

ACTIVATION AND UNEMPLOYED THIRD-COUNTRY NATIONALS: THE IMPLICATION OF WORK-RELATED INCENTIVES TO PROMOTE WORK IN AUSTRIA, FINLAND AND CZECH REPUBLIC

Esien Eddy Bruno¹

Abstract

This paper analyses the implication of work-related incentives and services under Employment Acts enabling young third country immigrant's transition to work in Austria, Finland and Czech Republic. Based on document analysis and an overview of scholarly texts, this paper concludes a convergence of the selected entities towards behavioral targeting regulatory governance that administer young third-country immigrants' transition from welfare to work. However, Czech Republic is dissimilar to Austria and Finland with the focus on investment incentive governance to encourage employers/investors to create jobs, whereas Finland and Austria prefer to grant employers subsidies when they employ multiple disadvantaged job seekers. The outcome pointed to a move toward the recommodification of labour in time of austerity policy reforms. This is relevant because it reflects a pivotal shift in the conventional welfare-state discourse based on a social-democratic model that may undermine vulnerable people participation and penalize belongings with social cohesion

Keywords:

Activation, Austria, Czech Republic, Finland, Third-Country Nationals, Welfare to Work

I. Introduction

Since the 2007-8 worldwide oil crises, several European countries have faced severe economy consequences that increase out-of-work as a major challenge for governments. In the past decade, much research has focused on government approaches to reduce out-of-work population and search for new effective forms of activation (Martin 2014). Activation policy shares the common aim of tightening the link to access social assistance schemes between benefits and work related-activities. Work-related incentive governance incorporates behavioral incentives, work requirements, and sanctions that create a standardize individual to meet their basic needs and enter paid work (Sirovatka, 2016; Bonoli, 2010; Fransen 2003; Serano Pascual 2007). Nevertheless, this governance, disproportionately affects more disadvantaged non-EU nationals than citizens in terms of labour market participation (Shutes Isabel 2011; Bonoli, 2010; Dwyer, 2018). In addition, public works can morph into contrived jobs that add little value of beneficiaries' attitude to enter work (Neil, 2004). The workfare measure does not always comport with its intention because the shift from dependency to self-support for unemployed is difficult to be attain (Dwyer, 2018; Brollo et al 2017). Although welfare to workfare governance to activate out-of-work people take work was demonstrated over many years ago, little attention has been paid to the implication of work-related incentive governance in Czech Republic and other European countries, specifically to understand the negotiation of young third-country immigrants' employment-related transition from welfare to work. Most of the research has been based on narrow population even though third-country nationals are heterogenous groups of different entry status and working ethic that needs a dichotomization of the subgroups to understand the implication of workfare governance to their transition to work. The article will deserve careful analysis

¹ Charles University in Prague, Smetanovo nabr. 6, 110 00, Stare Mesto, Czechia. Email: eddy@hiba.at

of active work-related incentive governance and its implication to young third-country immigrants' transition to work in the comparative entities.

This study fills in the gap and provides an in-depth generating research to enrich third-country nationals study. It offers an insight generating knowledge to policy makers, practitioners and researchers in the area of work-related incentive governance. Base on this, the most important aim of this study is to enable pathways for further study in third-country national's distinctive heterogeneous subgroups' category to enrich the real community and foster social cohesion. This study analyses the implication of work-related incentives and services under Employment Acts enabling young third-country immigrant's transition from welfare to all types of work in Austria, Finland and Czech Republic. Unemployed young third-country immigrants in this study are non-EU nationals who voluntarily and legally move to one of the European Union Member's State with visa and residence permits. In particular, they are people who face several barriers to enter work and need assistance. The main research question of this study is: How do the implication of welfare-related incentives and services under Employment Acts enable young third country immigrant's employment-related transition from welfare to all types of work in Austria, Finland and Czech Republic? The sub questions are: (a) how do the implications contrast? And (b) What is the consequence to young third country immigrant? The theory guiding this study is activation theory (Neil, 2004: 62) that serves as the analytical lens.

Drawing on documents, reports, and scholastic texts, this comparative qualitative cross-country case study research takes stock of Austria (corporate welfare state), Finland (social-democratic welfare state), and Czech Republic (a mixed method) implication of work-related incentives and services enabling young third-country immigrants' employment-related transition from welfare to work and shed light to this complex phenomenon. To carry a comparison across dissimilar countries or cultures to discover something new because each country's system evolves out of its unique heritage. The research data analysis methods are document analysis and thematic content analysis techniques. This article will first discuss activation and work-related incentives model as the conceptual framework, and then the methodology and methods to the study in section three. In section four, the researcher presents the findings. Finally, this paper ends with some general remarks and conclusions.

II. Activation and work incentives governance to promote work

Activation represents one of the keys common trends on the development of welfare states in Europe. Activation research began early in the 1950s with the "Swedish view" of Rehn-Meidner model (Weishaupt, 2011) emphasizing on different Active Labour Market Policies (ALMPs) origins and shapes (Bonoli, 2010. 10). ALMPs are imperative in welfare protection systems to meet full employment. The underlying aspect is that most vulnerable groups of laidoff have complex problems with different requirements to enter work. Thus, the activation relies on an "active" approach to bring (long-term) jobless people into employment (Martin 2014; Immervoll, 2012).

The Activation regime is understandable with the distinction of "universalistic activation" and "liberal activation" or "workfare" (Bonoli, 2010). They differ according to their priorities for labour market participation. The "universal activation" or education activation-based approach represents the Nordic countries and relies on human capital investment (Barbier and Ledwig-Mayerhofer, 2004) through training and skills. In contrast, the "liberal activation" or "workfare" approach is characterized by stronger work incentives, benefit conditionality and the use of sanctions. There have also been some studies and discourse on activation policy with a focus distinguishing between universalism and the selectivity policy approach to public assistance schemes (Neil, 2004: 62). Hence, with the increasing prevalence of means-tested selectivity, new distinctions are introduced into the traditional discourse. It pays homage

to the universal orientation by enlisting the terminology of universalism in the service of selectivity. One such effort contrasts “liberal universalism”, which implies “flat-rate benefits for all,” with “socio-democratic universalism”, which “allows for modulating benefits for vertical redistribution purposes, and it incorporates targeting in the perspective of equal outcomes” (ibid: 144-145).

Welfare is a system on social protection or assistance which, requires nothing or very little from the recipient (Neil, 2004: 135), while workfare is tied more into an “active state” that develops measures, which encompass a range of reforms linking cash benefits from state assistance programs to work-oriented incentives. Work-oriented incentives and services centred on unemployment and public assistance programmes with measures to reform public assistance service delivery. The enforcement can vary between countries with the same or very similar rules (Grubb, 2000). Hence, a focus on the dimensions is necessary to capture changes to the relationship between rights and responsibilities, and thus offers an empirical lens to understand the reality of ‘transformations’ in social citizenship discourse to workfare discourse. The dimensions are subsidies, reinforcing capacity, supporting services, and the heightening costs to bring disadvantaged people into work. The next subsections will look at the dimension.

Dimension of Subsidize

There are direct and indirect subsidies that are public and private activities to increase the availability of work (Neil, 2004). Direct subsidize is to create public employment opportunities known as a public work. They have a long history in the developed world and serve as an alternative modality with a conditional element (Porter and Dornan, 2013). For example, community-based work such as planting of trees and maintenance of public buildings, etc. to keep unemployed active (Czech Republic Ministry of Labour and Social Affairs 2018). This makes public works in response to poverty reduction (Del Ninno et al., 2009). Labour-intensive public works’ projects can protect the disadvantage people and have an element of ‘beneficiary responsibility’ on work (ibid). Despite advantages, public the programmes may stigmatize unemployed as lazy poor people with no working moral (McCord, 2008). .

In contrast, indirect subsidize increase job availability through tax credits or wage subsidize and other financial incentives for employers to hire welfare recipients (Neil, 2004). Tax credits are usually government pay-outs that give extra money indirectly to people who need it- including those who need help to care for children or are unemployed. In addition, Tax Credits are Working Tax Credit or Child Tax Credit, and the eligibility depends upon individual circumstances. Working tax credit is for workers with low-income earners. On the other hand, child tax credits are for child caregivers besides child benefits, and claimants can be unemployed. The eligibility depends on an individual’s household income, income-tested, and means-tested. This is to strengthen positive and negative work incentive and increase work-related incentives in tax systems to promote work (Bonoli, 2010).

Wage subsidies are transfers non-wage employment costs (Bördo et al 2015). The aim is to provide incentives for employers to hire members of the target group, such as vulnerable young people (ibid). The importance of wage subsidies to targeted groups is twofold. First, if the main obstacle to recruit a person is based on no work experience, the period of subsidized work can provide direct information on the person productivity. Second, state-subsidized employment can promote skill formation through “learning-by-doing” to activate productivity and improve long-term employment perspectives (ibid). However, employer’s wage subsidize discourage young vulnerable people’s short and long-rung labour market. This is because adolescent job-seekers are aware of the wage subsidy eligibility. This might change their attitude to succeed on the labour market.

Dimension of reinforcing capacity

This dimension strengthens the capacity for work through direct measures, psychological plane, and supportive services (Neil, 2004). Direct measures are employment assistance (Bonoli, 2010) such as education, training, and work-experience programs to enhance practical skills and facilitate entry into work. Aiming to incentive marginalized people take up essential education services to tackle exclusion (Forde, 2011). Education and training, for instance, are necessary for young people up-skilling and human capital investment to improve employment chances. On the psychological plane, there are schemes aimed at raising self-esteem, motivation, and confidence. For example, it is through career guidance and counseling program to boost up their morale.

Helpful services include overcoming tangible barriers to employment (ibid) and job-seeking activities. For instance, supportive services are child care services, indebtedness counseling, and extended medical coverage. Combining incentives and services increases the possibilities and diminishes tangible obstacles to gaining and taking up employment. Arguable this is because unemployed young non-EU immigrants and jobless households face multiple challenges and barriers. These barriers are addressed by multilevel actors.

Dimension for heightening cost

Heightening cost of nonparticipation in work-related activities is tactful ways to sanctions and penalties. Those of individual behavior place “good work habits” at the centre of the social citizenship relationship (Clasen and Clegg, 2007). The unemployed, for instance, are obliged to meet certain conditions, for example, to take part in training programmes (Brollo et al 2017) and accept work or perform community work. Several governments around the world are relying on this ‘conditional’ welfare programs in many areas, including immigrants to reinforce formal rules as a regulative mechanism (ibid). Noncompliance to take job offers, training implies sanction and financial penalties or withdrawal of benefit that is harmful to manage their risky social citizenship relationship (Clasen and Clegg, 2007). Also the intensification and consequences of non-compliance vary depending on the historical record of compliance and nations’ states institutional context. Consequently, benefit sanctions may lower the likelihood of sustainable employment and incomes over time while scholars perceive it differently such as the avoidance of “anti-social behaviour” (Clasen and Clegg, 2007).

Overall, the emerging enabling states are reforming their institutional social protection system with increasingly work-related incentives and services. The government creates work through subsidies to enable job-seekers with capacity-building schemes to facilitate labour market entrance. The programs are conditioned with obligations and rights and noncompliance implies sanctions, including financial penalties, which disproportionately affect disadvantaged groups among citizens and non citizens in terms of their relationship to the market (Shutes Isabel, 2011) Although there exists research on workfare, there is still little analysis explaining the implication of work-related incentives governance from a policy analyst perspective to understand the phenomenon (Forde et al 2011). Moreover, existing workfare governance research comparing CEE countries and other European country are rare. This article analyses the implication of work-related incentive governance under Employment Acts to understand young third-country immigrants’ transition to work in Austria, Finland and Czech Republic.

The next section is about the material and method to investigate this phenomenon.

III. Materials and Methods

This article is from a cross-national case-oriented research approach with fewer-country comparison (Lor 2011). It relies on a constructivist philosophical position about how the complexities of a socio-cultural world are experienced, interpreted, and understood

in a particular context. The Most Different System Design (Hantrais 2009) is used to select the cases. The three different cases are one Western European country (Austria), one Nordic country (Finland) and one Visegrad 4 or Central Eastern European country (Czech Republic), which are dissimilar in their institutional context, norms, and values except in respect of the particular phenomenon in this study. They will provide an in-depth generating multidimensional data to understand the basic pattern of each country's system that evolves out of its unique heritage.

There are shortcomings of this study because countries may have different data sets for the same category. The study also limits to Austria, Finland and Czech Republic indicating a "whole-nation bias" (Lijphart, 1971) and the arguments for and against the focus on countries (Sartori, 1991). Likewise, a suitable and exact country's choice is critical (Lor 2011: 14) with low external validity making the generalization of the phenomenon difficult to countries not included in the study (Ragin 1987). However, the findings may generalize a theory about the way a social scientist theory-generate findings from one case study to the other (Yin, 2003).

My finding is on a triangulation of employment policy documents, reports, and an overview of existing scholastic literature to offer corroboration and/or supportive evidence selected entities. The documents are employment legislations and selected country's reports. They include documents of special importance with physical evidence that serve as a source for explaining human behavior. Technically, the researcher also uses a multiple purposely sample (Yin, 2003).

The author of this article extracted and analysed the documents with themes derived from activation theory and welfare-related incentive dimensions. In the initial round of the coding process, the researcher reviewed phrases, sentences, and paragraph segments from the documents and other sources to code the data. The author of the paper developed the following suitable categories to enable the analysis: (a) Possibility- Subsidy: This shows the creation of direct and indirect work possibilities. How are the subsidies regulated to finance private activities and employers? (b) Capacity - Reinforcement pattern: This code offers information about training, education and career planning governance to strengthen welfare claimants' employability. What are the institutions and guidelines guiding the rights and obligation? How they are mutually arranged? (c) Behavior - Heightening cost: This code specifies the conduct governance with behavioral conditionality to work-related activities. How do job-seekers have to behave in public employment assistance schemes?

Thus, after several rounds of codes' deduction and all the evidence from the documents, reports, and scholarly text created a consistent picture how the implication of work-related incentive and service in employment assistance schemes developed and affect young third-country immigrant employment-related transition from welfare to work, was the author of this paper satisfied to end the process of data collection and analysis and answer the research question. The next section will look at the themes and present the findings.

IV. Findings

This section will look at the findings to interpret the data and answer the question. The three themes are subsidies, strengthening capacity for work, and heightening of nonparticipation cost of noncompliance.

Subsidy as jobs bolster

Subsidies serve as employment services and programs that support labour demand through the expansion of a set of earnings opportunities available to job-seekers. There are direct subsidies and indirect subsidies that impact job-seekers differently. This subsection begins with the finding of direct subsidies and then indirect subsidies

In Austria, the government subsidizes public works through “social-economic enterprise (sozialökonomische Betriebe – SÖBs)”. Socioeconomic enterprises (SÖB) are similar to non-profit employment projects, but real business firms subject to Public Employment Service (AMS) (arbeit plus 2019) requirement combining economic (revenue earning) aspects and labour market policy success criteria (that is skills development and placement)”. In addition, they create “near-market” and “fixed-term jobs” to integrate hard-to-place groups into the labour market. (Federal Ministry of Labour, Social Affairs, Health and Consumer Protection 2016/2017) For example, „arbeit plus“ is a network of independent Austrian Social Integration Enterprises to advise, supervise and employ people with difficulties to access the labour market (arbeit plus, 2019). According to WIFO and Prospect (2014) evaluation study of the effect of socio-economic enterprises, transit employment in a socio-economic enterprise strengthens beneficiaries’ connection to the labour (Bock-Schappelwein, 2019). The government provides indirect subsidies through Journey-to-Work Subsidy that refund “partial cost for travel and accommodation” and “support placement” (Austrian Federal Ministry of Labour, Social Affairs, Health and Consumer Protection 2016/2017, pg 168). The next paragraph looks in Finland’s subsidy governance

In Finland, the government creat public work and also offers indirect subsidies through pay subsidies. Public work takes place in different try-out schemes “organised by an enterprise, a private entrepreneur, municipality, joint municipal board, other corporation, foundation, state agency, or institution” (Act on public employment and business service, 2012). The employment and economic development office may send job seekers to following try-out programmes. (a) “a training try-out in an educational institution; (a) a work try-out at a workplace in order to examine vocational choice and career options; or (c) a work try-out at a workplace to support returning to the labour market. (2) (Act on public employment and business service, 2012). For example, the purpose for work try-out he is to clarify job seekers vocational and career choice options or to support unemployed return to the job market (TE Palvelut, 2019). During a work trial, job seekers are tasked with duties similar to employment relationship, and the work trial organizer will be responsible guidance and supervision throughout the trial period. It may last 12 months and take place on five days a week between 4 to 8 hours a day (ibid). In addition, the government also provide “start-up grants” to job seekers “becoming entrepreneur” with a condition for a “maximum period of 18 months” (Act on public employment and business service, 2012). The purpose of startup grants is to encourage new businesses and promote employment (TE-Palvelut, 2019). In contrast to direct subsidies, “pay subsidy” is a indirect subsidy with “an economic benefit that a TE Office may grant an employer to cover pay costs of an unemployed job seeker.” This is to advance the employment of jobseekers on the open labour market when they have shortcomings in their professional skills (TE- Palvelut, 2019; Act on public employment and business service 2012)

In Czech Republic, public works are “community service” and “socially useful jobs” while indirect subsidies are investment incentives. Community services are created from employers as “temporary jobs for the maintenance of public spaces, cleaning and maintenance of public buildings and roads” for job placement” (Act No 435/2004 Coll, Section 112, (1). The law of the previous center-right government, for instance, that allows municipalities to order the unemployed for more than three months to perform up to 20 hours of community service per week. However, the negative enforcement, its arbitrary context, opposition stance to the law as force labour and Czech perception to consider assistance in unemployment as something they deserve made the law unpopular and was declared unconstitutional by the Constitutional Court (4Liberty. eu, 2019). Socially useful jobs are jobs which the “employer establishes or reserves based on an agreement with the Labour Office and fill them with job seekers who cannot be employed in another way” (Act No 435/2004 Coll., on Employment

(hereinafter the “Employment Act, Section 113, (1). Czech government use indirect subsidies through the tool of investment incentives. Investment incentives’ tools are supports business in the Czech Republic as an active employment policy instrument which offers financial support to employers for the creation of new jobs (Act No 435/2004 Coll., (1); PWC 2014). The Investment Incentives Act regulates the conditions for investors’ application. However, this can arise to agency’s conflict of interest with growing uncertain benefit and uneven control (Thomas, 2007) that can constrain employers divert contractual agreement in disfavour of employees.

In short, Austrian business social enterprises create public works to integrate hardcore unemployed to work. Finland, use a wide range of actors and institutions within a try-out system to support jobseekers. In Finland, there exist also a range of actors and institution. In Czechia, employers create public works through community activities or socially job reserve for hardcore job seekers. Austria government refund costs as indirect state-subsidize to incentive active job seeker take job. Finland, equally grant cost refund and wage subsidies to cover company cost and improve job seekers’ possibilities. Meanwhile, Czech is mainly granting indirect finance through investment incentives to firms creating fresh jobs. These findings suggest that in general job seekers and employers are incentive to create new jobs and increase job seekers possibilities, but work-related incentive governance is a conditional model with elements of “beneficiary responsibility” on work (Porter and Dornan, 2013). This conditionality might suggest public works programs perceiving job seekers as lazy poor people with no working moral (McCord 2008). The reason for this is not clear from the data, but it may have something to do with selective targeting that can impair young third-country immigrants’ pathways in work-related incentive and service setting.

The next subsection will look at reinforcing capacity for work to up-skill unemployed job seeker

Reinforcing Capacity for Work to Upskilled the Unemployed

This subsection will look at another aspect of work-related incentive discourse and activities. Strengthening of work capacity is through a variety of direct measures, psychological plane, and supportive services.

In Austria, the government facilitates migrants’ language course, career guidance, and other support services. German language support breaks down structural and linguistic barriers with the aim “to reach the target group of children/young people with migrant backgrounds” (Sozial Ministerium 2014). For example, since 2003 permanent residence in Austria has been linked to mandatory language courses comprising 300 hours plus the confirmation of German language skills on A2 level of the CEFRL (Common European Framework of Reference for Languages) as part of the Integration Agreement (Integrationsvereinbarung) to acquire a certain minimum command of German language (Bohaczek and Pimperl 2010: 3). German language skills are professional activity that can facilitate immigrant to enter the employment system (ibid). The acquisition of second language usually takes place at the cost of first language and therefore, a clear tendency for monolingual assimilation that can influence immigrants’ perception of learning new languages (ibid). Career guidance and counseling are tailored to support migrants’s needs for sustainable job market inclusion. According to euro guidance (2019) there are two established guidance and counseling systems in Austria working in cooperation that are the guidance and counseling provided by education and training institutions, and guidance services provided by the employment administration and other institutions in the field of careers guidance. For example, three large career fairs are held each year in Austria that involves hundreds of companies and professionals strategically marketed to schools and the community (OECD 2003). However, key challenges are its limitation to provide to provide services that develop career management skills widen the citizen’s access to career guidance throughout the life span (OECD 2003. 53). Moreover, there are also

“essential social services (labour market policy measures, child care (outside schools), day centre) and Equal Treatment Act to prohibit discrimination and enable migrants to overcome tangible barriers.

In Finland, the employment and economic development authority provide “job seeker with training through try-out programs. They are either “training try-out” or a “work try-out”. In addition, there is a “work try-out at a workplace.” In TE- Palvelut (2019) view, work trial is to clarify job seekers “vocational and career choice” to support job seekers into the job market. For example, City of Helsinki provides work try-out positions to employ unemployed job seekers (Helsinki, 2018). The actors and institutions of these schemes consist of the public, private, people and everyone. Moreover, immigrants can take part in a “Finnish or a Swedish language course”, if this is part of their integration plan (TE-palvelut, 2019) to promote “integration and working life” (Act on the Promotion of Immigrant Integration, Section 8). This integration plan set out the services, integration training and courses to support immigrants’ integration and employment (TE-palvelut 2019). The TE-palvelut (2019) provides online video counseling for new immigrants with guidelines in six languages (Arabic, Dari, Chinese, Kurdish/Sorani, Somali, and Thai) to support employment-related integration (TE-Palvelut, 2019). In Polvinen (2017) view, multilingualism is a strength in Finnish linguistic and cultural diversity. For instance, more than 50 languages are taught through diverse schemes (Weaver 2013). In Nissilä (2019, seen in Weaver 2013) opinion, Finnish society certainly needs skills in different languages, including smaller minority languages for future adaptation. That is why “when it comes to immigrant families, the thinking in Finland is not to “assimilate” them into Finnish society, but to “integrate, them effectively” (Weaver 2013) for social cohesion.

In Czech Republic, the government offers “targeted programmes aimed to increase the possibility for natural person or their groups succeed in the labour market.” There are counseling, social services, and intensive focus to Czech language learning as a prerequisite to mainstream labour market that include social integration. Counseling in Czech Republic since the 1920s has a long-standing tradition with Psychology that influences the development of vocational guidance and counseling (Euro Guidance 2019). In today’s guidance governance, the players are non-governmental organization that has grown over recent years, specifically to provide guidance services to disadvantaged targeted groups (Euro Guidance 2019). According to Magistrat Prague (2019), following plethora of NGOs exist in Prague that provide comprehensive counselling service and employment counseling: Center for Integration of Foreigners (CIC); ‘InBáze’; “META” (promote equal access to work integration); Multicultural Centre of Prague (civic association for coexistence); “Nová Skola” (promote inclusive equal opportunities); OPU (social and legal counselling); Counselling centre for Integration (free social and legal counseling and language courses); Association for the integration of Migration (Human Rights for free legal, social, and psychological counselling); and Slovo 21 (adaptation-integration courses). In addition, there is counseling at the Labour Offices that focuses on ‘assessing’ job seekers “character, ability and skills to recommend employment, training, career choice, job vacancies, and placement. The Department for Lifelong Career Guidance of NÚV is responsible for methodological support for career counseling and the development of career guidance in the Czechia (ibid). However, in Czech Republic, the “social support system” is for the “families rather than individuals”. An Anti-discrimination Act prohibits forms of discrimination and ensures equal treatment (Act No 435/2004 Coll). At the same time, a sort of minimization principle exists with respect to migrants’ right that the state should not grant too many rights to migrants as it would be wasteful (Čížinský et al., 2014). This suggests against the initial context of Anti-discrimination Law against that may disfavor immigrants’ transition to work

In other words, the selected entities facilitate different language courses. Austrian government regulates a German language to break the structural and linguistic barrier. Finland, provide multilingual counseling to facilitate belongings. Meanwhile, non-governmental organisations (NGOs) are key players in Czech Republic that provide targeting counseling with focus on legal and social services to assess job seekers character, ability, and skills for recommendation and job placement. Austrian government focus on career guidance is no long to remove legal barriers, but assist sustainable labour market inclusion. In Finland, the government incentive and subsidize immigrants' private activities with individual client-oriented career guidance coaching. All three countries regulate and protect the rights of job seekers through Anti-discrimination Acts and equal treatment to prohibit discrimination with enabling services to support job seekers overcome tangible barriers. Meanwhile Austrian and Czech social support systems involve the families rather than individuals, that of Finland is to compensate job seekers as an individual for identical opportunity within employment system. These findings suggest that in general to improve job seekers' capacity is regulative governance that reinforces individual autonomy to manage their own risk and obligation (Bonoli 2010; Brollo et al 2017; Forde, 2011; Fransen 2003; Serano Pascual 2007; Porter and Dornan, 2012). One possible reason is the individualist western capitalistic context in counseling other than those from migrants' collectivistic perspective that challenge it universal relevance. This can impair young third-country immigrants' transition to work in work-related incentive setting.

The next subsection will look at the heightening cost in work-related incentives governance to reinforce formal rule in rights and responsibility

Heightening cost of noncompliance to reinforce formal rule

This subsection looks at heightening cost of nonparticipation in the social assistance scheme. It could be argued that a wide range of behaviors heightens the cost of nonparticipation in work-related activities. This is a tactful way to sanction job seekers with financial penalties and removal from job seekers' roaster.

In Austria, the Public Employment Service agrees with the client in Integration Action Plan. The plan includes actions across all policy areas that are crucial for integration to support labour market participation. The "goal and the necessary steps to be taken" to fulfil the obligations. The agreement "represents a clearly defined task" and "timetable" for both the case worker and the job-seeker. Furthermore, Labour Office defines the "terms" and "conditions" that regulates the "rights and obligations" at a more general level (Austrian Federal Ministry of Labour, Social Affairs, Health and Consumer Protection, 2016/2017 27). These guidelines are institution that regulates job seekers' behavior in contractual agreement. For example, work-related activity governance in Austria requires job seekers to attend interviews with employment counselors, apply for jobs, search and apply for for available job vacancies, accept suitable jobs and participate in job-training session with clinics. According to Hoffer and Weber (2003:1), this approach stimulates workers to reduce their search (that is lock-in effect) instead of increasing it (that is skill-enhancement effect). However, if an unemployed person "does not take over a job" or a "place in a course" that has been offered, they "lose their entitlement to assistance for the duration of their refusal" (Sozial Ministerium 2012)

Similarly, in Finland, immigrant shall "adhere to the plan and regularly attend a Finnish or Swedish course" as part of the immigration plan and "participate in other measures and services agreed" in the plan. For instance, job seekers have to attend interviews with employment case workers, apply for job vacancies from counselors, search and apply for jobs, accept placement offers for suitable jobs, take part in the drafting of activation plan, and participate in joig training, self-employment or all types of job creation programs (Babila 2013). In view of Duel et al (2009: 19) failure to participate and for refusal of job suffer severe benefits sanctions. Moreover, part of the integration plan emphasizes that if job seekers has no valid reasons for

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his/her refusal of job referral, “his/her right to the benefits paid as integration assistance may be restricted” (Act on public employment and business service, Chapter 4, Section 4 (1))

Likewise, in Czech Republic, the job seeker is “obliged to cooperate” with the Regional Branch of the Labour Office in “preparing,” “updating” and “evaluating” the individual action plan. In doing so, job seekers shall “comply with the deadlines” specified by the Regional Branch of the Labour Office and “meet the conditions laid down therein” (Act No 435/2004 Coll., on Employment). Furthermore, jobseekers in the Czech Republic requires to participate in retraining or job creation programs if is essential for their futures, attend interviews with employment case-workers, apply for job vacancies agree with the Labour office to fill socially beneficial jobs if cannot find job, independently find and search and apply for vacancies, accept offers of “suitable” jobs, take part in community-based public work, and participation in the formulation of an “individual action plan” when they are below the age of 25 and university graduates (Ministry of Labour and Social Affairs, 2018). Noncompliance implies exclusion from the register when there is no serious reason to refuse job referral. (Act No 435/2004 Coll., on Employment, Section 30 (2))

As you can see, Austria, Finland, and Czech Republic employ behavioral obligation as the task to social right. Noncompliance implies sanction with financial punishment. These findings suggest that in general the governments around the world including this study are relying on ‘conditional’ welfare programs in many areas, including immigrants to reinforce formal rules as a regulative mechanism (Brollo et al 2017). These rules may serve as targeting device to reduce demands on benefit systems and on associated employment services. That may limit support to genuine jobseekers and exclude some intended recipients from financial and re-employment support, e.g., by discouraging them from applying. Furthermore, one possible influence could be the regulative instrument is converging in the comparative cases towards a new framework for social welfare governs by the enabling state with an increasing degree of behavioral selective targeting in social expenditure that may impair young third-country immigrants’ pathways in work-related incentive and service setting.

To sum up, this section, the governments are subsidizing private activity through the creating of job and empowering job seekers with training, education and enabling services that are conditioned with rights and obligation attached to sanction in case of nonparticipation that often push vulnerable people to solitary confinement on bread and chocolate. The tendency to sanction might suggests raising threshold of eligibility and targeting social benefits to those most in need that can stigmatized and impair beneficiaries’ development, when looking at issues such as employment-related transition of disadvantaged young people in work-related incentive setting

Despite similarity in selective targeting, the comparative cases are diverse in their institutional context negotiating young third country immigrant’s transition to work governance. Czech Republic is dissimilar to Austria and Finland with its concentration on investment incentives. In contrast, Finland and Austria pay more interest to grant employers subsidies when they employ hard-core job seekers. Another striking point is that, while Finland emphasizes on the the participation of every individual (That is the Public-Private-People (PPP) Model in a mixed economy system, Czech and Ausrtria focus on the the society..

V. Discussion and Conclusion

This article has analyzed the implication of work-related incentives and service under Employment Acts to understand young third-country immigrant’s transition from welfare to work. A particular focus was relying on how the implication contrasts and its consequent upon young third-country immigrant. The research design consists of a qualitative comparative cross-country research study between one Western European country (that is Austria), One

Nordic country (that is Finland), and one CEE country (that is Czech Republic). The focus was on work-related incentive governance under Employment Acts and its implication to understand a young unemployed third-country immigrant employment-related transition from welfare to work.

Regarding the findings, the comparative entities are similar in their welfare-related incentive regulatory governance through subsidization of private activity and building job seekers' capacity with selective targeting social/public assistance programs to promote work. Work-related incentives' regime also heightens the cost of noncompliance to mutual arrangement with sanctions (Taylor-Gooby 2004; Bonoli 2010; Martin 2014). That signifies an increase prevalence of universal targeting activation policy approach on employment assistance programmes with similar rules (Grubb, 2000). These findings suggest the results of previous studies in which government around the world, and those in this study's comparative entities converge towards a new framework for social welfare governed through market-based enabling state that is recommodifying labour with an increasing degree of behavioral conditionality and targeting social benefits to those most in need. This may have something to do with regulatory public management that could impair the initial activation objective to promote inclusion and disadvantaged young people in work-related incentive setting.

Despite similarity in targeting benefits, Czech Republic is dissimilar to Austria and Finland with its investment incentive to subsidize investors creates jobs. Meanwhile, Austria and Finland focus on wage subsidize to incentive employers take disadvantaged job seekers and pay the latter's earnings. In addition, Austria and Czech employment enabling services' governance involve support system to families as a whole, whereas Finland focuses on an individual perspective. Furthermore, Austria and Czechia rely on a monlinguistic (German/Czech) counseling, while Finland focuses on multilingual counseling because multilingualism is a strength in Finnish linguistic and cultural diversity to promote belongings.

Notwithstanding, this study has been primarily concerned with Austria, Finland and Czech Republic that indicate a "whole-nation bias" (Lijphart, 1975) and cannot be generalized to explain other countries leading to low external validity (Ragin 1987). However, it may be generalized to theory on the way scholar theory-generates findings from one case study to the other (Yin, 1984). And in some extent, the researcher faced language barrier as some of the documents were in Czech and Finnish languages, but could use official English translation and support from colleagues. The article appears to support the argument for change regulatory activation governance in public assistance service negotiation. I think possible areas for future research include third country immigrants personal experience in work-related incentive programmes for protecting inclusion to further third-country national research..

To conclude, work-related incentive is a regulatory instrument that needs to be well articulated especially in our increasingly growing contemporary fluid society with new comers possessing different working ethic and socialization process. Finding the balance to upholds human values and dignity maybe supportive to third-country nationals' aspiration and pathways to steer smooth transition to work, sustainable finance, and budgetary plus.

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