The Austrian Federal Civil Service 2017
Facts and figures
The Austrian Federal Civil Service 2017

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Vienna, 2018
Preface

Dear readers

By publishing this handbook on “The Austrian Federal Civil Service” every year, the Federal Chancellery’s DG III – Civil Service and Public Administration Innovation aims to present the Federal Civil Service’s activities in the field of personnel management in an accessible, transparent form.

In the last few years, many of these activities have been centred around the challenges of demographic change in the Federal Civil Service, an area in which a diverse range of measures have been taken to form a cohesive strategy.

For example, the changes made to Civil Service retirement rules over the last few years once again led to a rise in the actual retirement age in 2016. At 61.7 years, federal civil servants retired on average 0.5 years later than in the year before – the greatest increase in ten years.

Despite this positive development, just under half of all staff will retire in the next 13 years, with education and public order and security and being hit the hardest. As a countermeasure, additional staff have already been recruited in these areas, without departing from our guiding principle of a lean but efficient Civil Service.

It was with a view to ensuring the smoothest possible transfer of know-how between new staff and those leaving the Federal Civil Service that the Federal Knowledge Transfer Strategy was launched in 2012. In order to actively support ministries in implementing the necessary measures, a “Toolbox and guidelines on knowledge management in the event of personnel changes” has been published.

To raise awareness of future challenges and establish a basis for further measures, the issue of demographic change has also been tackled in several other publications, including a study on “Demographic challenges in HR management” and, of course, in this report.

In an effort to present key data on this and other issues in a compact and even more accessible form, the current edition of this report graphically displays “Short facts” from major areas, in addition to setting out the relevant information in detail, as in previous years.

I wish you an interesting and stimulating read.

Director General Angelika Flatz
Head of the DG for the Civil Service and Public Administration Innovation
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Most public services in Austria are provided by the staff of the Federation, the Länder and the municipalities. Collectively, the federal, regional and local levels of government are commonly referred to as “public administration”.

In addition to the Federation, the Länder and the municipalities, the general government sector also includes the social insurance funds, the so-called chambers (Kammern) representing organised interests, as well as approximately 400 other organisations with legal personality (e.g. limited companies, associations, funds and universities).

In the general government sector, most public funds are spent on education and healthcare.

Based on compensation of employees, 2015 data, 2016 data not yet available at the time of publication.

* 2015 data; definition of the general government sector according to ESA 2010.
1 Public administration in Austria

1.1 The federal, regional and local levels of government

Most public services in Austria are provided by government staff at the federal, *Land* (i.e. regional) and municipal (i.e. local) level. Collectively, these levels of government are commonly referred to as “public administration”. However, there is no clear dividing line between public administration as such and the agencies that have been hived off from all levels of government in recent years, or the various companies, institutions, funds, etc. charged with providing public services, as some of these bodies can still be seen as belonging to the government sector.

<table>
<thead>
<tr>
<th>Level of government</th>
<th>Staffing level</th>
</tr>
</thead>
<tbody>
<tr>
<td>Federation</td>
<td>132,741</td>
</tr>
<tr>
<td>Länder</td>
<td>142,374</td>
</tr>
<tr>
<td>Municipalities</td>
<td>74,085</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>349,173</strong></td>
</tr>
</tbody>
</table>


Major tasks carried out at the federal level of government include public safety and security, defence, education (i.e. the federal schools), taxation and the administration of justice. In 2016, the Federal Civil Service had a staff of 132,741 full-time equivalents (FTE). In addition to these, 6,285 federal civil servants were still working in former (hived-off) government institutions, and another 12,728 in the successor companies of the Austrian Post Office.

Approximately 142,400 staff were employed by Austria’s nine Länder, and about 74,000 by the 2,099 municipalities (excluding Vienna, which is a Land as well as a municipality; data from January 2016). An additional 90,0001 or so were employed in the hospitals of the Länder, and another 9,000 or so in various other former government institutions.

1.1.1 Staffing levels of the Länder

The major government institutions operating at the level of the Länder include the regional government authorities (*Ämter der Landesregierungen*), district authorities (*Bezirkshauptmannschaften*), construction and agricultural authorities, road maintenance departments

---

1 Approximately 44,300 of these were working in hospitals that still formally belong to Land government structures (i.e. those in Lower Austria and in Vienna), and 46,000 in hospitals that have been hived off.
and, in some cases, the care sector. Government staffing differs considerably across Austria’s nine regions, both in terms of organisational structures and the volume of tasks carried out. Kindergarten teachers and their assistants are a case in point: in Lower Austria these are partly included in the staff of the Land government, where they constitute a major group of employees; in other regions they are local rather than regional government employees and therefore not included in the respective Land’s staff. The same is true of music school teachers and care staff.

A special group of regional government employees is that of Land teachers. At approximately 67,400 FTE, they are one of the largest groups within the public administration sector. While they are employees of the Länder and thus included in the staffing levels mentioned above, the associated costs are largely borne by the Federation as part of the annual revenue-sharing exercise. Land teachers are employed at primary and lower secondary schools, as well as vocational schools for apprentices and those for agriculture and forestry. The Federation refunds 100% of personnel costs for primary and secondary school teachers and 50% of those for vocational school teachers.

The staff of Land hospitals, which account for 90,000 FTE, are a special case with regard to their classification and are therefore not included in the staffing levels shown in Table 1. Even though hospital staff are predominantly Land employees in all nine regions, the hospitals where they work have attained different levels of autonomy from the respective regional governments, a transformation which was subject to regional legislation. With two exceptions (i.e. Vienna and Lower Austria), Land hospitals no longer count as government institutions. Another 9,000 or so Land staff are still working for other former government institutions.

Table 2 Employees of the Länder (excluding former government institutions)

<table>
<thead>
<tr>
<th>Staffing levels</th>
<th>Total</th>
<th>BGLD</th>
<th>KTN</th>
<th>STMK</th>
<th>TIROL</th>
<th>VLBG</th>
<th>SLBG</th>
<th>OÖ</th>
<th>NÖ</th>
<th>WIEN</th>
</tr>
</thead>
<tbody>
<tr>
<td>Land administration</td>
<td>74,953</td>
<td>1,705</td>
<td>3,625</td>
<td>6,318</td>
<td>4,023</td>
<td>1,610</td>
<td>2,409</td>
<td>8,383</td>
<td>16,650</td>
<td>30,230</td>
</tr>
<tr>
<td>Land teachers</td>
<td>67,394</td>
<td>2,145</td>
<td>4,455</td>
<td>8,856</td>
<td>6,393</td>
<td>3,879</td>
<td>4,428</td>
<td>12,430</td>
<td>12,439</td>
<td>12,370</td>
</tr>
<tr>
<td>TOTAL</td>
<td>142,347</td>
<td>3,850</td>
<td>8,080</td>
<td>15,174</td>
<td>10,416</td>
<td>5,489</td>
<td>6,837</td>
<td>20,813</td>
<td>29,089</td>
<td>42,600</td>
</tr>
<tr>
<td>Land hospitals (not hived off)</td>
<td>44,257</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>17,185</td>
<td>27,072</td>
<td></td>
</tr>
<tr>
<td>TOTAL</td>
<td>186,604</td>
<td>3,850</td>
<td>8,080</td>
<td>15,174</td>
<td>10,416</td>
<td>5,489</td>
<td>6,837</td>
<td>20,813</td>
<td>46,273</td>
<td>69,672</td>
</tr>
<tr>
<td>Private-law employees in %</td>
<td>65%</td>
<td>71%</td>
<td>54%</td>
<td>67%</td>
<td>49%</td>
<td>68%</td>
<td>51%</td>
<td>57%</td>
<td>73%</td>
<td>67%</td>
</tr>
</tbody>
</table>

2 Burgenland (BGLD), Carinthia (KTN), Styria (STMK), Tyrol (TIROL), Vorarlberg (VLBG), Salzburg (SLBG), Upper Austria (OÖ), Lower Austria (NÖ), Vienna (WIEN)
Table 3 Employees of the Länder working in former government institutions

<table>
<thead>
<tr>
<th></th>
<th>Total</th>
<th>BGLD</th>
<th>KTN</th>
<th>STMK</th>
<th>TIROL</th>
<th>VLBG</th>
<th>SLBG</th>
<th>OÖ</th>
<th>NÖ</th>
<th>WIEN</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Land employees</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>in hived-off hospitals</td>
<td>46,413</td>
<td>1,746</td>
<td>6,390</td>
<td>14,756</td>
<td>6,589</td>
<td>3,335</td>
<td>4,678</td>
<td>8,919</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>in other hived-off institutions</td>
<td>9,214</td>
<td>97</td>
<td>131</td>
<td>490</td>
<td>30</td>
<td>41</td>
<td>165</td>
<td>387</td>
<td>343</td>
<td>7,530</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td>55,627</td>
<td>1,843</td>
<td>6,521</td>
<td>15,246</td>
<td>6,619</td>
<td>3,376</td>
<td>4,843</td>
<td>9,306</td>
<td>343</td>
<td>7,530</td>
</tr>
<tr>
<td>Private-law employees inlau %</td>
<td>90%</td>
<td>99%</td>
<td>98%</td>
<td>99%</td>
<td>100%</td>
<td>100%</td>
<td>99%</td>
<td>95%</td>
<td>77%</td>
<td>40%</td>
</tr>
</tbody>
</table>

Staffing levels are expressed as full-time equivalents, excluding apprentices and trainees.

Private-law employees and employees subject to collective agreements, i.e. not civil servants (see 5.3.1)

According to the Vienna Municipal Authority, the umbrella organisation of Vienna’s hospitals (Wiener Krankenanstaltverband) does not have legal personality in its own right but rather is a special type of municipal institution. The staff working at these hospitals therefore count as government employees. The situation in Lower Austria is similar.

Differences in totals are due to rounding.

For details on former government institutions at the federal level, see Chapter 2.3.

1.2 An international definition of public administration: the general government sector according to ESA

As mentioned in Chapter 1.1, the task of providing public services has increasingly been outsourced over the last few years from government institutions to separate entities established under public or private law. While some of these entities act in a private-sector context, many others still operate predominantly on behalf of government and are funded by way of – usually capped – contributions.

Based on a definition of the public sector as that part of the economy which produces public goods, the number of public-sector employers can be said to have grown as a result of creating agencies and other institutions which are formally independent of government structures.

Therefore, any definition of “public administration staff” which exclusively relies on the existence of an employment relationship with a federal, regional or local government institution will fail to cover all of the people involved in providing public services today. However, if the concept of public administration is to be defined in broader terms, specific criteria are required to determine which institutions should be counted as belonging to this sector.

3 Burgenland (BGLD), Carinthia (KTN), Styria (STMK), Tyrol (TIROL), Vorarlberg (VLBG), Salzburg (SLBG), Upper Austria (OO), Lower Austria (NO), Vienna (WIEN)
An internationally recognised definition which, being laid down in EU law, is binding on Austria, is provided by the “European system of national and regional accounts”, ESA for short. This system includes criteria for determining whether a particular entity and its staff are to be classified as belonging to the so-called “general government sector”, primarily along functional and economic lines. In addition to government institutions, the ESA definition also covers institutions subject to any kind of government control which are “non-market producers” based on the prices they charge for their services, with sales covering less than 50% of their production costs.

In addition to government institutions at the federal, regional and local levels, Austria’s general government sector thus includes the social insurance funds, the various so-called chambers (Kammern, i.e. statutory bodies representing organised interests), as well as approximately 400 other institutions with legal personality (e.g. limited companies, associations, confederations, universities and funds). Some of these used to be organisational units of government institutions (e.g. ministries) and acquired legal personality on being hived off from these, while others were set up specially to fulfil certain public tasks. Depending on which level of government primarily funds and controls them, they are assigned to different sub-sectors under the ESA system, namely “central government” (i.e. the Federation), “state government” (i.e. the Länder), “local government” (i.e. the municipalities), or social insurance funds.

In 2014 the classification system was changed from ESA95, which had been in force until then, to ESA 2010. Since September 2014, this new system has been mandatory for all EU member states. Under ESA 2010, 22 public hospitals and three major public transport enterprises (ÖBB Personen, ÖBB Infrastruktur and Wiener Linien, i.e. two companies belonging to the Austrian Federal Railways, and Vienna’s public transport provider), as well as ORF (i.e. the Austrian Broadcasting Corporation), are included in the general government sector. As a result, this sector now has 120,000 employees more than it did under ESA95, which classified these employees as private-sector workers. Approximately half of them work for hospitals operated by the Länder.

1.2.1 The central government sub-sector according to ESA

According to a study by Statistics Austria, the entire federal sub-sector comprised 284,000 employment relationships in 2015. In addition to the Federal Civil Service, the federal sub-sector is defined as comprising another 300 or so entities, including 43 public universities and universities of applied sciences (Fachhochschulen), 13 chambers (Kammern) at federal level, as well as numerous federal funds and other former government entities, such as the Austrian Federal Railways and the Austrian Broadcasting Corporation. Although not all of these institutions employ their own staff (as approximately 100 of them do), all of them together account for a total of 113,500 employment relationships.

1.2.2 The general government sector as a whole

Regarding the entire “general government sector” according to ESA 2010, estimates by Statistics Austria show approximately 683,900 Persons for 2015. Based on such estimates, which are available for all its member states, the Organisation for Economic Cooperation and Development (OECD) is able to make international comparisons.

Due to the fact that the government sector is delimited by means of economic and functional criteria, the data can be assumed to be comparable as entities are assigned to the government sector regardless of whether they are subject to public or private law.
Although Austria’s general government sector as defined by ESA comprises more than the staff of government institutions, on an international comparison it is still below OECD average.

1.2.3 An international comparison of government sectors
Comparing the sizes of government sectors in absolute terms would not be meaningful as larger states obviously employ more staff and would inevitably find themselves at the top end of the scale.

The size of government sectors is therefore expressed in relative terms, i.e. as a proportion of total employment. The most recent available OECD data on this subject are from 2015 (OECD, Government at a Glance 2017). The comparison is based on the definition of the general government sector according to ESA 2010 (see 1.2). A comparison of the European OECD member states, the Russian Federation, South Africa and Brazil is shown in Table 4 and Figure 1. The proportion of Austria’s total employment accounted for by the government sector was 15.9 % in 2015, i.e. lower than the 18.1 % average for OECD members.

<table>
<thead>
<tr>
<th>Country</th>
<th>Employees (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Norway</td>
<td>30.0 %</td>
</tr>
<tr>
<td>Denmark</td>
<td>29.1 %</td>
</tr>
<tr>
<td>Sweden</td>
<td>28.6 %</td>
</tr>
<tr>
<td>Finland</td>
<td>24.9 %</td>
</tr>
<tr>
<td>Estonia</td>
<td>23.0 %</td>
</tr>
<tr>
<td>Hungary</td>
<td>21.9 %</td>
</tr>
<tr>
<td>France</td>
<td>21.4 %</td>
</tr>
<tr>
<td>Latvia</td>
<td>20.1 %</td>
</tr>
<tr>
<td>Israel</td>
<td>20.0 %</td>
</tr>
<tr>
<td>Slovakia</td>
<td>19.4 %</td>
</tr>
<tr>
<td>Belgium</td>
<td>18.5 %</td>
</tr>
<tr>
<td>Canada</td>
<td>18.2 %</td>
</tr>
<tr>
<td><strong>OECD weighted average</strong></td>
<td><strong>18.1 %</strong></td>
</tr>
<tr>
<td>Greece</td>
<td>18.0 %</td>
</tr>
<tr>
<td>Slovenia</td>
<td>17.4 %</td>
</tr>
<tr>
<td><strong>United Kingdom</strong></td>
<td><strong>16.4 %</strong></td>
</tr>
<tr>
<td><strong>Czech Republic</strong></td>
<td><strong>16.2 %</strong></td>
</tr>
<tr>
<td><strong>Austria</strong></td>
<td><strong>15.9 %</strong></td>
</tr>
<tr>
<td>Spain</td>
<td>15.7 %</td>
</tr>
<tr>
<td>USA</td>
<td>15.3 %</td>
</tr>
<tr>
<td>Portugal</td>
<td>15.2 %</td>
</tr>
<tr>
<td>Ireland</td>
<td>15.0 %</td>
</tr>
<tr>
<td>Italy</td>
<td>13.6 %</td>
</tr>
<tr>
<td>Netherlands</td>
<td>12.8 %</td>
</tr>
<tr>
<td>Turkey</td>
<td>12.4 %</td>
</tr>
<tr>
<td>Luxembourg</td>
<td>12.4 %</td>
</tr>
<tr>
<td>Germany</td>
<td>10.6 %</td>
</tr>
<tr>
<td>Chile</td>
<td>9.9 %</td>
</tr>
<tr>
<td>Korea</td>
<td>7.6 %</td>
</tr>
<tr>
<td>Japan</td>
<td>5.9 %</td>
</tr>
</tbody>
</table>

Source: Government at a Glance 2017 - © OECD 2017

Comparability with the 2013 “Government at a Glance” survey (i.e. the last one Austria took part in) is limited due to the change from ESA95 to ESA 2010 and changes in calculation methods (i.e. persons instead of FTE, gainfully employed persons instead of persons of employable age).
Figure 1 Government sector employees as a proportion of working age population in 2015

Source: Government at a Glance 2017 – © OECD 2017
1.2.4 Public administration in the context of public expenditure

The expenditure of Austria’s general government sector in 2016 amounted to € 178.5 billion, which is equivalent to 51.1%\(^5\) of GDP. Figure 2 shows what this amount was spent on.

Figure 2 Structure of general government sector expenditure in 2016

Transfers to private households accounted for roughly half of overall public expenditure (45.7%). This category comprises social benefits in cash and in kind. Examples of cash benefits include pension, family, unemployment, parental leave and long-term care benefit. Social benefits in kind are goods and services purchased by government and passed on to private households free of charge, or against a flat-rate contribution towards their cost. This category includes medical services, medicines, kindergartens, as well as free travel and books for schoolchildren, among other things.

Under the heading of “transfers to market producers”, 4.2% of overall public expenditure goes to enterprises, e.g. in the form of subsidies for agriculture, trade and industry.

“Other expenditure” (15.4% of the total) consists of interest on public debt, gross investment, and transfers to EU institutions, for example.

Statistics Austria has retroactively adjusted the data for the past few years to comply with ESA 2010.

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\(^5\) [http://www.wifo.ac.at/daten/wifo-wirtschaftsdaten](http://www.wifo.ac.at/daten/wifo-wirtschaftsdaten)

1.2.4.1 What is the cost of public administration?

The types of expenditure which are of interest in connection with government sector employees are to be found in the category of “Staff and non-staff operating costs”, which accounts for 34.8% of total public expenditure, or € 62 billion in absolute terms. This category comprises

- non-staff operating costs (13% of total public expenditure or € 22.6 bn);

- compensation of employees (21.6% of total public expenditure or € 37.7 bn for approximately 683,900 staff, of which € 15.2 bn can be attributed to the federal level, € 11.5 bn to the regional level, € 9.1 bn to the local level, and € 2.0 bn to social insurance funds);

- tax payments (1.0% of total public expenditure or € 1.7 bn).

The term “compensation of employees” refers to the remuneration of government sector staff. In addition to the 132,741 FTE employed by the Federal Civil Service at a cost of € 8.9 bn (equivalent to 5.0% of total public expenditure or 2.6% of GDP), this amount includes the salaries paid by other entities assigned to the federal sub-sector, as well as the associated pension payments.

Non-staff operating costs include all other outlay required to maintain government operations, e.g. for electricity, office equipment, cleaning supplies and rents.

Finally, the state, too, can be liable to pay tax, e.g. production and import levies, as well as income and property taxes, all of which together amount to 1.0% of total expenditure.

1.2.4.2 Government sector personnel expenditure by function

Modern welfare states, a category which can be said to include Austria as well as the other European states, are characterised by the fact that they take on a great number of tasks. In addition to justice, public safety and security, and defence, they provide services such as education, public health, pensions, environmental protection, transport, infrastructure and welfare services, among many others. Typically, these are areas in which the socially desired level of service is not expected, for various reasons, to be adequately and comprehensively supplied by private markets.

In developed countries, which are essentially market economies, the tasks carried out by government tend to be quite similar, at least as far as European states are concerned. A systematic breakdown of these tasks is provided by COFOG, the Classification of the Functions of Government. This system for the functional categorisation of government tasks, which forms part of national accounts, shows different flows of expenditure and what they are used for.

As shown in the previous chapter, compensation of employees (which is the term used in national accounts to refer to the cost of employing personnel) accounts for € 37.7 bn (or 21.6%) of total public expenditure in Austria. A separate breakdown according to the COFOG system exists for this category of expenditure. Irrespective of slight differences in salary levels among the different functions, this classification of staff expenditure provides useful insights regarding the kinds of government tasks that are particularly labour intensive.

---

7 according to ESA, see Chapter 1.2.1
Of the € 37.7 bn in compensation for employees paid in Austria’s government sector, education accounts for 29.8 %. In other words, a considerable part of the staff paid from public budgets are employed in schools, universities and other higher education institutions, or the relevant administrative structures.

At about 15.1 % of the total, compensation of employees in the “General public services” category comes to approximately half the amount spent on “Education”. General public services are to be found at all levels of government, basically comprising all those government functions that cannot be assigned to any other COFOG category. Tax administration and foreign affairs are examples of such tasks at the federal level of government.

The category of “Public order and safety” (8.5 %) almost exclusively comprises federal authorities, particularly the judiciary and the police.

When interpreting these data, it should be considered that services in some of the COFOG categories are not exclusively rendered by government but also by private-sector providers, whose personnel costs are not included in the above diagram. A detailed breakdown of all entities making up the government sector is available on the Statistics Austria website: www.statistik.gv.at under “Wirtschaft > Öffentliche Finanzen, Steuern > Öffentliche Finanzen >Öffentlicher Sektor”.

Source: Statistics Austria. Data for 2016 not yet available at the time of publication.
1.3 Public vs. private sector incomes

Comparisons of the incomes of different groups of people are only meaningful if these groups do not differ with regard to any of the factors that influence pay levels. Given the different staff structures of the private and public sectors, the risk of producing misleading results when comparing these two is particularly high.

Key factors influencing pay levels are age, qualification, and the proportion of part-time work and employment for only part of the year (e.g. due to seasonal work or change of employment).

Meaningful comparisons of pay levels are to be found in the report on the incomes of Austria’s population broken down by industry, occupational group and function drawn up by Statistics Austria on behalf of the Austrian Court of Audit. This report is published every two years in accordance with Section 8 of the Income Limitation Act (Bezügebegrenzungsgesetz). Median incomes are calculated based on income tax data; the most recent available data are for 2016.

The following income comparisons from the above-mentioned report exclusively relate to full-time workers employed all year, which eliminates two major obstacles to meaningful comparison. However, differences in age and qualification levels have not been considered, a fact which must be taken into account when interpreting the data: the average age is 7 years higher in the Federal Civil Service, and the proportion of highly qualified staff (i.e. university or upper secondary qualifications), too, is comparatively high at 50.0 % (vs. 35.3 % in the private sector).

<table>
<thead>
<tr>
<th></th>
<th>Total</th>
<th>Men</th>
<th>Women</th>
</tr>
</thead>
<tbody>
<tr>
<td>Blue-collar workers</td>
<td>€ 31,915</td>
<td>€ 33,843</td>
<td>€ 23,778</td>
</tr>
<tr>
<td>White-collar workers</td>
<td>€ 46,402</td>
<td>€ 54,643</td>
<td>€ 36,378</td>
</tr>
<tr>
<td>Public sector staff</td>
<td>€ 46,589</td>
<td>€ 48,940</td>
<td>€ 44,043</td>
</tr>
</tbody>
</table>

Source: Austrian Court of Audit

<table>
<thead>
<tr>
<th></th>
<th>Total</th>
<th>Men</th>
<th>Women</th>
</tr>
</thead>
<tbody>
<tr>
<td>Blue-collar workers</td>
<td>€ 32,565</td>
<td>€ 34,520</td>
<td>€ 24,704</td>
</tr>
<tr>
<td>White-collar workers</td>
<td>€ 55,981</td>
<td>€ 65,060</td>
<td>€ 41,990</td>
</tr>
<tr>
<td>Public sector staff</td>
<td>€ 51,922</td>
<td>€ 55,255</td>
<td>€ 48,198</td>
</tr>
</tbody>
</table>

Source: Statistics Austria
Austria’s federal, regional and local government staff earn more than white-collar workers in the private sector in terms of median income, and they earn less than these in terms of average income (see Table 5 and Table 6). This appears to be due to higher pay in the lower income brackets and only minor differences in the higher ones.8 On the other hand, top salaries in the private sector are particularly high, which raises the average.

The breakdown by sex shows that men working in public administration earn less than male white-collar workers in the private sector while women employed in public administration earn considerably more than their private-sector counterparts (i.e. female white-collar workers). The Federal Civil Service is an important role model for other employers when it comes to equal treatment of women and men and supporting women in the workplace – a fact which is reflected in the salaries it pays, among other things. For further information on this subject, see chapter 5.6 (“Women and men”).

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8 cf. Income Report by the Austrian Court of Audit, abridged version, p.6
The organisational structure of the Federal Civil Service

The federal ministries are the interface between politics and public administration. They plan, coordinate and oversee the implementation of government projects. Most of their staff work in the ministries’ subordinate institutions, which are charged with the operational side of Federal Civil Service tasks.

Education, public safety and security, and defence are the policy areas with the highest numbers of staff.

<table>
<thead>
<tr>
<th>Policy Area</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Interior Affairs</td>
<td>25%</td>
</tr>
<tr>
<td>Defence</td>
<td>16%</td>
</tr>
<tr>
<td>Education</td>
<td>34%</td>
</tr>
<tr>
<td>Tax and finance</td>
<td>8%</td>
</tr>
<tr>
<td>Justice</td>
<td>9%</td>
</tr>
<tr>
<td>Others</td>
<td>8%</td>
</tr>
</tbody>
</table>

A high proportion of Federal Civil Service staff work in education, public safety and security (i.e. interior affairs) and defence. Three-quarters of all staff are employed in these areas.

Most Federal Civil Service staff work in direct contact with citizens.

<table>
<thead>
<tr>
<th>Work Location</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ministries’ subordinate institutions</td>
<td>91%</td>
</tr>
<tr>
<td>Ministry headquarters</td>
<td>8%</td>
</tr>
<tr>
<td>Austria’s supreme institutions</td>
<td>1%</td>
</tr>
</tbody>
</table>

Work for Austria’s supreme institutions (i.e. the Federal President’s Office, the Constitutional Court, the Supreme Administrative Court, the Ombudsman Board and the Court of Audit).
2 The organisational structure of the Federal Civil Service

The tasks of the federal level of government are carried out by the federal ministries and their subordinate institutions.

The so-called supreme institutions of the Republic enjoy a special level of autonomy and independence as they monitor other government institutions. This group includes the Office of the Federal President, the Parliamentary Administration, the Constitutional Court, the Supreme Administrative Court, the Ombudsman Board and the Court of Audit. While these authorities belong to the Federal Civil Service, they do not form part of the system of ministries and their subordinate institutions mentioned above.

Powers and tasks are allocated to the individual ministries primarily along the lines of policy areas. This is laid down in the Federal Ministries Act (Bundesministeriengesetz), which also regulates the organisational structure of individual ministries, as well as the principles governing the assignment of tasks within these. As is the case in any major organisation, ministerial portfolios are subject to periodic restructuring, most recently under the 2016 Amendment to the Federal Ministries Act.
2.1 Ministries and their subordinate institutions

The tasks assigned to the different ministries involve different degrees of labour intensity. While the Ministry of Family and Youth, for example, has a staff of only 104, the Ministry of Education has 44,957 employees (as at 31 December 2016), most of them teachers and school administration staff. These differences result from the way in which public services are organised in Austria. The considerable difference in staffing levels in the above example arises from the fact that a large proportion of the country’s teachers are federal employees, while health services, such as the operation of hospitals, are largely provided by hospital operating companies within the competence of the Länder.

In addition to education, a large proportion of Federal Civil Service staff work in the areas of public safety and security (25 %) and defence (16 %). All in all, approximately three-quarters of all Federal Civil Service staff are employed in the fields of education, safety and security, and defence.

Figure 4 Distribution of Federal Civil Service staff among ministries in 2016

![Pie chart showing distribution of Federal Civil Service staff among ministries]

The proportion of Federal Civil Service staff working in ministry headquarters is very low at 8.3 %. As interfaces between public administration and politics, the ministries are in charge of planning, coordinating and overseeing the implementation of government projects.

By far the majority of all staff (90.9 %) are employed in the ministries’ numerous subordinate institutions, which are charged with the operational side of Federal Civil Service tasks.

Austria’s supreme institutions account for the remaining 0.8 % of Federal Civil Service staff.
### Table 7 Distribution of Federal Civil Service staff among ministries as at 31 Dec. 2016

<table>
<thead>
<tr>
<th>Ministry</th>
<th>Total staff</th>
<th>Headquarters</th>
<th>Subordinate institutions</th>
</tr>
</thead>
<tbody>
<tr>
<td>Supreme institutions of the Republic</td>
<td>1,103</td>
<td>1,103</td>
<td>0</td>
</tr>
<tr>
<td>Federal Chancellery</td>
<td>1,528</td>
<td>684</td>
<td>844</td>
</tr>
<tr>
<td>Ministry of the Interior</td>
<td>33,478</td>
<td>3,722</td>
<td>29,756</td>
</tr>
<tr>
<td>Ministry of Education</td>
<td>44,957</td>
<td>564</td>
<td>44,394</td>
</tr>
<tr>
<td>Ministry of Labour, Social Affairs and Consumer Protection</td>
<td>1,505</td>
<td>543</td>
<td>961</td>
</tr>
<tr>
<td>Ministry of Health and Women</td>
<td>391</td>
<td>391</td>
<td>0</td>
</tr>
<tr>
<td>Ministry for European and International Affairs</td>
<td>1,150</td>
<td>571</td>
<td>579</td>
</tr>
<tr>
<td>Ministry of Justice</td>
<td>11,075</td>
<td>304</td>
<td>10,771</td>
</tr>
<tr>
<td>Ministry of Defence and Sport</td>
<td>20,872</td>
<td>830</td>
<td>20,043</td>
</tr>
<tr>
<td>Ministry of Finance</td>
<td>10,504</td>
<td>719</td>
<td>9,785</td>
</tr>
<tr>
<td>Ministry of Agriculture, Forestry, Environment and Water Management</td>
<td>2,459</td>
<td>844</td>
<td>1,615</td>
</tr>
<tr>
<td>Ministry of Family and Youth</td>
<td>104</td>
<td>104</td>
<td>0</td>
</tr>
<tr>
<td>Ministry of Science, Research and Economy</td>
<td>2,768</td>
<td>1,102</td>
<td>1,666</td>
</tr>
<tr>
<td>Ministry of Transport, Innovation and Technology</td>
<td>846</td>
<td>609</td>
<td>238</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>132,741</strong></td>
<td><strong>12,091</strong></td>
<td><strong>120,651</strong></td>
</tr>
</tbody>
</table>

The federal ministries are responsible for the strategic planning, coordination and control of Federal Civil Service activity. In addition, they are charged with drafting new laws and regulations in their respective spheres of competence, usually along the lines defined by the Federal Government. Draft legislation is generated in cooperation with experts in the respective field and eventually adopted – or rejected – by Parliament. Another important task of ministry staff is advising politicians and supporting them in their decision-making by presenting different approaches to a given issue, and their likely impacts. This requires comprehensive studies and analyses, as well as expert input.

The ministries’ subordinate institutions, on the other hand, are responsible for the implementation of laws and regulations and for providing a range of services, such as teaching, collecting and administering taxes, training the recruits of the Austrian Armed Forces, representing Austria abroad, the work done by the police and the judiciary, and many other tasks. It is the direct contact between citizens and public administration which happens in these institutions that determines how the Federal Civil Service is perceived by its clientele. Their service orientation and the quality of service they deliver are periodically subject to reform initiatives. Current information on public administration innovation and reform is available on our website: [www.oeffentlicherdienst.gv.at](http://www.oeffentlicherdienst.gv.at) under “Verwaltungsinnovation”.

23
Finally, federal civil servants also work in agencies, i.e. various types of institutions (such as companies and associations) established under private or public law which have been entrusted with tasks formerly carried out by Federal Civil Service institutions. These employees, who are not included in the staffing numbers given in Table 1, Figure 4, Table 7 and Table 8, are dealt with separately in the following chapter as the relevant personnel costs are largely refunded to the Federation by the respective agencies.

2.2 Distribution of Federal Civil Service staff among the Länder

The Federation provides important services, such as education and public security, and ensures that these are available throughout the country. That is why two-thirds of Federal Civil Service staff work in the regions while only one-third are employed in Vienna (which is both the federal capital and a Land), i.e. a large part of federal services are decentralised. The data also show that the number of Federal Civil Service staff working in a particular region correlates with its number of inhabitants.

Secondary school teachers make up the majority of Federal Civil Service staff employed in the Länder (except Vienna), followed by administrative staff working, in particular, in tax offices, schools and courts, as well as military infrastructure, e.g. barracks, training facilities and munition depots. Law enforcement, which basically comprises police officers and prison guards, is the third major group of Federal Civil Service staff working in the regions. Overall, however, the greatest number of Federal Civil Service staff work in Vienna, one reason being that ministry headquarters, where the strategic work of public administration at federal level is done, are located in the capital.

When distributing federal employees to the provinces, it must be borne in mind that short-term measures (centralized training, office assignments, rotations, etc.) can effect the proportion of the population accordingly quickly.
Figure 5 Distribution of Federal Civil Service staff among the Länderr in 2016

<table>
<thead>
<tr>
<th></th>
<th>Total</th>
<th>BGLD</th>
<th>KTN</th>
<th>NÖ</th>
<th>OÖ</th>
<th>SLBG</th>
<th>STMK</th>
<th>TIROL</th>
<th>VLBG</th>
<th>WIEN</th>
</tr>
</thead>
<tbody>
<tr>
<td>Population 2016 in millions</td>
<td>8.7</td>
<td>0.3</td>
<td>0.6</td>
<td>1.7</td>
<td>1.5</td>
<td>0.5</td>
<td>1.2</td>
<td>0.7</td>
<td>0.4</td>
<td>1.8</td>
</tr>
<tr>
<td>Federal Civil Service staff as a proportion of the population</td>
<td>1.5%</td>
<td>1.8%</td>
<td>1.5%</td>
<td>1.3%</td>
<td>1.1%</td>
<td>1.6%</td>
<td>1.3%</td>
<td>1.2%</td>
<td>1.0%</td>
<td>2.4%</td>
</tr>
</tbody>
</table>

Source of population data: Statistical Yearbook 2017

9 Burgenland (BGLD), Carinthia (KTN), Lower Austria (NÖ), Upper Austria (OÖ), Salzburg (SLBG), Styria (STMK), Tyrol (TIROL), Vorarlberg (VLBG), Vienna (WIEN)
### Table 8 Occupational groups in the Länder in 2016

<table>
<thead>
<tr>
<th>Region</th>
<th>Total</th>
<th>Teachers</th>
<th>Law enforcement</th>
<th>Military</th>
<th>Judges and prosecutors</th>
<th>Administrative service and others</th>
</tr>
</thead>
<tbody>
<tr>
<td>Vienna</td>
<td>44,100</td>
<td>9,900</td>
<td>9,200</td>
<td>1,900</td>
<td>1,300</td>
<td>21,800</td>
</tr>
<tr>
<td>Lower Austria</td>
<td>21,200</td>
<td>6,700</td>
<td>5,700</td>
<td>3,200</td>
<td>300</td>
<td>5,300</td>
</tr>
<tr>
<td>Upper Austria</td>
<td>16,000</td>
<td>5,900</td>
<td>3,900</td>
<td>1,400</td>
<td>400</td>
<td>4,400</td>
</tr>
<tr>
<td>Styria</td>
<td>16,000</td>
<td>5,200</td>
<td>3,800</td>
<td>2,200</td>
<td>300</td>
<td>4,500</td>
</tr>
<tr>
<td>Tyrol</td>
<td>9,100</td>
<td>3,200</td>
<td>2,300</td>
<td>900</td>
<td>200</td>
<td>2,500</td>
</tr>
<tr>
<td>Carinthia</td>
<td>8,500</td>
<td>2,800</td>
<td>1,900</td>
<td>1,700</td>
<td>100</td>
<td>2,000</td>
</tr>
<tr>
<td>Salzburg</td>
<td>8,500</td>
<td>2,900</td>
<td>1,700</td>
<td>1,300</td>
<td>100</td>
<td>2,500</td>
</tr>
<tr>
<td>Vorarlberg</td>
<td>4,000</td>
<td>1,600</td>
<td>1,000</td>
<td>200</td>
<td>100</td>
<td>1,100</td>
</tr>
<tr>
<td>Burgenland</td>
<td>5,100</td>
<td>1,500</td>
<td>1,700</td>
<td>700</td>
<td>100</td>
<td>1,100</td>
</tr>
<tr>
<td>Austria</td>
<td>132,500</td>
<td>39,700</td>
<td>31,200</td>
<td>13,500</td>
<td>2,900</td>
<td>45,200</td>
</tr>
<tr>
<td>Abroad</td>
<td>500</td>
<td>100</td>
<td></td>
<td></td>
<td></td>
<td>400</td>
</tr>
</tbody>
</table>

Figures rounded to the nearest 100

---

### 2.3 Agencies

Agencies are legal entities established under private or public law to provide public services formerly rendered by government institutions.

Motivations for outsourcing services in this manner include the wish to avoid budgetary or jurisdictional constraints, the advantages of limited liability, as well as tax advantages. Base funding for agencies is usually provided by the Federation in the form of capped contributions.

When (part of) a federal institution is hived off, its private-law staff (*Vertragsbedienstete*, see 5.3.1) become employees of the newly created agency – in other words, they get a new employer. Civil servants (*Beamte*), however, formally remain employees of the Federal Civil Service while working for the new agency.
### Table 9 Civil Servants working in agencies as at 31 Dec. 2016 (in FTE)

<table>
<thead>
<tr>
<th>Ministry</th>
<th>Agency</th>
<th>FTE</th>
</tr>
</thead>
<tbody>
<tr>
<td>Federal Chancellery</td>
<td>Bundesanstalt Statistik Austria (Statistics Austria)</td>
<td>113</td>
</tr>
<tr>
<td></td>
<td>Bundestheaterholding GmbH (Federal Theatres Holding Company)</td>
<td>34</td>
</tr>
<tr>
<td></td>
<td>Federal Museums, Austrian National Library</td>
<td>94</td>
</tr>
<tr>
<td>Federal Ministry of Justice</td>
<td>Neustart (i.e. the former Probation Service)</td>
<td>30</td>
</tr>
<tr>
<td>Federal Ministry of Defence and Sport</td>
<td>Amt der Bundessporteinrichtungen (Federal Sports Facilities Office)</td>
<td>4</td>
</tr>
<tr>
<td>Federal Ministry for Europe, Integration and Foreign Affairs</td>
<td>Austrian Development Agency GmbH</td>
<td>2</td>
</tr>
<tr>
<td>Federal Ministry of Finance</td>
<td>Bundesrechenzentrum GmbH (Austrian Federal Computing Centre)</td>
<td>4</td>
</tr>
<tr>
<td></td>
<td>Österreichische Postsparbank AG (Austrian Postal Savings Bank)</td>
<td>220</td>
</tr>
<tr>
<td></td>
<td>Münze Österreich (The Austrian Mint)</td>
<td>9</td>
</tr>
<tr>
<td></td>
<td>Finanzmarktaufsichtsbehörde (Financial Market Authority)</td>
<td>17</td>
</tr>
<tr>
<td></td>
<td>Buchhaltungsagentur (Federal Accounting Agency)</td>
<td>249</td>
</tr>
<tr>
<td></td>
<td>BundesbeschaffungsGmbH (Federal Procurement Agency)</td>
<td>1</td>
</tr>
<tr>
<td></td>
<td>Bundespensionsamt (Federal Pensions Office)</td>
<td>38</td>
</tr>
<tr>
<td>Federal Ministry of Labour, Social Affairs and Consumer Protection</td>
<td>Arbeitsmarktservice (Public Employment Service)</td>
<td>701</td>
</tr>
<tr>
<td></td>
<td>IEF Service GmbH (Insolvency Contingency Fund)</td>
<td>41</td>
</tr>
<tr>
<td>Federal Ministry of Education</td>
<td>Bundesinstitut für Bildungsforschung, Innovation und Entwicklung (Federal Institute for Education Research, Innovation and Development of the Austrian School System)</td>
<td>5</td>
</tr>
<tr>
<td>Federal Ministry of Science, Research and Economy</td>
<td>Public universities</td>
<td>4,022</td>
</tr>
<tr>
<td></td>
<td>Österreichische Bibliothekenverbund und Service GmbH (Austrian Library Network and Service Company)</td>
<td>1</td>
</tr>
<tr>
<td></td>
<td>Schönbrunner Tiergarten GmbH (Schönbrunn Zoo)</td>
<td>6</td>
</tr>
<tr>
<td></td>
<td>Bundesimmobiliengesellschaft (Federal Real Estate Company)</td>
<td>192</td>
</tr>
<tr>
<td>Federal Ministry of Transport, Innovation and Technology</td>
<td>ÖFPZ Arsenal GmbH (Arsenal Research)</td>
<td>21</td>
</tr>
<tr>
<td></td>
<td>via donau Österreichische Wasserstraßen GmbH (Austrian Waterways)</td>
<td>53</td>
</tr>
<tr>
<td>Federal Ministry of Agriculture, Forestry, Environment and Water Management</td>
<td>Spanische Hofreitschule - Bundesgestüt Piber (Spanish Riding School – Federal Stud Piber)</td>
<td>10</td>
</tr>
<tr>
<td></td>
<td>Umweltbundesamt GmbH (Austrian Federal Environmental Agency)</td>
<td>54</td>
</tr>
<tr>
<td></td>
<td>Landwirtschaftliche Bundesversuchswirtschaften GmbH (Austrian Federal Research Farms)</td>
<td>1</td>
</tr>
<tr>
<td></td>
<td>Bundesforschungs- u. Ausbildungszentrum für Wald, Naturgefahren und Landschaft (Federal Research and Training Centre for Forests, Natural Hazards and Landscape)</td>
<td>78</td>
</tr>
<tr>
<td></td>
<td>Österreichische Agentur für Gesundheit und Ernährungssicherheit GmbH (Austrian Agency for Health and Food Safety)</td>
<td>287</td>
</tr>
<tr>
<td>Total</td>
<td></td>
<td>6,285</td>
</tr>
<tr>
<td>Successor companies of the Austrian Post Office</td>
<td></td>
<td>12,728</td>
</tr>
<tr>
<td>Total (including the successor companies of the Austrian Post Office)</td>
<td></td>
<td>19,013</td>
</tr>
</tbody>
</table>
Short Facts

The tasks of the Federal Civil Service are very diverse. Accordingly, its employees have a wide variety of different occupations, which are classified in five major occupational groups. A large part of the Federal Civil Service’s work is not done in offices but in schools, courts, police stations and military facilities, as well as in the field.

<table>
<thead>
<tr>
<th>Administrative service</th>
<th>Staffing level (FTE)</th>
<th>Average age (years)</th>
<th>Proportion of women (%)</th>
<th>Annual income (median)</th>
<th>Euro</th>
</tr>
</thead>
<tbody>
<tr>
<td>45,163</td>
<td>47.7</td>
<td>52.7</td>
<td>37,873</td>
<td>172</td>
<td></td>
</tr>
</tbody>
</table>

| Law enforcement        | 31,100              | 42.9                | 15.6                    | 49,570                | 2,951 |

| Judges and prosecutors | 2,951               | 46.1                | 53.1                    | 83,397                | 176   |

| Teachers               | 39,541              | 47.4                | 59.7                    | 51,567                | 13,453 |

| Military               | 13,453              | 43.3                | 2.2                     | 44,669                | 172   |
3 Occupational groups in the Federal Civil Service

The tasks of the Federal Civil Service are very diverse. Accordingly, its employees have a wide variety of different occupations, which are classified in five major groups. Even though the public image of “civil servants” may still be strongly associated with administrative officers, a large part of their work is not done in offices but in schools, courts, police stations, military institutions, as well as in the field.

Just over one-third of all Federal Civil Service staff belong to the administrative service, which comprises a wide range of job profiles. By far the majority of staff, however, can be found in the other major occupational groups, namely law enforcement, teachers, the military (i.e. uniformed military personnel), as well as judges and prosecutors.

This shows that Federal Civil Service staff are anything but homogeneous as a group. Accordingly, they have diverse educational backgrounds and are expected to meet a wide range of requirements and challenges. For example, many of these occupations require a university degree; many employees are exposed to physical stress resulting from irregular work rhythms, outdoor work, night work, etc. Nearly all jobs in the Federal Civil Service require specialised, in-service training, which builds on qualifications gained at school or university and is provided by the employer. This multitude of job profiles and qualification requirements is reflected in different remuneration systems, which largely overlap with the different occupational groups.

Table 10 Occupational groups in the Federal Civil Service

<table>
<thead>
<tr>
<th>Occupational group</th>
<th>in FTE</th>
<th>in percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Administrative service</td>
<td>45,163</td>
<td>34.0 %</td>
</tr>
<tr>
<td>Teachers</td>
<td>39,541</td>
<td>29.8 %</td>
</tr>
<tr>
<td>Law enforcement</td>
<td>31,100</td>
<td>23.4 %</td>
</tr>
<tr>
<td>Military</td>
<td>13,453</td>
<td>10.1 %</td>
</tr>
<tr>
<td>Judges and prosecutors</td>
<td>2,951</td>
<td>2.2 %</td>
</tr>
<tr>
<td>Nurses</td>
<td>223</td>
<td>0.2 %</td>
</tr>
<tr>
<td>School inspectors</td>
<td>270</td>
<td>0.2 %</td>
</tr>
<tr>
<td>Others</td>
<td>41</td>
<td>0.0 %</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>132,741</td>
<td></td>
</tr>
</tbody>
</table>
Federal Civil Service staff can basically be assigned to seven different groups. (The category of “others” mostly consists of medical doctors.) The members of these occupational groups differ not only regarding the nature of the work they do. On the contrary: indicators such as the proportion of civil servants (see 5.3.1), the women/men ratio, the proportion of part-time employees, average age and income levels are also of interest in this context. On the following pages the main occupational groups are therefore characterised by means of HR indicators; furthermore, the key elements of their tasks are outlined and their income levels (i.e. their mean gross annual incomes) are given.

Figure 6 Staffing levels by occupational group, in FTE

<table>
<thead>
<tr>
<th>Occupational Group</th>
<th>Staffing Level</th>
</tr>
</thead>
<tbody>
<tr>
<td>Administrative service</td>
<td>45,163</td>
</tr>
<tr>
<td>Teachers</td>
<td>39,541</td>
</tr>
<tr>
<td>Law enforcement</td>
<td>31,100</td>
</tr>
<tr>
<td>Military</td>
<td>13,453</td>
</tr>
<tr>
<td>Judges and prosecutors</td>
<td>2,951</td>
</tr>
</tbody>
</table>

### 3.1 Administrative service

With a staff of 45,163, the administrative service is both the largest and the most diverse occupational group within the Federal Civil Service. The range of job profiles in this group is wide and varied. To put it simply, all Federal Civil Service staff whose job profiles do not fit into any of the other groups belong to the administrative service. Occupations in this group range from those of legal experts, system administrators and desk officers to personnel development, surveying, vehicle repair work and cleaning services. Members of the administrative service typically are highly specialised in specific areas of public administration. The group is also very differentiated regarding the levels of hierarchy it comprises, ranging from clerical staff to directors general.
### Table 11 Administrative service

<table>
<thead>
<tr>
<th></th>
<th>Total</th>
<th>Men</th>
<th>Women</th>
</tr>
</thead>
<tbody>
<tr>
<td>Number of staff as at 31 Dec. 2016*</td>
<td>45,163</td>
<td>22,619</td>
<td>22,544</td>
</tr>
<tr>
<td>Average age**</td>
<td>47.7</td>
<td>49.2</td>
<td>46.3</td>
</tr>
<tr>
<td>Proportion of civil servants**</td>
<td>44.8%</td>
<td>55.4%</td>
<td>34.1%</td>
</tr>
<tr>
<td>Proportion of part-time staff**</td>
<td>17.4%</td>
<td>3.1%</td>
<td>30.1%</td>
</tr>
<tr>
<td>Proportion of women**</td>
<td>52.7%</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

* in FTE  
** on a per-capita basis

Although a comprehensive list of all the different job profiles in the administrative service would go beyond the scope of this report, a rough categorisation according to the institutions its members work in can provide an insight into the range of activities they carry out. Just under 8,500 of them work in ministry headquarters, where public administration activity is steered and coordinated. This group includes legal, business administration and budget experts, economists, psychologists, personnel managers and various other specialists, as well as team assistants and many others.

The remaining 35,600 staff serve in Austria’s supreme institutions or in the ministries’ numerous, larger or smaller subordinate institutions. In these offices a wide range of services are provided directly to the citizens, from receiving applications to giving advice on individual questions and problems. The largest group of subordinate institutions consists of the tax and customs offices. Their staff of approximately 8,900 includes tax and customs inspectors, among other occupations. In addition to administration and auditing, their main responsibilities include advising citizens in matters of taxes and customs duties.

Military administration is another major sector within the administrative service. The 6,800 employees in this group work in the various military institutions, be it as clerical staff, desk officers, technical personnel (such as engineers responsible for the maintenance of military vehicles), manual workers and cleaning staff. 3,800 administrative staff are employed in the field of public security. They are responsible for all tasks in connection with police work that are not reserved for specially trained law enforcement officers.

Another 3,900 administrative staff work in the federal school system. Their main task is the day-to-day running and organisation of schools, i.e. everything that is required to ensure their functioning – with the exception of teaching. The diplomatic and administrative staff posted to Austria’s 99 diplomatic missions worldwide number approximately 600. Their tasks include, in particular, looking after Austrians living or travelling abroad and assisting those who need help in an emergency. Another important consular activity is issuing visas.
Fewer than half of all administrative staff (44.8 %) are civil servants. The proportion of women in this group is higher than average at 52.7 %, and the percentage of part-time workers is also relatively high.

One-quarter of administrative staff earn less than € 27,908 per year, while the median annual income in this group is € 37,873. Incomes in the top quartile are higher than € 55,667.
In line with the size of the administrative service, its retired civil servants are the largest group among all retired civil servants. Half of them receive pensions of €28,395 to €51,040, while the pensions of a quarter each lie below and above these amounts. The average retirement age in this occupational group is 61.7 years (60.6 in the previous year).

### 3.2 Teachers

Federal teaching staff work at secondary academic schools, secondary technical and vocational schools, as well as teacher training colleges.

#### Table 12 Teachers

<table>
<thead>
<tr>
<th></th>
<th>Total</th>
<th>Men</th>
<th>Women</th>
</tr>
</thead>
<tbody>
<tr>
<td>Staffing level as at 31 Dec. 2016*</td>
<td>39,541</td>
<td>16,312</td>
<td>23,229</td>
</tr>
<tr>
<td>Average age**</td>
<td>47.4</td>
<td>48.7</td>
<td>46.5</td>
</tr>
<tr>
<td>Proportion of civil servants**</td>
<td>24.0%</td>
<td>26.3%</td>
<td>22.4%</td>
</tr>
<tr>
<td>Proportion of part-time staff**</td>
<td>32.7%</td>
<td>22.8%</td>
<td>39.4%</td>
</tr>
<tr>
<td>Proportion of women**</td>
<td>59.7%</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

* in FTE  ** on a per-capita basis

---

10 The pensions of civil servants are paid by the Federal Civil Service while those of private-law employees are paid by public pension funds (see 5.9).
The occupational group of teachers comprises 39,541 full-time equivalents (FTE). They teach more than 550,000 pupils and students (2016/17 school year) at almost 2,200 schools. Approximately 6,900 federal teachers (FTE) work at private schools under an in-kind subsidy scheme for these schools. 99% of all federal teachers fall within the competence of the Ministry of Education. The twelve upper secondary schools for agriculture and forestry, as well as the Agricultural and Environmental Teacher Training College (Hochschule für Agrar- und Umweltpädagogik), which together employ approximately 1% of all federal teaching staff, come within the competence of the Federal Ministry of Agriculture, Forestry, Environment and Water Management.

In addition to federal teaching staff, there are about twice as many teachers of the Länder teaching at primary schools, lower secondary schools, special needs schools and pre-vocational schools, as well as vocational schools for apprentices and for agriculture and forestry. While these teachers are employed by the Länder, the relevant costs are borne by the Federation under the public revenue sharing scheme.

24% of all teachers are civil servants, while the remaining 76% are employed on private-law contracts. Teachers are one of those occupational groups in which a contract-based model of employment exists as an alternative to employment under public law. As a result of the current freeze on awarding civil servant status to teachers, the proportion of civil servants in this occupational group is steadily declining. The relatively high average age results from the fact that most federal teachers are well above the age of 20 by the time they finish their university studies and enter the teaching profession. In addition, many of them belong to the older age groups.

At 59.7%, the proportion of women among teachers is the highest of all occupational groups. It is safe to assume that this is connected to the proportion of part-time employees, which is also high at 32.7%; however, the percentage of male teachers working part-time is also above average at 22.8%.

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11 This figure is based on school types rather than school locations (i.e. there may be several school types under one roof in a particular location).
The high percentage of part-time workers must be taken into account when considering the median income of teachers. One-quarter of all teachers earn less than €33,406, while those in the top quartile earn more than €69,857. The incomes of the remaining half of the occupational group fall between these two levels; the median income is €51,567.

Figure 10 Income quartiles for teachers in 2016

Figure 11 Income quartiles for retired teachers in 2016
18,288 retired teachers, being civil servants, receive their pensions from the Federal Civil Service. The median pension amounts to € 58,125. Half the pensions are between € 48,425 and € 66,448, with 25% below and 25% above this range. The average retirement age for teachers is 62.7 years, representing a slight increase on the previous year (62.5 years).

3.3 Law enforcement

The group of law enforcement officers comprises 31,100 FTE, including approximately 3,100 prison guards in addition to police officers.

The key responsibilities of the police include combating and preventing crime, as well as various tasks in the area of road safety. One of the main objectives of the police is to provide rapid, professional, on-location assistance in the case of imminent danger.

A career in law enforcement requires a type of training which is not available in “civilian” schools. Even though most law enforcement officers have civilian qualifications (e.g. apprenticeship or upper secondary qualifications), they receive their actual police training at special federal training institutions.

Basic training for law enforcement officers, which lasts 24 months, is provided by ten training centres throughout the country. To be admitted, candidates must pass an entrance exam which tests their personal and professional aptitude. In addition to operations training, which prepares participants for concrete police tasks, key components of the course include comprehensive legal knowledge and personal skills training. Trainee law enforcement officers enter into a contractual employment relationship with the Federation, i.e. they are not yet civil servants at this stage. In order to allow young officers to broaden their knowledge and experience after completing their training, transfers during the first two years of an officer’s career were made easier in 2008. Such transfers, which are possible within the respective Land, represent a form of extended practical training intended to familiarise officers with a wide variety of professional challenges and situations.

Important yet smaller groups within the law enforcement category include highly specialised officers, such as those serving in bomb disposal and mine clearing squads, or in the “Cobra” flying squad, a specialised unit which is deployed in particularly high-risk situations. WEGA (Wiener Einsatzgruppe Alarmabteilung), a Vienna-based flying squad, should also be mentioned here. Among other things, this unit provides country-wide assistance in operations which are classified in advance as potentially confrontational, requiring the intervention of specially trained and equipped units.

The majority of law enforcement officers are employed by the Ministry of the Interior, while the approximately 3,100 prison guards belong to the Ministry of Justice. Prison guards are mainly responsible for maintaining order and security, as well as looking after prisoners and occupying them to facilitate their rehabilitation and keep the recidivism rate at a minimum.
Table 13 Law enforcement

<table>
<thead>
<tr>
<th></th>
<th>Total</th>
<th>Men</th>
<th>Women</th>
</tr>
</thead>
<tbody>
<tr>
<td>Number of staff as at 31 Dec. 2016*</td>
<td>31,100</td>
<td>26,540</td>
<td>4,560</td>
</tr>
<tr>
<td>Average age**</td>
<td>42.9</td>
<td>44.5</td>
<td>34.3</td>
</tr>
<tr>
<td>Proportion of civil servants**</td>
<td>91.7%</td>
<td>93.1%</td>
<td>83.1%</td>
</tr>
<tr>
<td>Proportion of part-time staff**</td>
<td>5.0%</td>
<td>2.0%</td>
<td>21.0%</td>
</tr>
<tr>
<td>Proportion of women**</td>
<td>15.6%</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

* in FTE  
** on a per-capita basis

The average age of law enforcement officers is 42.9 years. The proportion of women is 15.6 %, i.e. it has increased compared to the previous year (14.8 %). In the law enforcement category in particular, the percentage of women has risen substantially, more than doubling over the last decade.

The proportion of part-time staff in this occupational group continues to be low at 5.0 %. One reason for this is the comparatively high percentage of men, combined with the fact that men choose to work part-time more rarely than women.

Figure 12 Income quartiles in law enforcement in 2016

The median gross annual income for law enforcement officers is € 49,570. Like the incomes of all Federal Civil Service staff, those of law enforcement officers consist of a base salary and various allowances. In contrast to other occupational groups, allowances account for a particularly high proportion of law enforcement officers’ earnings. This is due to weekend and night duty, a high amount of overtime, as well as the specific dangers and hardships associated with their work.
There were 15,474 retired law enforcement officers receiving civil servants’ pensions in 2016. Their median gross annual income was €37,701. At 59.3 years, the average retirement age for this occupational group lies below the Federal Civil Service average as many law enforcement officers take early retirement due to occupational disability. However, the proportion of these retirements has decreased from 69% to 23% since 2005. This development contributed to the 2.7-year rise in the retirement age for law enforcement officers registered during the same period.

### 3.4 Military

The Federation’s 13,453 military staff (FTE) fulfil various functions in the field of safety and security, such as assisting in policing Austria’s borders where necessary (e.g. under Section 2(1)b of the Military Defence Act (Wehrgesetz) concerning aliens unlawfully present in Austria and persons in need of help and protection), and carrying out disaster relief operations, for instance following floods or avalanches. 1,102 soldiers (as at December 2016) were deployed in peacekeeping missions on a mandate from the United Nations, most of them in Kosovo, Bosnia and Herzegovina, and Lebanon. A new peacekeeping focus on the African continent is currently being developed.

Based on the proposals presented by the Armed Forces Reform Commission, further steps were taken in 2006 to prepare the Austrian Armed Forces, in terms of both personnel and structures, for their new focus on international crisis management. Tasks in this area are primarily carried out by so-called FIOP (Forces for International Operations). Among the FIOP, High Readiness Units are characterised by their particularly short response time, i.e. they must be ready for deployment to crisis areas within a few days.
Some members of High Readiness Units are employed on private-law contracts, an exceptional arrangement as professional soldiers are usually civil servants. This employment model, based on a special three-year contract with the option of renewal, has been available since 2003. High Readiness Unit personnel require special training for deployment abroad, a fact which is reflected in a special pay scheme. 1,034 of them were employed on a contract basis as at 31 December 2016.

Table 14 Military

<table>
<thead>
<tr>
<th></th>
<th>Total</th>
<th>Men</th>
<th>Women</th>
</tr>
</thead>
<tbody>
<tr>
<td>Number of staff as at 31 Dec. 2016*</td>
<td>13,453</td>
<td>13,176</td>
<td>277</td>
</tr>
<tr>
<td>Average age**</td>
<td>43.3</td>
<td>43.5</td>
<td>32.7</td>
</tr>
<tr>
<td>Proportion of civil servants**</td>
<td>90.8%</td>
<td>90.9%</td>
<td>85.8%</td>
</tr>
<tr>
<td>Proportion of part-time staff**</td>
<td>1.5%</td>
<td>1.3%</td>
<td>11.6%</td>
</tr>
<tr>
<td>Proportion of women**</td>
<td>2.2%</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

* in FTE  
** on a per-capita basis

At 43.4 years, the average age in the military is relatively low compared to other occupational groups, a difference owed, among other things, to the fact that most staff join the military immediately after completing their compulsory military service.

Career planning is of great importance in the military. Depending on their respective career paths, the members of this occupational group are expected to attend the NCO Academy (for non-commissioned officers) or the Theresian Military Academy (for commissioned officers). Even though the proportions of women and part-time employees in the military are still low, both have increased since military careers were opened up to women in April 1998.

Figure 14 Income quartiles for the military in 2016
25% of military staff earn less than €37,277, while another 25% earn more than €54,385. The annual incomes of the remaining 50% fall between these levels. The median income for this occupational group is €44,669.

Figure 15 Income quartiles for retired military in 2016

25% of retired civil servants from the military receive pensions of less than €34,556, while the pensions of another 25% are higher than €43,933. At 61.8 years, the average retirement age for this occupational group is slightly above the average, having significantly increased (by 2.1 years) compared to the previous year (59.7 years).

3.5 Judges and prosecutors

This occupational group, which comprises two different job profiles, accounts for a total of 2,951 Federal Civil Service staff (FTE).

Judges are charged with administering justice, i.e. adjudicating in civil, criminal and administrative law cases. Unlike most other Federal Civil Service staff, judges are not subject to instructions. In order to guarantee their independence and prevent any undue influence on their decisions, they are also not subject to transfer or removal from office.

Prosecutors are responsible for representing the public interest in criminal cases, i.e. primarily bringing charges and representing the prosecution in criminal proceedings. They are subject to instructions under a system which is regulated in detail by law.
Table 15 Judges and prosecutors

<table>
<thead>
<tr>
<th></th>
<th>Total</th>
<th>Men</th>
<th>Women</th>
</tr>
</thead>
<tbody>
<tr>
<td>Number of staff as at 31 Dec. 2016*</td>
<td>2,951</td>
<td>1,444</td>
<td>1,507</td>
</tr>
<tr>
<td>Average age**</td>
<td>46.1</td>
<td>48.1</td>
<td>44.3</td>
</tr>
<tr>
<td>Proportion of civil servants**</td>
<td>100.0%</td>
<td>100.0%</td>
<td>100.0%</td>
</tr>
<tr>
<td>Proportion of part-time staff**</td>
<td>11.0%</td>
<td>1.4%</td>
<td>19.5%</td>
</tr>
<tr>
<td>Proportion of women**</td>
<td>53.1%</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

* in FTE
** on a per-capita basis

In this occupational group there is no alternative to employment under public law; in other words, all judges and prosecutors are civil servants. Their average age is 46.1 years. The proportion of women is 53.1%, making judges and prosecutors one of the occupational groups with an almost balanced proportion of men and women, along with teachers and the administrative service.

The central importance of high quality standards in the judiciary is expressed in the high level of qualification required of its members and the strict selection procedures they must undergo, but also in the above-average incomes they earn. The basic prerequisite for becoming a judge or prosecutor is a law degree.

As at 31 December 2016, 84.1% of the occupational group of judges and prosecutors were employed by the Federal Ministry of Justice, 2.2% by the Supreme Administrative Court, 6.7% by the Federal Administrative Court, and 7.0% by the Federal Fiscal Court.

The Federal Administrative Court hears complaints against decisions by federal authorities, except in matters coming under the jurisdiction of the Federal Fiscal Court. Both courts, which started operating on 1 January 2014, are also competent to rule on complaints against direct orders or coercive action by administrative authorities, as well as failure on the part of such authorities to render timely decisions.
The income levels of judges and prosecutors vary considerably over the course of their careers. While one-quarter of this occupational group earn less than € 60,014, the incomes of the top quartile are above € 99,410.
25% of the 1,162 retired judges and prosecutors receive pensions of less than €75,079, while the pensions of those in the top quartile are higher than €94,251. Their average retirement age is still the highest among all occupational groups in the Federal Civil Service at 62.9 years (64.1 years in 2015).
4 Traineeships, internships and apprenticeships in the Federal Civil Service

All Federal Civil Service staff undergo some form of in-service training to ensure the best possible preparation for the specific tasks awaiting them in public administration. This includes the initial training course for the administrative service and the basic training programme for law enforcement officers, among other programmes. What these programmes have in common is the fact that they all prepare staff for their duties in the Federal Civil Service, and that staff attend them as part of their employment.

In addition to the programmes mentioned above, the Federal Civil Service also provides training opportunities which are not exclusively tailored to the requirements of public administration but also provide qualifications for employment in the private sector. That is why this kind of training does not form part of an employment relationship with the Federal Civil Service. Specifically, there are public administration internships, court internships for law graduates, secondary school teaching practice for trainee teachers, as well as many different types of apprenticeships. The pay for trainees, interns and apprentices depends on the type of training they are undergoing.

4.1 Public administration internships

Public administration internships were introduced in the Federal Civil Service as early as 2004. This arrangement allows interns to deepen and broaden their qualifications by gaining practical experience in a suitable area of public administration. It is intended as an interface between interns’ previous education or training and their future employment, be it in the Federal Civil Service or elsewhere. Internships are available for persons who, in addition to completing their compulsory schooling, have gained upper secondary qualifications, completed an apprenticeship, or earned a university degree; the duration of internships is limited to one year. Depending on their qualifications, public administration interns receive a training allowance amounting to the monthly pay of private-law employees undergoing initial training, i.e. Level 1 of the relevant pay scale. During the first three months of an internship, the allowance is half that amount. The only precondition for a Federal Civil Service institution to take on interns is the availability of the required funds in its budget. There were 896 interns working in the Federal Civil Service as at 31 December 2016. 67.6% of these were women, and 324 were graduates of universities or other higher education institutions. Since 1 January 2012, unpaid internships in the Federal Civil Service have been prohibited under Section 36e, VBG.
4.2 Court internships

A court internship – or “year at court”, as it is colloquially known – is intended to give law graduates an opportunity to continue their legal education by working at a court of law, deepening their legal knowledge and trying it out in practice. The programme, which covers both civil and criminal proceedings, is designed to give interns the most comprehensive possible insight into the work of the judiciary and the court system.

Court interns are paid an allowance of € 1,288.90 a month.

Law graduates are legally entitled to do a court internship, and most of them make use of this opportunity as most employers require this practical training of candidates for jobs in the legal professions.

Law graduates doing their court internship may apply to be admitted to the judicial training programme. Trainee judges are required to attend a specially designed course, which 795 of them were doing at the end of 2016. 460 of these trainees were women and 335 were men, bringing the proportion of women among trainee judges to 57.9 %.

4.3 Teaching practice and induction phase

Trainee teachers of general education subjects at intermediate and upper secondary schools are required to complete a period of teaching practice if they opt for employment under the old system (see below). Teaching practice aims to introduce graduates to the practical side of the profession and give them an opportunity to show their suitability for this career.

The programme comprises two main elements: participation in a training course at a teacher training college and on-the-job training at a school. In addition to teaching, the latter includes observing the teaching of others, substituting for temporarily absent teachers, and participating in school events. Finally, trainees have to assess and grade pupils’ performance under the supervision of an experienced teacher.

Trainee teachers receive a monthly allowance of € 1,154.39. At the end of 2016, 1,643 trainee teachers (70.1 % of them women) were working in the federal school system.

On 1 September 2015, new employment regulations for teachers entered into force. These will continue to apply to new entrants on an optional basis until the end of the 2018/19 school year; as of 2019/20, all new entrants will be subject to the new system. Instead of teaching practice, graduates of teacher training programmes are now offered immediate employment as teachers. In the first twelve months of their employment, they undergo an induction phase accompanied by mentors. During the induction phase, teachers are required to cooperate with their mentors and follow their instructions, to observe the teaching of others and attend induction courses at a teacher training college or university. Admission to this induction phase is contingent on an employment relationship and thus on the availability of (part of) an established post; however, it does not depend on any minimum teaching load. Teachers of subjects for which no teaching degree programmes are available (e.g. engineering) are required to undergo special pedagogical training on being recruited.
4.4 Apprentices

The federal ministries, their subordinate institutions and the various agencies offer apprenticeships to facilitate young people’s entry to the world of work by providing them with suitable qualifications and the best possible prospects.

Efforts in the field of apprenticeship training have been stepped up considerably since September 2004. The objective defined at the time, namely to create 800 additional apprenticeship places in Federal Civil Service institutions and federal agencies, had been achieved by 2005. This approach has been consistently pursued ever since so that a total of about 3,900 apprentices were being trained by the Federal Civil Service (1,439) and its agencies (2,400) in December 2016.

In selecting apprenticeship occupations and designing training programmes, particular attention was paid to ensuring good employment prospects for the apprentices who complete this training. In addition to the “classic” qualification of administrative assistant, young people are therefore increasingly gaining technical qualifications in areas such as information technology, metalworking, aviation technology and surveying, to name just a few. But apprenticeship training is also available in traditional trades, such as cabinetmaking and dressmaking/tailoring, as well as in rarer ones, such as dairy processing or viticulture and winemaking. All in all, the Federal Civil Service is training apprentices in 54 different occupations.

A number of specific measures are in place to ensure that the Federal Civil Service’s apprentices can also find suitable employment opportunities in the private sector. These include job rotation schemes, both within and outside the institution where the apprenticeship is being served, as well as measures going beyond vocational training in the narrow sense, e.g. support in preparing for the so-called vocational matriculation exam (Berufsreifeprüfung), which combines upper secondary and vocational qualifications.
4.5 Military personnel training as commissioned or non-commissioned officers

As at 31 December 2016, 769 military personnel were training as commissioned or non-commissioned officers. 57 of these were attending the NCO Academy of the Austrian Armed Forces, and 712 were attending the Commissioned Officers’ Course at the Theresian Military Academy.
5 The staff of the Federal Civil Service

5.1 Staffing levels over time

The overall number of Federal Civil Service staff has been significantly reduced over the last few years, and the principle of lean administration will continue to apply in future.

The rise in staffing levels from 2013 to 2014 is due to the integration into the Federal Civil Service of civil servants formerly employed by Post AG and A1 Telekom AG (i.e. the successor companies of the former national post and telecommunications provider), an increase in the numbers of law enforcement officers and teachers, the creation of the new administrative court system, and the establishment of the Federal Office for Immigration and Asylum. In 2015, too, there were increases in staffing levels in the administrative service, in law enforcement and, in particular, among teachers. In 2016, 1,380 new staff were recruited, particularly to ensure public safety and security and adequate staffing in the education sector.
Table 16 Changes in staffing levels 1999 to 2016

<table>
<thead>
<tr>
<th>Year</th>
<th>Staffing level in FTE as at 31 Dec.</th>
<th>Change on previous year (total)</th>
<th>Change on previous year in the Federal Civil Service</th>
<th>Change on previous year in agencies</th>
</tr>
</thead>
<tbody>
<tr>
<td>1999</td>
<td>166,491</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2000</td>
<td>162,561</td>
<td>-3,930</td>
<td>-2,582</td>
<td>-1,349</td>
</tr>
<tr>
<td>2001</td>
<td>158,997</td>
<td>-3,664</td>
<td>-2,755</td>
<td>-909</td>
</tr>
<tr>
<td>2002</td>
<td>155,173</td>
<td>-3,724</td>
<td>-2,265</td>
<td>-1,459</td>
</tr>
<tr>
<td>2003</td>
<td>150,135</td>
<td>-5,038</td>
<td>-4,844</td>
<td>-193</td>
</tr>
<tr>
<td>2004</td>
<td>132,756</td>
<td>-17,379</td>
<td>1,286</td>
<td>-18,665</td>
</tr>
<tr>
<td>2005</td>
<td>133,287</td>
<td>531</td>
<td>1,221</td>
<td>-690</td>
</tr>
<tr>
<td>2006</td>
<td>133,312</td>
<td>25</td>
<td>103</td>
<td>-78</td>
</tr>
<tr>
<td>2007</td>
<td>132,731</td>
<td>-581</td>
<td>-56</td>
<td>-116</td>
</tr>
<tr>
<td>2008</td>
<td>132,784</td>
<td>53</td>
<td>63</td>
<td>-11</td>
</tr>
<tr>
<td>2009</td>
<td>132,908</td>
<td>124</td>
<td>124</td>
<td></td>
</tr>
<tr>
<td>2010</td>
<td>132,804</td>
<td>-104</td>
<td>-104</td>
<td></td>
</tr>
<tr>
<td>2011</td>
<td>132,357</td>
<td>-447</td>
<td>-447</td>
<td></td>
</tr>
<tr>
<td>2012</td>
<td>131,183</td>
<td>-1,174</td>
<td>-1,174</td>
<td></td>
</tr>
<tr>
<td>2013</td>
<td>129,873</td>
<td>-1,310</td>
<td>-1,310</td>
<td></td>
</tr>
<tr>
<td>2014</td>
<td>130,992</td>
<td>1,119</td>
<td>1,119</td>
<td></td>
</tr>
<tr>
<td>2015</td>
<td>131,361</td>
<td>369</td>
<td>369</td>
<td></td>
</tr>
<tr>
<td>2016</td>
<td>132,741</td>
<td>1,380</td>
<td>1,388</td>
<td>-8</td>
</tr>
</tbody>
</table>

Change from 1999 to 2016:

-33,750  -9,864  -23,477

-20.3%  -5.9%  -14.1%

The overall staffing level of the Federal Civil Service has decreased since 1999, with figures largely remaining stable over the last few years.

In order to achieve further staff reductions, target levels have been defined for each ministry. In addition, HR audits have been introduced to monitor the implementation of these targets and facilitate early intervention in the case of any undesired developments. Target staffing levels are defined in terms of the number of full-time equivalents to be reached by 31 December of a given year. Beyond this, no further restrictions apply, allowing the ministries the greatest possible freedom for their own, internal HR management.
5.1.1 Staffing levels by occupational group over time
As part of the budgetary consolidation policy of the last few years, a number of priorities have been set in HR management. The following sections discuss the effects of the associated control measures on staffing levels in the main occupational groups. The changes in staffing levels described below relate to the Federal Civil Service; savings achieved by outsourcing former Civil Service tasks to agencies are not taken into account.

5.1.2 Administrative service
The administrative service has been the most strongly affected by staff cuts. 16.6% of all posts that have fallen vacant since 1999 have not been filled, resulting in cuts of approximately 9,000 FTE. In other words, every sixth job has been eliminated.

This development has been facilitated by reforming government tasks, streamlining procedures, and increased use of new information technologies.

Figure 19 Staffing levels in the administrative service over time

The diagram shows a marked decrease in 2003, which resulted from an early retirement scheme (with pension reductions) for staff aged 55 or over. This so-called Social Plan was open to all occupational groups in 2003 only. The rise from 2013 to 2016 is due to the integration into the Federal Civil Service of civil servants formerly employed by Post AG and A1 Telekom AG.

5.1.3 Teachers
Most federal teachers are employed in the schools operated by the Ministry of Education and the Ministry of Agriculture and Forestry.

Before the public universities were hived off, almost 1,000 federal teaching staff were working in tertiary education. The diagram below shows staffing levels among school teachers over time (excluding the federal teachers still working at the hived-off universities, to provide comparable data).
Compared to 1999, the number of federal school teachers at work in Austria’s classrooms has risen by 10.1%, or approximately 3,627 FTE. Various factors have contributed to this development, including the following: a reduction in the maximum number of pupils per class, a fall in the drop-out rate, increased availability of after-school daycare in schools, lower thresholds for splitting classes for foreign language teaching, the introduction of *Neue Mittelschule* (a new type of lower secondary school with more teachers per class), and a rise in the number of pupils, in particular at upper secondary technical and vocational schools.

Figure 20 Staffing levels among school teachers over time

5.1.4 Law enforcement

Law enforcement officers are employed as police officers by the Ministry of the Interior and as prison guards by the Ministry of Justice.

Prior to the merger of different law enforcement structures in 2003, just under 2,000 officers were working for the Ministry of Finance. In 2004 approximately 1,100 former customs guards were transferred to the Ministry of the Interior following the abolition of this service in the Ministry of Finance. The remaining ex-customs guards were integrated into the administrative service.

The following diagram shows staffing levels among law enforcement officers in the police and the prison system over time. To avoid any distortion in interpreting these figures, data relating to the customs guards in the Ministry of Finance (before the merger) are not included here. Staffing levels in law enforcement (i.e. police officers and prison guards) have risen by 4.3%, or 1,290 FTE, since 1999.
Figure 21: Staffing levels in law enforcement over time

The sharp drop of 1,200 FTE in 2003 is due to reduction targets and the uptake of early retirement under the Social Plan (see 5.1.2). Staffing levels rose again following the transfer of the former customs guards from the Ministry of Finance. A linear increase of 1,000 police officers was implemented between 2009 and 2013. In order to further enhance public safety and security, 151 additional law enforcement officers were employed in 2014, another 52 in 2015, and another 843 in 2016.

5.1.5 Military

The military, too, has been affected by downsizing measures in recent years. 17.9% of all posts that have fallen vacant since 1999 have not been filled, resulting in staff cuts amounting to 2,936 FTE.

Command and administrative structures have been adjusted in line with the 2010 Armed Forces Report (Bundesheer 2010) and the 2002 Reorganisation Scheme (Reorganisation 2002). Particular attention was paid in this context to setting the strengths of formations and units in accordance with international standards, and to developments in the areas of technology and equipment. Another objective was streamlining organisational structures for the benefit of operational structures.
5.1.6 Judges, prosecutors and trainee judges

By far the largest part of this occupational group (i.e. 84.1%) work at the courts and public prosecutor’s offices operated by the Ministry of Justice. The rest work at the Supreme Administrative Court, the Federal Administrative Court and the Federal Fiscal Court.

Compared to 1999, the occupational group of judges and prosecutors has grown by 27.5%, or 636 FTE. Reasons include the foundation of the Asylum Court in 2008 (+ about 70 FTE) and of the Federal Administrative Court and the Federal Fiscal Court in 2014 (+95.3 FTE), as well as an increased emphasis on combating economic crime and corruption.
5.2 Levels of qualification

Education and training is considered very important in the Federal Civil Service. The grading system for civil servants is closely linked to specific qualifications. In addition, all staff undergo some form of initial or basic training provided by the employer; continuing in-service training is also seen as an important element of personnel development.

The percentages given in Figure 24 have been derived from the pay grades which staff are assigned to. Grading is generally based on qualifications, an exception being law enforcement. In this occupational group, prior qualifications are of secondary importance as the specific training required for a career in law enforcement is only available at Federal Civil Service training institutions. Law enforcement officers can qualify for any grade by way of in-service training, which is why they are listed separately here.

In the last few years recruitment policy has developed in such a way that one-third of all new law enforcement personnel had gained upper secondary qualifications before being recruited. It can therefore be assumed that the proportion of Federal Civil Service staff with this particular qualification level is higher than the 16.8 % shown in the above diagram.

The main reason for the high proportion of university graduates in the Federal Civil Service (33.2 %) is the composition of certain occupational groups: all judges and prosecutors and most federal school teachers are university graduates. Due to its size, the group of teachers has a particularly strong influence on overall qualification levels in the Federal Civil Service. Furthermore, the federal ministries have a great need for experts in their respective policy areas, as well as for legal experts, as the drafting of legislation is a key task of ministry staff. On the other hand, the prevailing trend towards restricting the activities of public administration to its core areas of responsibility has led to the outsourcing of many operative activities which do not require such high levels of qualification. Another reason for the high percentage of graduates within the Federal Civil Service is the fact that typical frontline services requiring only lower or intermediate qualifications fall within the competence of regional and local government.
Finally, there are some rather labour-intensive areas of federal competence which are controlled
by ministries but implemented on their behalf by private-sector entities.

### Table 17 Proportion of university graduates

<table>
<thead>
<tr>
<th>Year</th>
<th>Federal Civil Service</th>
<th>Private sector</th>
</tr>
</thead>
<tbody>
<tr>
<td>1998</td>
<td>29.2 %</td>
<td>4.0 %</td>
</tr>
<tr>
<td>2000</td>
<td>30.6 %</td>
<td>4.7 %</td>
</tr>
<tr>
<td>2005</td>
<td>28.9 %</td>
<td>7.9 %</td>
</tr>
<tr>
<td>2010</td>
<td>31.5 %</td>
<td>10.4 %</td>
</tr>
<tr>
<td>2011</td>
<td>31.8 %</td>
<td>10.6 %</td>
</tr>
<tr>
<td>2012</td>
<td>32.2 %</td>
<td>11.7 %</td>
</tr>
<tr>
<td>2013</td>
<td>32.6 %</td>
<td>12.6 %</td>
</tr>
<tr>
<td>2014</td>
<td>32.6 %</td>
<td>13.7 %</td>
</tr>
<tr>
<td>2015</td>
<td>33.0 %</td>
<td>14.4 %</td>
</tr>
<tr>
<td>2016</td>
<td>33.2 %</td>
<td>14.8 %</td>
</tr>
</tbody>
</table>

Source of private sector data: Statistics Austria

The proportion of university graduates has risen steadily over the last few years. This trend
was only interrupted in 2004, when the public universities were hived off; since that year,
university teaching staff have not been included in Federal Civil Service statistics. The 2.4 %
increase in the private sector in 2004 is due to the fact that graduates of universities of applied
sciences (Fachhochschulen) have been counted as university graduates since that year.

### 5.3 Staff by type of employment relationship

#### 5.3.1 Federal Civil Service staff by type of employment relationship in FTE

There are two types of employment relationship in the Federal Civil Service, which are
governed by public and private law, respectively. Public-law employment (i.e. “classic” civil
servants - Beamte) is still predominant although the number of civil servants has been going
down for a number of years now. This type of employment relationship is based on a sover-
eign act of the state, namely the appointment of the civil servant, and only expires upon his/
her death (or resignation or dismissal). Private-law employment relationships, on the other
hand, are based on a contract of employment as in the private sector (hence the German term
Vertragsbedienstete) and end upon the employee’s retirement (or resignation or dismissal).

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12 Private sector data for 2004-2014 have been retroactively adjusted by Statistics Austria.
Due to the restrictive policy on appointing civil servants, their number among Federal Civil Service staff is steadily decreasing. Measures to reduce the number of civil servants are aimed at those occupational groups where private-law employment contracts are a possible alternative to appointment under public law. This applies to the administrative service, as well as to teachers and nurses.

As a result of the freeze on appointing new civil servants, retired civil servants are being replaced – to the extent necessary – by private-law employees. For this reason, divergent trends can be observed in staffing levels among civil servants and private-law employees. While the number of private-law contracts has slightly increased, the number of public law employment relationships has markedly decreased, leading to a reduction in overall staffing levels. The reduction in the numbers of both civil servants and private-law employees in 2004 resulted from the public universities being hived off in that year.
Table 18 Federal Civil Service staff by type of employment relationship*

<table>
<thead>
<tr>
<th>Year</th>
<th>Civil servants</th>
<th>Private-law employees</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>2003</td>
<td>99,427</td>
<td>50,708</td>
<td>150,135</td>
</tr>
<tr>
<td>2004</td>
<td>90,058</td>
<td>42,698</td>
<td>132,756</td>
</tr>
<tr>
<td>2005</td>
<td>89,207</td>
<td>44,080</td>
<td>133,287</td>
</tr>
<tr>
<td>2006</td>
<td>88,218</td>
<td>45,094</td>
<td>133,312</td>
</tr>
<tr>
<td>2007</td>
<td>86,571</td>
<td>46,160</td>
<td>132,731</td>
</tr>
<tr>
<td>2008</td>
<td>85,231</td>
<td>47,553</td>
<td>132,784</td>
</tr>
<tr>
<td>2009</td>
<td>83,539</td>
<td>49,369</td>
<td>132,908</td>
</tr>
<tr>
<td>2010</td>
<td>81,312</td>
<td>51,492</td>
<td>132,804</td>
</tr>
<tr>
<td>2011</td>
<td>79,574</td>
<td>52,783</td>
<td>132,357</td>
</tr>
<tr>
<td>2012</td>
<td>77,447</td>
<td>53,736</td>
<td>131,183</td>
</tr>
<tr>
<td>2013</td>
<td>75,053</td>
<td>54,820</td>
<td>129,873</td>
</tr>
<tr>
<td>2014</td>
<td>75,201</td>
<td>55,791</td>
<td>130,992</td>
</tr>
<tr>
<td>2015</td>
<td>74,768</td>
<td>56,593</td>
<td>131,361</td>
</tr>
<tr>
<td>2016</td>
<td>73,686</td>
<td>59,055</td>
<td>132,741</td>
</tr>
</tbody>
</table>

*in FTE

The restrictive policy on appointing civil servants is also reflected in their distribution among the different age groups: their proportion in the under-40 group is approximately 40 %, compared to about 71 % in the over-50 group.

Table 18 shows the distribution of Federal Civil Service staff according to type of employment relationship, based on full-time equivalents. The current proportion of civil servants is 55.5 %.

5.3.2 Recent policy on civil service appointments

The first measures aimed at stopping the rising proportion of civil servants in those occupational groups where private-law employment is also possible were launched in 1997. But it was not until November 2003 that an effective stop to public-law appointments was imposed, a measure which has been extended indefinitely and is still in force. As no more civil servants can be appointed in occupational groups where alternative forms of employment exist (i.e. the administrative service, teachers and nurses), the total number of civil servants is steadily decreasing.

At the end of 2016, 73,686 civil servants were working in the Federal Civil Service. Another 6,179 were working in agencies and other hived-off entities (excluding the successor companies of the former national post and telecommunications provider). These figures have not been converted to FTE, i.e. they refer to the number of employment relationships. The 73,686 civil servants mentioned above represent 55.5 % of all staff working in the Federal Civil Service. This proportion has decreased by 1.4 percentage points compared to the year before.

The effect of the restrictive appointment policy is evident: while there were 119,178 civil servants working for the Federal Civil Service and federal agencies (excluding post and telecommunications) in 1997, this number has since shrunk to 79,865.
The Federal Civil Service is an expert organisation with considerable experience. Its age structure shows a disproportionately high number of employees in the older age groups and few in the younger ones. Its average age will continue to rise.

In 1995, 33-year-olds were the most numerous group. 21 years later the members of this group, who are now 54 years old, still represent the largest age group within the Federal Civil Service.

This age structure is reflected in the number of expected retirements. 48% of staff will retire over the next 13 years.
5.4 Demographics

At 46.1 years, the average age of Federal Civil Service staff is very high in comparison with the private sector, where it is significantly lower at 38.3 years.

The comparison of broad age groups among the Federal Civil Service and all Austrian employees shows that the proportion of the younger generation (i.e. ≤ 35) in the Civil Service is currently fairly low at approximately 22%. By contrast, over one-third of all Austrian employees are 35 or younger. At the same time, the proportion of staff aged 50 or over is clearly higher, at almost 45%, in the Federal Civil Service than among all Austrian employees, where it is just over 26%.

In 1995, on the other hand, the distribution was almost identical to that currently prevailing among all Austrian employees. A comparison of the figures for the Federal Civil Service in 1995 and 2016 clearly shows the shift in the age structure.

Approximately 48% of its present staff will retire from the Federal Civil Service by 2029, i.e. a high rate of retirement is to be expected over the next few years.

5.4.1 Changes in the age structure since 1995
Since 1995, the average age of Federal Civil Service staff has risen from 40.5 to 46.1 years. Apart from a temporary drop in 2004, which was due to the public universities being hived off, this rise has been continuous. In parallel to this trend, the proportion of staff in the 45-plus age group has risen from 35% to 60%. The average age has risen for male as well as female staff.
This rise in average age is the result of a fundamental change in the age structure of Federal Civil Service staff, which is best explained graphically.
The younger age groups, such as the under-30s, are only about half as large now as they were in 1995, which is a direct consequence of the low level of recruitment in recent years. In 1995 the largest groups were those aged 32 to 34. These staff members are 51 to 53 years old today and still make up the largest age group in the Federal Civil Service.

In addition to this, the actual retirement age has risen by 5.6 years compared to 1995. Finally, due to efforts to raise the level of qualification required of new entrants, these tend to be older today than they were in the past.

The changing age structure of the Federal Civil Service will present a major challenge to HR managers over the next few years. A number of questions arise in the area of personnel development in particular: How can older staff members’ motivation and ability to perform be maintained? What training measures are required to enable staff who received their training a long time ago to handle the rapidly changing technologies they need to use on a daily basis? How to design working time and work organisation so as to meet the changed needs of older staff?

Due to the large number of staff currently in the older age groups, there will be a high level of retirements over the next few years. This will affect different occupational groups to different extents. The age structures of law enforcement, military, and the group of judges, prosecutors and trainee judges can be said to be balanced. However, action will be needed regarding school teachers and large parts of the administrative service. In strongly affected groups such as these, an increased need for recruitment is to be expected. How successful the Federal Civil Service is at recruiting highly qualified new staff in future will strongly depend on its attractiveness as an employer, as well as on professional recruitment methods.
5.4.2 Age structure by type of employment relationship
The age structures of civil servants and private-law employees also differ considerably. This mainly results from the stop to appointing new civil servants in occupational groups where employment on private-law contracts is a possible alternative. As a result, civil servants are still in the majority in the over-45 age group while most younger staff are private-law employees.

Figure 29 Age structure by type of employment relationship in 2016

5.4.3 Age structure by occupational group
The different occupational groups in the Federal Civil Service are affected by demographic change to different extents. High numbers of retirements are to be expected primarily among school teachers and in large parts of the administrative service (particularly in the areas of health, transport, economic affairs and school administration). On the other hand, the age structure of judges and prosecutors, the military, and law enforcement is sustainable.
Figure 30 Average age by occupational group

<table>
<thead>
<tr>
<th>Occupation</th>
<th>Average Age</th>
</tr>
</thead>
<tbody>
<tr>
<td>Administrative service</td>
<td>47.7</td>
</tr>
<tr>
<td>Teachers</td>
<td>47.4</td>
</tr>
<tr>
<td>Judges and prosecutors</td>
<td>46.1</td>
</tr>
<tr>
<td>Military</td>
<td>43.3</td>
</tr>
<tr>
<td>Law enforcement</td>
<td>42.9</td>
</tr>
</tbody>
</table>

For further details, see our publication “Handlungsfeld Demografie im Personalmanagement” (“Demographic challenges in HR management”, in German), which is available on our website at www.oeffentlicherdienst.gv.at under “Publikationen”.

5.4.4 Demographic analysis based on levels of qualification

The following, more in-depth analysis focuses on two groups:

- \( \leq 35 \): staff aged 35 years and under, who are currently in the first third of their professional careers. These people, who have been active for 10 to 15 years, represent the organisation’s future potential.

- \( \geq 50 \): staff aged 50 and over, who have reached the final third of their professional careers. These people will presumably retire within the next 10 to 15 years.

In order to identify possible future bottlenecks at the different levels of qualification, these two groups are further differentiated. Additional data on qualification levels (cf. Chapter 5.2) help to identify areas where action will be required. The qualification levels shown below are based on pay grades, which, as a rule, reflect the highest level of qualification attained. This is different for the law enforcement group, where specialised, in-service training is more important in moving up the career ladder than prior qualifications. For this reason, law enforcement is shown separately here.

The proportion of staff with high qualification levels is very high in the Federal Civil Service (33.2 % university graduates and 16.8 % persons with upper secondary qualifications). One reason for this is the fact that a university degree is a requirement for certain occupations, such as judges and prosecutors, as well as most teachers. Approximately one-quarter of all posts require intermediate vocational qualifications while only 3 % of staff do support work for which compulsory schooling is sufficient.
The demographic analysis based on levels of qualification shows that the greatest number of retirements are to be expected in the groups of university graduates and staff with upper secondary qualifications, owing to the size of these groups. Many of these highly qualified staff members are aged 50 or over, i.e. they will reach retirement age within the next few years. This contrasts with the relatively low number of young people among staff with university or upper secondary qualifications.

In view of the considerable time required to gain a university education and the highly specific know-how to be acquired during initial training, increased effort and forward planning are called for with regard to these particular groups.
5.5 Part-time employment in the Federal Civil Service

28.9 % of all Austrian employees (including government sector employees) work part-time (2016 average). By comparison, the proportion of part-time workers in the Federal Civil Service is comparatively low at 17.7 %.

After increasing until 2004 and decreasing slightly in 2006, the proportion of part-time workers reached the highest level so far. At 28.8 %, private-law employees work part-time far more frequently than civil servants.

The working time of private-law employees in the Federal Civil Service can be set at any level at all while working time arrangements below the level of 50 % are not possible for civil servants. As an exception to this rule, however, civil servants can arrange to reduce their working time below this level for the time during which they are entitled to receive childcare benefit.

The so-called sabbatical represents a special form of partial employment. The term refers to a period of time out from work lasting between 6 and 12 months. Unlike regular annual leave, however, sabbatical leave entails a reduction in pay over a reference period of between two and five years. The extent of the pay cut depends on the actual length of this period and on the amount of leave taken. In practice, one possible arrangement involves reducing employees’ pay to 80 % of their regular salary over a period of five years, which includes one year’s leave of absence. However, in this particular model the leave of absence can only be granted after at least two years of the reference period have elapsed. At the end of their sabbatical leave, employees return to their original places of work.

Until 2007, only teachers could take sabbatical leave. Since July 2007, however, this form of partial employment has been available to all Federal Civil Service staff with the exception of judges and prosecutors. 926 staff members are currently making use of this option.
Short Facts: Women and men

The Federal Civil Service is strongly committed to providing equal opportunities for the women and men it employs. Key policies to support women focus on reducing the gender pay gap, ensuring income transparency, and raising the proportion of women in top management positions.

More and more women are working in the Federal Civil Service ...

... and they are highly qualified.

The gender gap in terms of both pay and part-time work is less significant than in the private sector.

Income differences between women and men are smaller in the Federal Civil Service than in the private sector.

While there are still more women than men working part-time, the difference between the two groups is smaller in the Federal Civil Service than in the private sector.
5.6 Women and men

The Federal Civil Service is clearly committed to providing equal opportunities for the women and men it employs. This is why it has created functions such as those of equal treatment officers and women’s representatives, and bodies such as the Equal Treatment Commission for the Federal Civil Service. Changing conditions in the world of work require the continuous development of the legal basis for promoting equal opportunities.

5.6.1 The proportion of women in the Federal Civil Service over time

The percentage of women in employment has risen considerably in Austria since the 80s. While only 49.4% were gainfully employed in 1984, the proportion had risen to 67.7% by 2016. The male employment rate, which was 75.4% in 2016, remained relatively constant during the same period. Women, on the other hand, are still in the process of catching up, as shown by a rise of 2.5 percentage points between 2009 and 2016.

In accordance with this trend, the proportion of women working in the Federal Civil Service is also rising continually, reaching 41.9% in 2016, with women making up 59.3% of private-law employees and 26.5% of civil servants. A comparison with 1995 shows that the percentage of women has risen in almost all groups of Federal Civil Service staff, but in particular among judges and prosecutors, and university graduates in general.

The only exceptions to this trend are those areas which used to show a marked predominance of women. A 2.9% decrease has been recorded in the proportion of women among private-law employees. At the level of occupational groups, it is in the category of nurses that the percentage of women is now lower than it was in 1995.
Table 19 Percentage of women in the Federal Civil Service

<table>
<thead>
<tr>
<th>Occupational Group</th>
<th>1995</th>
<th>2016</th>
<th>Difference in percent. points</th>
</tr>
</thead>
<tbody>
<tr>
<td>Civil servants</td>
<td>22.0</td>
<td>26.5</td>
<td>4.5</td>
</tr>
<tr>
<td>Private-law employees</td>
<td>62.2</td>
<td>59.3</td>
<td>-2.9</td>
</tr>
<tr>
<td>Administrative service</td>
<td>47.7</td>
<td>52.7</td>
<td>5.0</td>
</tr>
<tr>
<td>Law enforcement</td>
<td>3.9</td>
<td>15.6</td>
<td>11.7</td>
</tr>
<tr>
<td>Military</td>
<td>0.0</td>
<td>2.2</td>
<td>2.2</td>
</tr>
<tr>
<td>Judges and prosecutors</td>
<td>29.5</td>
<td>53.1</td>
<td>23.6</td>
</tr>
<tr>
<td>Nurses</td>
<td>87.1</td>
<td>64.8</td>
<td>-22.3</td>
</tr>
<tr>
<td>Teachers</td>
<td>49.8</td>
<td>59.7</td>
<td>9.9</td>
</tr>
<tr>
<td><strong>Staff with …</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>university degrees</td>
<td>38.1</td>
<td>56.3</td>
<td>18.2</td>
</tr>
<tr>
<td>upper secondary qualifications</td>
<td>40.0</td>
<td>44.6</td>
<td>4.6</td>
</tr>
<tr>
<td>intermediate technical/vocational qualifications, including apprenticeships*</td>
<td>22.1</td>
<td>42.5</td>
<td>20.4</td>
</tr>
<tr>
<td>compulsory schooling only</td>
<td>63.1</td>
<td>64.0</td>
<td>0.9</td>
</tr>
<tr>
<td><strong>Federal Civil Service total</strong></td>
<td><strong>35.9</strong></td>
<td><strong>41.9</strong></td>
<td><strong>6.0</strong></td>
</tr>
</tbody>
</table>

*A comparison within this group is only possible up to a point as levels of qualification are deduced from pay grades, which is not possible in law enforcement due to a different grading system. Therefore this occupational group is no longer included in statistics on qualification levels, which was still the case in 1995.

All in all, the proportions of women and men can be said to have become more balanced, i.e. more women are now working in occupations that used to be considered “male” preserves, and men are increasingly becoming interested in formerly typically “female” occupations.

Figure 33 Proportion of women by occupational group
5.6.2 High qualification levels by sex – Federal Civil Service vs. private sector
The proportion of staff with university or upper secondary qualifications is 50.0 % in the Federal Civil Service, which is very high compared to the private sector (35.3 %).

Table 20 Proportion of persons with university or upper secondary qualifications

<table>
<thead>
<tr>
<th>Year</th>
<th>Federal Civil Service</th>
<th></th>
<th>Private sector</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Total</td>
<td>Men</td>
<td>Women</td>
</tr>
<tr>
<td>1998</td>
<td>45.9%</td>
<td>42.2%</td>
<td>53.1%</td>
</tr>
<tr>
<td>2000</td>
<td>46.8%</td>
<td>42.6%</td>
<td>54.9%</td>
</tr>
<tr>
<td>2005</td>
<td>44.5%</td>
<td>37.6%</td>
<td>57.2%</td>
</tr>
<tr>
<td>2010</td>
<td>48.0%</td>
<td>39.8%</td>
<td>61.7%</td>
</tr>
<tr>
<td>2011</td>
<td>48.5%</td>
<td>40.1%</td>
<td>62.3%</td>
</tr>
<tr>
<td>2012</td>
<td>49.1%</td>
<td>40.3%</td>
<td>63.1%</td>
</tr>
<tr>
<td>2013</td>
<td>49.4%</td>
<td>40.4%</td>
<td>63.6%</td>
</tr>
<tr>
<td>2014</td>
<td>49.6%</td>
<td>40.5%</td>
<td>63.9%</td>
</tr>
<tr>
<td>2015</td>
<td>49.9%</td>
<td>40.8%</td>
<td>64.1%</td>
</tr>
<tr>
<td>2016</td>
<td>50.0%</td>
<td>40.7%</td>
<td>64.3%</td>
</tr>
</tbody>
</table>

Source of private-sector data: Statistics Austria

A breakdown of highly qualified staff by sex shows that 64.3 % of women in the Federal Civil Service have university or upper secondary qualifications while this is true of “only” 40.7 % of men. However, given the different grading system in law enforcement, the actual proportion of men with these qualifications is likely to be several percentage points higher, as explained in Chapter 5.2. By comparison, the proportion of private-sector workers with qualifications at upper secondary level or higher is markedly lower at 39.2 % (for women) and 31.7 % (for men).

5.7 Part-time work by sex

At 33.0 %, considerably more women than men (6.7 %) work part-time. The percentage of staff who have chosen this option is highest among teachers and nurses, as well as in the administrative service, a fact which is connected to the high proportion of women in these occupational groups.

13 Private sector data for 2004-2014 have been retroactively adjusted.
5.7.1 Women in management – gender auditing

The extent to which women are represented in managerial positions is a central issue when it comes to equal rights in the workplace. For one thing, management responsibility entails a wider scope of action and increased decision-making powers; for another, it correlates with levels of pay, making it one of the decisive factors in the income gap between women and men. The different pay grades within the qualification-based pay schemes therefore provide a good way of identifying staff with management responsibility, allowing for efficient, up-to-date gender audits.

Table 21 Women in top pay grades

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>University degree (I)</td>
<td>A1/7-9 and similar (e.g. directors general, directors, heads of very large subordinate institutions)</td>
<td>15.8%</td>
<td>24.0%</td>
<td>26.3%</td>
<td>26.4%</td>
<td>27.3%</td>
<td>29.7%</td>
</tr>
<tr>
<td>University degree (II)</td>
<td>A1/4-6 and similar (e.g. heads of unit, deputy heads of unit, heads of section, heads of large subordinate institutions)</td>
<td>29.8%</td>
<td>35.1%</td>
<td>36.8%</td>
<td>37.8%</td>
<td>38.5%</td>
<td>39.1%</td>
</tr>
<tr>
<td>Upper secondary qualifications</td>
<td>A2/5-8 and similar (i.e. heads of section, heads of medium-sized and small subordinate institutions, desk officers in high-grade posts)</td>
<td>24.4%</td>
<td>28.3%</td>
<td>28.9%</td>
<td>29.8%</td>
<td>30.4%</td>
<td>31.1%</td>
</tr>
<tr>
<td>Intermediate vocational qualifications</td>
<td>A3/5-8 and similar (i.e. administrative officers in high-grade posts)</td>
<td>29.3%</td>
<td>33.3%</td>
<td>35.4%</td>
<td>35.1%</td>
<td>35.3%</td>
<td>36.0%</td>
</tr>
<tr>
<td>All levels of qualification top pay grades</td>
<td></td>
<td>27.7%</td>
<td>32.0%</td>
<td>33.7%</td>
<td>34.1%</td>
<td>34.5%</td>
<td>35.2%</td>
</tr>
</tbody>
</table>
The percentage of women at all levels of management has been rising since 2006, a trend which continued across the board in 2016.

Figure 35 Proportion of women in top pay grades, 2006 vs. 2016

Nevertheless, in view of the overall proportion of women among Federal Civil Service staff (41.9 %), women still have quite some catching up to do. Managers tend to belong to the older age groups as managerial positions usually require many years of previous experience. Most of the staff currently holding management positions entered the Federal Civil Service at a time when the female employment rate was considerably lower than today. As a result, the proportion of women in those age groups from which managers are drawn is considerably lower than in the Federal Civil Service as a whole.

The below-average representation of women in management positions is therefore partly due to demographic factors. However, given the high percentage of women in the younger age groups today, the percentage of women in management can be expected to rise further over the next few years.
In December 2016 the proportion of women at the Federal Civil Service’s top level of management (i.e. directors general) was 30.3%; out of a total of 66 directorates general, 20 were headed by women. In 1995 only two directors general out of 79 (i.e. 2.5%) were women.

5.7.2 Promoting the advancement of women
Numerous measures have been taken to sustainably support the increasing trend towards women assuming management positions.

These include an Austria-wide, indicator-based control system under which the federal ministries set concrete targets for the proportion of women in the highest pay grades to be reached over the following years. These targets, as well as the actual proportion of women, are subject to an annual audit and published as part of the Staffing Plan (see 6.4.1).

Another key instrument is the 50 % women’s quota laid down by law. Under this rule, a female applicant is to be preferred if she is equally qualified as the best male candidate and if women are underrepresented on the staff of the recruiting institution.

Furthermore, ministries are required to publish on their websites the key outcomes of recruitment processes and the composition of evaluation boards.

Equal numbers of women and men are delegated to evaluation and selection boards. In addition, the chair of the respective ministry’s equal treatment commission (or her representative) is entitled to take part in the meetings of these boards in an advisory capacity.

Finally, in order to increase transparency and objectivity in the selection of managers, vacancy notices must state how specific skills and know-how will be weighted in evaluating candidates’ suitability for the position in question.

5.7.3 Parental leave for mothers and fathers
It is easier for women to settle back into work after having children if their partners support them. More and more men in the Federal Civil Service are choosing to participate in raising their children and taking parental leave. The number of fathers making use of this option has risen constantly over the last few years, putting the current proportion of men among staff on parental leave at 15.3%.

The relevant provisions are laid down in the Maternity Leave Act (Mutterschutzgesetz) and in the Paternity Leave Act (Väter-Karenzgesetz). Under this legislation, both parents are granted an individual right to parental leave on the same conditions, as well as the right to decide how to divide up the leave period between them. However, parental leave is only available until the child’s second birthday, and the parents can only change over twice during that period. There can be no time intervals between successive blocks of leave, nor is it possible for both parents to be on leave at the same time, except around the first changeover, when an overlap of one month is permitted (which reduces the maximum total leave period accordingly).

5.7.4 Baby Month
In order to increase fathers’ participation in childcare responsibilities immediately after birth, a legal entitlement to early paternity leave without pay was created in 2011. 1,927 persons, i.e. every sixth new father, made use of this opportunity between January 2011 and December 2016.
In June 2015 this so-called Daddy Month became a Baby Month, as it is now also available to women and men in same-sex partnerships. Early parental leave may be taken between the child’s birth and the end of the mother’s compulsory maternity leave or, in the case of (registered or unregistered) partnerships between two men, until the child is three months old. Employees who have adopted (or are about to adopt) a child aged under two are also entitled to up to four weeks’ early parental leave, starting with the date of adoption (or the beginning of foster care pending adoption).

In terms of employment status, salary and pension entitlement, early parental leave is treated like regular parental leave for fathers under the Paternity Leave Act (Väter-Karenzgesetz), i.e. the leave period is taken into account when calculating entitlements based on length of service.

For private-law employees, compulsory insurance under the General Social Insurance Act (ASVG) continues for the duration of early parental leave. The insurance contributions payable during this period are borne by the employer. For civil servants, too, health insurance coverage under the Civil Servants Health and Accident Insurance Act (Beamten-Kranken- und Unfallversicherungsgesetz) continues during early parental leave, with contributions being paid by the employer.

Under the Family Time Bonus Act (Familienzeitbonusgesetz), a bonus of € 22.60 per day is available for the fathers (i.e. biological fathers, adoptive fathers, foster fathers in permanent foster care arrangements, as well as women in same-sex partnerships with equivalent responsibilities) of children born on or after 1 March 2017 who are taking so-called family time. Family time is defined as a period of 28 to 31 successive calendar days within 91 days of the child’s birth during which fathers take time out from work exclusively to stay with their families. If the father subsequently takes ordinary parental leave, the family time bonus is deducted from his childcare benefit. Federal Civil Service staff can opt to take a Baby Month for a maximum time period of four weeks (see above) instead of family time.

5.7.5 Teleworking

Teleworking as defined by Section 36a of the 1979 Civil Servants Employment Act (BDG) and Section 5c of the Civil Service Private-law Employment Act (VBG) means that official duties are carried out in a location outside the employer’s premises.

Based on the National Action Plan on Equal Opportunities for Women and Men in the Labour Market, the Federal Chancellery carried out an evaluation of telework in the Federal Civil Service in 2012. The responses received from roughly 60% of the institutions contacted showed that approximately 1,100 staff were teleworking at the time of the survey. Of these, one-third worked in ministry headquarters, over half in ministries’ subordinate institutions, and about 12% in federal agencies.

About twice as many women as men were working from home in 2012.

Telework arrangements are to be found at all levels of qualification and seniority, except unskilled and semi-skilled support staff. 58 managers (i.e. 5% of the total number) are currently teleworking.

Teleworking is almost exclusively used by members of the administrative service as other occupational groups, particularly law enforcement officers and teachers, are required to be present in person at their places of work.
5.7.6 Income differences between women and men according to Section 6a, Equal Treatment Act for the Federal Civil Service

In its Policy Programme, the Federal Government has made a commitment to promoting equal opportunities for women in the world of work. Key elements of this effort include measures to increase the proportion of women in top positions and ensure more fairness and transparency regarding incomes.

Based on this commitment, the National Action Plan on Equal Opportunities for Women and Men in the Labour Market was published. This document sets out the Government’s strategy for improving women’s position in the labour market, as well as concrete steps to achieve this goal.

A central aim of the National Action Plan is the reduction of income differences between women and men. To reduce these differences, the Plan calls for increased transparency by disclosing the salary levels in each qualification-based pay scheme. A requirement to draw up annual income reports is laid down in the Equal Treatment Act for the Federal Civil Service (Bundes-Gleichbehandlungsgesetz – B-GlBG) and in the corresponding legislation for the private sector.

In accordance with the amended Section 6a B-GlBG, the Income Report for the Federal Civil Service includes data on part-time employees and staff employed for only part of the year, in addition to staff working full-time all year. To ensure the comparability of women’s and men’s incomes, the pay of part-time staff is extrapolated to full-time levels, and that of staff employed for only part of the year to the corresponding pay levels for year-round employment. These fictitious salaries correct any distortions due to different extents of employment, providing comparable income information for both sexes.

The Income Report for the Federal Civil Service appears for the fifth time this year, making it possible to analyse the gender pay gap over time. While the income gap between women and men was 13.3% in 2012, it narrowed to 12.8% in 2013 and 12.5% in 2014. Following a slight increase in 2015, the gap between the incomes of men and women in the Federal Civil Service reached a historic low of 11.9% in 2016.

<table>
<thead>
<tr>
<th>Year</th>
<th>Gender Pay Gap</th>
</tr>
</thead>
<tbody>
<tr>
<td>2012</td>
<td>13.3%</td>
</tr>
<tr>
<td>2013</td>
<td>12.8%</td>
</tr>
<tr>
<td>2014</td>
<td>12.5%</td>
</tr>
<tr>
<td>2015</td>
<td>12.8%</td>
</tr>
<tr>
<td>2016</td>
<td>11.9%</td>
</tr>
</tbody>
</table>

5.7.7 Income differences in the Federal Civil Service

The system of remuneration used in the Federal Civil Service, which is based on pay schemes laid down by law, offers a clear advantage compared to individual salary agreements as far as the gender pay gap is concerned: work of equal value is paid equally, regardless of sex. As any staff member’s pay depends on the classification of his/her post, there is no leeway for pay discrimination when filling vacant positions. Nevertheless, the median incomes of women working in the Federal Civil Service are still below those of men although the difference is markedly smaller than in the private sector: the gender pay gap in the Federal Civil Service,
adjusted for extent of employment, amounts to 11.9 %\textsuperscript{14}, whereas the Austria-wide income gap based on the hourly earnings of full-time and part-time workers is 18.2 %\textsuperscript{15}, and the income gap between women and men working full-time all year is 17.3 %\textsuperscript{16}.

Figure 36 The gender pay gap for the Federal Civil Service and for all Austrian employees

The gender pay gap in the Federal Civil Service is mainly due to differences in the following factors influencing pay levels: amount of overtime, qualification level, age, and the presence or absence of management responsibility. In those occupational groups where employment relationships under public as well as private law exist, a comparison between the incomes of women and men is further complicated by the fact that civil servants and private-law employees (see 5.3.1) are subject to different pay scales, and by the different percentages of civil servants among women and men.

The overall difference in median incomes which remains once the figures have been adjusted for extent of employment is 11.9 %. However, the size of the gap varies among occupational groups, ranging from 2.6 % (school inspectors) to 30.8 % (military).

\textsuperscript{14} Gender pay gap as defined by Section 6a, B-GlBG (Source: Federal Civil Service Management Information System)

\textsuperscript{15} Basis of calculation: median hourly pay of Austrian full-time and part-time employees. Source: General Income Report published by the Austrian Court of Audit (Allgemeiner Einkommensbericht, Reihe Einkommen 2016/1).

\textsuperscript{16} Basis of calculation: median income of Austrian full-time employees working all year. Source: General Income Report published by the Austrian Court of Audit (Allgemeiner Einkommensbericht, Reihe Einkommen 2016/1).
Age is the single most influential factor when it comes to income differences between men and women in the Federal Civil Service. Accordingly, significant income differences exist in groups of staff showing considerable age differences. This phenomenon is only to be expected in remuneration systems that place a high premium on seniority (i.e. length of service). As entry to the Federal Civil Service typically occurs at a young age, staff members’ age tends to correlate both with their years of service and their advance up the pay scale. A reduction in the gender pay gap will therefore occur once the age structure of female staff approximates that of male staff.
5.7.8 Median incomes by occupational group

Based on the Income Report, the incomes of women and men in the Federal Civil Service can be analysed in the same way as those in the private sector, and the extent of the gender pay gap can be determined.

The analysis of median incomes by occupational group has a different focus. It is based on the actual incomes within specific groups, which are substantially influenced by the factors of qualification and age.
Due to their specific qualification requirements, judges and prosecutors have the highest median income, followed by teachers, most of whom are also university graduates, as well as having the highest average age of all occupational groups in the Federal Civil Service. The administrative service, on the other hand, ranks last despite showing the second-highest average age.

### 5.8 Lost working time

Lost working time, in particular due to sick leave, is considered to be an important early indicator in personnel management as it can point towards poor work organisation, inadequate job design or work-related health issues.

The sick leave statistics published annually by the Association of Austrian Social Insurance Institutions (Hauptverband der österreichischen Sozialversicherungsträger) provide information on the amount of working time lost by blue- and white-collar workers. Federal Civil Service staff on private-law contracts are included in these data but civil servants are not.

The figures include ordinary sick leave, as well as residential medical spa treatments (Kuraufenthalte). The duration of sick leave is shown in calendar days. As it is not necessary to obtain a doctor’s note for short-term sick leave, these periods are largely not covered by the statistics compiled by the Association of Austrian Social Insurance Institutions. For the comparison between Federal Civil Service staff and persons insured under the General Social Insurance Act (ASVG), periods of short-term sick leave (i.e. one to three days) taken by Federal Civil Service staff have therefore not been taken into consideration while residential medical spa treatments are included, to ensure a viable basis of comparison.

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Since 2010, the sick days of men doing their compulsory military service and persons receiving childcare benefit have no longer been included in the sick leave statistics. Some of the data for the years since 2000 have therefore been retroactively adjusted to allow for a comparison between the Federal Civil Service and the private sector.
Over the last few years, the amount of sick leave taken in the Federal Civil Service has developed in parallel with that in the private sector. Following a rise in the previous year, the number of work days missed due to illness fell again in 2016. Approximately 12.3 sick days on average were recorded for the Federal Civil Service, and approximately 12.5 days for all employees subject to ASVG rules.
Table 23 Overview of sick leave indicators for Federal Civil Service staff compared to private-sector workers

<table>
<thead>
<tr>
<th></th>
<th>Year</th>
<th>Sick leave per 1,000 employees</th>
<th>Average duration in days</th>
<th>Sick leave rate</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Civil servants</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>2016</td>
<td>1,063</td>
<td>15,139</td>
<td>14.2</td>
</tr>
<tr>
<td></td>
<td>2015</td>
<td>1,070</td>
<td>15,277</td>
<td>14.3</td>
</tr>
<tr>
<td></td>
<td>2014</td>
<td>947</td>
<td>15,104</td>
<td>16.0</td>
</tr>
<tr>
<td><strong>Federal Civil Service staff subject to the ASVG</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>2016</td>
<td>677</td>
<td>9,466</td>
<td>14.0</td>
</tr>
<tr>
<td></td>
<td>2015</td>
<td>703</td>
<td>9,763</td>
<td>13.9</td>
</tr>
<tr>
<td></td>
<td>2014</td>
<td>652</td>
<td>9,671</td>
<td>14.8</td>
</tr>
<tr>
<td><strong>White-collar workers subject to the ASVG</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>2016</td>
<td>1,173</td>
<td>10,499</td>
<td>8.9</td>
</tr>
<tr>
<td></td>
<td>2015</td>
<td>1,169</td>
<td>10,662</td>
<td>9.1</td>
</tr>
<tr>
<td></td>
<td>2014</td>
<td>1,082</td>
<td>10,230</td>
<td>9.5</td>
</tr>
<tr>
<td><strong>Blue-collar workers subject to the ASVG</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>2016</td>
<td>1,439</td>
<td>15,424</td>
<td>10.7</td>
</tr>
<tr>
<td></td>
<td>2015</td>
<td>1,429</td>
<td>15,565</td>
<td>10.9</td>
</tr>
<tr>
<td></td>
<td>2014</td>
<td>1,365</td>
<td>15,332</td>
<td>11.2</td>
</tr>
<tr>
<td><strong>Federal Civil Service (civil servants and staff subject to the ASVG)</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>2016</td>
<td>1,135</td>
<td>12,320</td>
<td>10.9</td>
</tr>
<tr>
<td></td>
<td>2015</td>
<td>1,145</td>
<td>12,579</td>
<td>11.0</td>
</tr>
<tr>
<td></td>
<td>2014</td>
<td>1,047</td>
<td>12,488</td>
<td>11.9</td>
</tr>
<tr>
<td><strong>Blue- and white-collar workers subject to the ASVG</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>2016</td>
<td>1,281</td>
<td>12,499</td>
<td>9.8</td>
</tr>
<tr>
<td></td>
<td>2015</td>
<td>1,275</td>
<td>12,664</td>
<td>9.9</td>
</tr>
<tr>
<td></td>
<td>2014</td>
<td>1,198</td>
<td>12,332</td>
<td>10.3</td>
</tr>
</tbody>
</table>

Data excluding short-term sick leave (including residential medical spa treatments)

The sick leave rate is defined as the average percentage of staff absent from work due to illness. The current sick leave rate is 3.4 % for both the Federal Civil Service and all blue- and white-collar workers insured under the ASVG.
Fewer than one-quarter of all Federal Civil Service staff took no sick leave in 2016.

For further details, please see the study on “Health management and lost working time in the Federal Civil Service in 2015” (Gesundheitsmanagement und Fehlzeiten 2015 im Bundesdienst”, in German, based on 2014 data) at www.oeffentlicherdienst.gv.at.
The Federal Civil Service itself is responsible for the pensions of its civil servants and their surviving family members. Civil servants are subject to a different pension system than private-sector workers and Civil Service employees on private-law contracts, whose pensions are paid by public pension funds.

The retirement age in the Federal Civil Service is rising continuously.

The actual retirement age of civil servants, regardless of grounds for retirement, has been rising since 2006.

For law enforcement officers there are particularly high standards regarding their ability to work. This is why they retire earlier than the average of Federal Civil Service staff.

Retirements per year

The number of retirements again rose significantly in 2016.

Due to the age structure of the Federal Civil Service, the rate of retirement is expected to increase further. Deviations from this trend can be observed whenever the rules on retirement change.
## 5.9 Retired civil servants

The Federal Civil Service itself is responsible for the pensions of its civil servants and their surviving family members. Civil servants are subject to a different pension system than private-sector workers and Civil Service staff on private-law contracts, whose pensions are paid by public pension funds.

In December 2016 the total number of pensions paid by the Federal Civil Service was 96,223. This number includes 69,865 retirement pensions, 24,928 widow’s or widower’s pensions, 1,350 orphan’s pensions and 80 other pensions.

### Table 24 Federal Civil Service pensions

<table>
<thead>
<tr>
<th></th>
<th>2015</th>
<th>2016</th>
<th>Changes between 2015 and 2016</th>
</tr>
</thead>
<tbody>
<tr>
<td>Retirement pensions</td>
<td>69,479</td>
<td>69,865</td>
<td>386 (0.6%)</td>
</tr>
<tr>
<td>Widow’s-/widower’s pensions</td>
<td>25,180</td>
<td>24,928</td>
<td>-252 (-1.0%)</td>
</tr>
<tr>
<td>Orphan’s pensions</td>
<td>1,366</td>
<td>1,350</td>
<td>-16 (-1.2%)</td>
</tr>
<tr>
<td>Other pensions</td>
<td>79</td>
<td>80</td>
<td>1 (1.3%)</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>96,104</td>
<td>96,223</td>
<td>119 (0.1%)</td>
</tr>
</tbody>
</table>

## 5.10 New retirements

### 5.10.1 Retirement schemes

As of 1 September 2017, the statutory retirement age for civil servants is 65. Civil servants retire, by operation of law, at the end of the month in which they reach that age.

In the case of health problems, civil servants can retire early on grounds of occupational disability. This is possible regardless of age but entails a reduction in the amount of pension received, as in the corresponding disability pension schemes under the General Social Insurance Act (ASVG).

In addition, various other early retirement schemes are available if the respective conditions are met:

- **Korridorpension**: This early retirement scheme is available to employees on reaching the age of 62, provided they have earned a total of 40 years of entitlement. Employees born in 1954 or later are subject to higher reductions in their pensions.
- LangzeitbeamtInnenregelung: Under this early retirement scheme for civil servants with long years of service, civil servants born in or before 1953 can retire at 60 without a reduction in their pensions, provided they had accumulated 40 years of entitlement by 31 December 2013. Reductions apply to those born in or after 1954, who can only opt for this scheme on reaching the age of 62, having earned 42 years of entitlement.

- Schwerarbeiterregelung: This early retirement scheme for employees subject to hard working conditions (e.g. hard physical work, irregular night work, work under extreme temperatures) is available, on reaching the age of 60, to persons who worked under hard conditions as defined by law for 120 months during the 240 calendar months preceding retirement, provided they have earned 42 years of entitlement.

5.10.2 Number, age and income of newly retired civil servants

In 2016, federal civil servants retired at the age of 61.7 years on average, which means the highest increase on the previous year (61.2 years in 2015) in ten years. Civil servants’ retirement age is 1.4 years above that of employees subject to the General Social Insurance Act (ASVG).

Table 25 Grounds for retirement and average retirement age of federal civil servants

<table>
<thead>
<tr>
<th>Grounds for retirement</th>
<th>2015</th>
<th>2016</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>No. of persons</td>
<td>Average retirement age</td>
</tr>
<tr>
<td>Reaching statutory retirement age</td>
<td>464</td>
<td>65.5</td>
</tr>
<tr>
<td>Early retirement (except occupational disability)</td>
<td>769</td>
<td>61.6</td>
</tr>
<tr>
<td>Occupational disability</td>
<td>466</td>
<td>56.2</td>
</tr>
<tr>
<td>Total</td>
<td>1,699</td>
<td>61.2</td>
</tr>
</tbody>
</table>

The average age at which civil servants who had reached statutory retirement age stopped working did not change between 2015 and 2016. Civil servants retiring due to occupational disability did so 0.3 years later compared to 2015. Voluntary early retirement was taken on average at the age of 62.0 years (61.6 in 2015).

Table 26 Actual retirement age for pensioners under the ASVG

<table>
<thead>
<tr>
<th>Grounds for retirement</th>
<th>2015</th>
<th>2016</th>
</tr>
</thead>
<tbody>
<tr>
<td>Reaching statutory retirement age</td>
<td>62.3</td>
<td>62.1</td>
</tr>
<tr>
<td>Early retirement (except occupational disability)</td>
<td>60.5</td>
<td>60.9</td>
</tr>
<tr>
<td>Occupational disability</td>
<td>54.7</td>
<td>55.3</td>
</tr>
<tr>
<td>Total</td>
<td>60.1</td>
<td>60.3</td>
</tr>
</tbody>
</table>


18 i.e. 60 for women, 65 for men
The pensions of civil servants who retired in 2016 amount to €3,481 per month on average. By comparison, the monthly pensions of civil servants who retired in 2014 amount to €3,668. This 5% reduction is due to the recent legal changes (i.e. the Pensions Harmonisation Act and its transitional provisions). It is all the more significant in view of the higher retirement age (see 5.10.3), which means more years of service and pension entitlement. This development is expected to continue, and possibly increase, over the next few years.

The following facts, in particular, should be considered when comparing civil servants’ pensions with those under the General Social Insurance Act (ASVG):

- Civil servants recruited in or after 2005, or born on or after 1 January 1976, will receive the same pensions as staff subject to ASVG rules.

- For all other age groups, transitional provisions are in place which, together with the restricted access to early retirement schemes and the higher pension reductions explained in Chapter 5.10.1, have led to the reduction in pensions referred to above. The assessment period for civil servants’ pensions, currently 230 months (i.e. 19 years and 2 months), will gradually rise to 480 months (i.e. 40 years) until 2028.

- Retired civil servants pay a special contribution to the State Pension Insurance Fund to safeguard the sustainability of the public pension system.

- The pension insurance contributions of active civil servants are not capped if their incomes exceed the maximum assessment base which applies under the ASVG system.

5.10.3 Federal Civil Service retirements over time
Due to the age structure of the Federal Civil Service, the number of new retirements has been rising for several years now. Statistical peaks can be observed following changes in retirement legislation. The austerity packages adopted in 1995 and 1996 (the so-called structural adjustment laws) massively affected the Civil Service. For example, the annual pay rise (i.e. a percentage added to monthly pay) was replaced by one-off payments in 1996 and 1997, and pension reductions for early retirement were introduced. Starting in 2000, the statutory retirement age for civil servants was raised from 60 to 61.5 years. In addition, early retirement pensions were further reduced (by 3% instead of 2%), and an employment ban was imposed on pensioners under the age of 65 in 2001. Marked changes in retirement behaviour could also be observed as a result of legislation allowing federal civil servants to retire at the age of 55 with minor reductions in their pensions, but only within a time window of two years. This particular provision was reflected in above-average numbers of retirements in 2003. Conversely, the decrease in 2014 and 2015 is due to restricted access to early retirement schemes.

The number of new retirements in the Federal Civil Service rose by approximately 50% to 2,531 in 2016. This relatively significant increase (compared to previous years) is due to delayed retirements in the wake of the above-mentioned restrictions. Certain age groups who could not retire when they originally intended eventually did so at a later time. Given the age structure of the Federal Civil Service, the number of retirements is expected to rise further over the next few years.
The changes in the retirement rules described above have directly affected civil servants’ retirement behaviour and therefore, their actual retirement age. This age has risen constantly since 2004 – except in 2011, when it marginally fell by 14 days.

Thanks to significant reforms, the actual retirement age of federal civil servants has increased by 3.4 years since 2003. The age of retirement due to occupational disability, currently at 56.5 years, has risen by 2.1 years over the same period. Compared to the previous year, civil servants’ actual retirement age has increased by 0.5 years to 61.7 years. In other words, the trend towards a higher retirement age has continued, showing the greatest increase in ten years.
Table 27 Grounds for retirement over time

<table>
<thead>
<tr>
<th></th>
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<th></th>
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<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Reaching statutory retirement age</td>
<td>61.0</td>
<td>62.4</td>
<td>62.1</td>
<td>62.0</td>
<td>64.1</td>
<td>65.0</td>
<td>64.7</td>
<td>64.6</td>
<td>64.7</td>
<td>65.0</td>
<td>65.1</td>
<td>65.2</td>
<td>65.5</td>
<td></td>
</tr>
<tr>
<td>Occupational disability</td>
<td>54.4</td>
<td>53.8</td>
<td>52.3</td>
<td>52.3</td>
<td>53.5</td>
<td>52.7</td>
<td>53.3</td>
<td>53.3</td>
<td>53.8</td>
<td>54.2</td>
<td>55.1</td>
<td>55.6</td>
<td>56.2</td>
<td>56.5</td>
</tr>
<tr>
<td>Early retirement (except occupational disability)</td>
<td>57.9</td>
<td>60.0</td>
<td>60.3</td>
<td>60.3</td>
<td>60.4</td>
<td>60.6</td>
<td>60.7</td>
<td>60.8</td>
<td>60.9</td>
<td>60.8</td>
<td>61.3</td>
<td>61.6</td>
<td>61.3</td>
<td>62.0</td>
</tr>
<tr>
<td>Total</td>
<td>58.3</td>
<td>57.9</td>
<td>59.2</td>
<td>59.6</td>
<td>59.9</td>
<td>60.1</td>
<td>60.5</td>
<td>60.6</td>
<td>60.5</td>
<td>60.7</td>
<td>60.9</td>
<td>61.2</td>
<td>61.7</td>
<td></td>
</tr>
</tbody>
</table>

Given the age structure of the Federal Civil Service (cf. Figure 17 and Figure 18), particularly large age groups will be reaching retirement age in the next ten to twenty years. A particularly high number of retirements are therefore to be expected for that period, along with the associated opportunities and challenges.

For more detailed information, see the report on “Monitoring der Beamtenpensionen im Bundesdienst” (“Monitoring the pensions of civil servants in the Federal Civil Service”, in German), which is available on our website at www.oeffentlicherdienst.gv.at under “Publikationen”.

6 HR management in the Federal Civil Service

A responsible, motivated and performance-oriented workforce is a fundamental prerequisite for modern, efficient public administration. Forward-looking human resource management needs HR managers to create optimal conditions for staff to realise their potential to the maximum and give of their best to achieve the organisation’s objectives.

6.1 The organisation of HR management

Human resource management in the Federal Civil Service is organised along decentralised lines. The ultimate responsibility for all HR-related decisions concerning the staff of federal ministries and their subordinate institutions lies with the respective ministers, who have final jurisdiction in all personnel matters. In practice, however, it is the ministries’ personnel units that decide on HR issues and handle day-to-day management. Ministries with a high number of staff in subordinate institutions delegate part of this work to subordinate personnel units. In total there are approximately 160 such units operating under the terms of employment regulations and the Staffing Plan for the Federal Civil Service. Their work includes staff selection and recruitment, deployment planning and the keeping of personnel records. Under the 2002 Deregulation Act (Deregulierungsgesetz), the Federal Chancellery’s former co-decision rights in these matters were substantially reduced, particularly regarding decisions in individual cases, with a view to decentralising decision-making powers in line with modern management principles.

However, the room for manoeuvre enjoyed by personnel managers requires central coordination to ensure a measure of homogeneity across the Federal Civil Service. This function is carried out by the Directorate General for the Civil Service and Public Administration Innovation. The tasks of this DG include drafting employment and retirement regulations, HR planning and control by means of the Staffing Plan and HR audits, and providing expert input to pay negotiations with the Public Service Union.

In order to ensure a balanced and consistent system of pay for Federal Civil Service staff, the classification of posts is also carried out centrally, particularly following organisational restructuring.

The implementation of measures affecting the whole of the Federal Civil Service requires comprehensive and up-to-date audits to provide information on outcomes and indicate where changes may be necessary. In other words, HR auditing ensures the necessary feedback between the planning and implementation stages of HR management projects.

Another task of the Directorate General for the Civil Service and Public Administration Innovation is personnel development, particularly in areas cutting across different ministries, e.g. promoting occupational mobility, as well as large parts of in-service training.
Finally, DG III also supports and advises Federal Civil Service institutions whose ideas for reform can help to make public administration effective, efficient and citizen friendly.

The following chapter provides an overview of DG III’s key areas of responsibility, as well as current examples of its activities in the field of strategic human resource management.

6.2 Employment and pay regulations

A key objective of Civil Service employment regulations is to ensure that public administration can work effectively. These regulations therefore form the legal basis for HR management in the Federal Civil Service. While labour relations in the private sector are subject to the provisions of general employment law, those in the Civil Service are governed by special laws taking account of the particularities of public administration. This legislation includes, in particular, the Civil Servants Employment Act (Beamten-Dienstrechtsgesetz – BDG 1979) and the Civil Service Private-law Employment Act (Vertragsbedienstetengesetz – VBG).

Civil Service employment law regulates, among other things, the rights and duties of staff (e.g. leave, working hours, official secrecy), the formal requirements applying to their employment (e.g. regarding the beginning and end of employment relationships), as well as performance appraisals and disciplinary rules. The rules of conduct relating to the general and specific duties of Federal Civil Service staff (e.g. the obligation to fulfil their duties lawfully and impartially, the ban on accepting presents, etc.), in particular, ensure the legality of public administration and thus people’s trust in the integrity and impartiality of the Federal Civil Service.

In addition to employment regulations in the narrower sense, there are special laws governing rights of co-determination (Staff Councils Act - Personalvertretungsgesetz), health and safety at work (Federal Civil Service Health and Safety Act - Bundes-Bedienstetenschutzgesetz), and equal treatment (Equal Treatment Act for the Federal Civil Service - Bundes-Gleichbehandlungsgesetz), among other things.

While private-sector salaries are negotiated individually or as part of collective agreements, Federal Civil Service staff are paid according to pay schemes laid down by law, specifically, the Civil Servants’ Remuneration Act (Gehaltsgesetz) and the Civil Service Private-law Employment Act (VBG).

Given the constantly changing demands on a modern civil service, employment and pay regulations are regularly evaluated by the specialists in the Directorate General for the Civil Service and Public Administration Innovation. Any necessary adjustments are, as a rule, negotiated once a year at social-partner level (as is generally the case for Austrian employment legislation) and implemented under the amendments to Civil Service employment law periodically adopted by Parliament.

For instance, the 2012 Amendment (Dienstrechts-Novelle 2012) adapted Civil Service employment regulations in line with the provisions of the 2012 Administrative Justice Amendment (Verwaltungsgerichtsbarkeits-Novelle 2012). This law abolished, as of 1 January 2014, many special appellate bodies, including two Civil Service appeals commissions at the Federal Chancellery. Instead, the newly established Federal Administrative Court is now competent to hear such appeals, e.g. in disciplinary matters involving Federal Civil Service staff.
The 2013 Amendment introduced and adapted the instruments of care leave and part-time work for carers to make it easier for staff to balance work and family obligations, specifically when they need to care for family members at short notice. Moreover, some changes to the employment and pay regulations for teachers were introduced. These new rules, which new teachers can opt into during a 5-year transitional period, focus on raising entry-level salaries, increased recognition of previous work experience, as well as unifying pay schemes and teaching loads.

The new pay regulations which took effect in February 2015 reformed the remuneration system for Federal Civil Service staff as well as Land teachers to make it compatible with EU law, following a ruling by the Court of Justice of the European Union.

The 2015 Amendment introduced comprehensive adjustments to ensure that those affected by the new pay rules do not suffer a reduction in their expected earnings. At the same time, IT procedures were adapted so that salaries can be paid out in accordance with the amended law. Another key reform under the 2015 Amendment extended the legal entitlement to up to four weeks’ early paternity leave (the so-called Daddy Month) to persons in same-sex partnerships and adoptive parents, creating the new Baby Month, as it is now called.

The Second 2015 Amendment reformed the system of allowances for staff working above their grade, as well as introducing a kilometre-based travel allowance.

The 2016 Amendment harmonised the system of official designations (Amtstitel) for all Civil Service staff by conferring the designations formerly reserved for civil servants on their respective counterparts on private-law contracts. The Second 2016 Amendment introduced the possibility of questioning all witnesses in disciplinary proceedings – not only minors – via video link.

6.2.1 Preventing corruption, promoting integrity
Corruption jeopardises the rule of law, Austria’s standing as a business location, and ultimately, the wellbeing of the country as a whole. The Directorate General for the Civil Service and Public Administration Innovation therefore regularly takes action to further strengthen the integrity of public administration. For instance, the provisions for the protection of whistle-blowers have been expanded, and comprehensive rules on so-called post-public employment, i.e. employment after leaving the Federal Civil Service, have been laid down in the relevant regulations. At the sub-legislative level, a code of conduct for the prevention of corruption has been drawn up, providing guidelines for handling potential conflicts of interest, making managers aware of their specific responsibility in this respect and informing citizens of the standards they can expect of public servants.

6.2.2 International cooperation
As a member of the EU and the OECD (the Organisation for Economic Cooperation and Development), Austria is a partner in various international programmes, initiatives and networks. The units responsible for public administration innovation in the EU’s member states cooperate within the Innovative Public Services Group (IPSG-EUPAN); the main aims include developing and implementing common European initiatives to modernise public administration, and exchanging experience on the practical implementation of reform measures.

The OECD’s Directorate for Public Governance and Territorial Development (PGC) is a similar platform for officials working in the area of modernising public administration in the 34 OECD member states. PGC’s publication “Government at a Glance“ provides indicators

6.3 Retirement regulations

6.3.1 Calculation of pensions

The Pensions Harmonisation Act (Pensionsharmonisierungsgesetz), which includes the General Pensions Act (Allgemeines Pensionsgesetz - APG), took effect on 1 January 2005, for the first time creating a unified pension system for private-sector workers, civil servants and Federal Civil Service staff on private-law contracts. The pensions of all civil servants born in or after 1976, or appointed in or after 2005, and all private-law employees born in or after 1955, are subject to the provisions of the APG.

Transitional provisions are in place for the remaining staff members. Under these provisions, civil servants born before 1955 receive pensions in accordance with the 1965 Civil Service Pensions Act (Pensionsgesetz) while the pensions of private-law employees born before 1955 are subject to the General Social Insurance Act (ASVG).

The pensions of civil servants born between 1955 and 1975 and appointed before 2005 are determined by means of a parallel calculation method. This means that their pensions consist of two components calculated under the old and new systems and weighted according to their years of service before and after 2005, respectively. In other words, one part of such a pension is subject to the 1965 Civil Service Pensions Act while the other is calculated in accordance with the APG.

6.3.2 Financing of pensions

The Federal Civil Service does not pay employer’s contributions into a pension fund but directly pays the pensions of retired civil servants and their surviving dependants. Civil Service pensions are therefore an item in the Federal Budget. According to the 2017 Budget Estimates (Chapter 23), the cost of all civil servants’ pensions (i.e. those who worked for the Federal Civil Service, the Austrian Post Office, the Austrian Federal Railways, Postbus, Telecom Austria, and schools operated by the Länder) amounts to approximately € 9.2 bn while revenues from employees’ contributions amount to € 2.3 bn.

Civil servants born before 1 January 1955 pay pension contributions amounting to 12.55 % of their salaries. Those born later pay between 10.25 % and 12.40 %, depending on the extent to which they are affected by the Pensions Harmonisation Act, as well as an additional contribution of between 0 % and 11.73 % of any portion of their salaries exceeding the maximum contribution base under the ASVG (currently € 4,980/month).

Retired civil servants pay a contribution of between 1.0 % and 3.30 % of their pensions (depending on their retirement date) towards safeguarding the public pension system. This contribution does not apply to civil servants born after 1 December 1959 who retire in 2020 or later.
Civil Service pensions are paid out by the Civil Service Insurance Fund (Versicherungsanstalt öffentlich Bediensteter).

Civil Service staff on private-law contracts have the same type of pension insurance as private-sector workers, i.e. insurance contributions are paid by both employees and employers. The balance between the contributions collected and the amount paid out in pensions is covered by the government, whose contribution to the public pension system amounted to approximately € 11 bn according to the 2017 Budget Estimates (Chapter 22).

6.3.3 Retirement age

Civil servants retire, by operation of law, at the end of the year in which they turn 65; this applies to women and men alike. Until 2003, civil servants could retire as of the end of the month in which they reached the age of 61.5 years by filing a declaration to this effect. Following the 2003 pension reform, the minimum retirement age for civil servants (both men and women) has gradually risen until it reached 65 in 2017, in analogy to ASVG provisions. Retiring before reaching statutory retirement age leads to pension reductions.

The retirement age for Civil Service staff on private-law contracts is also being raised; however, it is still five years lower for the women in this group (as for female private-sector workers) and will remain so until 2024.

However, due to various early retirement schemes (see 5.10.1), the actual retirement age lies below the legal retirement age. Recent pension reforms have therefore focussed on raising the actual retirement age, e.g. by imposing stricter requirements, reducing the additional pension contribution (see 6.3.2) for those who voluntarily continue to work, and facilitating Austria-wide searches for alternative jobs for civil servants about to retire due to disability.

6.4 HR control

6.4.1 The Staffing Plan and budgetary law reform

The Staffing Plan lays down the maximum permissible number of Federal Civil Service staff for each financial year. As an annex to the Federal Budget Act (Bundesfinanzgesetz), the Staffing Plan has the force of law. For each employee, there must be funds in the Budget Estimates (Bundesvoranschlag) and an established post in the Staffing Plan. The Staffing Plan shows all the established posts available in the Federal Civil Service, defining maximum staffing capacity (in terms of quantity and quality) for a given financial year. Established posts – the smallest units in the Staffing Plan – are categorised according to criteria defined by employment and pay regulations. In terms of capacity, an established post is equivalent to the workload carried by one full-time employee, i.e. it corresponds to one full-time equivalent (FTE). The capacity laid down (in FTE) in the Budget Estimates must not go beyond the levels set for the individual budget chapters in the Staffing Plan. In other words, the Staffing Plan imposes a cap which must not be exceeded at any time during the financial year; compliance is supported by an IT-based blocking function which was installed in the HR management system in 2008.

If staffing levels are to be reduced, reduction targets must be defined in addition to the cap mentioned above. The so-called FTE targets to be achieved by the end of each year are adopted by the Council of Ministers.
Since 2009 the Staffing Plan has also been integrated into the Medium-Term Expenditure Framework (Bundesfinanzrahmengesetz), setting the broad outlines (i.e. the totals for each chapter) four years in advance under a rotating system. In addition, a detailed Staffing Plan for the following year is adopted, as in the past.

Reforms of public administration and changing demands often give rise to organisational changes which may require adjustments to the Staffing Plan during the financial year. Such adjustments are approved by the Council of Ministers provided that neither costs nor the number of established posts rise as a result. FTE targets, too, may be adapted if major organisational changes so require.

The restructuring measures of the last few years and the restrictive policy on filling vacancies have led to a considerable reduction in the number of established posts. Between 1996 and 2016, 26,633 posts were cut, excluding those abolished as a result of outsourcing government tasks to agencies.

As in past years, the Federal Government remains committed to the principle of lean administration. However, in view of current challenges such as immigration, demographic change and the fight against terrorism, additional staff are to be recruited between 2017 and 2020. Specifically, this concerns the Federal Chancellery (Federal Administrative Court), the Federal Ministry of the Interior (Federal Office for Immigration and Asylum, law enforcement officers, administrative staff), the Federal Ministry of Justice (prison guards), the Federal Ministry of Education (teachers), and the Federal Ministry of Defence and Sport. It is expected that part of these additional human resources will no longer be required as of 2018.

Under Stage 2 of Budgetary Law Reform (Sections 44 and 121 of the Federal Budgeting Act (Bundeshaushaltsgesetz 2013)), the Staffing Plan has been integrated into performance budgeting. Since the 2013 Federal Budget, it has allowed ministries increased flexibility in managing their human resources. Moreover, staffing capacity management has been integrated into the unified budgeting and accounting system, in conjunction with HR management.

Pursuant to the provisions of Section 44 of the 2013 Federal Budgeting Act, the Staffing Plan now transparently shows the utilisation of human resources. Moreover, human and financial resources are clearly linked at all budget levels by showing the number of established posts available in financial years \( n \) (i.e. the current year) and \( n+1 \) (i.e. the following year), as well as the actual staffing levels (in FTE) for financial years \( n \) and \( n-1 \) (i.e. the previous year), so that their development is visible at a glance. A new supplement to the Staffing Plan, which details the deployment of capacity down to detail budget level 1, further enhances transparency and budgetary veracity.

In addition to capping the number of posts, controls on their quality have also been introduced at the chapter level of the Staffing Plan. The two limits serve different purposes: the one prevents a rise in staffing capacity (i.e. FTE) while the other prevents the costs for existing staff from rising.

The absence of legally binding limits below the chapter level and the creation of variable pools of established posts ensure a high degree of flexibility in the Staffing Plan, enabling ministries to deploy their human resources according to their needs over the course of a financial year.
6.4.2 People with disabilities

While the Federal Government has committed itself to further consolidating staffing levels, the Federal Civil Service is to continue employing people with severe disabilities. Eligible persons with a degree of disability of 70% or above have therefore been exempted from the reduction targets mentioned in the previous section. From July 2011 to the end of 2016, staff falling within this category were recruited to the extent of 148 FTE above the level set in the Staffing Plan.

In addition, the 2012–2020 National Action Plan (NAP) on Disability sets up a long-term, politically binding framework for implementing and promoting the UN Convention on the Rights of Persons with Disabilities. The NAP was drawn up by the Federal Ministry of Labour, Social Affairs and Consumer Protection, based on contributions by all other ministries and in cooperation with organisations representing people with disabilities. It is aimed, among other things, at reinforcing employment initiatives for this target group.

The Federal Civil Service has met the employment quotas under the Persons with Disabilities Employment Act (Behinderteneinstellungsgesetz) since 2007. In the spirit of the NAP, it intends to continue leading the way in this regard.

The most recent amendment to Civil Service employment regulations has removed another obstacle to employing people with disabilities by specifying that their abilities must be adequate to perform “the specific tasks” of the job in question.

6.4.3 Classification of posts

Since the 1994 Civil Service Remuneration Reform, each staff member employed in the administrative service, law enforcement or the military has been assigned a so-called functional level within his/her pay scheme, based on the level of responsibility associated with the post in question and the know-how and intellectual capacity required of the person holding it. This classification, which is based on an internationally recognised analytical procedure, is a key factor in the remuneration of employees.

In the administrative service, for instance, the A1 pay scheme (for university graduates) is divided into functional levels 1 to 9, with 9 representing the highest level (i.e. director general). The functional level assigned to a given post determines the functional allowance paid to the person who holds it. In addition to length of service, the salaries of Federal Civil Service staff therefore depend to a high degree on the quality of their posts.

In order to ensure that posts are classified in a balanced and consistent manner across the Federal Civil Service, this task is carried out centrally by the Directorate General for the Civil Service and Public Administration Innovation. It is often necessary to re-classify posts to reflect changes in the tasks they involve. Between 8,000 and 10,000 posts are re-classified per year; however, this number can rise considerably in times of major restructuring.
6.5 HR auditing

Auditing, or “controlling” is a key success factor for targeted and transparent management. Current approaches in this field are future oriented and objective driven, directing all decisions at achieving a particular end. The role of controllers, too, is changing in light of new demands: they are taking a proactive approach, supporting management by means of well-founded facts and figures.

It is important to ensure that information supply, planning and control are closely interrelated. At the strategy development and planning stage, objectives and the means by which they can be accomplished are defined. The focus on the future associated with this process leads to a better ability to cope if conditions change. The control phase involves monitoring whether objectives are being achieved and if not, identifying why this is the case. The insights gained from monitoring should be applied as soon as possible so that action can be taken to improve execution and planning.

In principle, controlling should take place wherever quantitative analysis and support are called for. Thinking in terms of means-end relationships implies a long-term, holistic perspective aimed at sustainability in reaching objectives. To achieve this, controllers must not only provide figures but also communicate them appropriately. And they must also ensure that these figures are used correctly; in other words, controllers are responsible not only for the quality of the figures but also for their interpretation.

State-of-the-art human resource auditing supports the Federal Civil Service in optimising its deployment of human resources and the work done by personnel units. Besides optimal staff deployment, added value is created through qualitative improvements such as increased levels of qualification, mobility or identification. Strategic, forward-looking personnel management based on clearly communicated objectives and evidence-based analysis of the status quo is a prerequisite for sustainable, performance-oriented governance. To support managers, auditors must deliver much more than reports along merely administrative or statistical lines: what is called for is a future-oriented steering tool. This kind of support, in turn, requires a thorough knowledge of the Federal Civil Service and continuous analysis of the entire public administration context. If auditors are involved from the beginning of the planning process, they can support this process by showing alternative options for strategic decisions and assessing the respective risks and opportunities.

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19 The term “controlling” is used in this context in German, as well as in the English version of the paper on which the following paragraphs are based (see next footnote).

An up-to-date management information system provides the basis for standardising a small number of strategically important indicators, in accordance with the principle of “keeping it simple”. Up-to-date information on significant changes in indicators relating to staffing levels, personnel expenditure and pensions throughout the Federal Civil Service are promptly supplied, their causes and impacts are analysed, and comprehensive strategies, including alternative approaches, are presented. Exception reports highlight unusual developments and topical issues, such as changes in age structure or staff turnover patterns. Transparency, promptness and reliability are key to effective HR auditing.

Key data on staff structure with a focus on the Federal Civil Service and its occupational groups are set out in the leaflet “The Austrian Federal Civil Service. Facts and Figures”, which is updated yearly and is available on our website www.oeffentlicherdienst.gv.at under “Publikationen”.

6.6 Recruitment and mobility

6.6.1 An attractive employer
The Federal Civil Service’s ability to recruit staff depends on its attractiveness as an employer, which is key to the commitment and motivation of its employees and thus to its own ability to perform.

Staff surveys show a high level of job satisfaction, including satisfaction with job security and the balance of work and family life. Staff derive a great deal of motivation from their day-to-
day work and from feeling that they do a good job. They know what is expected of them, find their tasks meaningful, and appreciate the freedom to work independently.

According to the so-called Youth Monitor (Jugendmonitor), when it comes to their dream jobs, young people in Austria mainly hope for a pleasant work atmosphere and nice colleagues, as well as work they find interesting and, ideally, also fun (see http://www.bmfj.gv.at/ministerium/jugendforschung/jugendmonitor.html). In addition, a perfect job should provide security and be crisis resistant, as well as making young people feel that they are doing useful work. Other attributes of a good job include compatibility of work and family life, training opportunities, as well as being able to work independently and apply one’s skills. All in all, the Federal Civil Service seems to meet these expectations, as staff surveys show.

On the other hand, the image of public administration is often characterised by prejudice and generalisations. However, the better informed people are about the activities of specific institutions, the more differentiated and positive their perception of the Civil Service as a whole. The web services provided by the DG III – Civil Service and Public Administration Innovation are an important factor in spreading such information. The growing interest in these services is evidenced by growing numbers of users, and targeted information on various aspects of public administration is continually being added. For instance, selected Civil Service job profiles are presented in cooperation with watchado.com; the videos and job descriptions are available at http://oeffentlicherdienst.intra.gv.at/.

Before vacant posts are advertised externally, they are announced internally, via the Federal Civil Service’s Careers Databank. This facility is greatly appreciated by staff members wishing to change jobs within the Civil Service. In the event of change, Civil Service institutions as well as their staff are supported by the Directorate General for the Civil Service and Public Administration Innovation Mobility Management Service.

Diversity is important to the Federal Civil Service, which should mirror society and represent it in all its facets. When recruiting new staff, for example, an effort is made specifically to address underrepresented groups and encourage them to apply.

Communicating the Federal Civil Service’s strengths as an employer to its staff, the general public and potential future employees will remain a necessity in the interest of professional HR management. Specifically, these strengths include:

- tasks which are both meaningful and challenging – involving, as they do, the wellbeing of Austria’s population and the country’s future development;
- a high degree of social responsibility on the part of the employer (e.g. women’s quotas, compliance with the requirement to employ people with disabilities, training opportunities for young people, and fair pay);
- compatibility of work and family life;
- job security as a basis for individual life planning;
- a wide range of different fields of activity, which facilitates job changes within the Federal Civil Service and promises an interesting and diverse career.
6.6.2 Civil Service Careers – www.jobboerse.gv.at
The Civil Service Job Exchange was designed as a shared service to support all ministries in their recruiting efforts. The idea of shared services is to achieve synergy effects where tasks are similar across all ministries. The website “Karriere Öffentlicher Dienst” (“Civil Service Careers”, www.jobboerse.gv.at), which started out as a place to look for job advertisements, now allows staff to directly submit their applications online in many cases. They can repeatedly use the data they have entered and directly submit additional documents, which simplifies the application process. Furthermore, a guided application procedure has raised the quality of applications. Recruiting institutions, on the other hand, benefit from streamlined applications which are quicker to process.

In 2016, over 19,000 applications were received online, an increase of a good 50% on the previous year. This is due to growing acceptance on the part of applicants and recruiting institutions alike. Almost half of all ministries meanwhile accept online applications via the Job Exchange, and the Federal Civil Service has successfully used it to source staff for many years.

A new challenge is so-called mobile recruiting: more and more people are accessing vacancy notices via mobile devices, even though most still prefer to complete and submit application forms at home, using their PCs. In reaction to this trend, responsive design has been implemented in the vacancies section of the Civil Service Careers website so that job offers are optimally displayed on the respective devices.

6.6.3 Computer-based testing and modern personnel selection
Modern recruitment practices include state-of-the-art personnel selection procedures. A computer-based testing system for selection purposes (e.g. aptitude tests and screening, selection of apprentices) is available to institutions in the Federal Civil Service and at other levels of government. The benefits in terms of time and staff resources are considerable: automatic processing of tests reduces the amount of time required and the likelihood of errors; in addition, computer-based tests open up new possibilities when it comes to methods and contents. Special attention has been paid to barrier-free access to tests, to ensure fair conditions for people with disabilities.

Computer-assisted testing allows for efficient, targeted selection from among a large number of applications, which reduces the need for additional procedures (such as interviews or selection boards) to identify the best candidate. Thanks to the wide range of options available for putting together high-quality tests for specific categories corresponding to candidates’ prospective fields of employment, a general, preliminary selection is equally feasible as a specific, final selection. This system proved effective in the selection of new apprentices which was jointly organised for the first time by five federal ministries and successfully carried out in 2016.

Under an outline agreement with the Federal Civil Service, regional and local government institutions, public corporations, as well as certain institutions awarding public contracts can use the computer-based testing system for state-of-the-art, high-quality recruiting at competitive prices.

Two further important pillars of the personnel selection process are job interviews and the targeted analysis of application documents. To support recruiting institutions in this respect, the Directorate General for the Civil Service and Public Administration Innovation provides training courses and instruction materials for the members of selection boards. For further information, please contact iii4@bka.gv.at.
6.6.4 Mobility

6.6.4.1 Mobility within the Federal Civil Service

Mobility within the Federal Civil Service has different objectives. One important aspect is offering new job perspectives to staff members who may want these for a variety of reasons, from taking the next step up the career ladder to finding a new field of activity and moving to a different part of the country. Other motivations include additional (in-service) qualifications gained and changes in personal circumstances.

Under the heading of age-appropriate jobs, mobility is also key to retaining staff longer and in good health. Mobility can facilitate reorientation in response to changed individual factors, e.g. ability to work.

Besides staff satisfaction, a high degree of mobility also has considerable advantages for the Federal Civil Service itself. Effective mobility management, including tools and processes to facilitate and accelerate job changes within the organisation, aids in implementing reorganisation measures – also across different ministries – and supports knowledge transfer, knowledge management and innovation.

With a staff of over 130,000, the Federal Civil Service is by far the country’s largest employer, which opens up diverse career options. This is a competitive advantage well worth highlighting in its public presentation and personnel marketing efforts, such as the videos on watchado.com (see https://www.oeffentlicherdienst.gv.at/ under “Öffentlicher Dienst > Aufgaben im Bundesdienst”).

The Mobility Management Service

The Directorate General for the Civil Service and Public Administration Innovation Mobility Management Service ensures that internal personnel resources are exploited before vacancies are advertised externally. The Federal Civil Service has established an internal labour market by means of its Careers Databank (www.jobboerse.gv.at). This instrument allows staff to set up (anonymous or personalised) career profiles and enables the Mobility Management Service and ministries’ HR units to find and contact potential job candidates.

Additional services in this context include coaching and counselling for staff seeking a change of job, as well as regular information activities.

6.6.4.2 International mobility

The EU JOB Information Service

Under the heading “Meet the Challenge”, the Directorate General for the Civil Service and Public Administration Innovation EU JOB Information Service informs citizens and public administration staff about career opportunities with the institutions and agencies of the European Union. The Service also supports individuals undergoing the complex competitions organised by the European Personnel Selection Office (EPSO). For instance, many candidates are coached each year to prepare them for the challenges of the assessment centre which forms part of the process. On request, this service is also available via Skype to applicants who are already working abroad.

In addition to providing individual counselling and support, the EU JOB Information Service is regularly represented at career fairs; it also organises events of its own to provide information on career opportunities and specific competitions. Periodic newsletters provide targeted information on ongoing competitions, work experience placements and relevant events. The newsletter service is becoming increasingly popular, currently reaching about 11,000 subscribers.
As at March 2017, 481 Austrians (permanent officials as well as contract agents), including two deputy directors general and eight directors, were working at the European Commission, a number roughly proportional to Austria’s share in the EU’s total population. Following the retirement of the former Austrian director general in 2016, there is currently no Austrian Commission official at that particular level. However, there were 36 Austrian heads of unit and one Austrian member of a Commissioners’ cabinet. In addition to these, about 40 Austrians were working for the Commission and other EU bodies as seconded national experts at that time. At 2.1%, Austrians were well represented in the European External Action Service, a number of them in senior management positions, namely five heads of delegation, one deputy head of delegation and one managing director.

EPSO runs general competitions for administrators (i.e. university graduates), language experts and assistants (i.e. people with upper secondary qualifications), as well as selection procedures for specialist staff. In the recent competitions for graduates of all subjects and for auditors without previous experience, Austrians performed above the average with a share of 2.5% and 2%, respectively, of the successful candidates who made it onto the so-called reserve list.

Once on the reserve list, candidates are supported in finding employment with an EU institution by Austria’s Permanent Representation to the European Union (Federal Chancellery Section), if they so wish. The same support is available to national experts wishing to be seconded to an EU body.

For more detailed information, please see the “Karriere Öffentlicher Dienst” website at www.jobboerse.gv.at under “Umstieg > Arbeiten in der EU”.

Internships
Another way of enhancing staff’s mobility, motivation and innovative potential is letting them explore different work methods, organisational structures and ways of thinking. The Directorate General for the Civil Service and Public Administration Innovation therefore facilitates internships abroad as part of bilateral exchange programmes with seven partner countries. In addition, traineeships in different areas of specialisation are available each year at the European Commission (through its NEPT Programme for National Experts in Professional Training) and the General Secretariat of the Council.

First-hand reports by participants in past programmes are available at our website www.oeffentlicherdienst.gv.at under “Moderner Arbeitgeber > Personalenwicklung > Praktika” to help interested members to choose the right internship scheme.

6.7 Staff development

Staff development in the Federal Civil Service, being the responsibility of the individual ministries, is generally organised in a decentralised manner. Regular meetings hosted by the Directorate General for the Civil Service and Public Administration Innovation provide a platform for the ministries’ staff development experts to exchange experience and good practice. Intensive discussion and networking supports the ministries in their strategic staff development, particularly when it comes to designing and coordinating measures affecting all Federal Civil Service staff.
Another topic of discussion is international cooperation in the European Public Administration Network (EUPAN). Studies such as that on Public Sector Achievement carried out by the Dutch Council Presidency can be accessed at www.oeffentlicherdienst.gv.at/ under Moderner Arbeitgeber > Personalentwicklung > Internationale Zusammenarbeit.

Services and information on a range of relevant topics for personnel developers, managers and staff are available (in German) on the Federal Civil Service’s Intranet at http://oeffentlicherdienst.intra.gv.at/ under “Moderner Arbeitgeber” and “Personalmanagement”.

6.7.1 Initial and further training
Training is a central element of staff development. Planning and carrying out training measures is the responsibility of the HR departments of the individual ministries, some of which have set up their own training units. Although training for Civil Service staff is regulated by Sections 23 ff., BDG 1979, it ultimately depends to a large extent on the commitment of those in charge and their willingness to invest in training. The law distinguishes between initial and further training; within the latter area, management training is particularly important.

In a knowledge-based sector such as public administration, the qualifications gained before being recruited are essential, a fact which has always been reflected in the fundamental structures of Civil Service employment regulations. Due to its wide-ranging tasks, the Federal Civil Service makes use of practically all qualifications provided by the secondary and tertiary education sectors. But life-long learning, too, has a vital role to play.

6.7.1.1 Training providers
A number of institutions are responsible for organising and running initial and further training for Federal Civil Service staff. These include specialised training providers such as the Federal Fiscal Academy (Bundesfinanzakademie), the Security Academy (Sicherheitsakademie) and the National Defence Academy (Landesverteidigungsakademie), as well as the Federal Academy of Public Administration (Verwaltungsakademie des Bundes), which is the only inter-ministerial training provider and therefore of particular strategic importance.

Against the background of the increasing influence of the so-called Bologna Process on education and training systems, a number of specialised bachelor’s and master’s programmes have been established in cooperation with universities of applied sciences (Fachhochschulen – FH). Specifically, courses on Public Management and Tax Management have been set up at FH Campus Wien, and one on Police Leadership (Polizeiliche Führung) at FH Wiener Neustadt. In addition to these, programmes on Military Leadership (Militärische Führung) are run by the military training academies.

6.7.1.2 The Federal Academy of Public Administration
The Federal Academy of Public Administration was founded in 1976. In organisational terms, it is a unit of the Directorate General III – Civil Service and Public Administration Innovation. Its training facilities are located at Schloss Laudon in Vienna.

The Academy sees itself as a “driver of public administration innovation” pursuing the following aims in supporting the Federal Civil Service:

1. professionalisation, i.e. providing staff with the qualifications they need to carry out their duties and optimise work processes;
2. developing personal and professional skills, i.e. helping staff to enhance their careers, in line with the Federal Civil Service’s staff development needs; as well as

3. promoting organisational development by providing know-how on relevant aspects of public administration, e.g. performance management.

Overall, the Federal Academy of Public Administration offers a comprehensive annual training programme comprising approximately 500 seminars and workshops in 20 thematic areas, as well as more extensive courses combining modules from different areas.

Additional services include individual coaching and tailor-made training for specific target groups. For further information, see the Academy’s website at www.vab.at.

6.7.2 Knowledge management – a core issue for an innovative and forward-looking organisation

For a number of years now, knowledge management has played a central role in the Federal Civil Service as an innovative and forward-looking organisation.

In 2012, the various efforts to establish knowledge management in all ministries as a core component of organisation and personnel management, as well as public administration innovation, were combined and aligned under the Federal Civil Service Knowledge Management Strategy, which also includes implementing measures.

Demographic change is an obvious challenge, and the urgent need to deal with the issue of knowledge management is evident. This is especially true when it comes to securing know-how in the event of staff changes, and retirements in particular, a fact which is underlined by striking figures: up to 48% of current staff will retire from the Federal Civil Service by 2028.

However, knowledge management alone cannot be the answer to the expected wave of retirements, and perspectives on the impact of demographic change can differ, depending on the number and timing of retirements. Appropriate solutions also depend on the relative importance of a given staff member’s competence and know-how for the overall performance of the unit in question, as well as on any knowledge transfer processes already in place.

Finally, the loss of certain types of knowledge can mean increased chances of change in organisational culture. This aspect is not to be underestimated as public administration is currently undergoing a massive change process in the wake of the recent fiscal reforms and the implementation of performance management.

6.7.2.1 Guidelines for knowledge retention following staff changes

A key step in implementing the Federal Civil Service’s Knowledge Management Strategy was the development of Guidelines for knowledge retention following staff changes, with the aim of enabling staff to analyse, design and implement knowledge management processes in their respective institutions.

The Guidelines also clarify and standardise the concepts used in the discourse on knowledge management, to promote shared awareness and understanding of the issue as envisaged by the Knowledge Management Strategy.
Their main objective, however, was to enable institutions to hold on to as much relevant knowledge as possible by integrating knowledge retention, transfer and provision into their day-to-day business.

A deliberate and targeted focus on different types of knowledge, in particular the kind that is critical for a team’s performance, supports the identification of key knowledge holders and knowledge processes. Ultimately, the aim is to ensure efficient, high-quality work in the long term and to continue developing the relevant processes as a learning organisation.

The Guidelines are available at www.oeffentlicherdienst.gv.at/verwaltungsinnovation under “Wissensmanagement”. Hard copies can be ordered free of charge from iii9@bka.gv.at. In addition, the Federal Academy of Public Administration, in cooperation with Unit III/9, provides a wide range of training and counselling on the subject of knowledge management.

6.7.3 The appraisal interview as a key management tool

Removed from day-to-day work routine, the obligatory annual appraisal interview provides an opportunity for employees and their superiors to discuss their work relationship in general and the employee’s responsibilities and professional development in particular.

At the heart of the process is the balanced distribution of tasks within the respective organisational unit in view of the objectives of the organisation as a whole, taking into account the specific talents and abilities of individual staff members. Jointly agreed objectives and a clear definition of each staff member’s contribution to the organisation’s overall performance make the concept of performance orientation tangible. Jointly agreed tasks and objectives also constitute a key element of cooperative leadership, which is enshrined in Civil Service employment regulations. Besides, asking neither too much nor too little of individual staff members and taking account of any limitations on their ability to perform is instrumental in creating a healthy work environment.

Another major benefit of the appraisal interview is the fact that it provides a regular opportunity to discuss the work situation within the respective organisational unit. The issues raised can concern anything from specific problems to be solved (such as the availability of materials or equipment) to cooperation within the team or with outside entities. Moreover, managers can also get feedback on their leadership behaviour.

Supporting staff and promoting their development is a particularly important function of the appraisal interview. This can involve training needs in connection with new tasks or a new work context, but also the medium- and long-term planning of the employee’s career and development options.

The appraisal interview should not be seen in isolation; rather, it should be timed so that it can be integrated into ongoing planning and strategy processes within the organisation, as well as complemented by a team meeting. Placing the appraisal interview in this broader context makes it more acceptable to staff and more useful to the organisation.

Guidelines for appraisal interviews and team meetings have been developed in cooperation with federal ministries’ staff developers. While the appraisal interview cannot replace professional leadership on a day-to-day basis, it can effectively support it.
6.7.4 Cross-Mentoring in the Federal Civil Service

The Cross-Mentoring Programme launched in 2005 targets motivated, career-minded women employees. This personnel development tool encourages participating Federal Civil Service staff to take stock of where they stand and progress towards development objectives to be set as part of the process.

The programme’s defining feature consists in managers (i.e. mentors) supporting their colleagues from other ministries (i.e. their mentees) in this development process. The mentors share their own know-how and experience, give tips on career planning, and facilitate entry to professional networks. In addition to working on developing their careers in tandem with their mentors, mentees also have the opportunity to network across ministry boundaries, for example during workshops and networking meetings. The Cross-Mentoring Programme is continually evaluated and improved to meet the needs of mentors and mentees as closely as possible.

The response to this scheme for supporting women in planning their careers has been very good indeed in the eleven years since its inception, with approximately 930 mentors and mentees taking part between 2005 and 2017. The mentors, many of whom have participated more than once, have shown great commitment, stressing the great value of passing on their experience while enhancing their own leadership skills.

In addition to Cross-Mentoring, an inter-ministerial Innovation Mentoring Programme was launched in 2016/17. In this new scheme, ambitious female and male mentees work in groups for a year to develop innovative projects in the fields of citizens’ participation, public administration innovation, corporate social responsibility, and the reduction of bureaucracy. Supported by a senior Civil Service manager, the mentees hone their management skills and develop new competencies. During an intensive pilot run, the projects KOMPETO – Kompetenz bekommt ein Profil (“KOMPETO – profiling competence”) and Ministerien in Bild und Ton (“Audiovisual ministries”) were designed and partly implemented.

The evaluation of the Innovation Mentoring Programme showed that mentees, mentors and ministries’ HR developers alike are convinced of its potential and usefulness.

6.7.5 The Federal Civil Service Staff Survey

The Federal Civil Service regularly invites its staff to get involved in shaping the organisation. These first-hand impressions provide essential input to diagnosing what is working well and what may need improvement, with the aim of ensuring that the Civil Service as a whole works as efficiently as possible and is ready to take on present as well as future challenges.

In 2015 the Directorate General for the Civil Service and Public Administration Innovation, in cooperation with all ministries and supreme institutions (see Chapter 2), invited Federal Civil Service staff for the fifth time to comment on a range of relevant issues. The results of the Survey, which were analysed and discussed in close cooperation with Federal Civil Service HR developers, are available at www.oeffentlicherdienst.gv.at/MAB.

The following important areas for improvement were identified across all participating institutions:

- management, particularly regarding the handling of conflicts and difficult situations;
- perspectives and development options for staff;
perception of the Federal Civil Service as an attractive employer.

The Federal Civil Service Staff Survey was evaluated in close cooperation with the participating institutions with a view to systematically processing its results, developing a comprehensive, inter-institutional view, and establishing the Survey as a common standard in future.

All participating institutions were satisfied with the content of the Survey as well as its technical and operative implementation, primarily because results can be compared over time, facilitating continuity, benchmarking and quality assurance. The Survey provides a useful basis for developing and evaluating HR management measures, and selected results are also used to define objectives and indicators as part of the performance management process.

6.7.6 Health management
6.7.6.1 Healthy workplaces for all ages
An aging workforce, as well as efforts to retain staff for as long as possible and keep them in good health, underline the importance of systematic health management in the Federal Civil Service.

Comprehensive data on various aspects of this complex issue are presented in two publications by DG III – Civil Service and Public Administration Innovation: “Gesundheitsmanagement und Fehlzeiten 2015 im Bundesdienst” and “Handlungsfeld Demografie im Personalmanagement” (“Health management and lost working time in the Federal Civil Service in 2015” and “Demographic challenges in HR management”, in German). These publications lay the foundation for specific health management measures to be taken by ministries and other Civil Service institutions.

These publications, as well as further information on the topic of health management, and practical examples from individual ministries are available at www.oeffentlicherdienst.gv.at under “Gesunde Arbeitsplätze”. In addition, there are links to initiatives such as the e-learning platform “Ich – in Arbeit …” (“Me – work in progress …”), counselling and support under the fit2work programme, and the NESTORGOLD seal of quality for employers providing age-appropriate workplaces.

Raising awareness of age-appropriate workplaces, providing information and stimulating initiatives in this area are also the aims of the 2016–17 campaign on “Healthy Workplaces for All Ages” by EU-OSHA, the European Union’s information agency for occupational safety and health. The diverse health management measures taken by Austria’s Federal Civil Service were presented as part of the Healthy Workplaces Good Practice Award. For further information, see https://www.healthy-workplaces.eu/de.

6.7.6.2 Evaluating mental stress factors in the workplace
The Federal Civil Service Health and Safety Act (Bundes-Bedienstetenschutzgesetz) provides for the comprehensive protection of employees’ health and the identification and improvement of adverse working conditions. Like the corresponding provisions of general health and safety legislation, the 2013 Amendment to Civil Service employment regulations clarifies the issue of evaluating levels of mental stress in the workplace with a view to promoting awareness of this type of stress and better preventing it.

Possible sources of stress include the nature and design of work tasks (e.g. if these are emotionally stressful, too demanding or not demanding enough), the work environment (e.g. inadequate equipment and resources, user-unfriendly software), work flow and work organisation.
(e.g. unclear or contradictory objectives, role conflicts, stressful time management, frequent interruptions), as well as organisational culture and climate (e.g. lack of information, communication and autonomy).

The evaluation of mental stress factors is aimed at systematically identifying such problems and developing suitable measures to create more humane working conditions. Depending on the context, different standardised tools and procedures are used, including questionnaires, group or individual interviews, and targeted observation. Appropriate measures to improve stressful working conditions are developed based on this analysis.

For further information, see the website of the Labour Inspectorate at www.arbeitsinspektion.gv.at under “Gesundheit im Betrieb > psychische Belastungen”.

6.8 HR management platforms

6.8.1 The Civil Service website
The website of the DG III, www.oeffentlicherdienst.gv.at, is very well received. The decision to transfer most of the content of the Federal Civil Service’s Intranet to the Internet has proved right, and DG III is continuously expanding the information provided. It also produces a newsletter, which staff members can subscribe to via http://oeffentlicherdienst.intra.gv.at under “Quicklinks > Infoservice-Newsletter”. Another popular website is “Karriere Öffentlicher Dienst” (“Civil Service Careers”) at www.jobboerse.gv.at, where information on working for the Federal Civil Service is available under the headings of “Einstieg” (“Joining”), “Aufstieg” (“Promotion”) and “Umstieg” (“Change”), and where all job openings in the Federal Civil Service can be viewed.

6.8.2 Conference of HR heads
Once a year the heads of human resources from across the Federal Civil Service gather at the invitation of DG III to receive information and discuss current HR issues with the experts of the DG for the Civil Service and Public Administration Innovation.

Besides information on training and changes in employment regulations, the conference programme comprises talks on topical issues, panel discussions and workshops. Further details are available (in German) on the Federal Civil Service’s Intranet at http://oeffentlicherdienst.intra.gv.at under “Personalmanagement > Tagung der Personalleiterinnen und Personalleiter des Bundes”.

6.8.3 Expert conferences of the Länder
DG III represents the Federal Civil Service at the annual personnel management conferences organised by the Länder. At these events, experts from regional governments meet to exchange information and experience on current issues in the fields of HR management and development. The Federal Civil Service has also used these platforms to present cooperation opportunities through shared HR services such as the Civil Service Job Exchange, computer-based testing for personnel selection, the Cross-Mentoring Programme and the Federal Civil Service Staff Survey.
7 Performance management in public administration

7.1 Performance management and regulatory impact assessment – a combined approach

Since 1 January 2013, management in public administration has been primarily based not on the available financial and staff resources but increasingly on the desired outcomes, with monitoring and evaluation data on these outcomes being fed back into the process. Concrete objectives and outcomes are defined and made measurable by means of indicators to provide a broader basis for evidence-based policy making. Implementing this approach in the structure of the new budgeting law has helped to make transparent the performance chain across all organisational and budgetary levels, down to the operative implementation stage. It has also brought about a fundamental culture change in public administration. Special challenges in this context include ex-ante projection, planning and foresight, as well as assessing the societal impacts of measures to be taken.

Two instruments have been developed for this new approach: performance management, which defines strategic priorities by means of outcome objectives and corresponding measures laid down in the Budget Estimates; and regulatory impact assessment, which brings individual actions and decisions (i.e. laws, regulations, major projects) in line with this overall strategy.

Outcome specifications look at the big picture: Which are the greatest challenges? Which priorities are being set? Which overall approach is government taking to achieve the desired outcomes? At the same time, regulatory impact assessment focuses on individual regulatory (and other) projects, how they contribute to achieving these objectives, as well as their possible, desirable and undesirable effects on other policy areas.

Together, performance management and regulatory impact assessment form a combined approach operating at different levels but with closely interlinked instruments to make government even more effective and efficient.

7.2 Outcome specifications and regulatory impact assessment – experience gained

Outcome specifications were first drawn up for the 2013 Federal Budget and subsequently adapted for the 2014 and 2015 Budgets. The Federal Performance Management Office (which forms part of DG III – Civil Service and Public Administration Reform) then launched a comprehensive initiative to further improve the quality of these specifications in the 2016 Budget, revising numerous outcome objectives, indicators and measures to increase their relevance as management tools. This step (i.e. entering the outcome specifications in the 2016 Budget)
concluded the implementation of performance management in the budgeting process. The evaluation of the outcome objectives laid down in the 2016 Budget clearly shows the improvements achieved in drawing up and implementing these specifications.

Once a bill has been introduced in Parliament, there is intense discussion on the relevant outcome objectives, measures and indicators and how meaningful, feasible and ambitious they are – in particular at the regular meetings of the Budgetary Subcommittee, which was established on 16 November 2015. This joint discussion process on means and outcomes is key to the very concept of performance management. However, both MPs and experts saw the need for better coordination of cross-cutting policy areas, such as gender equality. It was with this aim in mind that responsibility for coordinating outcome objectives in this and other areas was vested in the Federal Performance Management Office. Another focus of the quality assurance initiative launched by this office has been on evaluating the vertical consistency of outcome specifications. In concrete terms, this means that projects and measures defined in the Government’s Policy Programme and other strategy documents must be reflected in the outcome specifications set out in the respective Budgets. Furthermore, consistency with strategic guidelines, such as the EU’s 2020 Objectives and the United Nations’ Sustainable Development Goals, is of great importance.

At the level of regulatory impact assessment (RIA), too, considerable experience has meanwhile been gained. For instance, assessments have shown that individual government projects (e.g. laws, regulations and other major projects) can have considerable leverage in achieving specific policy objectives, such as reducing unemployment or achieving equality between men and women. As part of RIA, the so-called outcome dimensions of such projects (i.e. their objectives, the relevant measures and their impacts on specific policy areas) are discussed in the context of the respective ministry’s overall strategic priorities. RIA thus makes an important contribution to effective and consistent management. As to the quality and information value of regulatory impact assessments, these have markedly improved since they were first introduced. In its training activities, the Federal Performance Management Office places special importance on the measurability of outcomes by means of indicators, a key issue in the context of performance management.

So far, four Regulatory Impact Assessment Reports (for the years 2013, 2014, 2015 and 2016) detailing the evaluation results for regulatory and other projects carried out in those years, have been presented to the National Council. These annual reports are based on internal evaluations conducted by the different ministries and collated by the Federal Performance Management Office as part of performance monitoring. They will continue to provide high-quality insights into ministries’ policies and projects in future, contributing to the transparency of political decisions and government action.

As early as in the introductory phase it became apparent that certain regulatory projects, e.g. less complex ones, sometimes imposed undue administrative burdens on ministries and other institutions as internal evaluation was required for each project and RIA rules did not allow for simplified procedures or the joint treatment of similar projects. The Federal Government’s 2013-2018 Policy Programme therefore provided for a graded RIA requirement, depending on the nature of the project. A simplified system of regulatory impact assessment was accordingly implemented by the Federal Chancellery and the Federal Ministry of Finance as of 1 April 2015, in close coordination with the institutions concerned.

The objectives currently pursued with professionalism and commitment by the Federal Performance Management Office and its partner organisations include improving the user
friendliness of evaluation reports and their efficacy as management tools. In addition to printed and pdf editions, evaluation results have also been available online since 2015. This involves the automated transfer of data to the website www.wirkungsmonitoring.at, where they can be accessed in an attractive, easy-to-use form. This barrier-free site is responsive to smartphones and tablets. It combines narrative evaluation with interactive graphics to provide clear and detailed information on the degree to which outcome objectives had been reached, planned measures had been implemented, and projects subject to RIA had produced the desired outcomes in the course of the assessment period.

For further details, see our website www.oeffentlicherdienst.gv.at under “Wirkungsorientierte Verwaltung”.

7.3 Performance management: a new challenge for managers

Key challenges in the wake of introducing these new management tools have included adapting organisational and communication structures and processes, and improving the relevant skills at all levels of management.

This has involved adjusting and coordinating those structures and processes in ministries and other institutions through which performance management and regulatory impact assessment (including evaluation) are carried out.

All this requires great skill and caution on the part of managers, who have had to design and control culture change processes and bring existing organisational architectures in line with the new requirements. Tried and tested management skills, such as management by objectives and the use of audit data in decision-making, are central to performance management in public administration but may, in part, need re-interpreting. Special attention is needed where joint responsibilities are divided between separate spheres of competence, e.g. by setting up systematic communication between those responsible for budgetary matters and performance management, respectively.

Generally, the management qualities called for are those enabling managers to assess their own actions in terms of their (intended and unintended) effects and lead the organisational entities entrusted to them efficiently and effectively. An essential tool in this context is the annual appraisal interview, which is required by law (Section 45a, BDG and Section 5, VBG). The Federal Chancellery, in cooperation with the ministries’ personnel development experts, has revised the guidelines for appraisal interviews and team meetings and adapted them to the requirements of performance management. The aim is to set up a comprehensive control system so that the highly condensed outcome objectives laid down in the annual Budget Estimates can be cascaded downwards to the objectives set at the levels of DGs, units and individual posts. This ensures that employees’ contributions towards achieving overall strategic aims and priorities are made transparent, which can be a key motivational factor.

The experts of the DG III – Civil Service and Public Administration Innovation offer guidance and advice in the form of training courses and seminars, partly in cooperation with other entities.

For further information, please contact ii9@bka.gv.at.
7.4 The Federal Performance Management Office – coordinating across ministries

The Federal Performance Management Office monitors and supports the process of introducing performance management in the Federal Civil Service and makes proposals for the further development of public administration. It also publishes handbooks, reports and checklists providing guidance and setting standards in the fields of performance management and regulatory impact assessment.

Publications

• **Performance management manual**: This reference book contains a comprehensive overview of the performance management cycle, as well as recommendations for introducing performance audits at ministry level.

• **Manual on developing objectives and indicators**: This handbook shows, in a practice-oriented way, the steps necessary to develop objectives and indicators, as well as examples of these at all budget levels.

• **Manual on performance management at ministry level**: This handbook provides guidance for experts and managers designing performance management processes within ministries, as well as the methodological tools required to implement these.

• **Manual on regulatory impact assessment**: This manual directly supports those carrying out regulatory impact assessments, showing and explaining each step of the process, as well as the different outcome dimensions.

• **Performance Management Reports for 2013, 2014, 2015 and 2016**: These reports graphically present the outcome objectives of ministries and supreme institutions set out in the respective Budget Estimates, and the extent to which they have been achieved. They also contain comprehensive reports on the cross-cutting policy area of gender equality. Additional, more detailed information is available online at [www.wirkungsmonitoring.at](http://www.wirkungsmonitoring.at).

• **Regulatory Impact Assessment Reports for 2013, 2014, 2015 and 2016**: Using innovative visualisation, these reports present the evaluation results for selected regulatory and other projects carried out since 2013. The graded RIA requirement effective since 1 April 2015 has given RIA reports a sharper focus, making them more meaningful and effective as management tools. In total, the results for 141 projects evaluated by the respective ministries and supreme institutions are presented in the four reports. The core results shown in these reports are supplemented by more detailed information on the different projects, which can be accessed at [www.wirkungsmonitoring.gv.at](http://www.wirkungsmonitoring.gv.at).

• **“Zukunft neu denken. Die wirkungsorientierte Verwaltung bringt Österreich weiter”** (“Performance management in public administration: an innovative instrument for Austria’s way forward”): This publication by the DG III, which has been available since 2016 from booksellers as well as online, provides a comprehensive, compact and readable overview of Austria’s new, performance-oriented system of public administration, its implementation and its importance for the country.

• More detailed information is available on our website at [www.oeffentlicherdienst.gv.at](http://www.oeffentlicherdienst.gv.at) under **“Wirkungsorientierte Verwaltung > Berichte & Service”**.
7.5 Public administration innovation: networking – exchanging know-how – learning from each other

National and international competitions provide opportunities for public administration organisations to present their innovative projects and network with similar organisations via learning platforms. They also provide impulses for the modernisation and outward orientation of the public sector, as well as stimulating forward-looking development and cooperation.

The competition for the Austrian Public Administration Award (Österreichischer Verwaltungspreis) is run every two years by the DG III – Civil Service and Public Administration Innovation to showcase innovative projects and present them to a wider public. Under the slogan “Learning from each other”, the Award promotes the exchange of best practice and the transfer of successful projects to other organisations.

A total of 88 innovative projects from the federal, regional and local levels of government were submitted for the Austrian Public Administration Award 2017. An expert jury selected four winners from among these, as well as awarding 13 citations. In addition, four special prizes were awarded under the heading “Public administration as seen by the interested public”, based on a vote by students of Vienna University of Economics and Business and of Public Management courses at Austrian universities of applied sciences. The prizes and citations were awarded by Director General Angelika Flatz (on behalf of State Secretary Muna Duzdar) on 24 April 2017.

More detailed information on the Austrian Public Administration Award 2017 and the winning projects is available at [www.oeffentlicherdienst.gv.at](http://www.oeffentlicherdienst.gv.at) under “Verwaltungsinnovation > Wettbewerbe > Österreichischer Verwaltungspreis > Verwaltungspreis 2017”.

As Austria’s national coordinator for the European Public Sector Award (EPSA), DG III also supports participation in this renowned competition. EPSA’s objective is to make valuable experience visible, available and applicable. The idea is to create a European network of excellence to serve as a platform for top-level solutions in the field of public administration.

The motto of the 2017 EPSA competition was “An Innovative Public Sector in 2017 – New Solutions to Complex Challenges”. A total of 150 innovative projects were submitted, 17 of them from Austria (more than from any other member state). Four of these have received best-practice awards; the winners of EPSA 2017 will be announced at the award ceremony to be held during the EPSA Congress in Maastricht from 20 to 22 November 2017.

DG III also is the national coordinator for the annual United Nations Public Sector Award (UNPSA), which all public administration organisations worldwide are invited to take part in. In 2015 no competition was held as the award was being comprehensively revised to reflect the UN’s 2030 Agenda for Sustainable Development. The award ceremony for the UNPSA 2016 competition, in which two Austrian projects had reached the final round, was held in the Netherlands on 22 and 23 June 2017.

Austria’s active participation in national and international public administration competitions, and particularly the numerous awards won by Austrian projects, show not only that public administration innovation is an ongoing, sustained effort in this country but also that Austria’s Civil Service is among the best internationally.
Public administration innovation, along with the continuous development of the Federal Civil Service, is a core competence of the DG III. In the spring of 2016 its Unit III/9 took the lead in founding GovLabAustria, together with the Federal ICT Strategy Unit and Donau-Universität Krems, with the aim of developing innovative approaches that will benefit performance management and HR management, among other things. The idea of GovLabAustria is to provide an open, interdisciplinary experimental space where key challenges in the public sector can be addressed and inter-organisational approaches can be developed together with the relevant stakeholders, in a setting combining academics and practitioners.

For further information, go to www.govlabaustria.gv.at.
8 Technical annex

This chapter provides an overview of the database, data sources, calculation methods and reference periods for this study.

The totals in some diagrams do not add up to 100 % due to rounding.

8.1 Reference period

All data relating to Federal Civil Service staff refer to 31 December 2016, unless indicated otherwise.

Data relating to lost working time, incomes and personnel flows (e.g. number of retirements) refer to the whole year of 2016, unless indicated otherwise.

8.2 Database

Data relating to Federal Civil Service staff usually refers to personnel employed by the Federal Civil Service and shown as expenditure under Category 0 (“Personnel costs”) in the Budget Estimates. Staff on leave pending early retirement (Vorruhestandskarenz) are included, while those on unpaid leave are not.

Civil servants working in agencies and other institutions outside the Federal Civil Service are discussed in Chapter 2.3. Data relating to these civil servants are not taken into account elsewhere in this study.

Chapter 4 (“Traineeships, internships and apprenticeships”) constitutes an exception in terms of the database defined above as the related expenditure is shown under Category 7 (“Non-staff operating costs”) rather than Category 0.
8.3 Unit of measurement

Staff capacity is generally expressed in full-time equivalents (FTE). Other indicators have also been calculated based on FTE, unless expressly stated otherwise.

The following indicators have not been calculated in FTE as they are more meaningful on a per capita basis:

- data on average age and age structure
- proportions of women
- proportions of civil servants
- proportions of part-time workers
- median incomes (as these refer to per-capita income)
- all data relating to pensioners, retirements and retirement age

The data in Chapter 4 (“Traineeships, internships and apprenticeships”) are also expressed in per-capita rather than FTE terms.

8.4 The definition of “management position” as used in Chapter 5.7.1

Positions involving management responsibility have been identified by means of pay grades. Four levels of management responsibility have been defined to reflect different levels of qualification. Level one (“University graduates I”) comprises the following grades: A1/7-9, v1/5-7, DKL IX, E1/12, M B0 1/7-9, SV-lph/RektorInnen, PH/RektorInnen, R 3, R III, Sta 3, Sta III, PräsidentIn OGH, VwGH, OLG, BVwG und BFinG sowie VizepräsidentIn OGH und VwGH, LeiterIn Generalprokuratur, Vors. Komm.Austria.


Level three (“Upper secondary qualifications”) comprises the following grades: A2/5-8, v2/4-6, ADV-SV/3, E1/5-8, M B0 2/5-9.

Level four (“Intermediate vocational qualifications”) comprises the following grades: A3/5-8, v3/4-5, h1/4, ADV-SV/6, E2a/5-7, M BU0 1/5-7.
### 8.5 Gross annual income according to Section 6a, B-GiBG

Gross annual income as defined by Section 6a, B-GiBG is calculated by extrapolating the income of staff working part-time and/or for only part of the year to the corresponding income for full-time employment throughout the year of 2016. It does not include one-off payments, such as anniversary bonuses and grants, or refunds for travel costs and other expenses.

### 8.6 Gender pay gap

The gender pay gap is defined as the difference between the median incomes of women and men, expressed as a percentage.

### 8.7 Median income

The median is the middle point in a set of numbers arranged in ascending order, as shown in the following example:

Number set: 1; 3; 3; 4; 6; 7; 24  Median: 4

Median values are used to show income differences in the Federal Civil Service. Median values are more stable than average values when it comes to showing distribution as they are less affected by large deviations and therefore less prone to distortion by outliers. To eliminate the factors of part-time work and employment for only part of the year, such incomes have been extrapolated to full-time employment throughout the year (see gross annual income according to Section 6a, B-GiBG, above).
8.8 Classification of posts

- Civil servants: e.g. pay scheme A1 (university graduates)
- Private-law employees: e.g. pay scheme v1 (university graduates)

Within these pay schemes, posts are classified as follows:

- Civil servants: functional levels A1/GL to A1/9; GL (*Grundlaufbahn* – i.e. basic) is the lowest level, 9 the highest.
- Private-law employees: functional levels v1/1 to v1/7; 1 is the lowest level, 7 the highest.

Classification is based on the demands of the post in terms of know-how, intellectual capacity and responsibility.

For example: A1/GL refers to a civil servant with a university degree at the lowest functional level; A1/3 refers to a civil servant with a university degree at the fourth-lowest functional level.

8.9 Sources of data and information

Data on Federal Civil Service staff have been taken from MIS, the Federal Civil Service Management Information System.

Additional data sources include:

- Statistics Austria,
- OECD,
- Government Debt Committee (*Staatsschuldenausschuss*),
- Austrian Court of Audit,
- Association of Austrian Social Insurance Institutions (*Hauptverband der österreichischen Sozialversicherungsträger*),

as well as experts from federal ministries.
9 List of abbreviations

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<th>Description</th>
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<tr>
<td>APG</td>
<td>Allgemeines Pensionsgesetz – General Pensions Act</td>
</tr>
<tr>
<td>ASVG</td>
<td>Allgemeines Sozialversicherungsgesetz – General Social Insurance Act</td>
</tr>
<tr>
<td>BDG</td>
<td>Beamtdienstrechtsgesetz – Civil Servants Employment Act</td>
</tr>
<tr>
<td>COFOG</td>
<td>Classification of the Functions of Government</td>
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<td>EPSA</td>
<td>European Public Sector Award</td>
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<tr>
<td>EPSO</td>
<td>Network of Personnel Selection Experts (Europäisches Amt für Personalauswahl)</td>
</tr>
<tr>
<td>ESA</td>
<td>European system of national and regional accounts</td>
</tr>
<tr>
<td>EUPAN</td>
<td>European Public Administration Network</td>
</tr>
<tr>
<td>FIOP</td>
<td>Forces for International Operations</td>
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<tr>
<td>FTE</td>
<td>full-time equivalent(s)</td>
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<td>GDP</td>
<td>gross domestic product</td>
</tr>
<tr>
<td>HR</td>
<td>human resources</td>
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<tr>
<td>IPSG-EUPAN</td>
<td>Innovative Public Services Group</td>
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<tr>
<td>NAP</td>
<td>National Action Plan</td>
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<tr>
<td>MIS</td>
<td>Management Information System</td>
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<tr>
<td>OECD</td>
<td>Organisation for Economic Cooperation and Development</td>
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<td>ÖBB</td>
<td>Österreichische Bundesbahnen – Austrian Federal Railways</td>
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<tr>
<td>ORF</td>
<td>Österreichischer Rundfunk – Austrian Broadcasting Corporation</td>
</tr>
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<td>RIA</td>
<td>regulatory impact assessment</td>
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<td>United Nations Public Sector Award</td>
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