participant (L4S_ID_Migrant_01, p.5, line 37-38, p.6, line 1-43, p.7, line 1-11).
[73] L4S_ID_Migrant_01, p.9, line 18-20
[74] L4S_ID_Migrant_01, p.5, line 20-25
[75] Lebenskonzepte & Generationen Unterstützungs- und Bildungsverein Österreich. (n.d.). Unser "Win-win"Lösungsansatz. [Our "win-win" approach to finding solutions]. Retrieved September 8, 2025, from https://www.lebenskonzepte-generationen.at/unser-win-win-l%C3%B6sungsansatz

Bina Mandiri Mulia Jaya has already organised walk-in interviews with the Austrian partner in October 2024, targeting nursing university alumni in East Java.[76] Meanwhile, Dewi Pengayom Bangsa is still assessing programme interest and completing administrative requirements following recent regulatory changes in Austria for foreign workers.[77] Applicants are generally expected to hold at least a B1-level German certificate and demonstrate English proficiency. According to information shared by the agencies, Dewi Pengayom Bangsa and Bina Mandiri offer free German courses to candidates who do not yet hold a B1 German certificate.[78,79] Both agencies also tend to prefer applicants with prior work experience.

For Indonesians in professions other than nursing, finding employment in Austria was reported to be challenging, based on discussions in online fora and social media.[80,81] Prospective Indonesian migrants often need to search independently for a reliable company or agency, as few Indonesian-licensed agencies currently handle recruitment for jobs in Austria.[82] Furthermore, the availability of information on job opportunities in Austria reportedly remained limited.[83]

3.2 Ethical recruitment and protection of migrant workers

Although no generally valid ethical recruitment standards are in place, the recruitment initiatives that have been interviewed for this study have referenced self-defined ethical principles such as full transparency of employment terms, zero recruitment fees for candidates, and avoiding recruitment from countries black-listed under the WHO Global Code of Practice.[84]

Furthermore, Austrian employment law standards - including collective agreements - apply to all employees in Austria, regardless of nationality. As part of the Red-White-Red Card procedure, the Public Employment Service conducts background checks on companies for prior irregularities, as a form of due diligence in this regard.[85] However, the fact that the Red-White-Red Card is tied to one specific employer may create a certain level of dependency and present an obstacle to workers trying to claim their rights.[86]

The Austrian Federal Economic Chamber (WKO) and IOM are currently exploring implementation of standards of the International Recruitment Integrity System (IRIS) in

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[76] Binamandiri. (October 2024). Walk in interview kerja penempatan Austria bersama Dr. Peter Payer (Recap). Retrieved September 9, 2025, from https://www.youtube.com/watch?v=292AxpdSTwY

[77] Information provided by the representative of Dewi Pengayom Bangsa via call, February 11, 2025.

[78] PT Dewi Pengayom Bangsa [pt.dewipengayombangsa]. (2024). Pendataan Peminat Peluang Kerja di Austria [Talent Pool Registration for Job Opportunities in Austria]. Retrieved September 2, 2025, from https://www.instagram.com/p/C_2Qk3HzRto/?hl=en

[79] Binamandiri Mulia Jaya. (2025). Huge Demand! Nurse to Work in Austria. Retrieved September 9, 2025, from https://www.instagram.com/p/DKrC0B6piSZ/

[80] Reddit user. (2025) Getting a job in Vienna as someone from a third-world country. Retrieved October, 2025, from Reddit: https://www.reddit.com/r/wien/comments/1mp9qn0/getting_a_job_in_vienna_as_someone_from_a/

[81] https://www.instagram.com/syifainabia/reel/DQskneXCoN-/&sa=D&source=docs&ust=1763049208302633&usg=AOvVaw2_Hlaq5EbNtV4OCzX3132y

[82] L4S_ID_pol_03_p.6, line 3-13

[83] Sari, A.M. (2025). Minister of Migrant Worker Protection and Austrian Ambassador Discuss the Placement of Migrant Workers. Retrieved October 29, 2025, from Antara News: https://www.antaranews.com/berita/4723457/menteri-p2mi-dubes-austria-bahas-penempatan-pekerja-migran

[84] L4S AT prac 17; L4S AT prac 14

[85] Hadj Abdou, L., & Ebner, P. (2024).

[86] L4S AT exp 11, p. 4, Line 47 ff.; Hadj Abdou, L., & Ebner, P. (2024)

Austria.[87] The idea is to create a toolkit that is linked to the umbrella brand "Your Future Made in Austria", which can provide a clear basis for deciding which recruiters and agencies can be recommended and which cannot.[88]

On the Indonesian side, a comparable emphasis on migrant worker protection is reflected in the enactment of Law No. 18 of 2017 on the Protection of Indonesian Migrant Workers, which replaced the placement-oriented framework of Law No. 39 of 2004 with a broader protection-based approach. The law strengthens state oversight of private recruitment agencies, limits certain private-sector roles, and enhances the responsibilities of both central and local governments in disseminating information and safeguarding migrant workers before, during, and after their overseas placement. It also formalized five procedural placement schemes: government-to-government, government-to-private, private-to-private, company-specific, and individual channels. In practice, placements to Austria have predominantly occurred through the individual scheme, and more recently also the private-to-private scheme (see **section 6** on migration/mobility).

Under the individual scheme, prospective workers apply directly to registered foreign companies. Employers must be legally recognized entities in the destination country, and Indonesian workers are prohibited from taking the lowest-level jobs or working under informal employers, including domestic households. While this scheme provides basic safeguards, it leaves ethical recruitment standards largely undefined. Moreover, migrants are required to sign a declaration accepting full responsibility for employment-related risks.

Beyond the context of Austria, the private-to-private pathway dominates Indonesian migrant worker placements and is therefore the most heavily regulated of all placement schemes. Licensed placement agencies (P3MI) must be registered as legal entities and comply with all requirements for the lawful recruitment and deployment of workers abroad, including holding formal placement agreements with foreign partners. Job orders[89] must be verified by Indonesian labour attachés or designated officials abroad before agencies can obtain the Indonesian Migrant Worker Recruitment License (SIP2MI).

Verified job postings are listed on the government's integrated online system for Indonesian migrant workers, SISKOP2MI, although agencies often also advertise through social media, allowing workers to apply directly. Registrations can be completed online at no cost and require basic and supporting documents, including a consent letter from family members acknowledged by the relevant local authority.[90] This also reflects the role of local authorities a role in supporting and overseeing procedural migration.[91]

Throughout the recruitment process, licensed placement agencies (P3MI) are obliged to ensure that workers receive accurate information, are matched with jobs suited to their skills, and are treated fairly and without discrimination before, during, and after employment.[92] Workers can also receive assistance through One-Stop Integrated Service (LTSA) units at the district level

[87] L4S AT prac 02, p. 12, Line 15 ff

[88] L4S AT prac 02, p. 12, Line 15 ff

[89] A Job order is a formal request from a foreign employer to a licensed Indonesian recruitment agency (P3MI) to recruit workers for specific positions. It must be verified and legalised by the Indonesian embassy or consulate.

[90] Regulation of the Minister of Manpower of the Republic of Indonesia Number 9 of 2019 on Procedures for the Placement of Indonesian Migrant Workers.

[91] L4S_ID_pol_01, p.13, line 18 ff, p.14 line 1 ff.

[92] Regulation of the Minister for the Protection of Indonesian Migrant Workers / Indonesian Migrant Worker Protection Agency of the Republic of Indonesia Number 1 of 2025 on Procedures for Granting Licences to Indonesian Migrant Worker Placement Agencies.

provide assistance, while those in areas without such facilities must rely on provincial or BP3MI offices.

Despite these legal safeguards, interview findings suggest that challenges remain in ensuring that ethical recruitment standards are effectively implemented in practice. In the broader Indonesian migration context, some unlicensed agencies and language training centres have reportedly attempted to facilitate placements without verified job orders.[93] Such practices may result in workers being channelled through the individual migration scheme rather than the regulated private-to-private pathway, potentially exposing them to greater risks due to limited oversight and protection. These risks may also be relevant for emerging migration pathways to Austria, where recruitment structures are still developing.

Within the Indonesia-Austria corridor, one Indonesian candidate highlighted concerns regarding transparency, communication, and uncertainty during the recruitment process. The candidate described delays in employer interviews and agency assignment:

> *"Actually, by the time I reach at least the end of A2 or early B1, I should have had the user interview. But until now, they [the recruitment agency] are still focused on Tunisia. So, it is still uncertain when they will focus on Indonesians. It could be two months, three months - I don't know yet. This lack of certainty makes things uncomfortable. Moreover, some people who have already reached higher language levels still haven't been assigned to an agency. That also makes them concerned."*[94] [translated from Bahasa Indonesia]

They also reported how the intended destination may change during the recruitment process. After initially applying for Germany, the candidate was later redirected to Austria:

> *"I saw that they offered opportunities for Switzerland, Germany, or Austria. Initially, I chose Germany. I was already registered for an interview with the German agency, but on the day, it was cancelled. It turned out that the German side was looking for nurses with at least one year of work experience, while I was a fresh graduate. So, I was redirected to Austria. For Austria, both experienced nurses and fresh graduates can apply."*[95] [translated from Bahasa Indonesia]

Beyond recruitment procedures and transparency, another important aspect of ethical recruitment concerns the allocation and regulation of placement costs. Under Indonesian regulations, placement costs are generally intended to be borne by employers, although certain exceptions apply depending on applicable regulations or agreements.

The Minister or Head of KP2MI–BP2MI, or an authorized official, may determine the maximum limits (ceilings) for each component of placement costs and for each destination country. In general, the components of placement costs for Indonesian migrant workers are intended to be borne by the employer.[96] However, if there are statutory regulations, international laws, or agreements that do not require employers to cover these costs, then the relevant placement cost components become the responsibility of the Indonesian migrant worker.[97]

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[93] L4S_ID_Pol_03, p.7, line 1 ff.
[94] L4S_ID_Migrant_01, p.27, line 29-36
[95] L4S_ID_Migrant_01, p.5, line 1-8
[96] Regulation of the Minister for the Protection of Indonesian Migrant Workers / BP2MI No. 17/2025 concerning Placement Costs for Indonesian Migrant Workers, Chaper II, Article 2.
[97] Regulation of the Minister for the Protection of Indonesian Migrant Workers / BP2MI No. 17/2025 concerning Placement Costs for Indonesian Migrant Workers, Chaper II, Article 3.

The Head of BP2MI Decree No. 442/2023 on Placement Costs for Indonesian Migrant Workers Placed by P3MI with Legal Entities in the Republic of Austria regulates the amount of fees that must be paid by both migrant workers and employers. Indonesian migrant workers originating from Java are expected to bear placement costs amounting to IDR 23,996,644 (approximately EUR 1,237.48), whereas those from outside Java are expected to bear EUR 1,314.91. Additionally, a service fee of USD 1,200 (approximately EUR 1,036) is paid by the employer to the agency (P3MI) after a successful placement, and is therefore not borne by the workers.[98]

The detailed breakdown is presented in Table 3 below.

Table 3 - Placement Costs Components for Indonesian Migrant Workers Placed by P3MI with Legal Entities in the Republic of Austria[99]

No	Cost Component	Amount (IDR)	Amount (EUR)[100]	Who Pays	Notes
1	Health Examination	670,000	34.55	Indonesian Migrant Worker	Medical check-up required by Indonesian Ministry of Health (Regulation No.26/2015). MCU cost: Rp 670,000.
2	Psychological Test (Short Report)	550,000	28.36	Indonesian Migrant Worker	Psychological test fee per Ministry of Health guidelines (letter DL.01.01/1/944/2022).
3	Passport	0	0	–	First-time passport issuance for Indonesian migrant workers is free.
4a	Social Security (Before Work)	37,500	1.93	Indonesian Migrant Worker	● Regulation of the Minister of Manpower of the Republic of Indonesia No. 4/2023. ● The insurance contribution for the protection period before, during, and after employment is IDR 370,000 for a 24-month employment contract.
4b	Social Security (During & After)	332,500	17.15	Indonesian Migrant Worker	
5	Police Clearance Certificate (SKCK)	30,000	1.55	Indonesian Migrant Worker	SKCK required for migrant worker placement (Government Regulation No.76/2020).

[98] Info PMI. (2025). Kerja ke Austria biaya penempatan. Retrieved from Youtube: https://www.youtube.com/watch?v=sbteC4akG3E

[99] The Head of BP2MI Decree No. 442/2023 on Placement Costs for Indonesian Migrant Workers Placed by P3MI with Legal Entities in the Republic of Austria. Accessed on https://paralegal.id/peraturan/keputusan-kepala-badan-pelindungan-pekerja-migran-indonesia-nomor-442-tahun-2023/

[100] Based on the Bank Indonesia exchange rate on 21 November 2025 (€1 = Rp 19,383.22).

6	Work Visa	3,876,644	200	Indonesian Migrant Worker	Austrian work visa cost based on Embassy of Austria in Jakarta.
7a	Domestic Transport (Java)	500,000	25.78	Indonesian Migrant Worker	Transport from home (Java) to embarkation point. Ticket price may fluctuate.
7b	Domestic Transport (Outside Java)	2,000,000	103.21	Indonesian Migrant Worker	Transport from home (outside Java) to embarkation point. Ticket price may fluctuate.
8	Departure Airline Ticket	18,000,000	928.16	Indonesian Migrant Worker	Economy class ticket to Austria. Price subject to market fluctuation at departure.
9	Agency / Company Service Fee	20,080,800	1,036	Employer	Maximum service fee: 1-month wage (USD 1,200 ≈ Rp 20,080,800).

The amounts specified in the decree represent the maximum allowable ceilings.[101] If an employer in Austria covers some or all components of the placement costs, Indonesian migrant workers cannot be charged for those components.[102] Licensed Indonesian Migrant Worker Placement Agencies (P3MI) must specify all cost components and the exact amounts to be charged to the migrant worker and/or the employer in the Placement Agreement.[103] In practice, some private-sector initiatives, such as Binawan's nursing programme, offer cost-free placement for prospective migrants.

> *"In Austria, the implementation is left to the market. The government does not handle placements. Costs arise only when there is a business process for placement."*[104] [translated from Bahasa Indonesia]

For the Individual (self-arranged) pathway, placement costs follow the agreement between the employer and the migrant worker concerned.[105] There is no fixed or standardized amount for this scheme. In general, the cost components are similar to those specified in the decree. However, the division of costs and the specific components required depend entirely on the mutual agreement of both parties, without intervention from KP2MI/BP2MI, provided that the placement is conducted through official procedures.

Overall, while legal frameworks provide the foundation for ethical recruitment, consistent implementation, transparent recruitment practices, and clear allocation of responsibilities remain essential for ensuring effective migrant worker protection.

[101] The Head of BP2MI Decree No. 442/2023 on Placement Costs for Indonesian Migrant Workers Placed by P3MI with Legal Entities in the Republic of Austria.
[102] ibid.
[103] Regulation of the Minister for the Protection of Indonesian Migrant Workers / BP2MI No. 17/2025 concerning Placement Costs for Indonesian Migrant Workers, Chapter II, Article 5.
[104] L4S_ID_pol_02, p. 22, lines 24 ff.
[105] BP2MI Regulation No. 02/2020 on Placement Costs for Indonesian Migrant Workers, Article 5.

3.3 Synthesis

Indonesian migrants to Austria currently predominantly enter through self-initiated migration channels rather than through formal recruitment mechanisms. Efforts by the Austria Business Agency and the Austrian Federal Economic Chamber to promote Austria as a destination for skilled workers in Indonesia are contributing to greater awareness of available opportunities. In parallel, emerging employer-led initiatives, particularly in the healthcare sector, demonstrate interest in developing recruitment structures for skilled labour mobility between the two countries.

Ethical recruitment and migrant protection remain central considerations in shaping these pathways. Indonesia has established a comprehensive governance framework through Law No. 18/2017 on the Protection of Indonesian Migrant Workers, which strengthens state oversight of recruitment and expands the responsibilities of central and local governments in providing information, support, and protection to migrant workers throughout the migration process. In Austria, discussions on strengthening ethical recruitment standards are also gaining importance. As these recruitment initiatives develop further, ensuring that legal safeguards are consistently implemented in practice will be important for building transparent and trustworthy migration pathways.

4 Approaches to Skills Development

This section examines skills development and the compatibility of qualifications acquired in Indonesia with the requirements of the Austrian labour market. It explores how existing vocational training initiatives have contributed to growing interest among Austrian private-sector employers in recruiting skilled workers from Indonesia, and it looks into skilling approaches of employer-led recruitment initiatives, with a focus on the healthcare sector.

4.1 Cooperation on vocational education and training

In the area of skilling, an MoU on cooperation on dual apprenticeship training was signed in 2022, with the aim to enhance qualifications in Indonesia through Austrian expertise.[106] This MoU includes initiatives such as the placement of Indonesian skilled workers in apprenticeships in Austria,[107] partnerships with Austrian companies to establish apprenticeship training programmes in Indonesia, as well as the launch of a framework for the placement of skilled workers in Austria. [108]

The MoU builds on previous cooperation between Austria and Indonesia in the field of vocational education and training, focusing on tourism as well as metalworking and woodworking professions (see Box 3). Initially, this cooperation aimed to strengthen training

[106] BMAW - Federal Ministry for Economy and Labour (14.5.2024) MoU zur Anwerbung von qualifizierten Fachkräften aus Indonesien unterzeichnet. [MoU signed on the recruitment of qualified skilled workers from Indonesia], Press Release, accessed on 26.5.202

[107] Dwi Anggoro, Wahyu (11.11.2022) Indonesia, Austria Strengthen Cooperation in Manpower Sector. News Article. Medcom.Id, accessed on 26.05.2024; Antara - Indonesian News Agency. (2022). Indonesia, Austria to boost cooperation in vocation, internships. https://en.antaranews.com/news/259589/indonesia-austria-to-boost-cooperation-in-vocation-internships;

[108] Antara - Indonesian News Agency. (2022). Indonesia, Austria to boost cooperation in vocation, internships. https://en.antaranews.com/news/259589/indonesia-austria-to-boost-cooperation-in-vocation-internships; Dwi Anggoro, Wahyu (11.11.2022) Indonesia, Austria Strengthen Cooperation in Manpower Sector. News Article. Medcom.Id, accessed on 26.05.2024; IOM - International Organisation for Migration (2023) Feasibility study on Skills Mobility Partnerships in Austria

standards for the Indonesian labour market. Over time, the alignment of training standards also attracted interest from Austrian companies and contributed to Indonesia's inclusion as a priority country within the International Fachkräfte-Offensive (IFO) of the Austrian Federal Economic Chamber (WKÖ).

Box 4: Four training centres in Indonesia aligned to Austrian standards

Vocational training based on Austrian curricula and standards has been introduced at selected government-run vocational training centres (BBPVP/BPVP) under the Indonesian Ministry of Manpower in Banyuwangi, Serang, Makassar, and Medan.[109] These centres offer training in metalworking, woodworking, and tourism-related professions. A fifth training centre is under development.[110] They have been upgraded with Austrian expertise and equipment to ensure alignment with international requirements and to incorporate best practices from Austria's dual education model, integrating as much of the Austrian system as possible into the Indonesian legal framework.[111] Since the Indonesian legal framework does not allow for three-year programs like Austrian apprenticeships, most training courses run for about eight months, with practical training accounting for 60% of the content. [112]

Austria is supporting these initiatives through a soft loan. [113]

- **Training centre in Medan:** Focuses on tourism and woodworking. Implemented by the Austrian company EEE (2019 – 2022).[114] For further information see: Maritime Vocational Training Center on Tourism and Joinery in Medan, Indonesia - eee Austria

- **Training centre in Serang: Focuses** on welding, implemented by the Austrian company M-U-T-Engineering GmbH (2021-2023). For further information see: Serang VTC | M U T Engineering Gm

- **Training centre in Makassar**: Procurement of Equipment, Construction Works, Training Services and Technical Assistance for Vocational Training Center (2021 - 2024). Implemented by the Austrian company KIP International Projects GmbH. See: KIP International Projects

- **Training centre in Banyuwangi:** Focuses on tourism as well as metal working professions, particularly welding. The background of the welding programme is that the large Austrian state-owned railway construction company, which manufactures

[109] EEE Austria (n.d.) Development of Vocational Training Centers for Tourism and Welding in Banyuwangi, Indonesia, https://eee-austria.com/project/development-of-vocational-training-centers-for-tourism-and-welding-in-banyuwangi-indonesia/; EE Austria (n.d.) Maritime Vocational Training Center on Tourism and Joinery in Medan, Indonesia, https://eee-austria.com/project/maritime-vocational-training-center-on-tourism-and-joinery-in-medan-indonesia/; MUT Engineering (n.d.) Vocational Training Center Serang, https://www.mut-e.at/serang-vtc; KIP International Projects GmbH U (n.d.) International Training Projects of Vocational Education and Training Centres, reference list, https://kip-education.at/references.html; L4S AT pract, 7 p.4, line 15 ff.
[110] L4S AT prac, 7 p.3, line 21 ff.
[111] L4S AT prac, 7 p.4, line 15 ff.
[112] L4S AT prac, 7 p.5, line 1 ff.
[113] L4S AT prac, 7 p.4, line 5 ff.
[114] L4S AT prac 7 p.3, line 12 ff.

train carriages, is currently in need of welders.[115] The project is implemented by the Austrian company EEE (2023-2025). The Kitchen Management program provides approximately 920 hours of training (92 days), while the Welding program offers around 600 hours (60 days).[116] Upon successful completion, participants receive certification from BNSP (National Professional Certification Board), with the expectation that they meet industry-required competencies. For further information see: Development of Vocational Training Centers for Tourism and Welding in Banyuwangi, Indonesia - eee Austria

Although Austrian-standard workshops are only available in these four cities, applicants from across Indonesia can register through the national "SIAPKerja" (Ready-to-Work) application.[117] To qualify, applicants must be at least 18 years old, not enrolled in formal education, and not currently employed. Candidate selection for the training programs generally involves a written test covering technical skills in the chosen field, a scholastic aptitude test, and an interview. Participants receive free training along with benefits such as transportation allowances, meals, insurance, learning materials, and instruction from trainers who have received Austrian-certified training. The programs usually last two to three months.

Since these four centres originally aimed to strengthen training standards for the Indonesian labour market, they do not offer German language instruction.

While these projects have been commissioned by the Indonesian Ministry of Manpower with the aim to improve competence of trainees for the Indonesian labour market, these initiatives also brought about the potential to export professionals that are trained in line with Austrian standards to the Austrian labour market.[118]

This consideration later resulted in the signing of the MoU on the recruitment of key and skilled workers in 2024. Cooperation on the migration of skilled workers met both Austrian and Indonesia interests, as highlighted by an interview partner:

- *"Indonesia was not chosen by the IFO by chance, but also because of its history of Austrian companies helping to improve vocational training centers there, with the aim of training workers in Indonesia for their own labor market. However, since the country has a young and large population, as well as an active labor migration policy, they are also interested in sending well-trained people abroad. It was therefore natural for both the Indonesians and, in the next step, the Austrians to see this as a good fit."* [119] [translated from German]

To facilitate the placement of skilled Indonesian professionals in Austria, the idea of integrating "away-tracks" into these vocational training centres in Indonesia, is currently discussed. This

[115] L4S AT prac, 7 p.3, line 1 ff.
[116] BPVP Banyuwangi [@bpvpbanyuwangi]. (2025). Open Recruitment Pelatihan Berbasis Kompetensi Durasi Panjang: Scool Operations Program - Austria. Retrieved September 13, 2025, from https://www.instagram.com/p/DLKgb_Jz0kI/?img_index=1
[117] Riqi. (2025). Internationally Standardised, Tourism and Welding Workshop Building at BPVP Banyuwangi Inaugurated by the Minister of Manpower. Retrieved September 13, 2025, from BWI 24 Jam: https://bwi24jam.co.id/berstandar-internasional-gedung-workshop-pariwisata-dan-las-di-bpvp-banyuwangi-diresmikan-menaker
[118] L4S AT prac 02, p. 5, line 34 ff
[119] L4S AT prac, 7 p.6 line 7 ff.

would also allow to train cohorts for the Austrian labour market[120], as highlighted by an Austrian interview partner:

> *"The Indonesian Ministry of Labor has been very positive and would even be willing to offer German courses at their expense. They are also prepared to create dedicated cohorts in the vocational training centers, whose participants would likely meet the requirements to obtain the Red-White-Red Card. This includes not only language skills but also recognition of training, prior education, prior skills, and relevant practical experience. Ongoing discussions are underway on how to operationalize this MoU between Austria and Indonesia."* [121] [translated from German]

In addition to skilled worker placements, Indonesia and Austria plan to establish an internship program. Following the 2022 MoU on cooperation in vocational training, Austria's industry-based vocational system is considered a relevant model for enhancing Indonesian workforce skills and creating new capacity-building opportunities. The program, still under development, will allow graduates of Indonesian vocational training centers (BPVP/BBPVP) to undertake two- to three-year internships in Austria, particularly in the hospitality sector.[122] It is expected to provide more structured pathways for participants to begin their careers in Austria after completing their training.

4.2 Skilling initiatives in the healthcare sector

In the healthcare sector, the standardised curricula of Indonesian nursing education provide a solid foundation for bridging the differences between Austrian and Indonesian educational systems.

In Austria, the diploma programme for general nursing (DGKP) is offered at the tertiary level through universities of applied sciences. It typically lasts three years and combines theoretical education with extensive practical training. Graduates earn a Bachelor of Science in Health Studies and must register with the national health professions register to begin professional practice.[123]

In Indonesia, the pathway to becoming a nurse requires at minimum the completion of a three-year diploma (D3) or a four-year programme, either a Bachelor of Nursing (S1) within the academic track or an Applied Bachelor of Nursing (D4) within the vocational track.[124] To advance to professional practice at the entry level, graduates must complete the Nursing Profession Programme, a one-year intensive clinical training that confers the professional title *Ners*.[125] In order to practice and provide patient care, nurses are further required to obtain the registration certificate (*Surat Tanda Registrasi* - STR), issued by the Indonesian Health Professional Council (*Konsil Tenaga Kesehatan Indonesia* - KTKI), following successful completion of the national Competency Examination. Several placement agencies (P3MI) stipulate that candidates applying for Austria nursing programmes must already possess an

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[120] L4S AT prac 02, S. 14, line 19 ff; L4S AT pract 07, S. 6, line 34 ff
[121] L4S AT prac 07, S. 6, line 34 ff
[122] Ardianto, W.K. (2025). Get Ready! BLK Graduates Have the Opportunity to Undertake a Three-Year Apprenticeship in Austria. Retrieved October 27, 2025, from Naker News: https://www.naker.news/news/1991413735/siap-siap-lulusan-blk-berpeluang-magang-3-tahun-di-austria
[123] Fachhochschule Gesundheitsberufe OÖ https://www.fh-gesundheitsberufe.at/bachelor-studiengang/gesundheits-und-krankenpflege, Zugriff 20.10.2025; Arbeiterkammer Oberösterreich https://ooe.arbeiterkammer.at/beratung/bildung/gesundheitsundsozialberufe/gesundheitsberufe/Diplomierte_Gesundheits-_und_Krankenpflege.html, Zugriff 20.10.2025
[124] Law (Undang-undang/UU) No. 20 of 2003 on the National Education System (Sistem Pendidikan Nasional).
[125] L4S_ID_Migrant_01, p.3, line 16-19 ff.

active *Ners* professional registration certificate (STR). This certificate verifies compliance with national health standards and formally confirms medical competence.

Recruitment initiatives offer concrete skilling initiatives that prepare Indonesian healthcare professionals for the recognition of their qualifications in Austria and help improve the language skills of the candidates (see boxes 5 and 6).

Box 5: **#Nurses4Vienna**

In the framework of the initiative #Nurses4Vienna (launched in 2023), candidates receive a preparatory German language course at Binawan university, which takes up to 4 months and helps them reach A2 level in German.[126] Once the candidates arrive in Austria, the university of applied science Campus Vienna (FHCW) organises a 9-month course for cohorts recruited from Indonesia, with the first six months focusing on language and inclusion classes, providing the cultural and economic knowledge the candidates need when living in Austria.[127] After six months, participants take an exam at an external language institute to reach B1 level in German.[128] In the last three months of the course, supplementary subjects required for nostrification are taught.[129] Upon completing the course, the qualification is officially recognized.[130]

While German competencies at B2 level are required to be able to work as graduate nurses, candidates who have completed the B1 language proficiency exam can already be employed as care specialist assistants ("Pflegefachassistent:innen") under the Austrian Health and Nursing Act. [131] Up to that point, they still hold a student residence permit.[132] After these nine months, they enter into an employment relationship with Vienna Healthcare Group, working as care specialist assistants ("Pflegefachassistent:innen") in the clinics. While employed full-time (40 hours per week), 16 hours of their working time are dedicated to an external German language course over the next 12 months, until they reach B2 level. Once they reach B2 level, they are employed as fully qualified nurses under a minimum four-year commitment within the Vienna Healthcare Group. The goal is professional integration and long-term retention well beyond these 4 years.[133]

It was reported that Indonesian candidates were considered highly committed. This is evidenced by the fact that so far, all of them passed the required A2 German exam, at least in the second attempt.[134]

Box 6: Nursing Programme to Austria

In the context of the Nursing Programme to European German-speaking countries, Indonesian licensed agencies (P3MI) generally provide intensive pre-departure language training, conducted five to six times per week, with six to eight hours of daily study. The

[126] L4S AT prac 14, p.4, line 15 ff
[127] L4S AT prac 14, p.5, line 32 ff.
[128] L4S AT prac 14, p.5, line 43 ff
[129] L4S AT prac 14, p.6, line 9 ff
[130] L4S AT prac 14, p.7, line 43 ff
[131] L4S AT prac 14, p.6, line 9 ff
[132] L4S AT prac 14, p.6, line 12 ff
[133] L4S AT prac 4, p.6, line 28 ff
[134] L4S AT prac 14, p.9, line 5 ff

curriculum is designed to enable participants to achieve B1 or B2 proficiency within six to ten months. For those preparing through P3MI Binawan, German language instruction takes place in Binawan's dedicated dormitory facilities.[135] PT Binawan collaborates with the Diagma language institute[136] in curriculum development, provision of instructors, and periodic evaluation. Instruction continues until participants achieve the target level (B1/B2), as demonstrated through internal evaluation, after which they proceed to sit for internationally recognised German language certification examinations administered by the Goethe Institute.[137] Training at Binawan is also enriched with cultural education, delivered both through textbook content and through the expertise of instructors with knowledge and experience of German and Austrian cultural contexts.[138] Additionally, participants receive preparatory training for interviews with prospective employers or host institutions in Austria.[139]

Upon arrival in Austria, Indonesian nurses undertake a skills recognition or equivalency process conducted in line with official Austrian procedures (see Chapter 4 on Implementation: Recognition).

4.3 Synthesis

This section highlights two emerging approaches to skills development and labour mobility cooperation between Indonesia and Austria. First, existing vocational training centres in Indonesia, which are largely aligned with Austrian standards, have sparked interest among Austrian private-sector employers in recruiting skilled workers from Indonesia. These structures – although they have originally been developed to train candidates for the Indonesian labour market – have the potential for the future development of "home and away" pathways, combining skills preparation in Indonesia with additional support measures, such as German language training, for candidates preparing to migrate to Austria.

Second, in the healthcare sector, the #Nurses4Vienna initiative illustrates an employer-led approach to skilling internationally recruited workers in Austria. Through a nine-month preparatory course, participants receive German language training up to B1 level, integration-related classes, and supplementary training in subjects required for the recognition of their qualifications. Upon completion, their qualifications are formally recognized, facilitating their entry into the Austrian healthcare labour market.

Together, these examples demonstrate different approaches to addressing skills gaps: strengthening skills preparation in the country of origin and supporting integration and qualification recognition in the destination country.

5 Recognition and Assessment of Foreign Qualifications

This section examines the recognition of foreign qualifications as a key component of labour migration to Austria. It reviews the recognition procedures, the actors involved, the duration

[135] L4S_ID_Migrant_01, p.6, line 36 - p.7 line 3 ff.
[136] L4S_ID_Migrant_01, p.2, line 18-19 ff.
[137] L4S_ID_Migrant_01, p.2, line 3-14 ff.
[138] L4S_ID_Migrant_01, p.10, line 16-22 ff.
[139] L4S_ID_Migrant_01, p.16, line 10-13 ff.

and costs of the process, and the main challenges and opportunities associated with the current system.

In Austria, the recognition of foreign qualifications for third-country nationals is required only for regulated professions - for example for the health and social care professions, but also for fields such as architecture and law.[140] There is neither a central law nor a central authority responsible for the recognition of qualifications. While the Recognition and Evaluation Act (*Anerkennungs- und Bewertungsgesetz – AuBG*) establishes fundamental procedures and minimum standards for the recognition of foreign professional qualifications, the specific responsibilities and procedures are defined in profession-specific legislation or in the education laws of the federal provinces. In practice, this means that for training that was completed in a non-EU country, universities of applied sciences (Fachhochschulen – FHs) in the relevant provinces are responsible for recognizing the qualifications of graduate nurses (DGKP). In the case of school-based training programmes, such as those for nursing assistants, the responsibility lies with the nine federal provinces.[141]

The competent authority conducts the recognition procedure and issues a formal decision, which may include compensatory / supplementary measures (*Ergänzungsmaßnahmen*).[142] For qualifications obtained in EU countries, only substantial differences need to be compensated for, whereas qualifications from third countries are subject to a detailed subject-by-subject comparison.[143] Due to the complexity of this detailed qualification recognition process, it can take anywhere from one to three years for individuals to have qualifications officially recognized, according to an expert.[144]

As one expert pointed out, the extent of required compensation measures continues to vary significantly in a system in which each case is reviewed individually, making the system inefficient and untransparent[145]:

> *"In Austria, universities of applied sciences (Fachhochschulen) are responsible for the recognition of qualifications in nursing for individuals who obtained their diploma in a third country. These individuals must submit a recognition application directly to a university of applied sciences. The university prepares an expert assessment, conducts the recognition procedure, and issues a decision that may include compensatory measures. However, this also means that the same person with the same qualification could, in theory, receive a different decision depending on the university. Only one application is allowed, and the process is highly non-transparent - it's unclear where the chances are better or how the outcome will turn out."* [translated from German]. [146]

This variation between recognition practices in the respective provinces[147] is described as follows:

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[140] https://www.migration.gv.at/
[141] Ibid.
[142] Ibid.
[143] L4S AT prac 05, p. 16, line 37 ff.
[144] L4S AT prac 05, S. 6, Line 8
[145] L4S AT prac 05, p. 5, line 22 ff.
[146] L4S AT prac 05, S. 5, Line 6
[147] L4S AT prac 05, p. 4, Zeite 26 ff.; Austrian Federal Chancellery, & Austrian Integration Fund. (n.d.). Berufsanerkennung in Österreich. [Recognition of Qualifications in Austria], retrieved July 29, 2025, from https://www.berufsanerkennung.at/de/; Federal Ministry for Women, S. and R. (n.d.). Internationales Anerkennungswesen. [International recognition of qualifications], retrieved July 29, 2025, from https://www.bmfwf.gv.at/wissenschaft/anerkennung/int_anerkennung.html

> "*There are federal provinces where actual recognition courses are offered. There are provinces where people are allowed to participate in regular classes. And there are provinces where everything is self-study, and you only show up for the exam. So, even that is handled differently everywhere. The costs also vary greatly, and the available funding varies just as much*." [translated from German][148]

This was confirmed by another practitioner who highlighted the need for standardisation in this field, since:

> „*We could have standardized this a long time ago. If I know they're coming from the same school, in the same year, then the curriculum is identical and it would be possible to work with one template [...] and yet in Austria, a hundred people end up working on the same thing.*" [translated from German] [149]

Furthermore, high costs can occur in the context of the recognition procedure, since all documents, including diplomas, diploma supplements, and in some cases entire curricula, must be translated and certified by a court-certified interpreter, while the Austrian Integration Fund (ÖIF) reimburses costs of up to EUR 2,500, actual expenses often exceed this amount significantly.[150]

In the healthcare sector, graduate nurses (DGKP) from non-EU countries are permitted to work as assistant nurses even before their qualifications have been officially recognised or before they have reached the required German language competency at B2 level.[151]

Due to the lengthy and complex nature of the recognition process for third-country nationals, several recruitment initiatives have adopted measures to support the recognition of recruits' qualifications. In the context of the initiative #Nurses4Vienna, for example, the FHCW, commissioned by the Vienna Healthcare Group, organises a nine-month course, which includes three months in which the supplementary subjects required for nostrification are taught (see also section 3).[152] Upon completing the course, the qualification is officially recognised.[153] An interviewed recruitment agency has a similar cooperation with FHs in Austria, which organise courses to facilitate the recognition of qualifications of healthcare professionals.[154] Some universities of applied sciences (FHs) already offer recognition courses that can largely be completed online. [155]

In the area of the recognition of vocational qualifications, the uniqueness of the DACH countries' dual vocational training systems poses challenges for international comparability of the concerned professions. This affects not only employers' ability to assess applicants' skills but also the evaluation of vocational qualifications within the Red-White-Red Card procedure, leading to an unpredictability of outcomes[156], as pointed out by a practitioner:

> "*Well, I think the biggest challenge is: how can you even begin to compare an*

[148] L4S AT prac 05, S. 6, line 8
[149] L4S AT prac 08, S. 9 line 30 ff.
[150] L4S AT prac 05, p. 8, line 10 ff.
[151] L4S AT prac 06, p.8, Line 18 ff; L4S AT pract 14, p.6, line 12 ff; L4S AT pract 14, p.6, line 28 ff
[152] L4S AT prac 14, p.6, line 9 ff
[153] L4S AT prac 14, p.7, line 43 ff
[154] L4S AT prac 17
[155] L4S AT prac 09, p.25 line 19 ff
[156] L4S AT prac 09, p.12 line 15 ff; L4S AT prac 09, p.17, line 27 ff; L4S AT prac 09, p.11, line 8 ff, L4S AT prac 06, p.4, line 7 ff; 3rd Skills Mobility Partnership Dialogue Forum, organised by IOM Austria, Industriellenvereinigung, WKÖ, 23rd May 2025

apprenticeship, as we have it here in Austria, to anything abroad, right? That's just… difficult." [translated from German] [157]

In professions that do not require formal qualification recognition, standardized **competency checks** can help make individuals' skills visible and verifiable - assisting companies in assessing applicants' competencies while also supporting candidates in their self-assessment. The WKÖ is currently developing digital tests for competence assessments, focusing on the theoretical part of apprenticeship professions. Tests are currently available for wood, metal, electrical professions, as well as for retail and tourism-related occupations. Additional tests are under development.[158] The competency checks allow to test how a candidates´ competency level compares to the Austrian final apprenticeship examination at the theoretical level. Participants receive both their test results and a description of the areas where further training is needed. Tests are available in English and those for electrical engineering and woodworking professions have also been translated to Indonesian. There are plans to develop a practical part of these competency assessment checks, for example through a trial workshop (Probewerkstatt) or a cooperation in Indonesia.[159] In the future, the WKÖ aims for these tests to be used for qualification assessments within the Red-White-Red Card (RWR) procedure.[160]

To further facilitate the comparability of qualifications, a **pre-check register** for Indonesia is currently under development, similar to the first such register that has been introduced for the Philippines.[161] This register helps employers assess the potential outcomes of the comparability assessment[162] and simplifies the comparability of pre-assessed foreign qualifications in the framework of the Red-White-Red Card (also see section 5) with the goal to facilitate the entry of skilled workers. For this purpose, vocational training standards in both countries are aligned to ensure their comparability. [163]

The pre-check register builds on the MoU on the recruitment of skilled labour, which foresees the exchange of information on the respective National Qualifications Frameworks for the comparison and improvement of uniform professional qualifications of the participants, with the aim of achieving mutual recognition of vocational qualifications in both countries. This register will also help employers assess the potential outcomes of the comparability assessment[164] and simplify the comparability of pre-assessed foreign qualifications in the framework of the Red-White-Red Card.

This shows that, while the recognition of qualifications remains a major bottleneck particularly in the context of regulated professions, individual recruitment initiatives have developed their own mechanisms to address this challenge. These solutions, however, remain initiative-specific rather than constituting a structural reform of the recognition system. At the same time, in the field of vocational qualifications, broader efforts to facilitate the recognition of vocational

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[157] L4S AT prac 09, p.12 line 15 ff
[158] 3rd SMP Dialogue Forum, 23.05.2025, online
[159] L4S AT prac 02, S. 25, line 17;
[160] 3rd SMP Dialogue Forum, 23.05.2025, online
[161] L4S AT prac 06, p.7, line 26 ff
[162] Bundesministerium für Wirtschaft, E. und T. (n.d.). Pre-Check Qualifikationsregister. [Pre-Check Qualifications Register]. Retrieved August 20, 2025, from https://www.bmwet.gv.at/Themen/Wirtschaftsstandort-Oesterreich/Fachkraefte/Pre-Check-Qualifikationsregister.html
[163] L4S AT prac 06, S.7, line 26 ff
[164] Bundesministerium für Wirtschaft, E. und T. (n.d.). Pre-Check Qualifikationsregister. [Pre-Check Qualifications Register]. Retrieved August 20, 2025, from https://www.bmwet.gv.at/Themen/Wirtschaftsstandort-Oesterreich/Fachkraefte/Pre-Check-Qualifikationsregister.html

qualifications, such as competency checks and the pre-check register currently under development, have the potential to facilitate (self) assessment and enhance transparency both for prospective migrants and for employers while making the assessment of vocational qualifications within the Red-White-Red Card procedure more efficient.

6 Navigating Migration and Mobility Frameworks

This section provides insights into the support and facilitation of labour migration processes between Indonesia and Austria. It examines the legal and administrative requirements on both sides, including visa and permit procedures in Austria, documentation and registration requirements in Indonesia, and the main challenges and opportunities associated with navigating these processes.

6.1 Application process for the Austrian Red-White-Red Card

In Austria, the Red-White-Red Card and the EU Blue Card constitute the main residence and work permit schemes for skilled non-EU labour migrants. Applications for a Red-White-Red Card or an EU Blue Card are submitted to the residence authority, which is responsible for reviewing public safety and security requirements. Applications can be filed either by the employer or by the applicants. Individuals residing abroad must submit the application in person through the embassies, while employers can submit the applications electronically or in person in Austria.[165]

The residence authority forwards the application to the Public Employment Service (AMS) for an assessment of labour market criteria.[166] This includes verifying the correctness of salary classifications and determining whether the employer has a justified need for the worker.[167] For applications for a Red-White-Red Card in shortage occupations, the AMS evaluates whether the applicant possesses the required qualifications.[168] In the case of regulated professions, such as nursing[169], the AMS limits its review to verifying the authenticity of the recognition certificate. [170] For non-regulated professions, however, the AMS assesses whether the applicant's foreign qualifications are comparable to Austrian standards and confirms the authenticity and relevance of submitted certificates.[171] Currently, each application undergoes an individual comparability assessment. In the future, however, the pre-check register for Indonesia (see Section 3) will streamline this process by facilitating the comparison of pre-assessed foreign qualifications within the framework of the Red-White-Red Card.

Once the evaluation is completed, the AMS issues an expert opinion ("*Gutachten*") and forwards it to the residence and settlement authority. If all requirements are fulfilled and the applicable fees have been paid, the authority issues the Red-White-Red Card. The applicant may then apply for a visa at the competent Austrian embassy to enter Austria and collect the Red-White-Red Card in person.[172]

[165] L4S AT prac 06, p.4, Line 14 ff
[166] L4S AT prac 06, p.2, Line 22 ff ; Austrian Court of Audit. (2024).
[167] L4S AT prac 06, p.3, line 13 ff
[168] L4S AT prac 06, p.2, line 42 ff; Austrian Court of Audit. (2024).
[169] L4S AT prac 05, p. 12, line 43 ff.
[170] L4S AT prac 06, S.7, line 26 ff
[171] L4S AT prac 06, p.3, line 13 ff
[172] L4S AT prac 06, p.4, line 14 ff

Under the Settlement and Residence Act, RWR and EU Blue Card decisions must be issued within eight weeks. Although the Interior Ministry did not have complete data, a 2022 Court of Audit analysis found that the deadline was met in over half of all cases, while it was likely exceeded in more than 40%.[173]

Given the complexity of the process, internationally recruited professionals are typically supported in the Red-White-Red Card and visa application procedures by their employers or recruitment agencies.[174] One recruitment agency, for instance, reported assisting candidates by preparing detailed competency comparisons - such as comparing the number of training hours required to complete an Austrian apprenticeship with those obtained by the applicant in the country of origin[175] - and consulting legal experts when drafting correspondence with the authorities.[176]

Beyond these support measures in the framework of concrete initiatives, the Austria Business Agency - Work in Austria offers free counselling and support in the procedure for obtaining a Red-White-Red Card or an EU Blue Card.[177]

6.2 Legal procedures for departing Indonesian migrant workers

On the Indonesian side, all departing migrant workers must secure the required documents and register their placement at the One-Stop Integrated Service for Indonesian Migrant Workers (LTSA) or their local government office to obtain the e-PMI (e-Indonesian Migrant Worker) card, which serves as official proof that they have fulfilled all procedural requirements.

Two main procedural schemes are currently available for Indonesians seeking employment in Austria: private-to-private (P-to-P) and individual schemes.[178]

- **Private-to-private scheme**: Managed by licensed placement agencies (P3MI). Most personal documents are collected during the initial registration. Before departure, agencies must submit the health and psychological test results, passport, and assist in securing the employment contract, social security enrolment, and work visa. Agencies also register the workers for the mandatory Pre-departure Orientation Program (OPP).

- **Individual scheme**: Migrants must first secure a job with a legally registered employer in Austria. They are then required to register and submit a broader set of documents, including proof of marital status, a letter of consent from a family member endorsed by the village/sub-district head, a competency certificate, a medical certificate, national health insurance membership, a copy of the job offer letter, the employment contract and employer profile, work visa, and a declaration acknowledging responsibility for any employment-related risks.

A key procedural difference is that in the individual scheme, migrants can register only after securing a job offer and employment contract, and must submit a declaration acknowledging responsibility for any employment-related risks, meaning they are fully responsible for their placement process. In contrast, under the P-to-P scheme, registration begins when applicants

[173] Austrian Court of Audit. (2024).
[174] L4S AT prac 08, p.4, line 23 ff; L4S AT pract 15, p. 4; L4S AT pract 09
[175] L4S AT prac 09, p.13, line 12 ff
[176] L4S AT prac 09, p.12, line 26 ff
[177] https://www.workinaustria.com/unsere-services/services-fuer-fachkraefte/
[178] Indonesian Ministry of Manpower, Director General's Decree No. 3/258/PK.02.01/VI/2023 on Destination Countries for Indonesian Migrant Workers.

apply for an advertised position, and the process is monitored and overseen by licensed agencies and BP2MI, providing additional oversight and procedural support.

After completing pre-departure registration, migrants attend the Pre-departure Orientation Program (OPP), usually held by LTSA, local governments, or BP3MI, no more than two days before departure. The orientation covers job-specific skills, information about the destination country, protection awareness, and local labour laws, as well as contract terms. Its objectives are to ensure that prospective migrant workers possess the psychological preparedness and knowledge necessary for overseas employment, understand their rights and obligations, and are equipped to address potential challenges.

> *"We at the Ministry of Foreign Affairs also collaborate with KP2MI/BP2MI. There is the Pre-Departure Orientation (OPP) programme, and also there is a training programme that we want to include. These cover various aspects, first, legal information applicable in the host country, the prevailing local culture, and the rights of migrant workers - because these are what will protect them. We have recorded several cases that arose simply because they did not understand the law of the host country, or the culture of the host country, which eventually caused them problems*." [translated from Bahasa Indonesia] (see L4S_ID_Pol_02, p.25, line 41 ff, p.26, line 1 ff)

The cost of the OPP is borne by the central or local government. Upon completion, migrant workers must register their biometric fingerprints in the SISKOP2MI system in order to receive an e-PMI card, which is issued free of charge.

Overall, the growing individual interest in working in Austria signals potential for future expansion if proper legal mechanisms and partnerships are strengthened - particularly through closer coordination between licensed Indonesian agencies and verified Austrian employers under transparent, low-cost, or cost-free schemes.

6.3 Synthesis

This section on labour migration procedures between Indonesia and Austria shows that, while both countries have established legal and administrative frameworks to facilitate mobility, navigating these processes remains complex for prospective migrants. From the Austrian perspective, the Red-White-Red Card system provides established pathways for skilled non-EU workers. However, administrative requirements and assessment procedures can pose challenges, especially for individual migrants who cannot count on the same institutional support available to those recruited through employer-led cohort initiatives. From the Indonesian perspective, documentation, registration, and pre-departure requirements play an important role in ensuring regulated migration and migrant protection, but also add additional steps that need to be managed by future migrants.

7 Sustainable labour mobility: Integration and retention

This section examines the support structures that facilitate the arrival, integration and retention of skilled migrants, as well as their potential return or reintegration. It explores measures related to orientation, onboarding, workplace integration, long-term retention, and support for migrants throughout different stages of the migration cycle, and the roles of relevant actors involved in these processes.

Indonesia's role in supporting sustainable labour mobility focuses primarily on preparing migrant workers before departure and providing support mechanisms for those who return. Pre-departure Orientation Programs (OPP) aim to familiarise workers with destination-country regulations, cultural differences, and potential social and occupational challenges (section 5). Upon arrival in Austria, Indonesian migrant workers are required to register with the Indonesian Embassy, where labour attachés provide contract verification and information on emergency contact mechanisms.

Upon return, social and economic reintegration programmes are available through cooperation between central and local governments, private actors, and civil society, although these initiatives primarily target migrant workers who encounter difficulties rather than returnees more broadly.[179] Responsibility for repatriation likewise depends on the circumstances, with KP2MI and Indonesian diplomatic representatives intervening in cases of dispute or emergency. As one official explained:

> "*If the contract is completed, usually the one responsible is the placement company and/or the employer. They are the ones responsible for arranging the repatriation. They pay for the ticket. But if there are problems, or if the worker wants to return on their own initiative, usually it is the individual who has to pay. [...] But if we receive a report, we will follow it up*."[180] [translated from Bahasa Indonesia]

For workers who return to Indonesia, decision on whether to migrate again is left to the individual, as Indonesian authorities do not impose mandatory return after contract completion. However, workers are generally advised to return home before seeking a new placement or renewing their employment and to complete the necessary administrative procedures through the official migration pathway. Authorities also advise workers who renew their contracts abroad to ensure that the new employment conditions are at least equivalent to their existing contracts, and preferably more favourable.[181]

> *"We usually advise them to return home first. If they want to go abroad again, they are welcome to do so, but they should follow the proper procedures. We direct them to licensed placement agencies (P3MI) and local labour offices."*[182] [translated from Bahasa Indonesia]

On the Austrian side, the Austria Business Agency, in collaboration with the Austrian Federal Economic Chamber, has developed a guide designed to facilitate the initial arrival and onboarding of newly recruited workers, as well as to improve their retention.[183]

Furthermore, concrete recruitment initiatives, such as the initiative #Nurses4Vienna, provide tailored integration support measures. Candidates are, inter alia, picked up from the airport, provided with accommodation and with practical support, for example in opening a bank account, registering with the municipal authority, registering for health insurance. [184] The FH CW provides one social worker for every 25 participants who provides newly arrived healthcare professionals with continuous support.[185] Furthermore, the initiative is working towards

[179] L4S_ID_Pol_02, p.25, line 35-40
[180] L4S_ID_Pol_03, p.13, line 5-9 and 23
[181] L4S_ID_Pol_03, p.18, line 14 ff
[182] L4S_ID_Pol_03, p.17, line 28 ff
[183] Austria Business Agency, Work in Austria, https://www.workinaustria.com/unsere-services/services-fuer-fachkraefte/
[184] L4S AT prac 14, p.5, line 21 ff
[185] L4S AT prac 14, p.5, line 31 ff

enhancing cultural sensitivity in the hospitals, with a view to fostering a welcome culture for colleagues from third countries.[186]

This shows that, on both the Indonesian and Austrian sides of the migration corridor, a range of public and private initiatives are in place to support the integration and retention of Indonesian professionals in Austria. While public institutions provide broader support frameworks, employers recruiting cohorts of Indonesian professionals provide workplace-based measures and integration initiatives.

8 The role of technologies

This section examines how technological developments are influencing the dynamics of the Indonesia-Austria labour migration corridor. It also explores the role of emerging technologies, including automation, remote credentialing, AI-driven matching platforms, and online skills development, in shaping recruitment processes, skills preparation, and mobility pathways.

Although digitalisation and automation shape labour market developments, the current shortage of skilled workers in Austria mainly affects professions that are difficult to automate or digitalise. In skilled trades, for instance, employers still rely heavily on human labour, especially since many small and medium-sized enterprises have limited capacities for automation.[187] Similarly, in the care sector, digital tools and robots can provide support but they cannot replace human care workers, as highlighted by a migration expert:[188]

> *"When I look at the skilled labour shortage in Austria, it partly affects professions that are not - or not to the same extent - digitizable. For example, the care sector is not digitalizable in itself. It is work that must be done by people, although digitalisation can support communication. Robotics can also assist - there are already robots that help lift patients, for instance. So, while technology can certainly help, you still need people to do the work."* [translated from German] [189]

This shows that there will be a sustainable need for skilled professionals from Indonesia both in skilled trades professions and in the healthcare sector.

At the same time, technology increasingly supports recruitment, training and administrative procedures in both countries. Online platforms are widely used for German language training, pre-departure orientation (OPP), psychometric testing, and interviews, reducing the need for Austrian recruiters to travel to Indonesia. Several Indonesian placement agencies (P3MI), including Binawan, now offer both online language training to accommodate candidates from different regions across Indonesia. As one informant explained:

> "*Here, there are already many online classes. They have been running in multiple batches*."[190] [Translated from Bahasa Indonesia]

Efforts to digitise bureaucratic processes have also been undertaken by the Indonesian Ministry for the Protection of Migrant Workers (KP2MI). In 2023, the ministry introduced "SISKOP2MI" (*Sistem Komputerisasi Perlindungan Tenaga Kerja Migran Indonesia*, or

[186] L4S AT prac 14, p.8, line 26 ff
[187] L4S AT exp 4, p. 26, line 31 ff
[188] L4S AT exp 4, p. 26, line 8 ff
[189] L4S AT exp 4, p. 26, line 8 ff
[190] L4S_ID_Migrant_01, p.25, lines 10–11

Computerised System for the Protection of Indonesian Migrant Workers) to facilitate both labour migration and migrant protection. The platform digitalises recruitment and placement procedures, from job vacancy announcements to the issuance of the electronic Indonesian Migrant Worker (e-PMI) identity card,[191] while integrating data across government institutions. Similarly, the Ministry of Foreign Affairs operates the "Peduli WNI" portal and the "Safe Travel" mobile application, [192] enabling Indonesians abroad to register their presence, access consular services, submit requests, and seek emergency assistance. [193]

Austria is also advancing digitalisation through the new "Easy Access Austria" system, which aims to introduce a digital workflow between applicants, residence and settlement authorities, and the Public Employment Service (AMS) to streamline the application process for the Red-White-Red Card. The system is scheduled to be roll-out in the second half of 2025.[194]

This shows that technology has increasing potential to support labour mobility, migrant protection, and skills development processes. Particularly on the Indonesian side of the corridor, digital solutions already play an important role in the context of the protection of Indonesian workers abroad.

9 Partnership monitoring and evaluation

This section examines how partnerships and cooperations on skilled labour mobility are monitored and evaluated.

In the Indonesia-Austria migration skill corridors, so far no formal evaluations of the cooperation on the recruitment of skilled workers have been conducted, since the MoU and is still in the early stages of implementation. According to directors from the Indonesian Ministry of Foreign Affairs and the Indonesian Ministry for the Protection of Indonesian Migrant Workers, such evaluations typically focus on assessing the implementation of agreed commitments.[195] The Indonesian Ministry of Manpower considers the absence of contract violations and protection-related cases among deployed workers, as well as the fulfilment of requested quotas, as the main indicators of success.[196]

While the Indonesian government views the partnership positively, placements to Austria still remain limited. In March 2025, discussions between the Austrian Ambassador and Indonesia's Minister for Migrant Worker Protection highlighted the need to strengthen cooperation and address key barriers, including strict admission requirements, high costs for the recognition of qualifications, limited information on job opportunities, and complex recruitment and permit procedures. Indonesia emphasized the importance of further support for training and vocational programmes to help candidates meet Austrian requirements, while also exploring ways to reduce unnecessary barriers without compromising competency standards.

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[191] Lonita, T. E. (2025). Weberian Digital Bureaucracy in the Placement of Indonesian Migrant Workers: Policy Analysis of the Special Placement Program to Taiwan (SP2T). Eduvest - Journal of Universal Studies, 5(2), 1610–1629. https://doi.org/10.59188/eduvest.v5i2.50856

[192] L4S_ID_pol_03, p.12, lines 33–36

[193] Ministry of Foreign Affairs, Republik of Indonesia. (n.d.). Pelayanan dan Pelindungan WNI di Luar Negeri Kementerian Luar Negeri Republik Indonesia. Retrieved September 17, 2025, from peduliwni.kemlu.go.id: https://peduliwni.kemlu.go.id/beranda.html

[194] 3rd Skills Mobility Partnership Dialogue Forum, organised by IOM Austria, Industriellenvereinigung, WKÖ, 23rd May 2025

[195] L4S_ID_pol_02, p.28, line 33 ff.

[196] L4S_ID_pol_01, p.21, line 27 ff.

Currently, migration to Austria is largely driven by the individual scheme. For private-to-private placements, monitoring and evaluation remain under the responsibility of the respective agencies. At the national level, oversight is carried out by the Indonesian government through its embassies and labour attachés, focusing on the verification of job orders, the enforcement of placement agreement standards, and the handling of cases involving problematic migrants. To date, there have been no reported cases involving Indonesian migrant workers in Austria.

10 Conclusion

The migration skill corridor between Indonesia and Austria is still at an early stage, making it premature to draw conclusions about its long-term impacts. Nevertheless, initial developments suggest that the partnership creates mutual benefits, reflecting the distinct but complementary interests of both countries.

For Austria, the corridor contributes to addressing persistent shortages of skilled labour, particularly in sectors such as skilled trades and healthcare, where demand for qualified professionals continues to rise. Institutions such as the Austria Business Agency (ABA) and the Austrian Federal Economic Chamber (WKÖ) actively promote Austria as an attractive destination for international professionals. Ongoing measures aim to simplify and accelerate procedures for obtaining the Red-White-Red Card and visas - among them, the development of a pre-check register to assess foreign qualifications in advance, and the provision of counselling and support services through *Work in Austria*.

From Indonesia's perspective, the corridor offers opportunities to ease pressure on the domestic labour market while providing pathways for qualified workers to secure gainful employment abroad. Ethical recruitment remains a central principle of Indonesia's migration policy, as reflected in the Memorandum of Understanding on Skilled Migration. In line with this, the WKÖ is in dialogue with the International Organization for Migration (IOM) to explore the adoption of IRIS standards in Austria, further ensuring fair and transparent recruitment practices.

However, challenges remain on both sides. The number of Indonesian professionals in Austria is still limited, partly due to strict admission requirements regarding education, certification, and German language proficiency. Indonesian policymakers reported barriers such as limited access to affordable language training, certification programmes, and reliable information about job opportunities. While the Red-White-Red Card system attracts individuals qualified in occupations that are in high demand in the Austrian labour market, it also limits access for those seeking more flexible or alternative employment opportunities.

Overall, the Indonesia-Austria skills corridor holds strong potential for mutual benefit: Austria gains qualified professionals, while Indonesia expands overseas employment opportunities under an ethical and skills-oriented framework. Ongoing dialogue and practical cooperation is needed to ensure that the corridor continues to develop in a balanced and sustainable way for both sides.