

Federal Ministry  
Republic of Austria  
Arts, Culture,  
Civil Service and Sport

# The Austrian Federal Civil Service 2022

## Facts and figures

The image shows a German tax form (Einkommensteuererklärung) for the year 2003. The form is white with black text and is placed on a wooden surface. A blue diagonal graphic element is visible in the bottom left corner. The form contains various sections for reporting income, expenses, and tax calculations. Key visible text includes 'Einkommensteuererklärung', 'Jahr 2003', 'Einkünfte aus', 'Einkommensteuer', and 'Steuerbetrag'. The form is partially filled out with handwritten numbers and some printed text.

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# **The Austrian Federal Civil Service 2022**

Facts and figures

Vienna, 2022

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## Foreword

### Dear readers



Vice-Chancellor  
Werner Kogler,  
Federal Minister for Arts,  
Culture, the Civil Service  
and Sport

We are living in times of manifold crises. Due to the pandemic, the intensifying climate crisis and the current situation in Ukraine, we are faced with new challenges in Europe that greatly affect the economy and society. Meeting these challenges is a key responsibility for all decision-makers, especially those in politics and public administration. The question that ultimately confronts us is how we can set the course for a good future for all.

One thing is certain: without a stable, reliable public service these crises cannot be managed. Public administration is a key partner for policymakers and business, and the good work done by public servants is of vital importance to people in Austria in their day-to-day lives. We must therefore ensure that this work can continue to be done, as reliably as today and to the same high standard of quality. At the same time, however, it is important not only to focus on the public administration of today and tomorrow but to take a long view of issues such as new areas of work, future work design, increasing digitisation (which brings both challenges and opportunities), and the particularly pressing matter of energy transition, i.e. the transition to the “Solar Age”, all of which are highly relevant to the Civil Service.

After many years of retrenchment and strict expenditure ceilings, we met our personnel targets two years ago. As a result, not only can we now fill all vacancies due to retirement and ensure the transfer of knowledge between generations of employees, but we have also gained the necessary room for manoeuvre to implement change, to define relevant new work areas for the future and staff them appropriately, thereby ensuring a resilient Civil Service in these times of multiple crises.



Attracting the best staff is of central importance in this context. As the country's largest employer, the Federal Civil Service aims to set a positive example by constantly improving its working conditions. A key focus here is on modernising and digitising in-service training, so that new and existing employees are ready to handle their tasks, now and in future. Initiatives such as the well-established Austrian Public Administration Award spotlight the high level of innovative potential and commitment among public servants.

This report provides a wealth of information around the staff of the Federal Civil Service. I wish you an instructive read.

A handwritten signature in black ink, reading 'Werner Kogler'. The signature is fluid and cursive, with the first name 'Werner' written in a more compact, stylized way and the last name 'Kogler' written more fully.

Werner Kogler  
Federal Minister for Arts, Culture, the Civil Service and Sport

## Foreword

### Dear readers



Christian Kemperle,  
Director General for the Civil  
Service and Public Adminis-  
tration Innovation

Each year Directorate General III – Civil Service and Public Administration Innovation publishes its staff report, clearly and transparently setting out developments, facts and figures on a range of personnel management issues across the entire Federal Civil Service. To ensure high recognition value for long-standing readers, we aim for maximum continuity while also showing ongoing changes and developments.

For years now the Federal Civil Service has taken the lead when it comes to equality between women and men. In 2021 the gender pay gap decreased again, to 8.5%, a level significantly below that in the private sector. The facts underlying this continuing trend are examined in detail in Chapter 5.7.9 (Income differences between women and men according to § 6a, Equal Treatment Act for the Federal Civil Service). But not only has the gender pay gap shrunk: there has also been an increase in the proportion of women in general, and in management positions in particular, to 43.0% and 33.4%, respectively. On the other hand, the information on the subject of “Women and men” provided in Chapter 5.7 also shows that there is definitely room for improvement in this area and that further measures to promote actual equality are still necessary.

An equally important issue for personnel management is the age of Federal Civil Service staff. According to projections, 45% of staff members will retire over the next 13 years, which is why this issue receives particular attention in the current edition of the report. As a result, aspects such as organisational and personnel development, recruiting, knowledge transfer, diversity, and digitisation continue to gain in importance in the Federal Civil Service.

If a high quality of services for citizens is to be ensured in future, changes in different areas of personnel management will be required. A comprehensive overview of DG III's projects and activities in this area is presented in Chapters 6 (HR management in the Federal Civil Service), 7 (Strategic performance management and outcome orientation) and 8 (Public management, governance and innovation).

I wish you an interesting and stimulating read.

A handwritten signature in dark ink, appearing to read 'Kemperle', written in a cursive style.

Christian Kemperle  
Head of Directorate General III – Civil Service and Public Administration Innovation



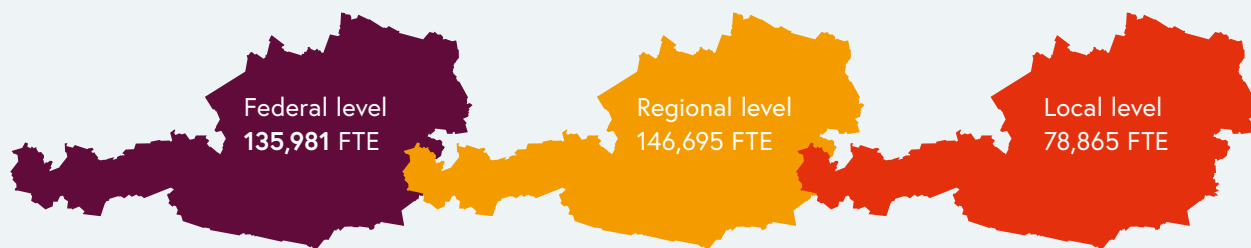
# Short Facts

Most public services in Austria are provided by government staff at the federal, regional and local levels. Collectively, these are commonly referred to as Austria's public service.

## Staffing levels at the federal, regional and local levels of government

Total

361,541 full-time equivalents (FTE)\*



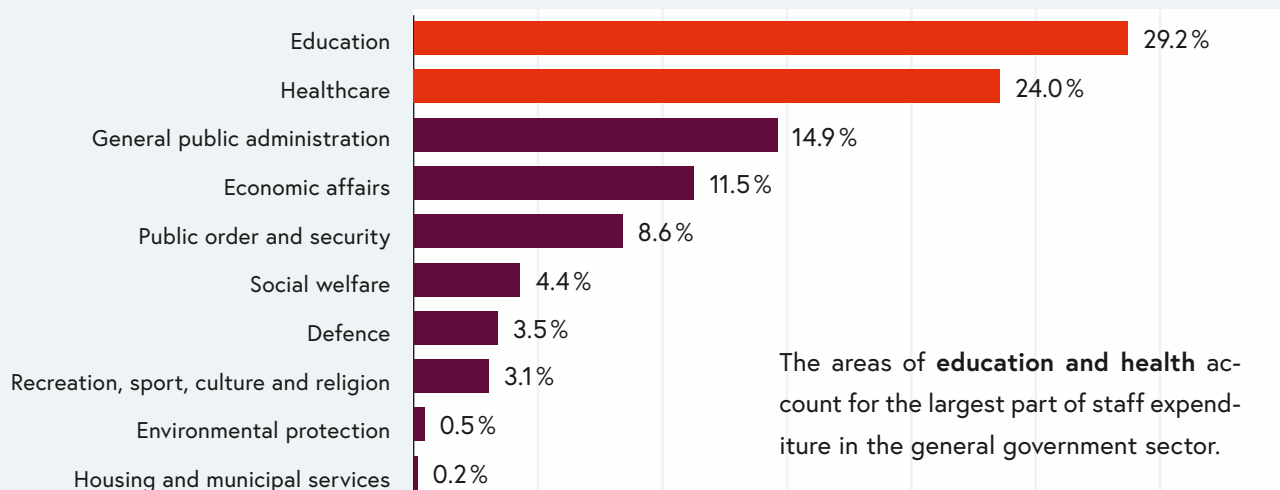
## Staffing levels in the general government sector\*\*

Total

781,000 employment relationships\*\*\*

In addition to federal, regional and local government, 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, confederations, institutes, funds and universities).

Which **policy areas** are most government sector staff employed in?



\* Federal data current on 31 December 2021, regional data: 2020, local data: 2019

\*\* Definition of the general government sector according to ESA 2010

\*\*\* Data current on 31 December 2020

# 1 Austria's public service

## 1.1 The federal, regional and local levels of government

Most public services in Austria are provided by government staff at the federal, regional and local levels. Collectively, these are commonly referred to as Austria's public service. However, there is no clear dividing line between the public service and the agencies that have been hived off from all levels of government in recent years, or the various companies, institutes, funds, etc. charged with providing public services, some of which can still be said to belong to the general government sector.

**Table 1:** Staffing levels at the different levels of government

Level of government	Staffing level
Federal	135,981
Regional	146,695
Local	78,865
<b>Total</b>	<b>361,541</b>

Staffing levels in full-time equivalents, excluding agencies and institutions outside the Civil Service. Data for the federal level last updated 31 December 2021; regional level: 2020; local level: 2019.

Sources: Federal level – Federal Civil Service Management Information System (MIS); regional level – regions' own data, based on the Austrian Stability Pact, excluding regional hospitals; local level – Statistics Austria

Major tasks carried out at the federal level of government include internal and external security, defence, education (i.e. federal schools), taxation and the administration of justice. In 2022, the Federal Civil Service had a staff of 135,981 full-time equivalents (FTE). In addition to these, 4,270 federal civil servants were still working in former (hived-off) government institutions, and another 7,575 in the successor companies of the Austrian Post and Telecommunications Authority.

146,695 staff were employed by Austria's nine regions (called *Länder* in German), and about 78,865 by the 2,094 municipalities (i.e. local government, excluding Vienna,

which is a *Land* as well as a municipality; 2019 data). An additional 95,100<sup>1</sup> or so were employed in the hospitals of the *Länder*, and another 7,700 or so in various other former government institutions.

### 1.1.1 Staffing levels in regional government

The major government institutions operating at the level of the *Länder* include the regional government authorities (*Ämter der Landesregierungen*), district administration authorities (*Bezirkshauptmannschaften*), construction and agricultural authorities, road maintenance departments 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 the Region of Lower Austria these are partly included in the number of regional government staff, where they constitute a major group of employees; in other regions they are local government employees and therefore not included in regional government staff numbers. 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 68,200 FTE, they are one of the largest groups within the public service. While they are regional government employees and counted as such in Table 1 (above), the associated costs are largely borne by the federal government under the revenue sharing agreement known as *Finanzausgleich*. *Land* teachers are employed at primary and lower secondary schools, as well as vocational schools for apprentices and those for agriculture and forestry. 100 % of personnel costs for primary and secondary school teachers and 50 % of those for vocational school teachers are refunded from the federal budget.

The staff of *Land* hospitals, which account for 95,100 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 regional government employees in all nine regions, the hospitals where they work have attained different levels of autonomy under the respective regional legislation. With two exceptions (i.e. Vienna and Lower Austria), *Land* hospitals no longer count as government institutions. Furthermore, another 7,700 or so regional government employees are still working for other former government institutions.

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1 Approximately 45,900 of these were working in hospitals that still form part of regional government structures (in Lower Austria and Vienna), and 49,200 in hospitals that have been hived off.

**Table 2:** Regional government staff (excluding staff working in former regional government institutions)<sup>2</sup>

Staffing levels	total	BGLD	KTN	STMK	TIROL	VLBG	SLBG	OÖ	NÖ	WIEN
Land administration	78,543	2,016	3,516	6,574	4,281	1,753	2,409	7,892	17,683	32,420
Land teachers	68,151	2,150	4,341	9,066	6,197	3,792	4,353	12,875	12,386	12,991
<b>Total</b>	<b>146,695</b>	<b>4,166</b>	<b>7,857</b>	<b>15,640</b>	<b>10,478</b>	<b>5,545</b>	<b>6,763</b>	<b>20,767</b>	<b>30,068</b>	<b>45,410</b>
Land hospitals (not hived off)	45,923	0	0	0	0	0	0	0	18,074	27,849
<b>Total</b>	<b>192,618</b>	<b>4,166</b>	<b>7,857</b>	<b>15,640</b>	<b>10,478</b>	<b>5,545</b>	<b>6,763</b>	<b>20,767</b>	<b>48,142</b>	<b>73,260</b>
Staff on private-law contracts, in %	74 %	83 %	63 %	81 %	55 %	78 %	63 %	69 %	79 %	75 %

**Table 3:** Regional government staff working in former regional government institutions<sup>2</sup>

Staffing levels	total	BGLD	KTN	STMK	TIROL	VLBG	SLBG	OÖ	NÖ	WIEN
Land employees in hived-off hospitals	49,184	1,854	6,640	15,117	6,935	3,537	5,063	10,037	0	0
Land employees in other hived-off institutions	7,661	69	145	396	60	36	120	844	234	5,757
<b>Total</b>	<b>56,845</b>	<b>1,922</b>	<b>6,786</b>	<b>15,513</b>	<b>6,995</b>	<b>3,573</b>	<b>5,183</b>	<b>10,881</b>	<b>234</b>	<b>5,757</b>
Staff on private-law contracts, in %	93 %	100 %	99 %	99 %	99,6 %	99,9 %	99 %	97 %	81 %	45 %

Staffing levels in full-time equivalents, civil servants (see 5.3) only (i.e. excluding apprentices and interns, staff on private-law contracts, and staff subject to collective agreements).

According to the Vienna Municipal Authority, the umbrella organisation of Vienna's hospitals (*Wiener Krankenanstaltenverbund*) is not a legal entity in its own right but a special type of government 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 2.3.

<sup>2</sup> Regions (*Länder*): Burgenland (*BGLD*), Carinthia (*KTN*), Styria (*STMK*), Tyrol (*TIROL*), Vorarlberg (*VLBG*), Salzburg (*SLBG*), Upper Austria (*OÖ*), Lower Austria (*NÖ*), Vienna (*WIEN*)

## 1.2 An international definition of “public service”: the general government sector according to ESA

As mentioned in the previous chapter, 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 following the creation of these new institutions, which are formally independent of government structures.

Therefore, any definition of “public servant” 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 service” is to be defined in broader terms, specific criteria are required to determine which institutions should be counted as belonging to this sector.

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 – including its staff – is 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 (albeit minimal) 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 federal, regional and local government, Austria’s general government sector thus includes the social insurance funds, the various so-called chambers (*Kammern*, i.e. statutory bodies representing organised interests, e.g. the Chamber of Labour and the Chamber of Commerce), as well as approximately 400 other institutions with legal personality (e.g. public and private limited companies, associations, confederations, institutes, funds and universities). 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 established 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 federal level), “state government” (i.e. the *Länder*), “local government” (i.e. the municipalities), or social insurance funds.

In 2014 the classification system was changed from ESA 95, 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 the ORF (i.e. the Austrian Broadcasting Corporation), are included in the general government sector. As a result, this sector now has about 120,000 employees more than it did under ESA95, which classified these employees as private-sector workers. Approximately 60,000 of them are accounted for by *Länder* hospitals alone.

### 1.2.1 The central government sub-sector according to ESA

According to a study by Statistics Austria, the entire federal government sub-sector comprised 298,500 employment relationships<sup>3</sup> in 2020. In addition to federal government institutions, the federal sub-sector comprises another 390 or so entities, including 40 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 (*ÖBB*) and the Austrian Broadcasting Corporation (*ORF*). Although not all of these institutions employ their own staff (as approximately 170 of them do), all of them together account for a total of 124,000 employment relationships.

As a result of a revision of ESA in 2004 and another major overhaul in 2017, the number of employment relationships has changed significantly. This is mainly due to the inclusion of the Austrian Federal Railways, as well as a new assessment of the overall number of 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 781,000 employment relationships for 2020. Based on such estimates, which are available for all of 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 just the staff of government institutions, its size is still below the OECD average.

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3 including persons doing military or alternative civilian service

### 1.2.3 An international comparison of general government sectors

Comparing the sizes of general 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 a country's public service is therefore expressed in relative terms, as a proportion of its workforce (i.e. economically active persons). The most recent available OECD data on this subject is from 2019 (OECD, Government at a Glance 2021). 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 public servants was 16.7%<sup>4</sup> in 2019, i.e. lower than the 17.9% average for OECD members.

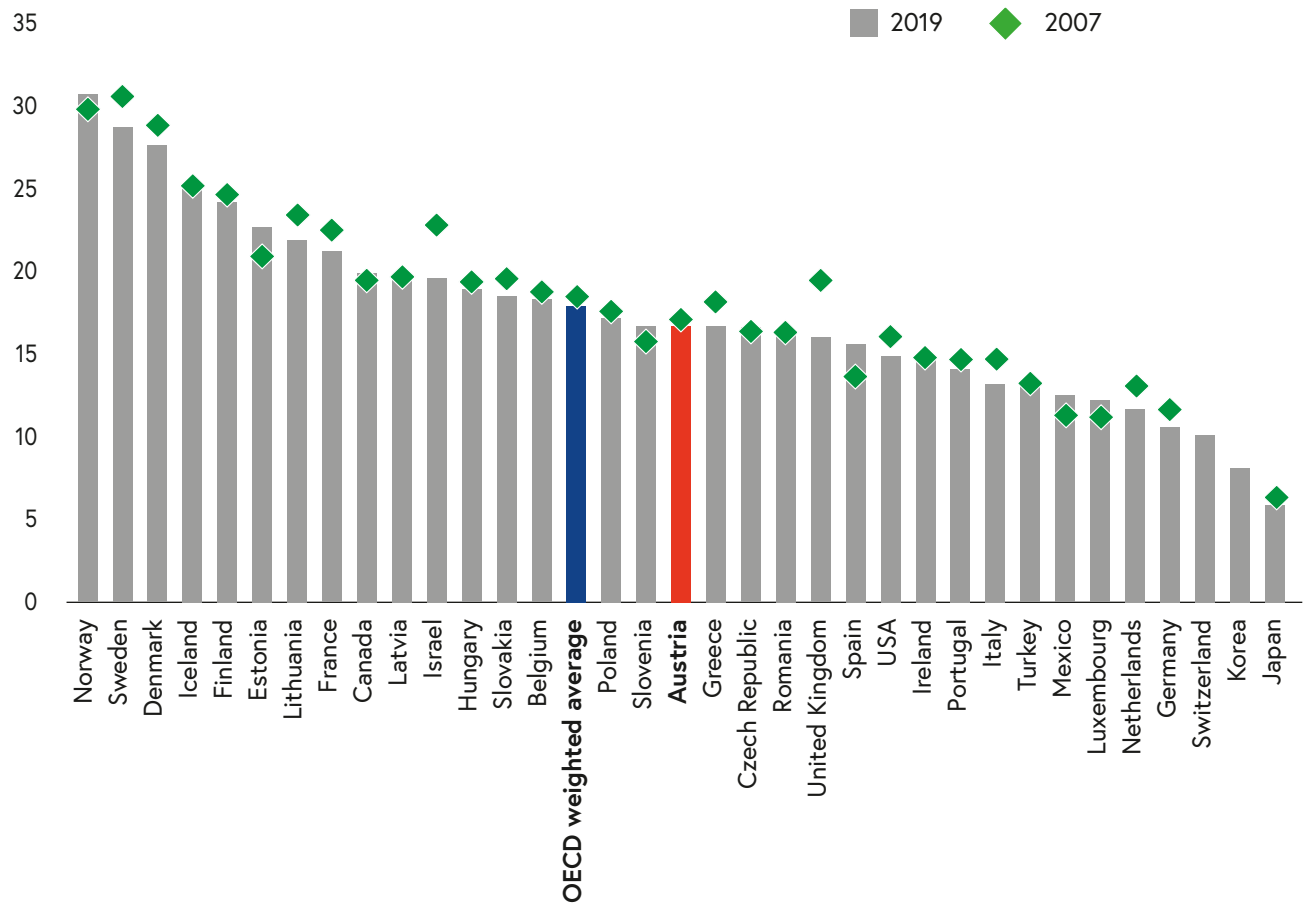
**Table 4:** Government sector employees as a proportion of the workforce in 2019

Country	in %	Country	in %
Norway	30.7%	Greece	16.7%
Sweden	28.7%	Czech Republic	16.6%
Denmark	27.6%	Romania	16.4%
Iceland	25.0%	United Kingdom	<b>16.0%</b>
Finland	24.2%	Spain	15.6%
Estonia	22.7%	USA	14.9%
Lithuania	21.9%	Ireland	14.9%
France	21.2%	Portugal	14.1%
Canada	19.9%	Italy	13.2%
Latvia	19.6%	Turkey	13.1%
Israel	19.6%	Mexico	12.5%
Hungary	18.9%	Luxembourg	12.2%
Slovakia	18.5%	Netherlands	11.7%
Belgium	18.3%	Germany	10.6%
<b>OECD weighted average</b>	<b>17.9%</b>	Switzerland	10.1%
Poland	17.2%	Korea	8.1%
Slovenia	16.7%	Japan	5.9%
<b>Austria</b>	<b>16.7%</b>		

Source: Government at a Glance 2021 – © OECD 2021

<sup>4</sup> Comparability with the 2013 “Government at a Glance” survey (i.e. the last one that 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, persons in employment instead of economically active persons).

Figure 1: Government sector employees as a proportion of working age population in 2019

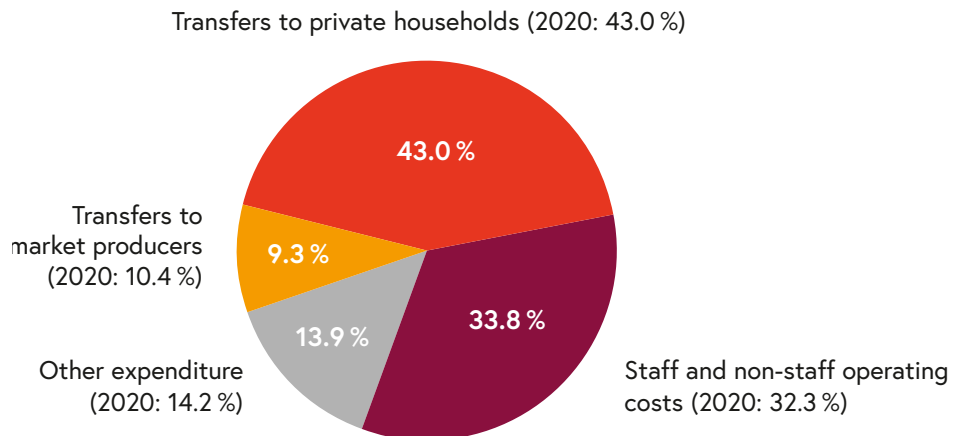


Source: Government at a Glance 2021 – © OECD 2021

### 1.2.4 Public service in the context of public expenditure

The total expenditure of Austria's general government sector in 2021 amounted to € 225.7 billion, which is equivalent to 55.9%<sup>5</sup> of GDP. Figure 2 shows what this amount was spent on.

**Figure 2:** Structure of general government sector expenditure in 2021



Source: Statistics Austria<sup>6</sup>

Transfers to private households, comprising social benefits in cash and in kind, account for roughly half of total government sector expenditure (43.0%). Examples of cash benefits include pensions, as well as 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 school pupils, among other things.

Under the heading of “transfers to market producers”, 9.3 % of overall public expenditure goes to enterprises, e.g. in the form of subsidies for agriculture, trade and industry. The increase on the previous year is primarily due to state aid granted during the COVID-19 pandemic (e.g. in the form of subsidies for short-time work, fixed costs and lost turnover).<sup>7</sup>

“Other expenditure” (13.9 % of the total) includes interest on public debt, gross investment, and transfers to EU institutions, for example.

<sup>5</sup> <http://www.wifo.ac.at/daten/wifo-wirtschaftsdaten> (4 April 2022)

<sup>6</sup> <https://www.statistik.gv.at/statistiken/volkswirtschaft-und-oeffentliche-finanzen/oeffentliche-finanzen/oeffentliche-finanzen/einnahmen-und-ausgaben-des-staates> (4 April 2022)

<sup>7</sup> <https://www.statistik.gv.at/statistiken/volkswirtschaft-und-oeffentliche-finanzen/oeffentliche-finanzen/oeffentliche-finanzen/steuereinnahmen> (12 October 2021)

Due to ESA 2010, the data for the past few years has been retroactively adjusted by Statistics Austria.

#### 1.2.4.1 What is the cost of Austria's public service?

The types of expenditure which are of interest in connection with public servants are to be found in the category of “Staff and non-staff operating costs”, which accounts for 33.8% of total public expenditure, or €76.3 billion in absolute terms. This category comprises

- non-staff operating costs (13.3% of total public expenditure or €30.0 bn);
- compensation of employees (19.7% of total public expenditure or €44.3 bn for approximately 781,000 employment relationships, of which €17.6 bn can be attributed to the federal level of government, €13.5 bn to the regional level, €11.0 bn to the local level, and €2.3 bn to social insurance funds);<sup>8</sup>
- tax payments (0.8% of total public expenditure or €1.9 bn).

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

The term “compensation of employees” refers to the salaries of public servants. In addition to the 135,981 FTE employed by the Federal Civil Service at a cost of €10 bn (equivalent to 4.5% of total public expenditure or 2.5% of GDP), this amount includes the salaries paid by other entities assigned to the federal sub-sector<sup>9</sup>, as well as the associated pension payments.

Finally, the state, too, can be subject to taxation, e.g. production and import levies, as well as income and property taxes, which together amount to 0.8% of total expenditure.

#### 1.2.4.2 Government sector personnel expenditure by function

Modern welfare states such as Austria and the other European states are characterised by the wide range of tasks they carry out, including justice, internal and external security, education, public health, pensions, environmental protection, transport, infrastructure and social welfare, among many others. Typically, these are areas in which the socially desired, uniform level of service would not, for various reasons, be adequately provided by private markets.

The tasks taken on by government in developed countries, which are essentially market economies, 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

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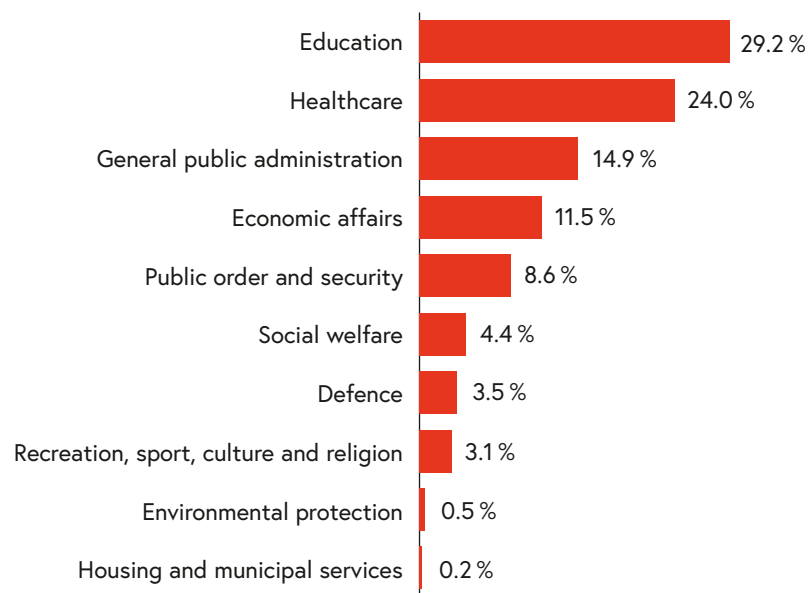
8 Employment data current on 31 December 2020, data on compensation of employees current on 31 December 2021

9 Federal government sub-sector according to ESA, see 1.2.1.

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 section, compensation of employees (which is the term used in national accounts to refer to the cost of employing personnel) accounts for €44.3 bn (or 19.7%) of total public expenditure in Austria. The following breakdown of staff expenditure according to the COFOG system provides useful insights as to the kinds of government tasks that are particularly labour intensive, irrespective of slight differences in salary levels among the different functions.

**Figure 3:** Compensation of government sector employees by function in 2021



Source: Statistics Austria

Of the €44.3 bn accounted for by compensation of employees in the general government sector, 29.2% goes towards education. In other words, a considerable part of the staff paid from public budgets are employed in schools, universities and other higher education institutions, or in the relevant administrative structures.

At about 14.9% 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 security” (8.6 %) almost exclusively comprises federal authorities, particularly the judiciary and the police.

When interpreting this 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 general government sector is available on the Statistics Austria website at [www.statistik.gv.at](http://www.statistik.gv.at), under “Wirtschaft → öffentliche Finanzen, Steuern → öffentliche Finanzen → öffentlicher Sektor“.

### 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.

The 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).

The following income comparisons provided by Statistics Austria exclusively relate to full-time workers employed year-round, which eliminates two major obstacles to meaningful comparison, namely differences in part-time work and employment for only part of the year. 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. 38.8 % in the private sector).

**Table 5:** Median gross annual incomes in 2020

Category of employee	Total	Men	Women
Blue-collar workers	€ 35,549	€ 37,081	€ 27,108
White-collar workers	€ 51,911	€ 59,305	€ 41,572
Public servants	€ 51,692	€ 53,969	€ 49,316

Source: Statistics Austria. Social statistics (excluding apprentices) based on income tax data (gross annual incomes pursuant to § 25 Income Tax Act).

**Table 6:** Average gross annual incomes in 2020

Category of employee	Total	Men	Women
Blue-collar workers	€ 36,369	€ 37,954	€ 28,443
White-collar workers	€ 62,285	€ 70,461	€ 48,852
Public servants	€ 58,171	€ 61,469	€ 54,605

Source: Statistics Austria. Social statistics (excluding apprentices) based on income tax data (i.e. gross annual incomes pursuant to § 25 Income Tax Act (*Einkommenssteuergesetz*)).

Austria's public servants (i.e. federal, regional and local government staff) earn more or less the same as white-collar workers in the private sector in terms of median income, and they earn less than these in terms of average income (see Tables 5 and 6). The near-equal level of median incomes is due to higher pay in the lower income brackets and less marked differences in the higher ones, compared to the private sector. 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 5.7 ("Women and men").

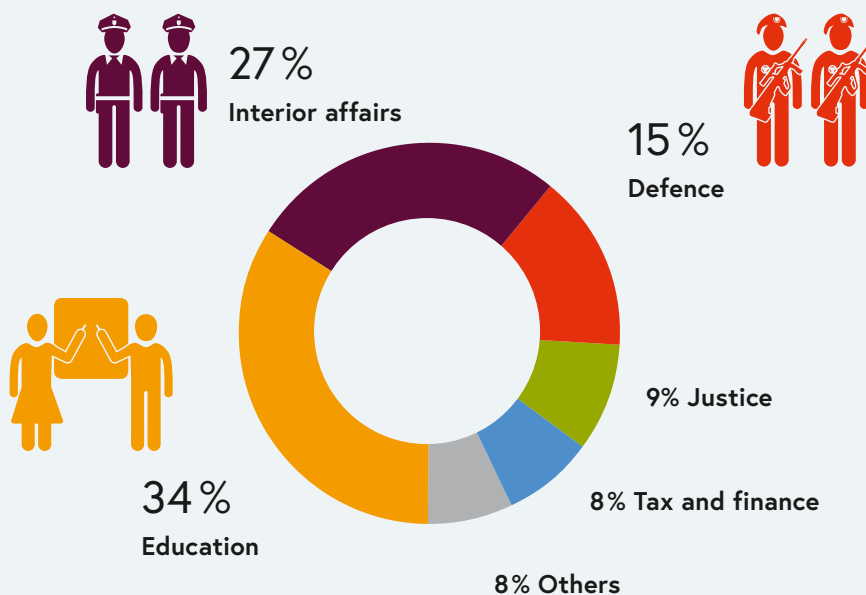




# Short Facts

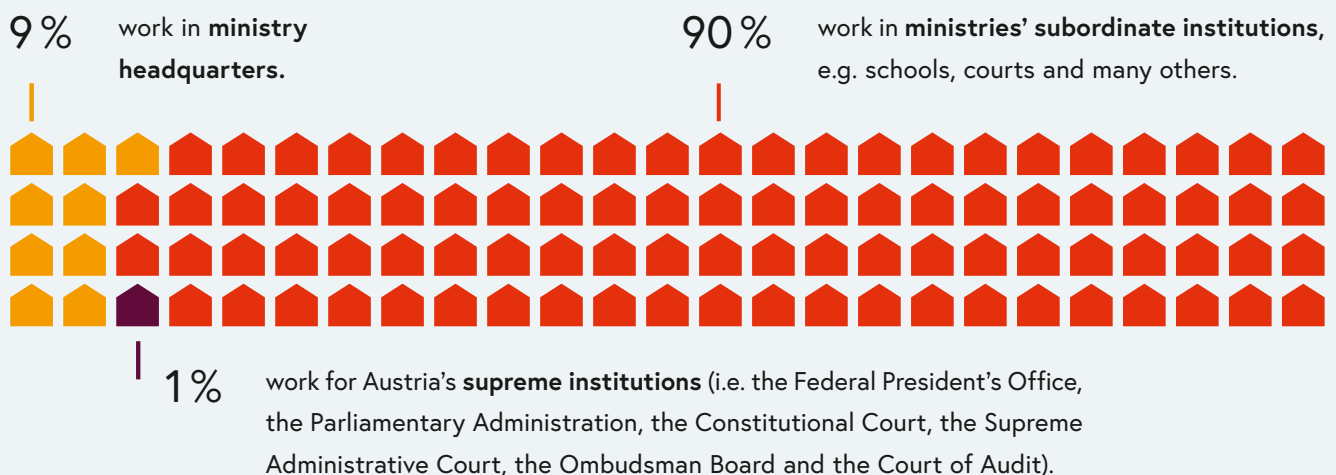
Federal ministries form the interface between politics and public administration. They plan, coordinate and oversee the implementation of government projects. Most of their staff work in the ministries' subordinate institutions, which are charged with the operational side of Federal Civil Service tasks.

Education and security are the policy areas with the highest numbers of staff.



A high proportion of Federal Civil Service staff work in **education 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.



## 2 The organisational structure of the Federal Civil Service

The tasks of federal government are carried out by the federal ministries and their subordinate institutions. (The German term *Ressort* refers to a ministry and its subordinate institutions.)

Austria's so-called supreme institutions (*oberste Organe*) enjoy a special degree of autonomy and independence as they exercise a supervisory function over public administration. 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 subordinate institutions mentioned above.

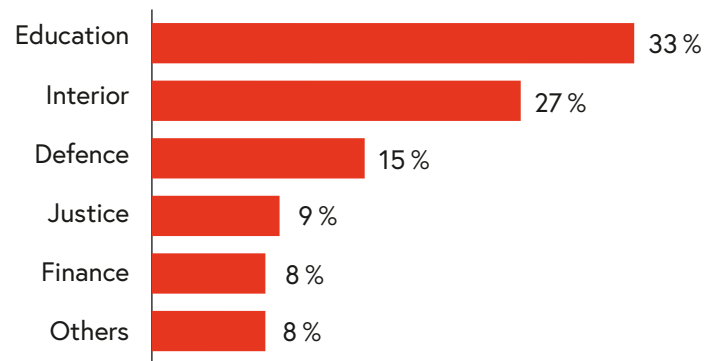
Powers and tasks are allocated to the individual ministries primarily along the lines of policy areas. This is laid down in the Federal Ministries Act (*Bundesministeriengesetz*), which also regulates the organisational structure of individual ministries, as well as the principles governing the distribution of functions and responsibilities within these. As with any major organisation, ministerial portfolios are subject to periodic restructuring, most recently under the 2022 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 for Arts, Culture, the Civil Service and Sport, the Ministry of Labour and the Federal Chancellery each have a staff of just a few hundred, the Ministry of Education, Science and Research has 45,500 employees, most of them teachers and school administration staff. These differences result from the way in which public services are organised in Austria. In the above example, the considerable difference in staffing levels arises from the fact that a large proportion of the country's teachers are employed by the Federal Ministry of Education, Science and Research.

In addition to education (33%), a large proportion of Federal Civil Service staff work in the areas of internal (27%) and external security (i.e. defence, 15%). All in all, approximately three-quarters of all Federal Civil Service staff are employed in the fields of education and security.

**Figure 4:** Distribution of Federal Civil Service staff among ministries in 2021



The proportion of Federal Civil Service staff working in ministry headquarters is very low at 8.8%. 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 (90.3%) are employed in the ministries' numerous subordinate institutions, which are responsible for the operational side of Federal Civil Service tasks.

Austria's supreme institutions account for the remaining 0.9% of Federal Civil Service staff.

**Table 7:** Distribution of Federal Civil Service staff among ministries as at 31 Dec. 2021

Ministry	Total staff	Head- quarters	Subordinate institutions
Supreme institutions	1,181		
Federal Chancellery*	798	671	126
Ministry of the Interior	37,003	4,520	32,483
Ministry of Education, Science and Research	45,541	909	44,631
Ministry for Digital and Economic Affairs*	1,841	658	1,182
Ministry of Labour*	560	217	343
Ministry of Social Affairs, Health, Care and Consumer Protection	1,215	691	524
Ministry for European and International Affairs	1,061	518	544
Ministry of Justice	11,887	344	11,543
Ministry of Defence	20,557	837	19,720
Ministry of Finance*	10,337	722	9,614
Ministry for Arts, Culture, the Civil Service and Sport	550	355	195
Ministry of Agriculture, Regions and Tourism*	2,396	749	1,647
Ministry for Climate Action, Environment, Energy, Mobility, Innovation and Technology	1,056	782	274
<b>Total</b>	<b>135,981</b>	<b>11,974</b>	<b>122,826</b>

\* The redistribution of portfolios under the 2022 Amendment to the Federal Ministries Act is not shown in the above table. It concerns the Federal Chancellery, the Federal Ministry of Digital and Economic Affairs, the Federal Ministry of Labour (now Federal Ministry for Labour and Economy), the Federal Ministry of Finance, and the Federal Ministry of Agriculture, Regions and Tourism (now Federal Ministry of Agriculture, Forestry, Regions and Water Management).

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 policy approaches and their respective impacts, based on comprehensive studies and analyses and the expertise of specialist staff.

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 in schools, collecting and administering taxes, training the recruits of the Austrian Armed Forces, representing Austria abroad, and the work done by the police and the judiciary, among many other tasks. It is the direct contact between citizens and public administration, which happens at the level of subordinate institutions, that determines how the Federal Civil Service is perceived by its clientele. Consequently, the quality of service and the level of service orientation shown by these institutions have repeatedly been the focus of reform. Current information on public administration innovation and reform is available on our website: [www.oeffentlicherdienst.gv.at](http://www.oeffentlicherdienst.gv.at), under "Verwaltungsinnovation".

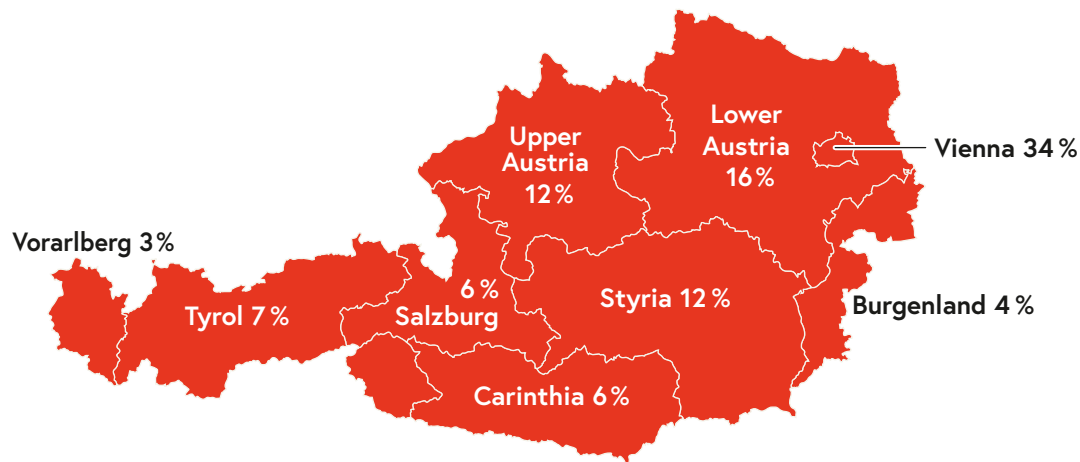
Finally, federal civil servants also work in agencies, i.e. various types of organisation (such as companies and institutes) established under private or public law which have been entrusted with tasks formerly carried out by Federal Civil Service institutions. These employees, who are not included in the staffing numbers given in Table 1, Figure 4, and Tables 8 and 9, are dealt with separately in the next chapter as the relevant personnel costs are largely refunded to the Federal Civil Service by the respective agencies.

## 2.2 Distribution of Federal Civil Service staff among Austria's regions

The federal level of government provides important services, such as education and security, and ensures that these are available throughout the country. That is why two-thirds of Federal Civil Service staff are employed in the regions (*Länder*) while only one-third work in Vienna (which is both a region and the federal capital), i.e. a large part of federal services are decentralised. The data also shows that the number of Federal Civil Service staff working in a particular *Land* 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 ammunition 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. In Vienna, most Federal Civil Service staff work in the administrative service, one reason being that ministry headquarters, where the strategic work of public administration at federal level is done, are based in the capital.

**Figure 5:** Distribution of Federal Civil Service staff among the regions<sup>10</sup>



	VLBG	TIROL	SLBG	KTN	STMK	OÖ	NÖ	WIEN	BGLD	AUSTRIA
Population 2020	399,219	759,652	559,873	562,506	1,247,413	1,495,952	1,690,949	1,914,743	295,983	8,926,290
Federal Civil Service staff as a proportion of the population	1.0 %	1.2 %	1.6 %	1.5 %	1.3 %	1.1 %	1.3 %	2.4 %	1.7 %	1.5 %

Source of population data: Statistical Yearbook 2020 (in persons)

It should be noted that the percentages of Federal Civil Service staff in the different regions are subject to rapid change as a result of short-term measures, such as centralised training, temporary assignments, and rotations.

<sup>10</sup> Regions (Länder): Vorarlberg (VLBG), Tyrol (TIROL), Salzburg (SLBG), Carinthia (KTN), Styria (STMK), Upper Austria (OÖ), Lower Austria (NÖ), Vienna (WIEN), Burgenland (BGLD). Percentages: 2021 data, population: 2020.

**Table 8:** Different occupational groups in the regions in 2020,  
rounded to the nearest 100

	Total	Administrative service	School- teachers	Teachers at colleges of education	Law enforcement	Military	Judges and prosecutors	Nurses	School supervision	Others
Burgenland	4,900	1,100	1,400	40	1,700	600	50	0	10	0
Carinthia	8,500	2,000	2,500	70	2,200	1,600	100	10	20	0
Lower Austria	22,180	5,200	6,600	60	6,600	3,300	300	70	40	0
Upper Austria	16,260	4,100	5,700	200	4,400	1,400	400	10	50	10
Salzburg	8,790	2,500	2,700	100	2,000	1,300	150	0	20	0
Styria	16,450	4,400	5,000	200	4,300	2,200	300	20	30	0
Tyrol	9,250	2,400	3,000	100	2,500	900	300	20	30	0
Vorarlberg	3,990	1,050	1,500	30	1,100	200	100	0	10	10
Vienna	45,480	22,350	10,000	300	9,600	1,800	1,300	70	50	0
<b>Austria</b>	<b>135,800</b>	<b>45,100</b>	<b>38,400</b>	<b>1,100</b>	<b>34,400</b>	<b>13,300</b>	<b>3,000</b>	<b>200</b>	<b>260</b>	<b>30</b>
Staff pos- ted abroad	200	100	100	0	0	0	0	0	0	0



## 2.3 Agencies

Agencies (*Ausgliederungen*) are legal entities established under private or public law that provide public services formerly rendered by government institutions.

Reasons for outsourcing services in this manner include the wish to avoid rigid budgetary constraints or limitations due to the statutory distribution of powers, the benefits of limited liability, as well as tax advantages. Base funding for agencies is usually provided in the form of capped government contributions.

When (part of) a federal institution is hived off into a separate entity, those of its staff employed on private-law contracts (*Vertragsbedienstete*) 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.<sup>11</sup>

The latest institutions to have been transformed in this manner are the *Institut für Österreichische Geschichtsforschung* (Austrian History Research Institute) in 2016 (8 FTE, 4 of them civil servants), which now shares the status of the public universities, and the *Bundesanstalt KZ-Gedenkstätte Mauthausen*, which runs the memorial on the site of Mauthausen Concentration Camp (16 FTE, 3 of them civil servants), in 2017, and the *Bundesagentur für Betreuungs- und Unterstützungsleistungen BBU-GmbH* (Federal Agency for Reception and Support Services) in 2021 (96 FTE, including 50 civil servants).

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11 For more information on civil servants vs. staff on private-law contracts, see 5.3.











**Table 9:** Federal Civil Service staff working in agencies as at 31 December 2021 (in FTE)

<b>Federal Chancellery</b>	
<i>Bundesanstalt Statistik Austria</i> (Statistics Austria)	67.1
<b>Federal Ministry of the Interior</b>	
<i>Bundesanstalt KZ-Gedenkstätte Mauthausen</i> (Mauthausen Memorial)	1.9
<i>BA f. Betreuungs- u. Unterstützungsleistungen BBU-GmbH</i> (Federal Agency for Reception and Support Services)	46.75
<b>Federal Ministry of Justice</b>	
<i>Verein Neustart</i> (Probation Service)	12.3
<b>Federal Ministry of Finance</b>	
<i>Österreichische Postsparkassen AG</i> (Austrian Postal Savings Bank)	106.7
<i>Münze Österreich</i> (The Austrian Mint)	4.0
<i>Finanzmarktaufsichtsbehörde</i> (Financial Market Authority)	9.8
<i>Buchhaltungsagentur des Bundes</i> (Federal Accounting Agency)	178.3
<i>BundesbeschaffungsGmbH</i> (Federal Procurement Agency)	1.0
<i>BVAEB (Versicherungsanstalt öffentlich Bediensteter, Eisenbahnen und Bergbau</i> , the Insurance Fund for the Civil Service, Railways and Mining, which has taken on the tasks of the former Federal Pensions Office)	42.3
<i>Bundesimmobiliengesellschaft m.b.H.</i> (Federal Real Estate Ltd)	123.1
<b>Federal Ministry for Arts, Culture, the Civil Service and Sport</b>	
<i>Bundessporteinrichtungen Gesellschaft mbH.</i> (Federal Sports Facilities Ltd)	1.0
<i>Bundestheaterholding GmbH</i> (Austrian Federal Theatres)	20.7
Federal Museums, Austrian National Library	51.0
<b>Federal Ministry of Labour</b>	
<i>Arbeitsmarktservice</i> (Austrian Public Employment Service)	458.9
<i>IEF Service GmbH</i> (Insolvency Contingency Fund)	31.9
<b>Federal Ministry of Education, Science and Research</b>	
Public universities	2,778.0
<b>Federal Ministry for Digital and Economic Affairs</b>	
<i>Schönbrunner Tiergarten GmbH</i> (Schönbrunn Zoo)	6.0
<b>Federal Ministry for Climate Action, Environment, Energy, Mobility, Innovation and Technology</b>	
<i>ÖFPZ Arsenal GmbH</i> (Arsenal Research)	10.0
<i>via donau Österreichische Wasserstraßen GmbH</i> (Austrian Waterways)	26.9
<i>Umweltbundesamt</i> (Federal Environmental Agency)	37.0
<b>Federal Ministry of Agriculture, Regions and Tourism</b>	
<i>Spanische Hofreitschule - Bundesgestüt Piber</i> (Spanish Riding School – Federal Stud Piber)	4.0
<i>Bundesforschungs- u. Ausbildungszentrum für Wald, Naturgefahren und Landschaft</i> (Austrian Research Centre for Forests)	61.6
<i>Österreichische Agentur für Gesundheit und Ernährungssicherheit GmbH</i> (Austrian Agency for Health and Food Safety)	190.4
<b>Total</b>	<b>4,270.3</b>
Successor companies of the Austrian Post and Telecommunications Authority	7,575
<b>Total (incl. successor companies of the Austrian Post and Telecommunications Authority)</b>	<b>11,845</b>



# Short Facts

The tasks of the Federal Civil Service are very diverse. Accordingly, its employees have a wide variety of different occupations, which can be classified in 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.

	 Staffing level	 Average age	 Proportion of women	 Annual income (median)
 Administrative service	45,183 FTE	47.5 years	53.4 %	42,299 Euro
 Law enforcement	34,413 FTE	41.3 years	20.6 %	52,146 Euro
 Judges and prosecutors	2,979 FTE	47.7 years	56.5 %	95,779 Euro
 Schoolteachers	38,543 FTE	46.7 years	60.0 %	55,060 Euro
 Teachers at colleges of education	1,094 FTE	50.1 years	60.0 %	65,786 Euro
 Military	13,282 FTE	42.2 years	3.7 %	49,480 Euro

# 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 can be classified in occupational 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 and military institutions, as well as in the field.

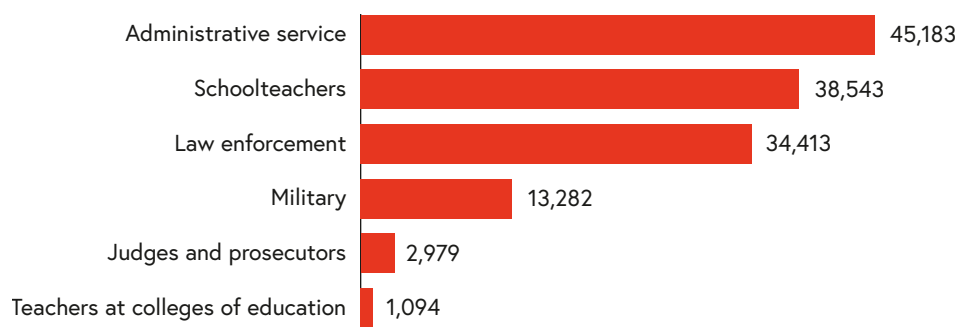
Approximately one-third of all Federal Civil Service staff belong to the administrative service, which comprises a wide range of job profiles. By far the majority of staff, however, can be found in the other major occupational groups, namely law enforcement, schoolteachers, the military (i.e. uniformed 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 challenges and requirements. 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

Occupational group	in FTE	in %
Administrative service	45,183	33.2 %
Schoolteachers	38,543	28.3 %
Law enforcement	34,413	25.3 %
Military	13,282	9.8 %
Judges and prosecutors	2,979	2.2 %
Teachers at colleges of education	1,094	0.8 %
Nurses	203	0.1 %
School supervision	259	0.2 %
Others	25	0.0 %
<b>Total</b>	<b>135,981</b>	

Federal Civil Service staff can basically be assigned to eight different groups. (The category of “others” mostly consists of medical doctors.) The members of these occupational groups differ in more respects than just the nature of their work: in addition to that, indicators such as the proportion of civil servants, the women/men ratio, the proportion of part-time employees, average age and income levels are of interest, too. 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. median gross annual incomes) are shown.

**Figure 6:** Staffing levels by occupational group, in FTE

## 3.1 Administrative service

With a staff of 45,183, 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. Typically, however, members of the administrative service are highly specialised in specific areas of public administration. What is more, levels of hierarchy within the group range from clerical staff to directors general.

Table 11: Administrative service

	Total	Men	Women
Number of staff as at 31 Dec. 2021*	45,183	22,076	23,107
Average age**	47.5	48.8	46.2
Proportion of civil servants*	36.3 %	44.8 %	28.2 %
Proportion of part-time staff**	15.8 %	3.4 %	26.6 %
Proportion of women**	53.4 %		

\* 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. Roughly 9,200 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.

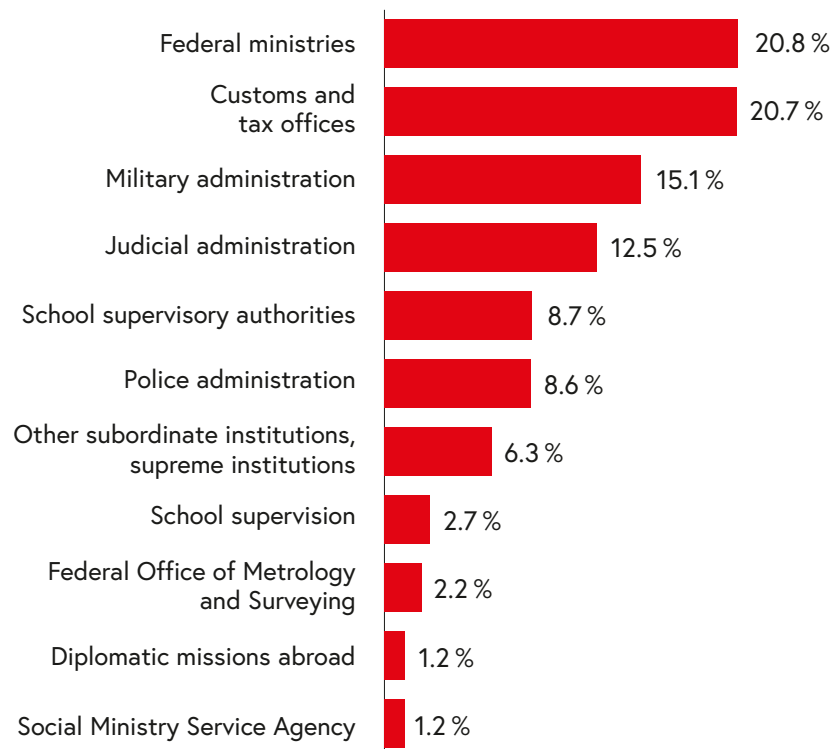
The remaining 36,000 serve in Austria's supreme institutions or in the ministries' numerous subordinate institutions. In these offices a wide range of services are provided directly to the citizens, from receiving applications to giving advice on individual questions and problems. The largest group of subordinate institutions is made up of tax and customs offices. Their staff of approximately 9,100 includes auditors and tax inspectors, for example. In addition to audits and various administrative tasks in connection with taxes and customs duties, one of their main responsibilities is advising citizens in these matters.

Military administration is another major sector within the administrative service. The approximately 6,700 employees in this group work in the various military establishments,

be it as clerical staff, desk officers, technical personnel (such as engineers responsible for the maintenance of military vehicles), manual workers and cleaning staff. About 3,800 administrative staff are employed in the field of internal security. They are responsible for all tasks in connection with police work that are not reserved to specially trained law enforcement officers.

Another 4,000 or so 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 101 diplomatic missions worldwide number approximately 540. Their tasks include, in particular, looking after Austrians living or travelling abroad, be it as tourists or on business, and assisting those who need help in an emergency. Another important consular activity is issuing visas.

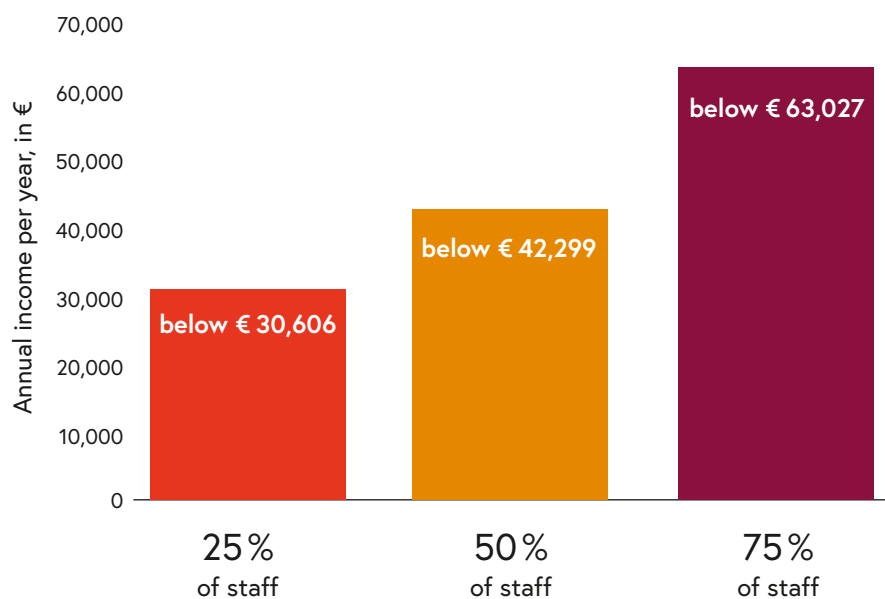
**Figure 7:** Distribution of administrative staff



Fewer than half of all administrative staff (36.3%) are civil servants. The proportion of women in this group is higher than average at 53.4%, and the percentage of part-time workers is also relatively high.

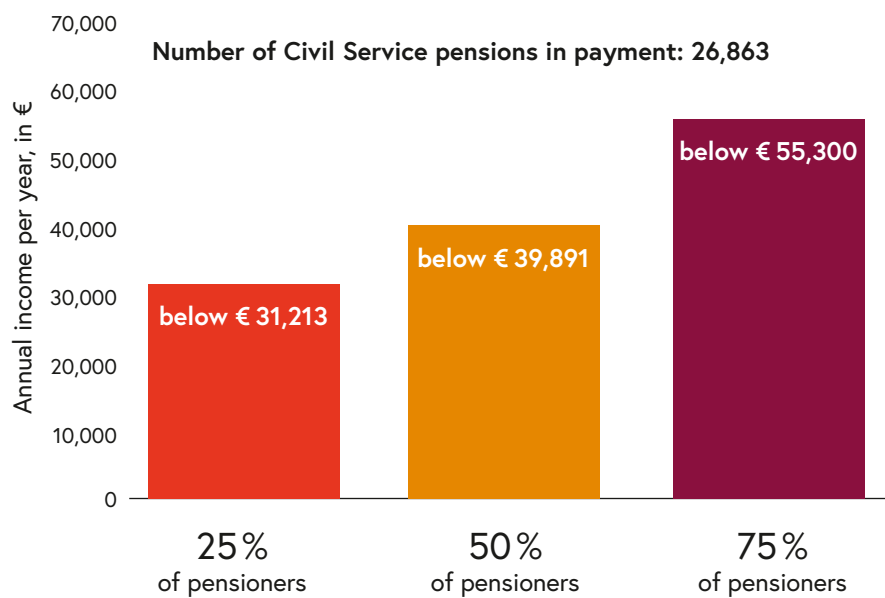


**Figure 8:** Income quartiles (gross annual pay) in the administrative service in 2021



One-quarter of administrative staff earn less than € 30,606 per year, while the median annual income in this group is € 42,299. Incomes in the top quartile are above € 63,027 a year.

**Figure 9:** Income quartiles for retired administrative staff (civil servants only) in 2021



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 € 31,213 to 55,300, while the pensions of a quarter each lie below and above these amounts. The average retirement age in this occupational group is 62.8 years (2020: 62.8).

## 3.2 Schoolteachers

Federal teaching staff mainly work at secondary academic schools and secondary technical and vocational schools, including schools for agriculture and forestry. Some of them also teach at lower secondary schools (*Mittelschulen*), which are mostly staffed by *Land* teachers (see below).

Table 12: Schoolteachers

	Total	Men	Women
Staffing level as at 31 Dec. 2021*	38,543	15,785	22,758
Average age**	46.7	47.8	46.0
Proportion of civil servants*	11.4 %	12.1 %	10.9 %
Proportion of part-time staff**	32.7 %	23.0 %	39.1 %
Proportion of women**	60.0 %		

\* in FTE

\*\* on a per-capita basis

The occupational group of schoolteachers comprises 38,543 full-time equivalents (FTE). They teach about 395,000 pupils (2021/22 school year) at 741 schools, including secondary academic schools, secondary technical and vocational schools<sup>12</sup>, as well as 12 schools for agriculture and forestry. Approximately 6,360 federal teachers (FTE) work at private schools under an in-kind subsidy scheme for these schools. 98.8 % of all federal schoolteachers fall within the competence of the Ministry of Education, 1.2 % come within the competence of the Ministry of Agriculture, Regions and Tourism.

In addition to federal teaching staff, there are about 68,000 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 regions, the relevant costs (in part or in total) come out of the federal budget, under the revenue sharing scheme between the federal government and the regions.

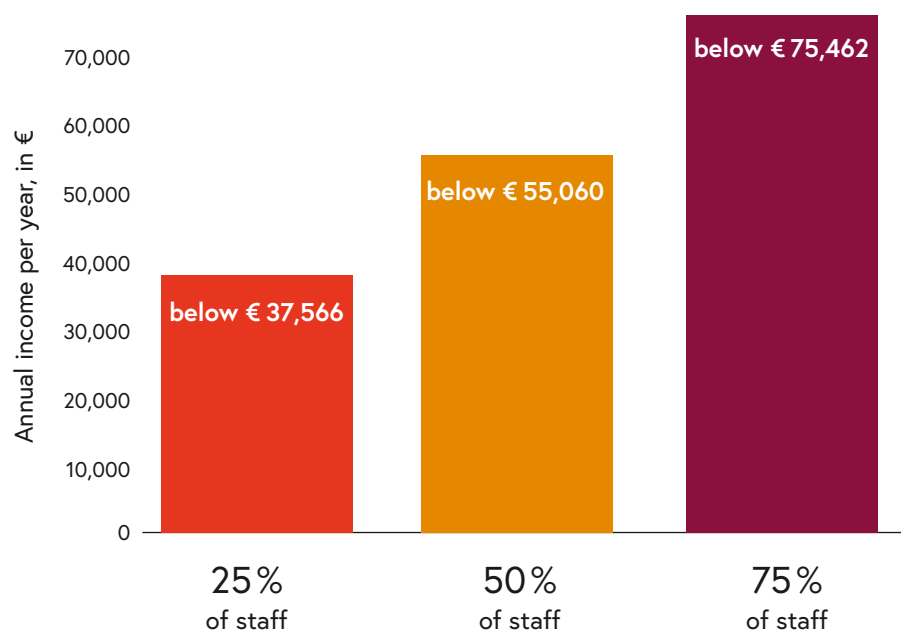
<sup>12</sup> Based on the number of locations for these school types.

11.4% of all federal schoolteachers are civil servants, while the remaining 88.6% are employed on private-law contracts. Schoolteachers are one of those occupational groups in which a contract-based model of employment exists as an alternative to employment under public law (see 5.3). As a result of the current freeze on awarding civil servant status to schoolteachers, the proportion of civil servants in this occupational group is steadily declining.

The relatively high average age results from the fact that most federal schoolteachers are well above the age of 20 by the time they finish their university studies and enter the teaching profession. In addition, many schoolteachers belong to older age groups and retire late, compared to other occupational groups.

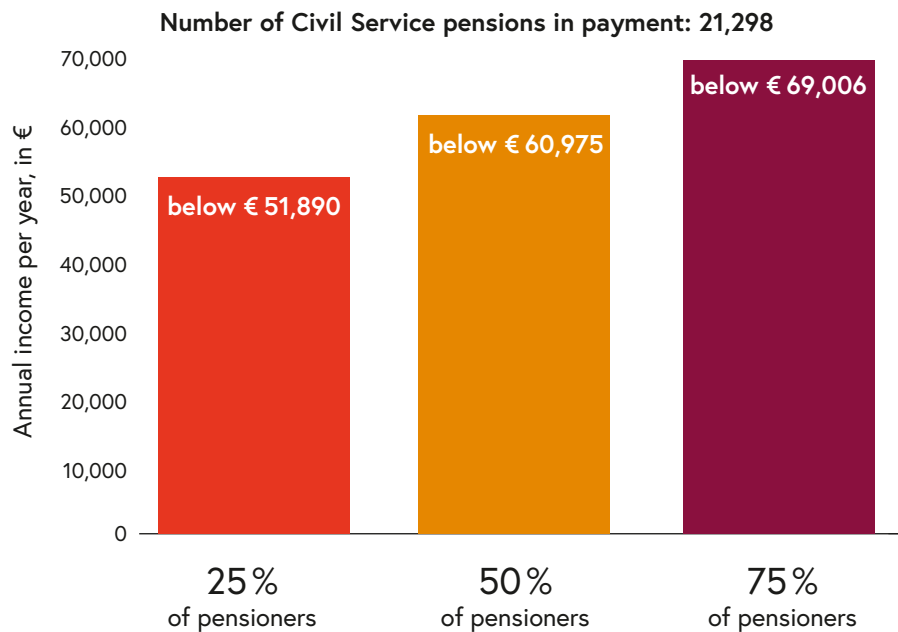
At 60.0%, the proportion of women among schoolteachers is the second-highest of all occupational groups. It is safe to assume that this is connected to the proportion of part-time employees, which is also high at 32.7%; however, the percentage of male schoolteachers working part-time is also above average at 23.0%.

**Figure 10:** Income quartiles (gross annual pay) for schoolteachers in 2021



The high percentage of part-time workers must be taken into account when considering the median income of schoolteachers. One-quarter of all schoolteachers earn less than €37,566 while those in the top quartile earn more than €75,462. The incomes of the remaining half of the occupational group fall between these two levels; the median income is €55,060.

**Figure 11:** Income quartiles for retired schoolteachers (civil servants only) in 2021



21,298 retired schoolteachers, being civil servants, receive their pensions from the Federal Civil Service. The median pension amounts to €60,975. Half the pensions are between €51,890 and €69,006, with 25% below and 25% above this range. The average retirement age for schoolteachers is the highest of all occupational groups at 64.3 years (2020: 64.2). Among the main reasons for this is the high percentage of schoolteachers working until they reach the statutory retirement age, as well as the rising age of those taking early retirement.

### 3.2.1 Induction phase

Until 31 August 2019, trainee teachers of general education subjects at upper and lower secondary schools were required to complete a period of teaching practice if they had opted for employment under the old system (i.e. as federal teachers on private-law contracts).

On 1 September 2015, new employment regulations for schoolteachers entered into force. These applied on an optional basis until 31 August 2019 and have been mandatory for all new entrants since the start of the 2019/20 school year. Instead of teaching practice (which ended on 31 August 2019), graduates of teacher training programmes are now offered employment as regular teachers and thus, immediate entry to the profession. In the first twelve months of their employment, they undergo an induction phase accompanied by mentors. During the induction phase, new teachers are required to cooperate with their mentors and follow their instructions, to observe the teaching of others and attend induction courses at a college of education or university. Admission to the 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.

At the end of 2021, 483 teachers were in their induction phase, 63.1% of them women. Teachers of subjects for which no teaching degree programmes are available (called *Fachtheoretiker:innen/Fachpraktiker:innen*, i.e. specialist practitioners or theorists, e.g. in subjects such as engineering) are required to undergo a special pedagogical training programme on being recruited. At 38.4%, the proportion of women in this group is markedly lower than among teachers going through the induction phase.

New teachers are entitled to a monthly salary in accordance with § 46 para. 1 Civil Service Private-law Employment Act (VBG) upon starting the induction phase (i.e. € 2,908,20 in 2022). New teachers undergoing the special pedagogical training programme instead of the induction phase are entitled to 85 % of this amount.

### 3.3 Teachers at colleges of education

1,094 teachers (FTE) work at the 12 federal colleges of education (*Pädagogische Hochschulen*/"University Colleges of Education") and at the so-called "College for Agricultural and Environmental Pedagogy" (*Hochschule für Agrar- und Umweltpädagogik*), teaching a total of about 36,600 students in 2021/2022. These colleges mainly train teachers for primary, lower secondary and vocational schools.

The new employment and pay regulations for this group of teachers (both civil servants and teachers on private-law contracts) were introduced in 2012<sup>13</sup>, laying down a differentiated set of profiles for all teachers at colleges of education. Their duties are defined in line with their responsibilities and qualifications, similar to the corresponding rules for university teachers. The pay regulations provide for three different pay scales, as well as specific allowances. Regarding annual leave, the same rules as for the administrative service apply.

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13 2012 Amendment to the Employment Regulations for Colleges of Education, BGBl. I Nr. 55/2012, modified in part by the 2012 Civil Service Employment Law Amendment, BGBl. I Nr. 120/2012

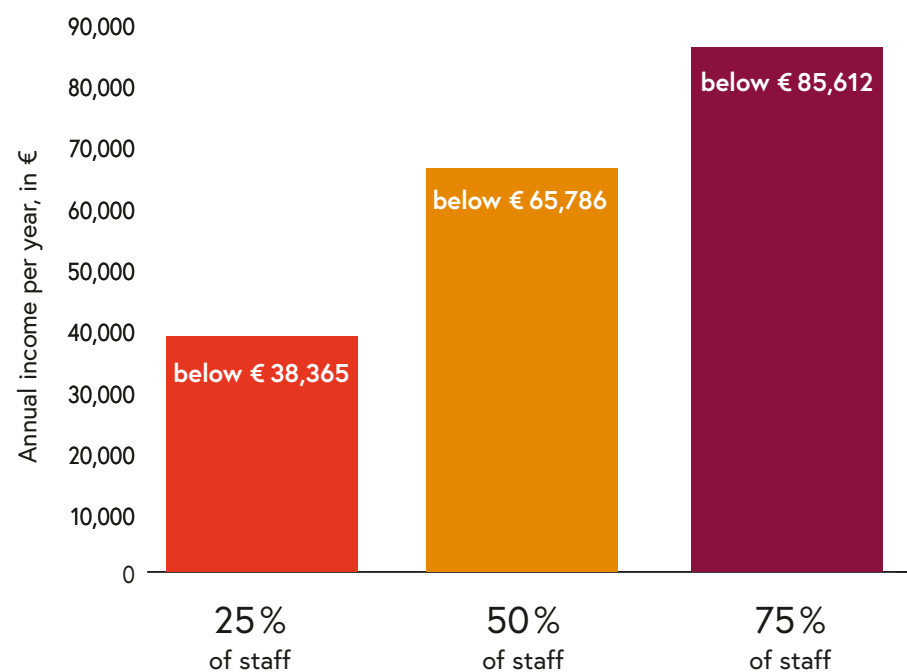
**Table 13:** Teachers at colleges of education

	Total	Men	Women
Staffing level as at 31 Dec. 2021*	1,094	439	655
Average age**	50.1	52.2	48.6
Proportion of civil servants*	17.4 %	22.8 %	13.8 %
Proportion of part-time staff**	19.2 %	15.8 %	21.5 %
Proportion of women**	60.0 %		

\* in FTE

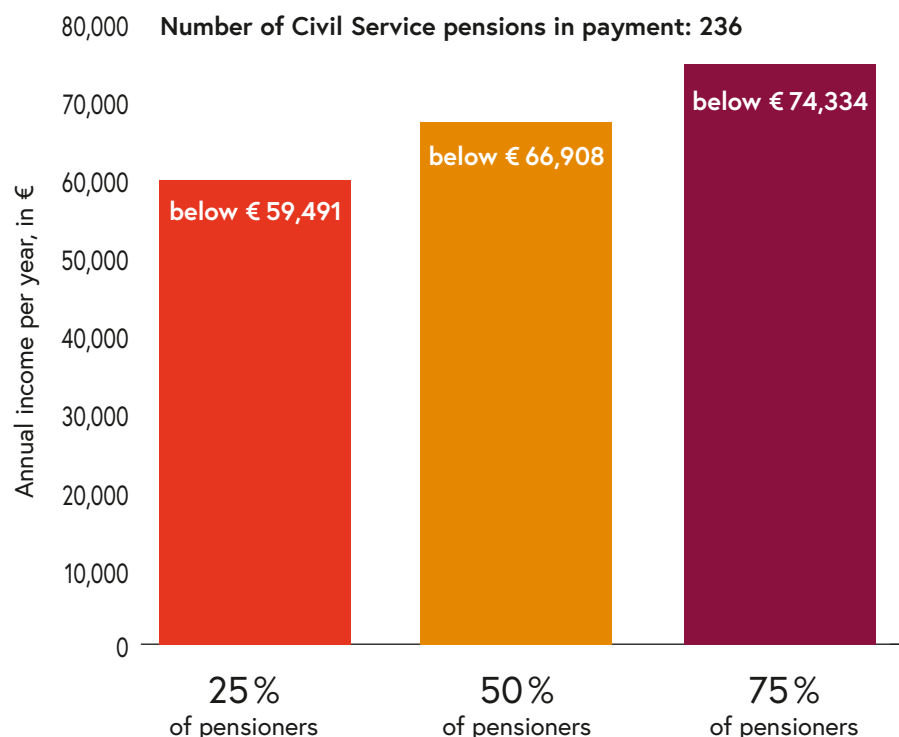
\*\* on a per-capita basis

The proportion of women (60 %) is the same as in the group of schoolteachers (see 3.2). The relatively high average age of 50.1 years is due to the fact that teachers at colleges of education are predominantly recruited from among experienced school and university teaching staff.

**Figure 12:** Income quartiles (gross annual pay) for teachers at colleges of education in 2021

At € 65,786 the median income of teachers at colleges of education is one of the highest within the Federal Civil Service, second only to that of judges and prosecutors. This is due to the high levels of qualification and experience required for this work, which are also reflected in the group's relatively high average age.

**Figure 13:** Income quartiles for retired teachers at colleges of education (civil servants only) in 2021<sup>14</sup>



The pensions of the civil servants among retired teachers at colleges of education mirror the group's salary level, being among the highest within the Federal Civil Service.

### 3.4 Law enforcement

The group of law enforcement officers comprises 34,413 FTE, including police officers and 3,341 prison guards.

The key responsibilities of the police include combating and preventing crime, as well as various tasks relating to road safety. One of the main tasks 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 at "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 at twelve training centres throughout the country.

<sup>14</sup> Retired university professors and other retired teachers of the (hived-off) public universities are not included here.

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 specific police tasks, the key components of the course include comprehensive legal knowledge and personal skills training. Trainee law enforcement officers enter into a contractual employment relationship, i.e. they are not yet civil servants at this stage. In order to allow young officers to broaden their know-how 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 same region (*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 on bomb disposal and mine clearing squads, or on the "Cobra" flying squad, a specialised unit which is deployed in particularly high-risk situations. The Vienna-based flying squad *WEGA* (formerly called *Wiener Einsatzgruppe Alarmabteilung*) should also be mentioned here. Among other things, *WEGA* provides country-wide assistance in operations which are classified in advance as potentially confrontational, requiring the intervention of specially trained and equipped units.

While the majority of law enforcement officers are employed by the Ministry of the Interior, the 3,341 prison guards belong to the Ministry of Justice. Their main duties include maintaining order and security, as well as supporting prisoners' rehabilitation through training and employment programmes, with a view to preventing recidivism.

**Table 14:** Law enforcement

	Total	Men	Women
Number of staff as at 31 Dec. 2021*	34,413	27,669	6,744
Average age**	41.3	43.0	34.5
Proportion of civil servants*	89.0 %	91.0 %	80.6 %
Proportion of part-time staff**	5.0 %	1.7 %	17.8 %
Proportion of women**	20.6 %		

\* in FTE

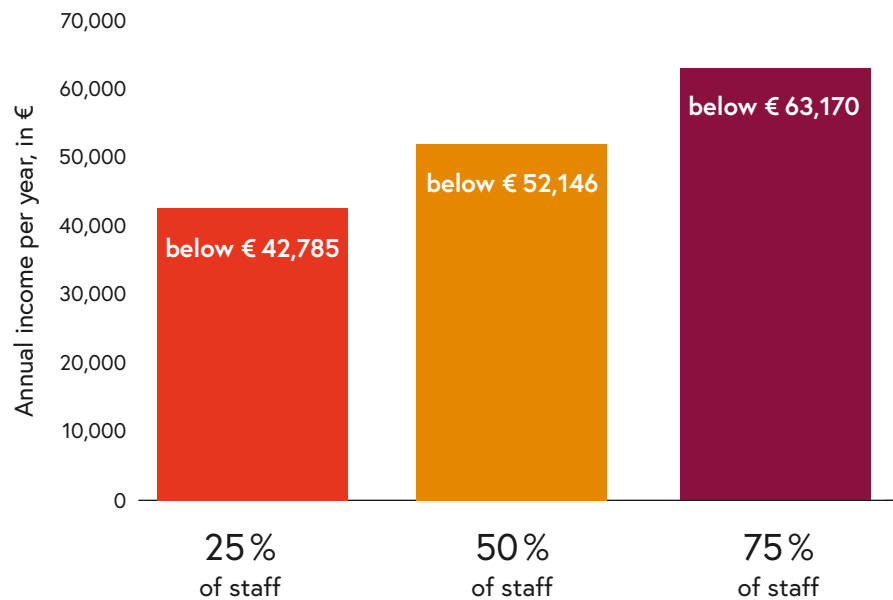
\*\* on a per-capita basis

The average age of law enforcement officers is 41.3 years. The proportion of women is 20.6 %, i.e. higher than in the previous year (19.6 %). It is in the law enforcement category, in particular, that the percentage of women has risen significantly, more than doubling over the last decade.



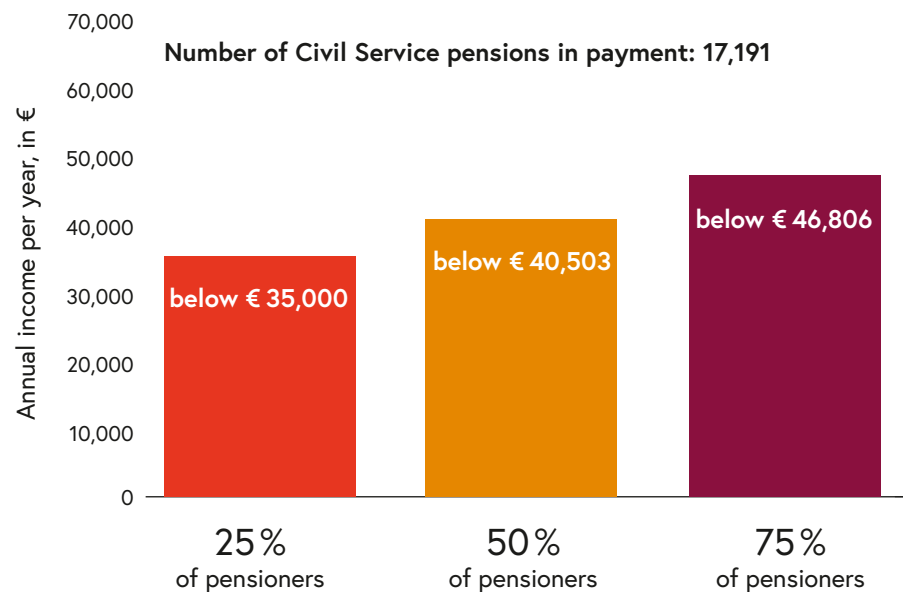
The proportion of part-time staff in this occupational group continues to be low at 5.0%. One reason for this is the comparatively high percentage of men, combined with the fact that men choose to work part-time less often than women.

**Figure 14:** Income quartiles (gross annual pay) in law enforcement in 2021



The median gross annual income of law enforcement officers is €52,146. 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, substantial overtime, as well as the specific dangers and hardships associated with their work.

**Figure 15:** Income quartiles for retired law enforcement officers (civil servants only) in 2021



There were 17,191 retired law enforcement officers in 2021. Their median gross annual income was € 40,503. At 60,4 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 decreased from 69% to 18% between 2005 and 2021. This development contributed to the 6.1-year rise in the average retirement age for law enforcement officers registered during the same period, a development resulting from a fall in the number of retirements due to disability, combined with a rise in the age at which these officers retired. The COVID-19 pandemic is likely to have led to a further reduction in retirements due to disability, i.e. there could be catch-up effects in subsequent years.

### 3.5 Military

The 13,282 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 § 2(1) b Military Defence Act (*Wehrgesetz*) concerning aliens in need of help and protection or unlawfully present in Austria), and carrying out disaster relief operations, for instance following floods or avalanches. Furthermore, they have helped to handle the COVID-19 pandemic, e.g. by assisting in border controls and testing, and at the call centre at the Ministry for Foreign Affairs. About 850 soldiers (as at December 2021) are deployed in

peacekeeping missions on a mandate from the United Nations, most of them in Kosovo, Bosnia and Herzegovina and Lebanon, and on the African continent.

In order to be able to react to current threats, the Austrian Armed Forces are continually adapting their structures and personnel profiles. For example, a focus on international crisis management has been established, which is mainly implemented by means of so-called *KIOP* (*Kräfte für Internationale Operationen* – Forces for International Operations). Among these, the so-called *KPE* (*Kaderpräsenzeinheiten* – Executive Presence Units) must be ready for deployment to crisis regions within a few days, if need be.

Executive Presence Units comprise soldiers on private-law contracts as well as civil servants. Under a special arrangement, both groups are engaged for terms of three years with the option of renewal. In addition to maintaining a high degree of readiness, these soldiers require special training for deployment abroad, a fact which is reflected in a special pay scheme. Approximately 1,150 *KPE* soldiers were employed as at 31 December 2021.

**Table 15:** Military

	<b>Total</b>	<b>Men</b>	<b>Women</b>
Number of staff as at 31 Dec. 2021*	13,282	12,804	478
Average age**	42.2	42.6	32.4
Proportion of civil servants*	98.0 %	98.1 %	94.2 %
Proportion of part-time staff**	1.4 %	1.0 %	10.2 %
Proportion of women**	3.7 %		

\* in FTE

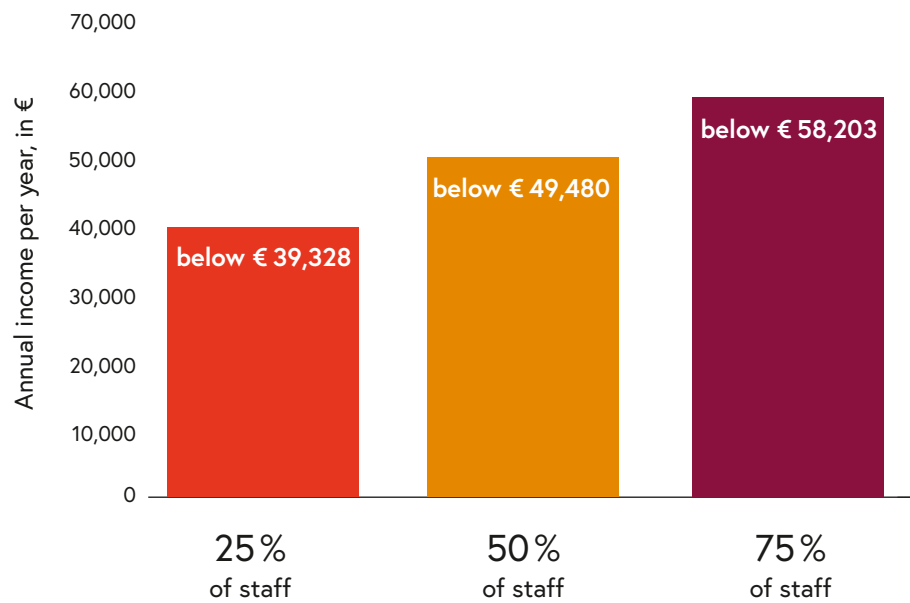
\*\* on a per-capita basis

At 42.2 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, members of this occupational group must attend the NCO Academy (for non-commissioned officers) or the Theresian Military Academy (for commissioned officers).

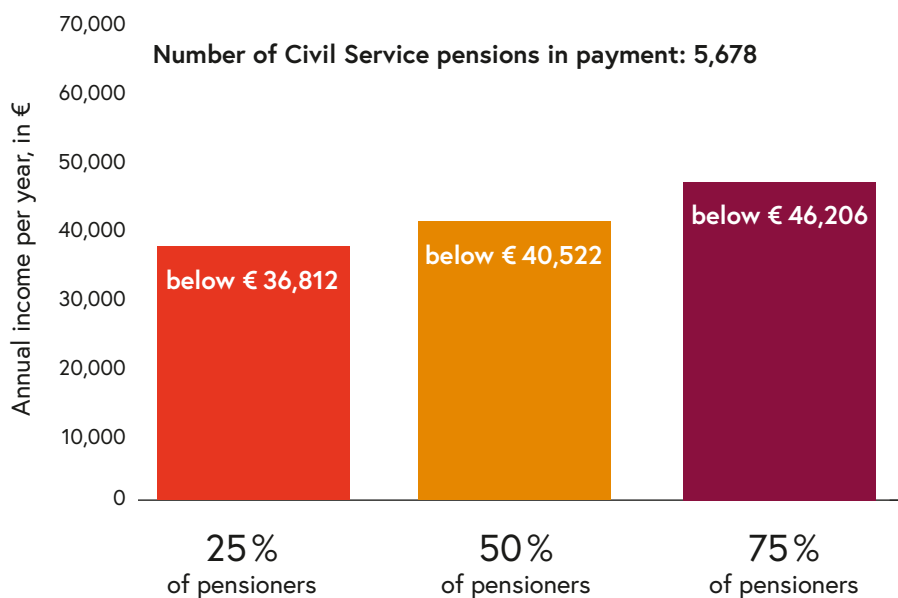
Even though the proportions of women and part-time employees in the military are still low, both have increased since military careers were opened up to women in April 1998.

**Figure 16:** Income quartiles (gross annual pay) for the military in 2021



25% of military staff earn less than € 39,328, while another 25% earn more than € 58,203. The annual incomes of the remaining 50% fall between these levels. The median income for this occupational group is € 49,480.

**Figure 17:** Income quartiles for retired military (civil servants only) in 2021



25% of civil servants who are retired from the military receive pensions of less than €36,812, while the pensions of another 25% are higher than €46,206. At 62.5 years, the average retirement age for this occupational group is slightly below the average for the Federal Civil Service, having fallen by 0.1 compared to the previous year (62.6). This is because of a rise in the number of retirements due to disability, combined with a decrease in the age at which these soldiers retired.

### 3.6 Judges and prosecutors

This occupational group, which comprises two different job profiles, accounts for a total of 2,979 Federal Civil Service staff (FTE).

Judges are responsible for 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 against their will or removal from office.

Prosecutors are responsible for looking after 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 strictly regulated by law.

**Table 16:** Judges and prosecutors

	Total	Men	Women
Number of staff as at 31 Dec. 2021*	2,979	1,359	1,621
Average age**	47.7	49.6	46.2
Proportion of civil servants*	100.0%	100.0%	100.0%
Proportion of part-time staff**	14.1%	2.4%	23.1%
Proportion of women**	56.5%		

\* in FTE

\*\* on a per-capita basis

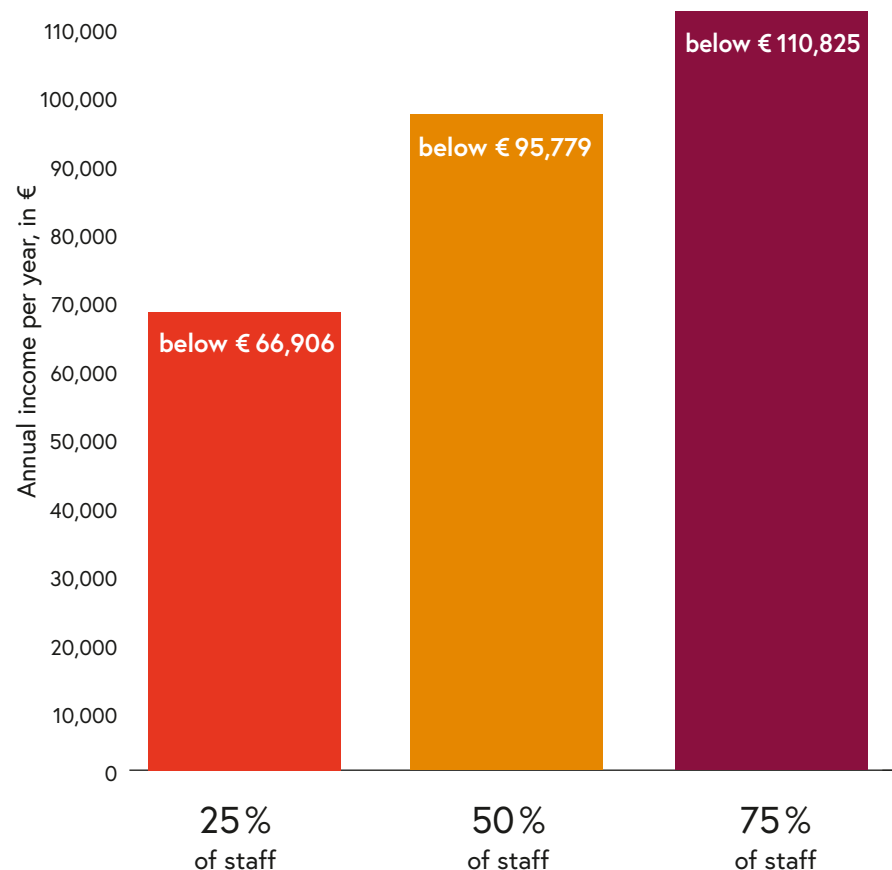
In this occupational group there is no alternative to employment under public law; in other words, all judges and prosecutors are civil servants. Their average age is 47.7 years. The proportion of women is 56.5% (i.e. the third-highest after the two different groups of teachers), making judges and prosecutors one of the occupational groups with a near balance of men and women, along with 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 2021, 84.2% of the occupational group of judges and prosecutors were employed by the Ministry of Justice, 2.3% by the Supreme Administrative Court, 7.1% by the Federal Administrative Court, and 6.4% by the Federal Fiscal Court.

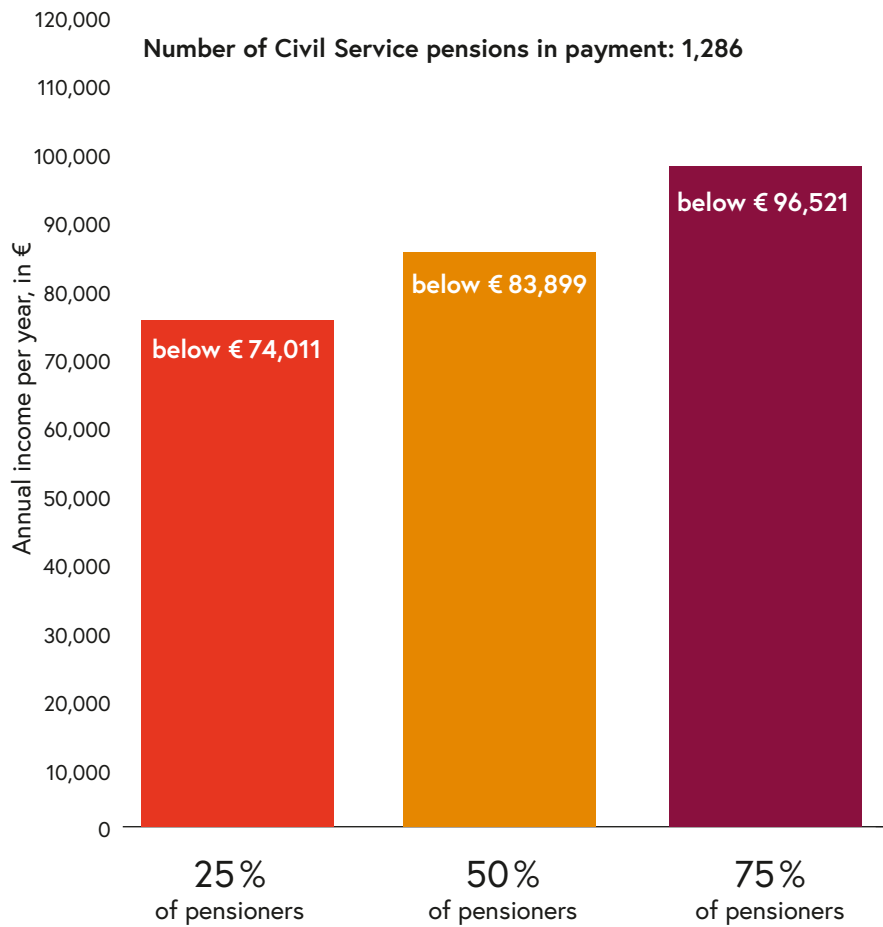
The Federal Administrative Court hears complaints against decisions by federal authorities, except in matters coming under the jurisdiction of the Federal Fiscal Court. Both courts, which started operating on 1 January 2014, also have jurisdiction to rule on complaints against direct orders and coercive actions by administrative authorities, as well as failure on the part of such authorities to render timely decisions.

**Figure 18:** Income quartiles (gross annual pay) for judges and prosecutors in 2021



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 €66,906, the incomes of the top quartile are above €110,825.

**Figure 19:** Income quartiles for retired judges and prosecutors in 2021



25% of the 1,286 retired judges and prosecutors receive pensions of less than €74,011, while the pensions of those in the top quartile are higher than €96,521. Their average retirement age is 63.0 years.

## 4 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. Examples include the initial training course for the administrative service, the induction phase for schoolteachers and the basic training programme for law enforcement officers. 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, the Federal Civil Service also provides training opportunities that are not exclusively tailored to the requirements of the Federal Civil Service but also provide qualifications for employment in the private sector. That is why these programmes are not attended as part of an employment relationship with the Federal Civil Service. Specifically, there are public administration internships, court internships for law graduates, as well as many different types of apprenticeships. The pay for interns and apprentices depends on the type of training they receive.

### 4.1 Public administration internships

Public administration internships in the Federal Civil Service were introduced 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 and their future employment, be it in the Federal Civil Service or elsewhere. Internships are available for persons who have completed their compulsory schooling or an apprenticeship, gained upper secondary qualifications, 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 for staff on private-law contracts 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 that the costs must be covered by its budget. There were 921 interns working in the Federal Civil Service as at 31 December 2021. 66.7% of these were women, and 441 were graduates of universities or other higher education institutions. Since 1 January 2012, unpaid internships in the Federal Civil Service have been prohibited under § 36e VBG.



## 4.2 Court internships

A court internship is intended to give law graduates the 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 various institutions of the justice system.

Court interns are paid an allowance of €1,401.20 a month.

Law graduates are legally entitled to do a court internship, and most of them make use of this opportunity as it is a prerequisite for employment in almost all legal professions.

While doing their court internship, law graduates may apply to be admitted to the judicial training programme. Trainee judges are required to attend a specially designed course, which 891 of them were doing at the end of 2021. 530 of these trainees were women and 361 were men, bringing the proportion of women among trainee judges to 59.5%.

## 4.3 Apprenticeships

The federal ministries, their subordinate institutions, and the various agencies offer apprenticeships to provide young people with suitable qualifications and the best possible prospects when entering the world of work.

Efforts in the field of apprenticeship training have been stepped up considerably since September 2004. The objective set at the time, namely to create 800 additional apprenticeship places in Federal Civil Service institutions and agencies, was achieved by 2005. This proactive approach has been consistently pursued ever since, so that a total of 4,042 apprentices were being trained by the Federal Civil Service (1,453) and its agencies (2,590) in December 2021.

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 58 different occupations.

A number of specific measures are in place to ensure that the Federal Civil Service’s apprentices can 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 as such, e.g. support in preparing for the so-called vocational matriculation exam (*Berufsreifeprüfung*), which combines upper secondary and vocational qualifications.

#### **4.4 Training courses for commissioned and non-commissioned officers**

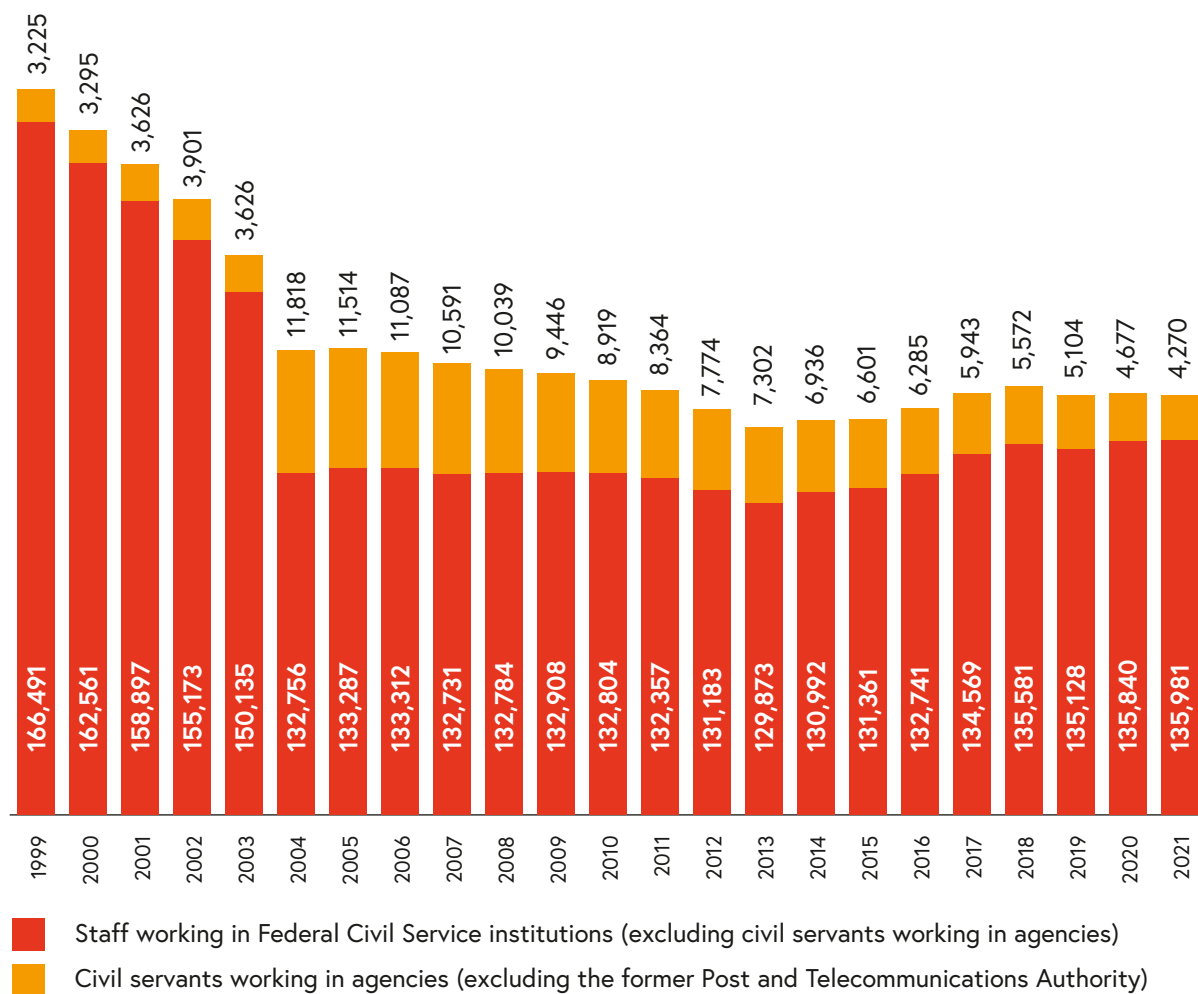
As at 31 December 2021, 867 military personnel were training to be commissioned or non-commissioned officers. 212 of these were attending the NCO Academy of the Austrian Armed Forces, and 655 were attending the Commissioned Officers' Course at the Theresian Military Academy (*Theresianische Militärakademie*).

# 5 Federal Civil Service staff

## 5.1 Staffing levels over time

The number of Federal Civil Service staff has been reduced by a total of 30,510 FTE since 1999. The principle of lean administration, which has driven these reductions, will continue to apply in future. Given the Civil Service's problematic age structure (see 5.5) and new challenges, particularly in security and education policy, a differentiated or even proactive recruitment policy is nevertheless required in selected sectors in order to ensure a continued high quality of government services.

Figure 20: Staffing levels 1997 to 2021, in FTE



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. two of the successor companies of the former Post and Telecommunications Authority), an increase in the numbers of law enforcement officers and schoolteachers, 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 particularly among schoolteachers. Between 2016 and 2018, approximately 4,200 additional staff were recruited, especially to ensure public safety and security and adequate staffing in the education sector. 2021 saw a slight increase, especially in the area of law enforcement.

**Table 17:** Changes in staffing levels 1999 to 2021

Year	Staffing level as at 31 Dec., in FTE	Change on previous year (total)	Change on previous year		
			in the Federal Civil Service	in agencies	due to a change in counting method
1999	166,491				
2000	162,561	-3,930	-2,582	-1,349	
2001	158,897	-3,664	-2,755	-909	
2002	155,173	-3,724	-2,265	-1,459	
2003	150,135	-5,038	-4,844	-193	
2004	132,756	-17,379	1,286	-18,665	
2005	133,287	531	1,221	-690	
2006	133,312	25	103	-78	
2007	132,731	-581	-56	-116	-410
2008	132,784	53	63	-11	
2009	132,908	124	124		
2010	132,804	-104	-104		
2011	132,357	-447	-447		
2012	131,183	-1,174	-1,174		
2013	129,873	-1,310	-1,310		
2014	130,992	1,119	1,119		
2015	131,361	369	369		
2016	132,741	1,380	1,388	-8	
2017	134,569	1,828	1,844	-16	
2018	135,581	1,012	1,012		
2019	135,128	-452	-452		
2020	135,840	712	712		
2021	135,981	141	237	-96	
Change from 2021 to 1999		-30,510	-6,512	-23,589	-410
		-18.3 %	-3.9 %	-14.2 %	-0.2 %

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 ministries the greatest possible freedom for their own, internal HR management.

### 5.1.1 Staffing levels over time, by occupational group

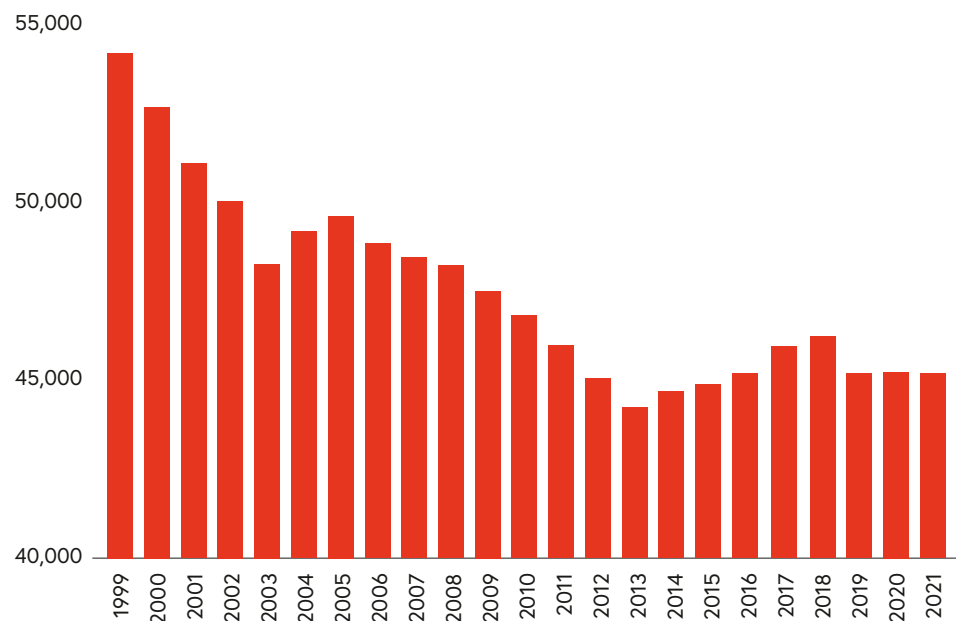
As part of the budgetary consolidation policy of the last few years, a number of priorities have been set in HR management. The following sections discuss the effects of the associated control measures on staffing levels in the main occupational groups. The changes in staffing levels described below purely relate to the Federal Civil Service; savings achieved by outsourcing former Civil Service tasks to agencies are not shown.

#### 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 again, resulting in cuts of approximately 9,016 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 21: Staffing levels over time in the administrative service



The diagram shows a temporary decrease in 2003, which resulted from an early retirement scheme (with pension cuts) for staff aged 55 or over that was open to all

occupational groups under the Federal Civil Service Social Plan Act (*Bundesbediensteten-Sozialplangesetz*) in 2003 and 2004 only. The increase from 2013 to 2018 is due to the integration into the Federal Civil Service of civil servants formerly employed by *Post AG* and *A1 Telekom AG*, as well as various policy priorities.

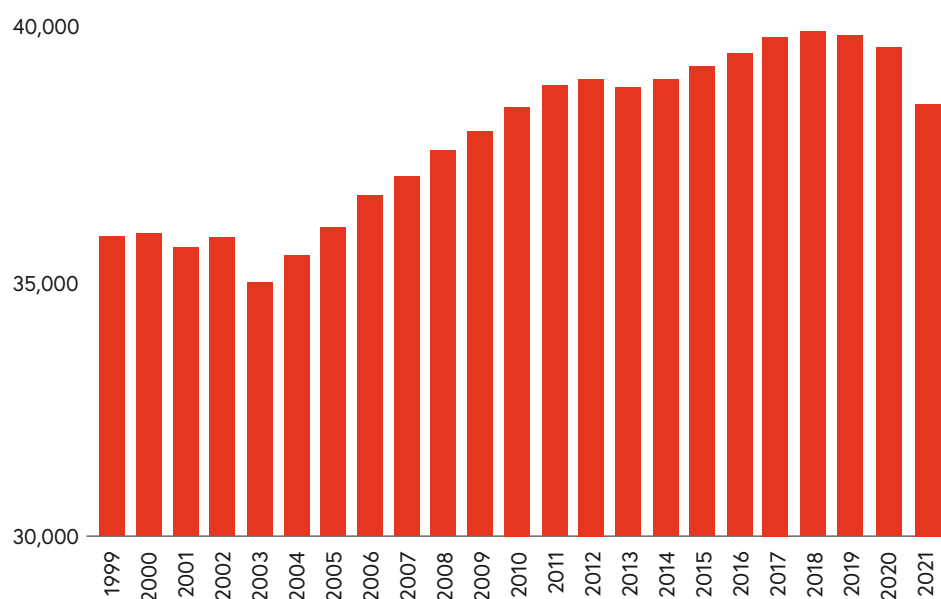
### 5.1.3 Schoolteachers

Most federal schoolteachers are employed in the schools operated by the Ministry of Education and in the schools for agriculture and forestry run by the Ministry of Agriculture, Regions and Tourism.

Before the public universities were hived off, almost 1,000 federal teaching staff were working in these institutions. To ensure comparable data, the diagram below shows staffing levels over time among schoolteachers only, excluding federal teachers working at public universities.

Compared to 1999, the number of federal schoolteachers at work in Austria's classrooms has risen by 10.4%, or approximately 3,739 FTE. (Data as of 2021 is shown without teachers at colleges of education (see 3.3), i.e. staffing levels have not gone down or been subject to cuts.) Various factors have contributed to this development, including a reduction in the maximum number of pupils per class, a fall in the drop-out rate, increased availability of after-school day care in schools, lower thresholds for splitting foreign language classes, 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, especially at upper secondary technical and vocational schools.

Figure 22: Staffing levels over time among schoolteachers



### 5.1.4 Law enforcement

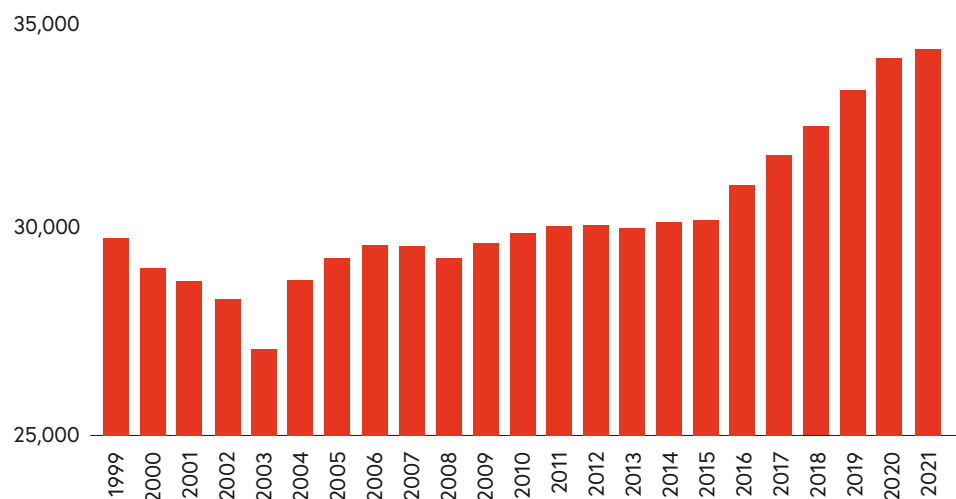
Law enforcement personnel are employed as police officers by the Ministry of the Interior and as prison guards by the Ministry of Justice.

Prior to the merger of different law enforcement bodies 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 over time among law enforcement officers in the police and the prison system. To avoid any distortion in interpreting these figures, data relating to the customs guards in the Ministry of Finance (before the merger mentioned above) is not included here. Staffing levels in law enforcement (i.e. police officers and prison guards) have risen by 15.4%, or 4,598 FTE, since 1999.

**Figure 23:** Staffing levels over time in law enforcement



The sharp drop of 1,200 FTE in 2003 is due to reduction targets and the uptake of early retirement under the Federal Civil Service Social Plan (see 5.1.2). Staffing levels rose again following the transfer of the former customs guards from the Ministry of Finance in 2004. 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, followed by an additional 4,151 between 2016 and 2021.

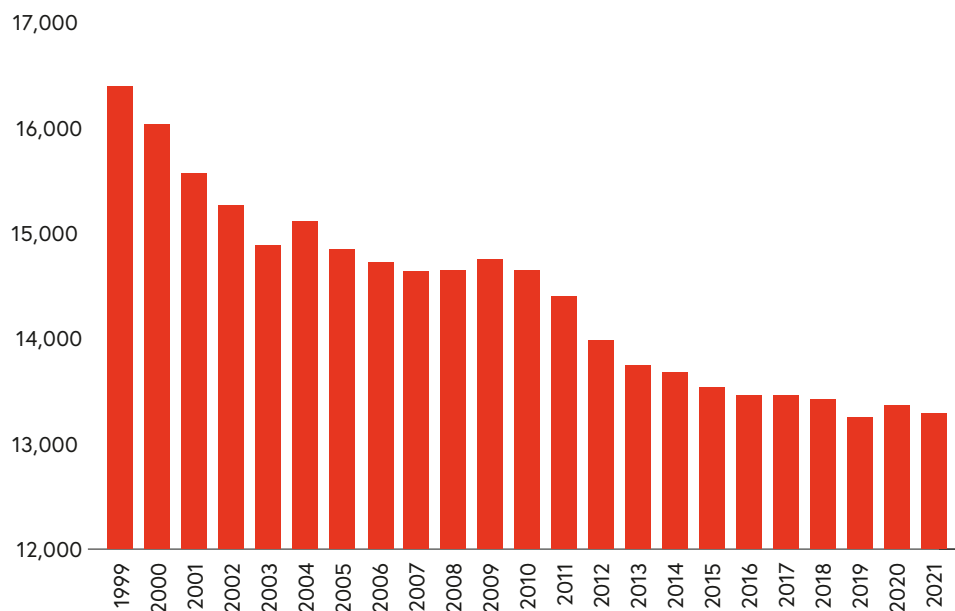


### 5.1.5 Military

The military, too, has been affected by downsizing measures in recent years. 19.0% of all posts that have fallen vacant since 1999 have not been filled again (i.e. one in every five), resulting in staff cuts amounting to 3,106 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 to defining the strength of formations and units in line with international standards and developments in the areas of technology and equipment. Another objective was streamlining organisational structures for the benefit of operational structures.

Figure 24: Staffing levels over time in the military

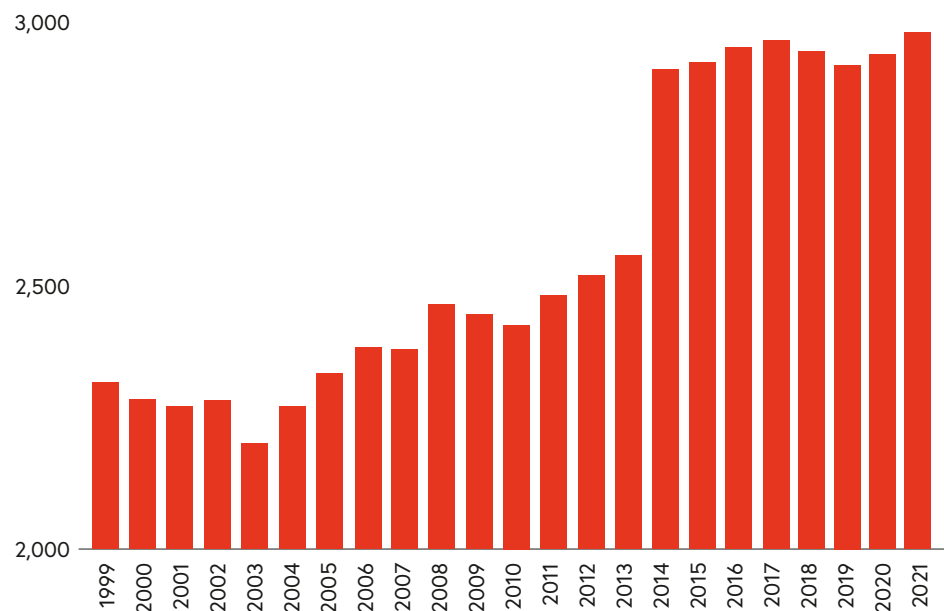


### 5.1.6 Judges, prosecutors and trainee judges

By far the largest part of this occupational group (i.e. 84.2%) 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, this group has grown by 28.7%, or 664 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 a focus on combating economic crimes and corruption, which required increased staff capacity.

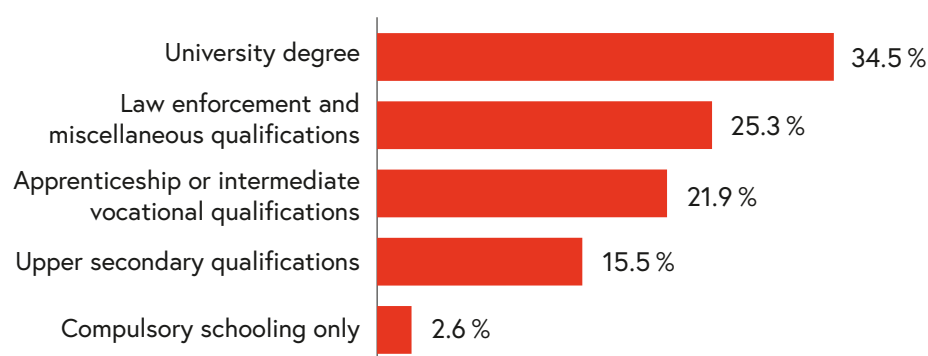
**Figure 25:** Staffing levels over time among judges, prosecutors and trainee judges



## 5.2 Levels of qualification

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

Figure 26: Levels of qualification as reflected by pay scales



The percentages given in Figure 26 have been derived from the qualification-based pay scales that staff are assigned to, an exception being law enforcement. In this occupational group, prior qualifications are of secondary importance as the specific training required for a law enforcement career is only available at dedicated Federal Civil Service training institutions. Law enforcement officers can qualify for any pay 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 60% of all new law enforcement personnel now have upper secondary qualifications. It can therefore be assumed that the proportion of Federal Civil Service staff with this particular qualification level is higher than the 15.5% shown in the above diagram.

The main reason for the high proportion of university graduates in the Federal Civil Service (34.5%) is the composition of certain occupational groups: all judges and prosecutors and most federal schoolteachers are university graduates. Due to its size, the group of schoolteachers 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. Another reason for the high percentage of graduates within the Federal Civil Service is the fact that typical frontline services requiring a lower level of qualification fall within the competence of regional and local government.

Finally, certain federal government tasks which are highly labour-intensive are managed by federal ministries but implemented on their behalf by private-sector entities.

**Table 18:** Proportion of university graduates

Year	Federal Civil Service*	Private sector**
1998	29.2 %	4.0 %
2003	31.6 %	5.5 %
2004	28.5 %	7.9 %
2005	28.9 %	7.9 %
2010	31.5 %	10.4 %
2011	31.8 %	10.6 %
2012	32.2 %	11.7 %
2013	32.6 %	12.6 %
2014	32.6 %	13.7 %
2015	33.0 %	14.4 %
2016	33.2 %	14.8 %
2017	33.5 %	15.9 %
2018	33.7 %	15.9 %
2019	33.8 %	16.6 %
2020	34.1 %	18.1 %
<b>2021</b>	<b>34.5 %</b>	<b>18.5 %</b>

Source of private sector data: Statistics Austria<sup>15</sup>

\* in FTE

\*\* on a per-capita basis

The proportion of university graduates in the Federal Civil Service 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, these have not been included in Federal Civil Service statistics. Graduates of universities of applied sciences (*Fachhochschulen*) are included in the numbers for the private sector as of 2004.

15 Private sector data for 2004–2014 has been retroactively adjusted by Statistics Austria.

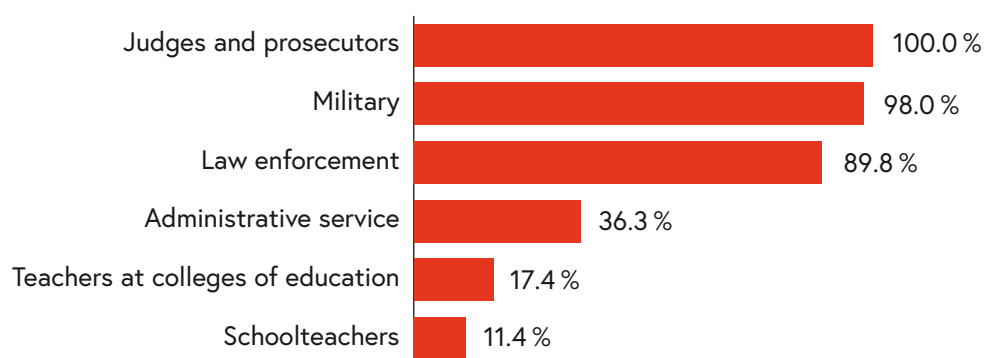
## 5.3 Staff by type of employment relationship

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

There are two different types of employment relationship in the Federal Civil Service, governed by public and private law, respectively. Employment under public law (*Beamte*, i.e. civil servants in the traditional sense) 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 established by means of an official act, i.e. the formal appointment of the civil servant, and only expires upon his/her death (or resignation or dismissal). Employment under private law, on the other hand, is based on contract, as in the private sector (hence the German term *Vertragsbedienstete*) and ends upon retirement (or termination of the contract).

Due to the restrictive policy on appointing civil servants, their number is steadily decreasing. Measures to reduce the number of civil servants target those occupational groups where private-law employment contracts are a possible alternative to appointment under public law. This applies to the administrative service, school supervision, teachers (both at schools and colleges of education), and nurses.

Figure 27: Proportion of civil servants by occupational group



As a result of the freeze on appointing civil servants, retired civil servants in the occupational groups concerned are being replaced – to the extent necessary – by staff on private-law contracts. For this reason, divergent trends can be observed in staffing levels among the two groups. 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 staff on private-law contracts in 2004 resulted from the public universities being hived off in that year.

**Table 19:** Federal Civil Service staff by type of employment relationship\*

Year	Civil servants	Staff on private-law contracts	Total
2003	99,427	50,708	150,135
2004	90,058	42,698	132,756
2005	89,207	44,080	133,287
2006	88,218	45,094	133,312
2007	86,571	46,160	132,731
2008	85,231	47,553	132,784
2009	83,539	49,369	132,908
2010	81,312	51,492	132,804
2011	79,574	52,783	132,357
2012	77,447	53,736	131,183
2013	75,053	54,820	129,873
2014	75,201	55,791	130,992
2015	74,768	56,593	131,361
2016	73,686	59,055	132,741
2017	72,415	62,154	134,569
2018	71,521	64,060	135,581
2019	70,224	64,905	135,128
2020	69,015	66,826	135,840
<b>2021</b>	<b>67,779</b>	<b>68,202</b>	<b>135,981</b>

\* 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 segment is approximately 43 %, compared to about 61 % in the over-50 group.

Table 19 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 approximately 50.0 %.

### 5.3.2 Appointment policy in recent years

The first measures to stop the proportion of civil servants from rising in those occupational groups where private-law employment is possible were launched in 1997. But it was not until November 2003 that an effective stop to public-law appointments was imposed; this ban has been extended indefinitely. As no more civil servants can be appointed in occupational groups where alternative forms of employment exist (i.e. the administrative service, school supervision, schoolteachers, teachers at colleges of education, and nurses), the total number of civil servants is steadily decreasing.

At the end of 2021, 67,779 civil servants were working in the Federal Civil Service. Another 4,200 were working in agencies and other hived-off entities (excluding the successor companies of the former Post and Telecommunications Authority). These figures have not been converted to FTE, i.e. they refer to the number of employment relationships. The 67,779 civil servants mentioned above represent 49.8% of all staff working in the Federal Civil Service. This proportion has decreased by 1 percentage point compared to the previous year.

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 the successor companies of the former Post and Telecommunications Authority) in 1997, this number has since shrunk to 71,978.

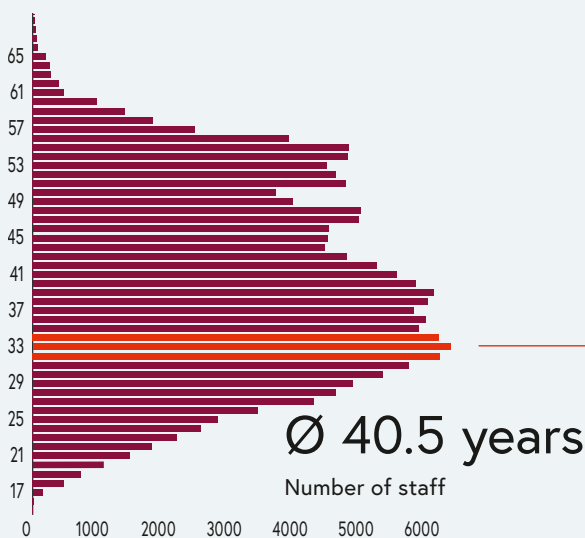
# Short Facts

The Federal Civil Service is an experienced organisation whose high level of expertise depends to a high degree on the diversity of its staff. Its age structure shows a disproportionate number of employees in the older age groups at the expense of the younger ones.

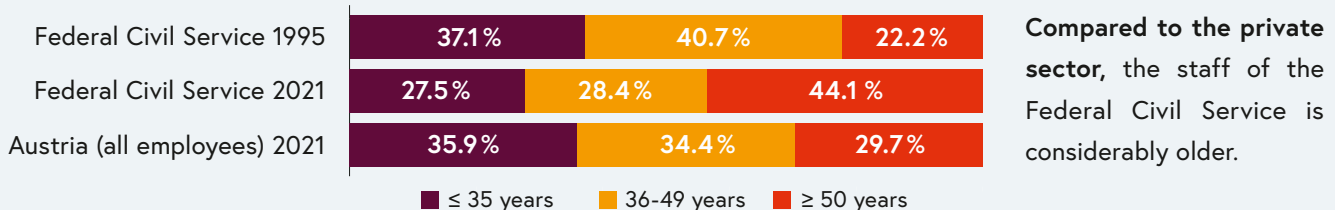
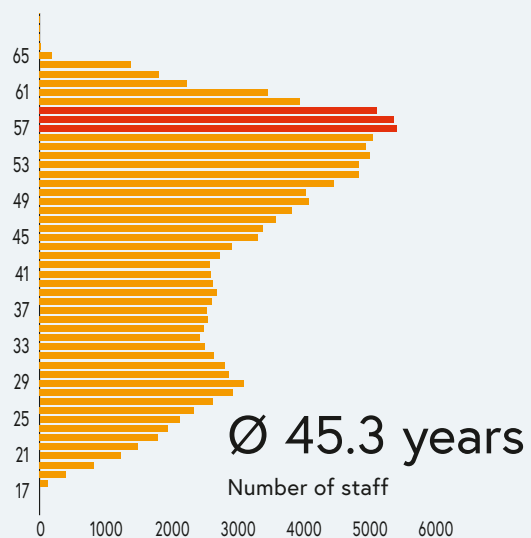
## Age structure of the Federal Civil Service

32- to 34-year-olds were the most numerous age groups in 1995; today it is 57- to 59-year-olds.

Age structure 1995



Age structure 2021



This age structure is also reflected in the number of retirements.





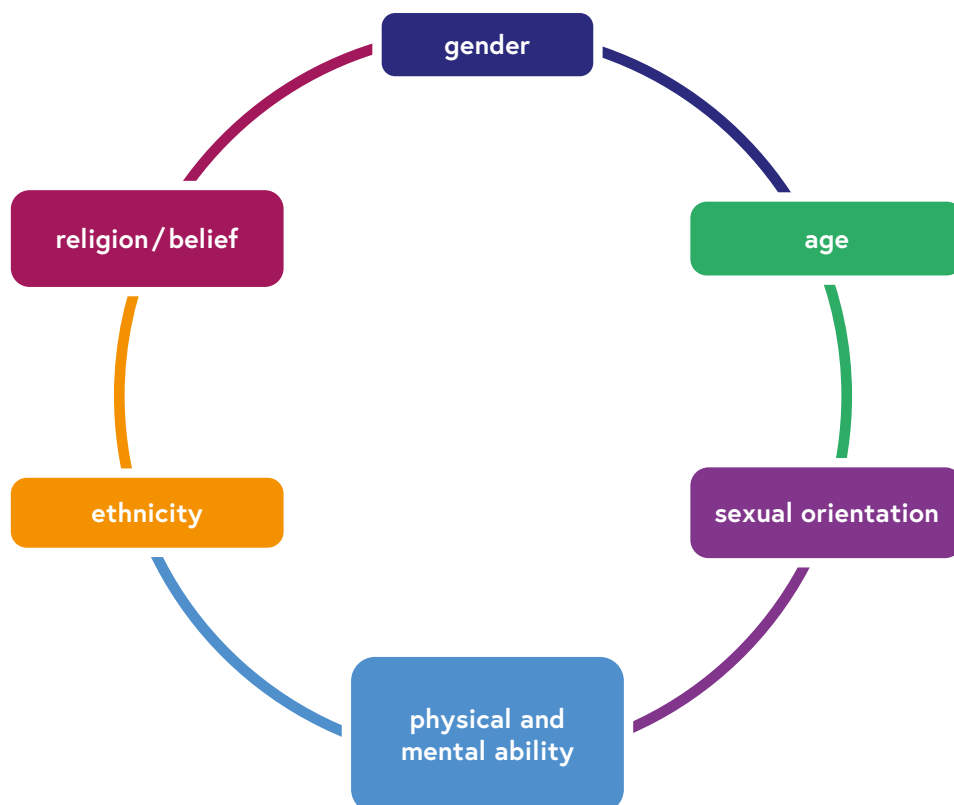
## 5.4 Diversity

The term diversity refers to individual, social and structural differences and commonalities among people and groups of people. Diversity management is a holistic strategy that supports personnel managers in acknowledging, appreciating and promoting diversity and putting it to use for their organisation's objectives. When planning strategies and measures in this area, citizens interacting with the organisation should be taken into consideration as well as staff members.

Diversity management aims to create an organisational structure that allows all staff members, regardless of any differences between them, to develop and realise their potential, thus enhancing not only their wellbeing and social competence but also their performance and that of the organisation as a whole.

In the European discourse on diversity, the concept is often defined along the EU's core criteria, the so-called "big six". The EU Platform of Diversity Charters, launched in 2010, allows member states to exchange ideas, experience and good practice on different approaches to diversity management. The six core dimensions of diversity underpinning the Platform of Diversity Charters are gender, age, sexual orientation, physical and mental ability, ethnicity and religion/belief ([Diversity Management](#)).

Figure 28: Core dimensions of diversity



The European Commission has long been working to promote a diverse and inclusive society and to prevent and combat discrimination by legislative means. Specifically, anti-discrimination and equal treatment legislation helps to ensure equality in practice. Public-sector institutions, private enterprises, charitable organisations and local government, among many others, are called upon to cooperate in creating conditions that facilitate equality in diversity. In times of the COVID-19 pandemic, which has highlighted social differences and reinforced social disadvantage, it is more important than ever to acknowledge diversity and promote inclusion. That is why, in 2021, the European Commission proclaimed the month of May as European Diversity Month. During this EU-wide month of diversity, enterprises and organisations across Europe are called upon to showcase their projects and initiatives around the theme of diversity and inclusion in the workplace and in everyday life. For more information, see [www.eudiversity2022.eu](http://www.eudiversity2022.eu).

One of the areas in which diversity plays a key role is personnel management, with challenges ranging from diversity-aware recruitment and training to developing specific diversity objectives. In 2021 a Competence Centre for Diversity, Anti-Racism and Non-Discrimination was set up in the Federal Ministry for Arts, Culture, the Civil Service and Sport (*BMKÖS*). The focus of its work is on developing and coordinating holistic strategies and measures for the promotion of diversity, the implementation of diversity monitoring and diversity management, and against all forms of racism and discrimination in the Ministry's policy areas, as well as auditing the implementation of these strategies and measures.

Diversity management within the Federal Civil Service manifests itself in a number of different measures, legal provisions and arrangements contributing to the acknowledgement and promotion of diversity.

- **Promoting the advancement of women:** Since 2006 the proportion of women in top pay grades has been rising across the Federal Civil Service. At 9.4 percentage points, this increase is more than double that in the overall proportion of women staff members (4.3 percentage points). What is more, provisions on promoting the advancement of women are laid down in the Federal Constitution. The Federal Ministry for Arts, Culture, the Civil Service and Sport, being responsible for coordinating national equality objectives, plays a special role here.
- **Promoting diverse, non-stereotypical career choices:** As the Federal Civil Service is responsible for a wide variety of tasks, its workforce comprises a highly diverse range of job descriptions. For instance, 1,453 young people are currently serving apprenticeships in 58 different occupations. Targeted measures are being taken to proactively address underrepresented groups of the population and invite them to apply. Recruitment for law enforcement, for example, specifically focuses on women and people with migrant backgrounds and diverse language skills.

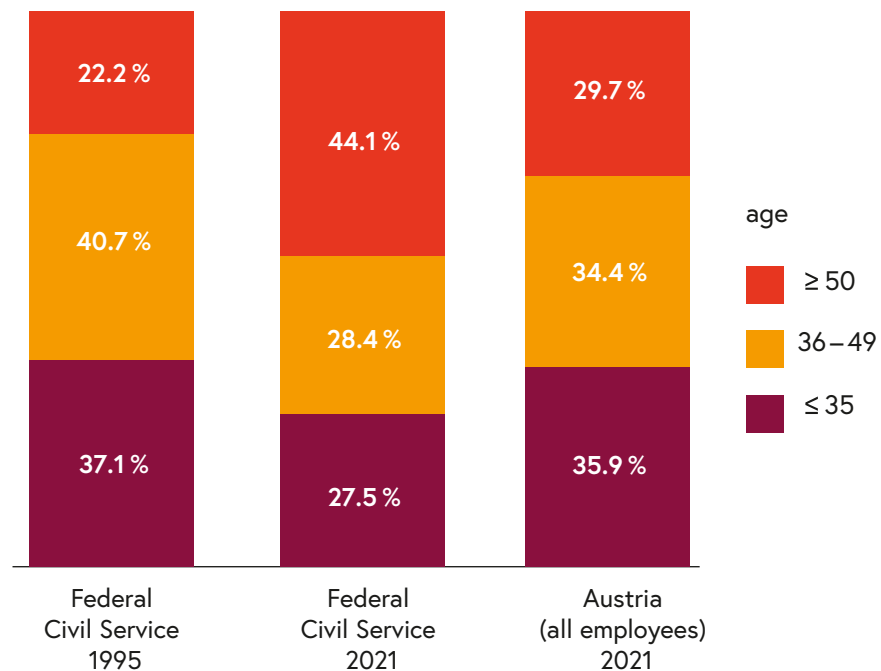
- **Inclusion of employees with disabilities:** The Federal Civil Service sees people with disabilities not as “disabled” but rather as being handicapped by external circumstances. Therefore, job candidates with disabilities receive specific support when undergoing aptitude tests, and employees with disabilities have unrestricted access to all training programmes and other events.
- **Intergenerational management:** Productive cooperation, exchange of experience and knowledge transfer among different generations of employees are aspects of successful intergenerational management. About half of all Federal Civil Service staff will retire in the next 13 years, underlining the need to retain the know-how accumulated over decades by older staff members and integrate it into ongoing work processes, thus preserving it for the benefit of the respective organisation. This form of knowledge management has a mirror image in the so-called reverse mentoring scheme, under which younger staff members pass on their digital know-how to the older generations.
- **Health management:** A holistic approach to health management caters to specific target groups as well as aiming to maintain, promote and improve physical and mental health in general. In addition to exercise and health education programmes, varied job descriptions, too, can contribute to employees' wellbeing and motivation and help to keep them at work, as well as improving the overall work atmosphere and the effectiveness of the organisation as a whole.
- **Promoting innovative ideas:** Learning from each other in public administration is a benchmark as well as a motivating factor in the Austrian Public Administration Award (see 8.3). In June 2021, the City of Vienna won the Jury Award in the category of Diversity, Gender and Integration for its project [Regenbogen.Treff der Pensionistenklubs](#) (LGBTIQ pensioners' get-togethers), and [Diversity Café St. Pölten](#) won the Special Award of *FH Kärnten* (Carinthia University of Applied Sciences).
- **An open Civil Service:** The staff of the Federal Civil Service comprises people of 76 different nationalities.
- **In-service training:** The Federal Academy of Public Administration offers a wide range of relevant training on topics such as “Diversity management as an opportunity”, “Gender competence in practice”, “Health management”, “Intergenerational dialogue”, and “Including mentally challenged persons”, among many others.
- **Principle of transparency:** The Federal Civil Service makes relevant facts and figures visible to the general public. Every year the proportions of women in top pay grades and the percentage of Civil Service employees with disabilities are reported in the Council of Ministers. The gender pay gap is shown in the Income Report pursuant to § 6a Federal Equal Treatment Act (*Bundes-Gleichbehandlungsgesetz*). Every two years the Federal Equal Treatment Report, showing the

percentages of women in all areas of the Federal Civil Service, is presented to the National Council (i.e. the directly elected chamber of the Austrian Parliament). In 2021 the National Council passed a motion for a resolution that future reports, starting in 2024, should include data on parental leave.

## 5.5 Demographics

At 45.3 years, the average age of Federal Civil Service staff is very high compared to the private sector, where it is significantly lower at 39.5 (2020).

**Figure 29:** Age structure of the Federal Civil Service in 1995 and 2021 vs. Austria in 2021



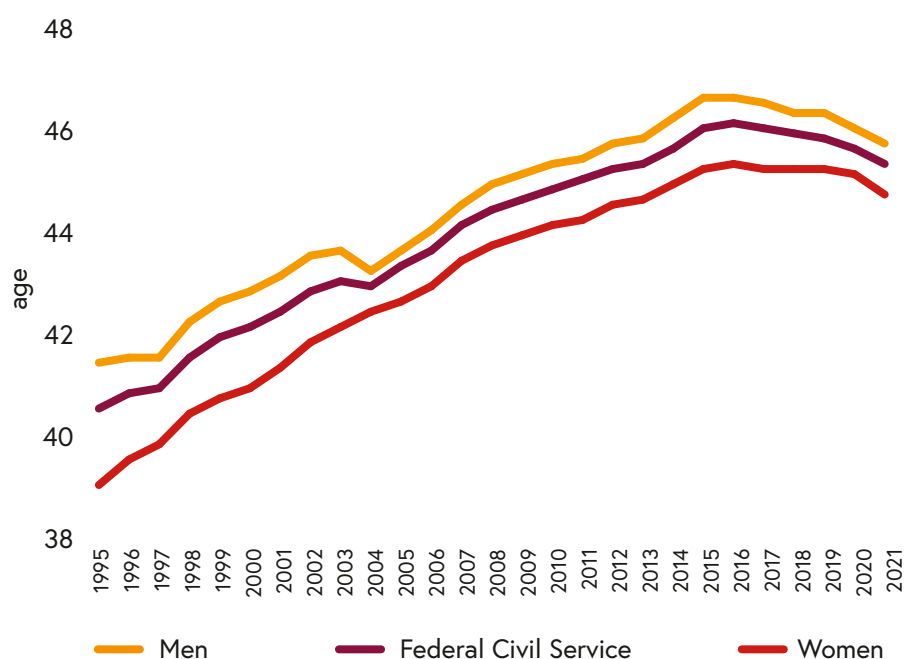
The comparison of broad age groups in the Federal Civil Service and among all Austrian employees shows that the proportion of the younger generation (i.e.  $\leq 35$ ) in the Civil Service is currently fairly low at approximately 28%. By contrast, over one-third of all Austrian employees are aged 35 or under. At the same time, the proportion of staff aged 50 or over is far higher in the Federal Civil Service at almost 44.1% than among all Austrian employees, where it is just over 29.7%. A comparison of the figures for the Federal Civil Service in 1995 and 2021 clearly shows the shift in its age structure. The shift among all Austrian employees over the same period is less marked.

Due to the Federal Civil Service's age structure, approximately 45% of its present staff will retire by 2034.

### 5.5.1 Changes in age structure since 1995

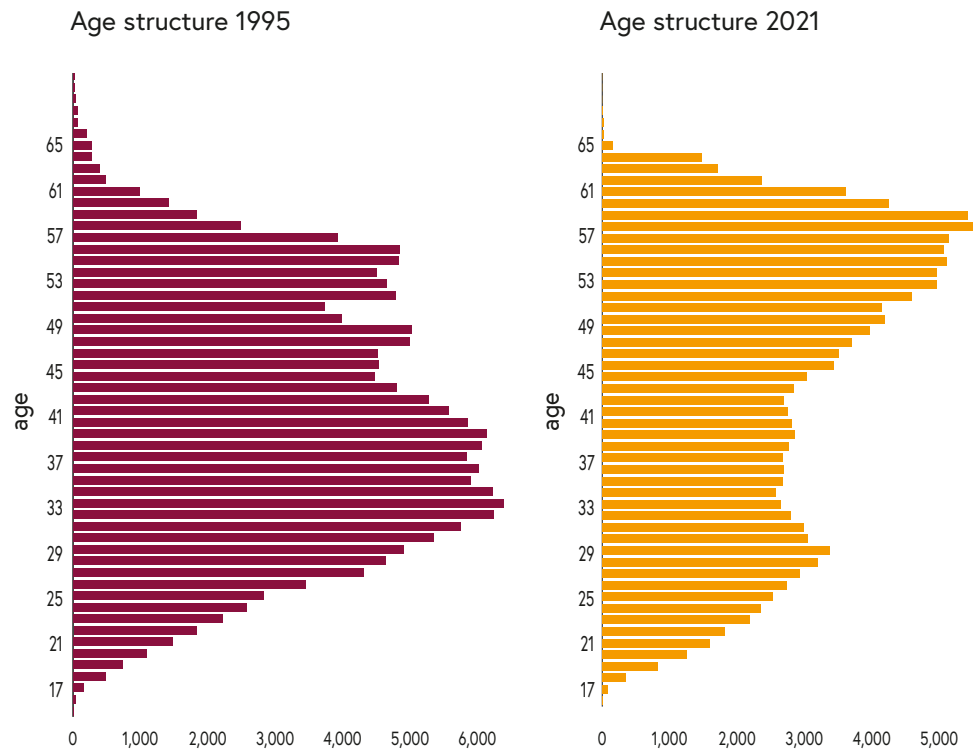
Since 1995, the average age of Federal Civil Service staff has risen from 40.5 to 45.3 years. Apart from a temporary drop in 2004, which was due to the public universities being hived off, this rise was continuous until 2016. Since 2017 the average age has gone down slightly, due to the rising number of retirements (see 5.10) and new recruitments (see 5.1). The majority of new recruitments last year occurred in law enforcement, where the age of entry is relatively low. Despite this development in the past five years, however, the long-term trend is different. For example, the proportion of staff in the 45-plus age group has increased from 35 % to 55.7 %.

Figure 30: Average age of Federal Civil Service 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.

**Figure 31:** Age structure 1995 and 2021



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, while today it is those aged 57 to 59.

In addition to this, the actual retirement age has risen by 4.8 years compared to 1995. Finally, due to efforts to raise the qualification levels 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 personnel management 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 trained 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 employees?

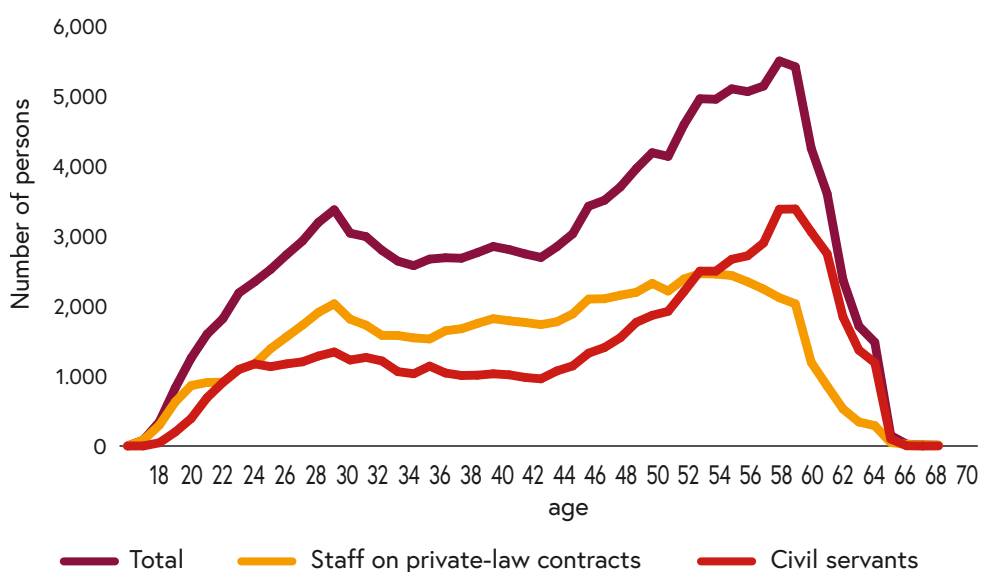
Due to the large number of staff currently in the older age groups, there will be a high volume of retirements over the next few years. This will affect different occupational

groups to different extents. The age structures of law enforcement and the military can be said to be balanced. However, action will be needed when it comes to schoolteachers 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 will be at recruiting highly qualified staff in future strongly depends on its attractiveness as an employer and its professionalism in recruiting.

### 5.5.2 Age structure by type of employment relationship

The age structures of civil servants and private-law employees in the Federal Civil Service (see 5.3) differ considerably. This mainly results from the stop to appointing civil servants in those occupational groups where employment contracts are a possible alternative. As a result, civil servants are still in the majority in the over-50 age group while most younger staff are employed on private-law contracts.

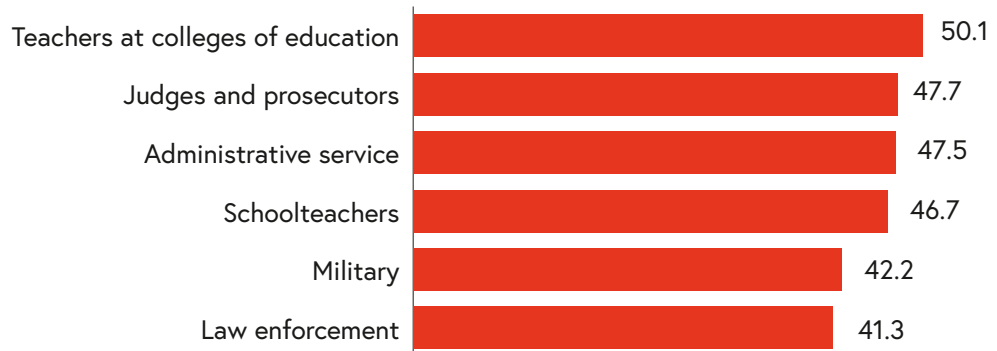
Figure 32: Age structure by type of employment relationship in 2021



### 5.5.3 Age structure by occupational group

The different occupational groups in the Federal Civil Service are affected to different extents by demographic change. High numbers of retirements are to be expected primarily among schoolteachers and in large parts of the administrative service (particularly in the Federal Ministry of Labour, the Federal Ministry of Agriculture, Regions and Tourism and the Federal Ministry for Digital and Economic Affairs). The age structures of the military and law enforcement, on the other hand, are sustainable.

Figure 33: Average age by occupational group



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](http://www.oeffentlicherdienst.gv.at), under “Publikationen”.

#### 5.5.4 Demographic analysis based on levels of qualification

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

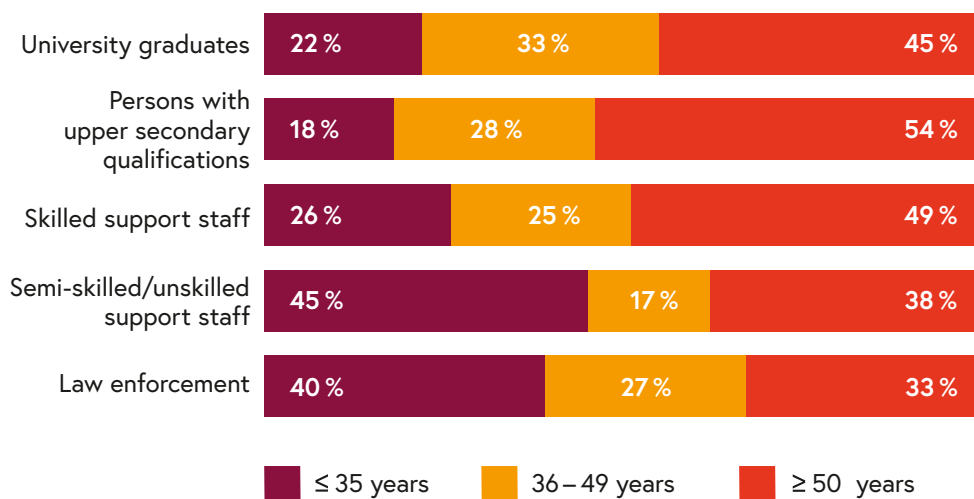
- $\leq 35$ : staff aged 35 years and under, who are currently in the first third of their professional careers. These people, who have been active for 10 to 15 years, represent an organisation’s future potential.
- $\geq 50$ : staff aged 50 and over, who have reached the final third of their professional 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 differentiated further. Additional data on qualification levels (cf. 5.2) helps to identify areas where action will be required. The qualification levels shown below are based on pay scales, which, as a rule, reflect the highest 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.

The proportion of staff with high qualification levels is very high in the Federal Civil Service (34.5% university graduates and 15.5% persons with upper secondary qualifications). One reason for this is the fact that a university degree is a requirement for certain occupational groups, such as judges and prosecutors, as well as most teachers. Approximately one-quarter of all posts require intermediate vocational qualifications while only 2.6% of staff do support work for which compulsory schooling is sufficient.



**Figure 34:** Age groups by qualification levels, Federal Civil Service 2021



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 employees are aged 50 or over, i.e. they will reach retirement age within the next few years. By contrast, the number of young people in this highly qualified group is relatively low.

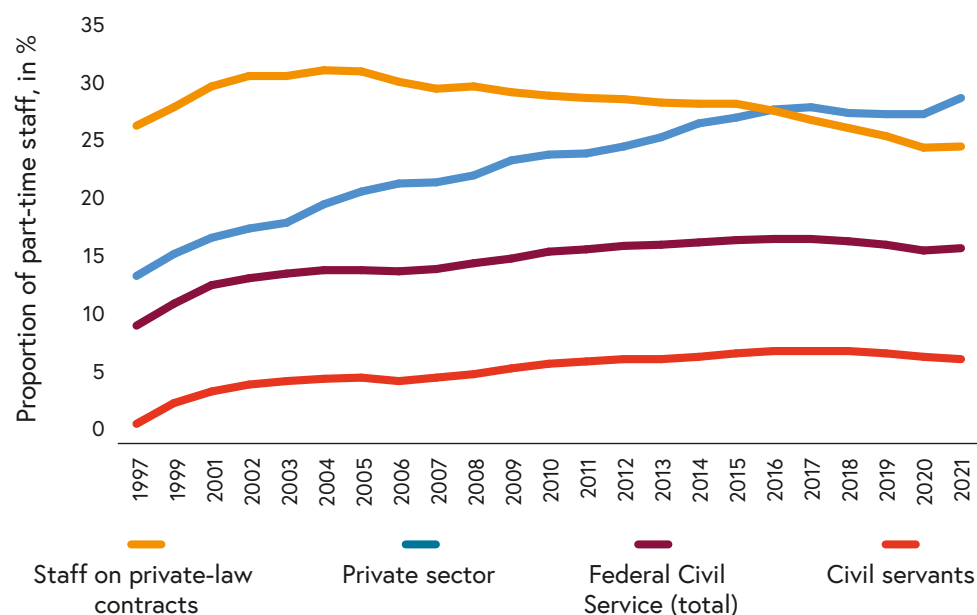
In view of the considerable time required to complete a university education and acquire the highly specific know-how conveyed in initial training for the Civil Service, increased effort and forward planning are called for with regard to these particular groups.

## 5.6 Part-time employment in the Federal Civil Service

29.9 % of all Austrian employees (including public servants) work part-time (2021 average). By comparison, the proportion of part-time workers in the Federal Civil Service is comparatively low at 16.9 %.

After increasing until 2004 and decreasing slightly in 2006, the proportion of part-time workers has remained fairly constant in subsequent years. At 25.7 %, staff on private-law contracts work part-time far more frequently than civil servants.

**Figure 35:** Part-time work by type of employment relationship



The working time of Civil Service staff on private-law contracts 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 while entitled to 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 two to five years. The extent of the pay cut depends on the 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 cannot be granted until 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 schoolteachers could take sabbatical leave. Since July of that year, however, this form of partial employment has been available to all Federal Civil Service staff, with the exception of judges and prosecutors. 1,175 employees are currently making use of this option, most of them schoolteachers (90 %).



# Short Facts

The Federal Civil Service is firmly committed to providing equal opportunities for the women and men it employs. Key elements in promoting the advancement of women include reducing the gender pay gap and ensuring income transparency.

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

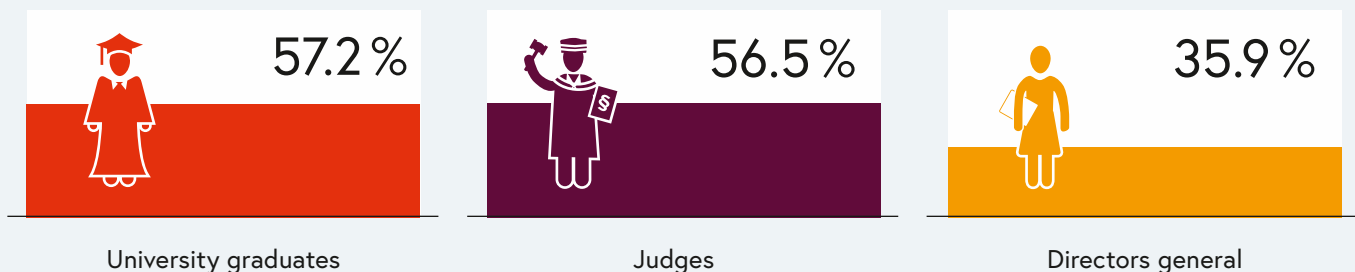


The **proportion of women in the Federal Civil Service** is high and has been rising continuously for 26 years.

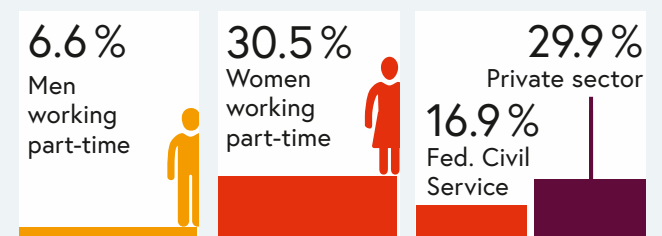


This trend is also reflected in the **proportion of women in management positions**.

## ... 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.

## 5.7 Women and men

The Federal Civil Service is firmly committed to providing equal opportunities for the women and men it employs. This is why it has put in place equal treatment officers, women's representatives, and the Equal Treatment Commission for the Federal Civil Service (*Bundes-Gleichbehandlungskommission*), among other things. Changing conditions in the world of work require the continuous development of legal instruments for the promotion of gender equality.

### 5.7.1 Proportions of women over time

The percentage of women in employment in Austria has risen significantly since the mid-80s. While only 49.4 % of women were gainfully employed in 1984, the proportion had increased to 68.1 % by 2021. The male employment rate, which was 76.7 % in 2021, 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 2.9 percentage points since 2009.

In accordance with this trend, the proportion of women working in the Federal Civil Service, too, is continually rising, reaching 43.0 % in 2021, with women making up 58.8 % of staff on private-law contracts and 25.9 % of civil servants. A comparison with 1995 shows that the percentage of women has grown 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. Specifically, there has been a decrease of 3.4 percentage points in the proportion of women among Federal Civil Service employees on private-law contracts. 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.

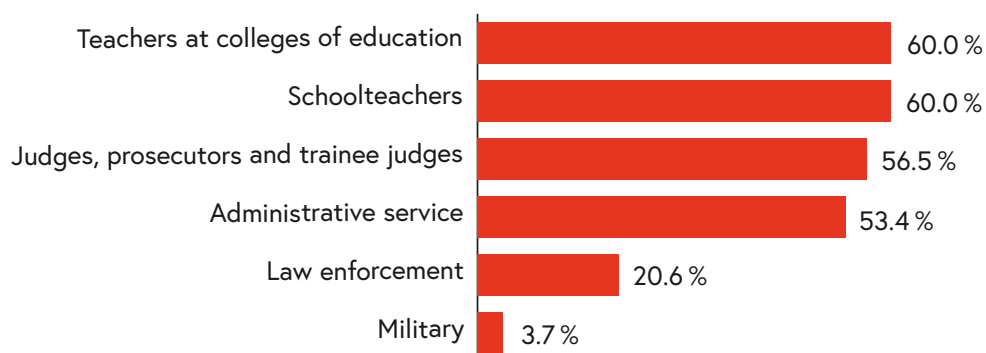
**Table 20:** Percentage of women in the Federal Civil Service

Group of employees	1995	2021	Difference in percentage points, 1995 to 2021
Civil servants	22.0 %	25.9 %	3.9
Staff on private-law contracts	62.2 %	58.8 %	-3.4
Administrative service	47.7 %	53.4 %	5.7
Schoolteachers	49.8 %	60.0 %	10.2
Teachers at colleges of education	20.2 %	60.0 %	39.8
Law enforcement	3.9 %	20.6 %	16.7
Military	0.0 %	3.7 %	3.7
Judges and prosecutors	29.5 %	56.5 %	27.0
Nurses	87.1 %	65.3 %	-21.8
Staff with ...			
university degrees	38.1 %	57.3 %	19.2
upper secondary qualifications	40.0 %	46.3 %	6.3
apprenticeship or intermediate vocational qualifications*	22.1 %	42.2 %	20.1
compulsory schooling only	63.1 %	43.4 %	-19.7
<b>Federal Civil Service total</b>	<b>35.9 %</b>	<b>43.0 %</b>	<b>7.1</b>

\* Comparisons within this group are only possible up to a point as levels of qualification are deduced from the applicable pay scales, 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 occupations that used to be typically “female”.

**Figure 36:** Proportion of women by occupational group



### 5.7.2 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 (38.8 %).

**Table 21:** Proportion of persons with university or upper secondary qualifications

Year	Federal Civil Service			Private sector		
	Total	Men	Women	Total	Men	Women
1998	45.9 %	42.2 %	53.1 %	19.0 %	18.6 %	19.5 %
2000	46.8 %	42.6 %	54.9 %	20.2 %	19.4 %	21.2 %
2005	44.5 %	37.6 %	57.2 %	26.1 %	24.4 %	28.1 %
2010	48.0 %	39.8 %	61.7 %	29.1 %	26.5 %	32.0 %
2011	48.5 %	40.1 %	62.3 %	29.6 %	26.8 %	32.6 %
2012	49.1 %	40.3 %	63.1 %	30.7 %	27.9 %	33.8 %
2013	49.4 %	40.4 %	63.6 %	31.6 %	29.0 %	34.4 %
2014	49.6 %	40.5 %	63.9 %	33.6 %	30.7 %	36.6 %
2015	49.9 %	40.8 %	64.1 %	34.2 %	31.3 %	37.3 %
2016	50.0 %	40.7 %	64.3 %	35.3 %	31.7 %	39.2 %
2017	50.3 %	40.8 %	64.6 %	36.5 %	33.0 %	40.4 %
2018	50.2 %	40.6 %	64.5 %	36.1 %	32.9 %	39.6 %
2019	50.0 %	40.4 %	64.3 %	37.3 %	34.0 %	40.8 %
2020	49.9 %	40.2 %	64.1 %	38.0 %	34.3 %	42.0 %
<b>2021</b>	<b>50.0 %</b>	<b>40.3 %</b>	<b>64.1 %</b>	<b>38.8 %</b>	<b>34.7 %</b>	<b>43.4 %</b>

Source of private-sector data: Statistics Austria<sup>16</sup>

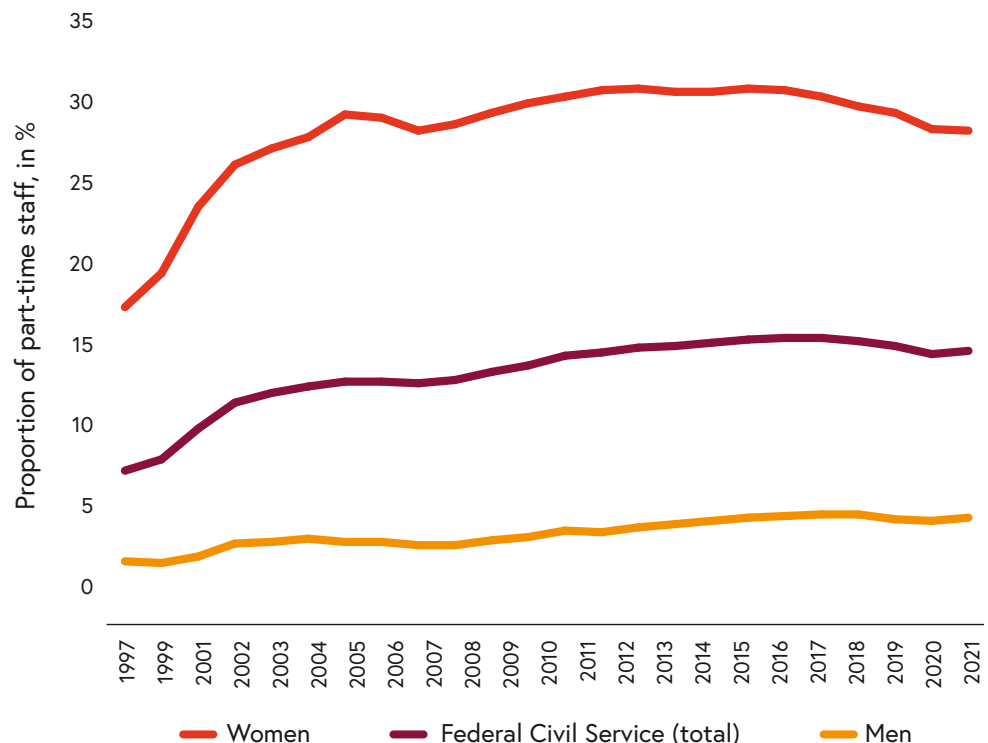
<sup>16</sup> Private sector data for 2004–2014 has been retroactively adjusted by Statistics Austria.

A breakdown of highly qualified staff by sex shows that 64.1% of women in the Federal Civil Service have university or upper secondary qualifications while this is true of “only” 40.3% of men. However, the actual proportion of men with these qualifications is likely to be several percentage points higher as the grading system in law enforcement does not directly reflect qualification levels, so that law enforcement officers with university or upper secondary qualifications cannot be included in the total. From 2018 to 2020 the overall proportion of employees with university or upper secondary qualifications went down, owing to the increased recruitment of law enforcement officers. In 2021, the percentage of staff with these qualifications slightly increased in the Federal Civil Service and the private sector alike. However, the proportion of private-sector workers with qualifications at upper secondary level or higher is markedly lower than in the Federal Civil Service, at 43.4% (for women) and 34.7% (for men).

### 5.7.3 Part-time work by sex

At 30.5%, considerably more women than men (6.6%) work part-time. The percentage of Federal Civil Service staff who have chosen this option is highest among schoolteachers and nurses, as well as in the administrative service, a fact which is connected to the high proportion of women in these occupational groups.

Figure 37: Part-time work by sex





## 5.7.4 Women in management

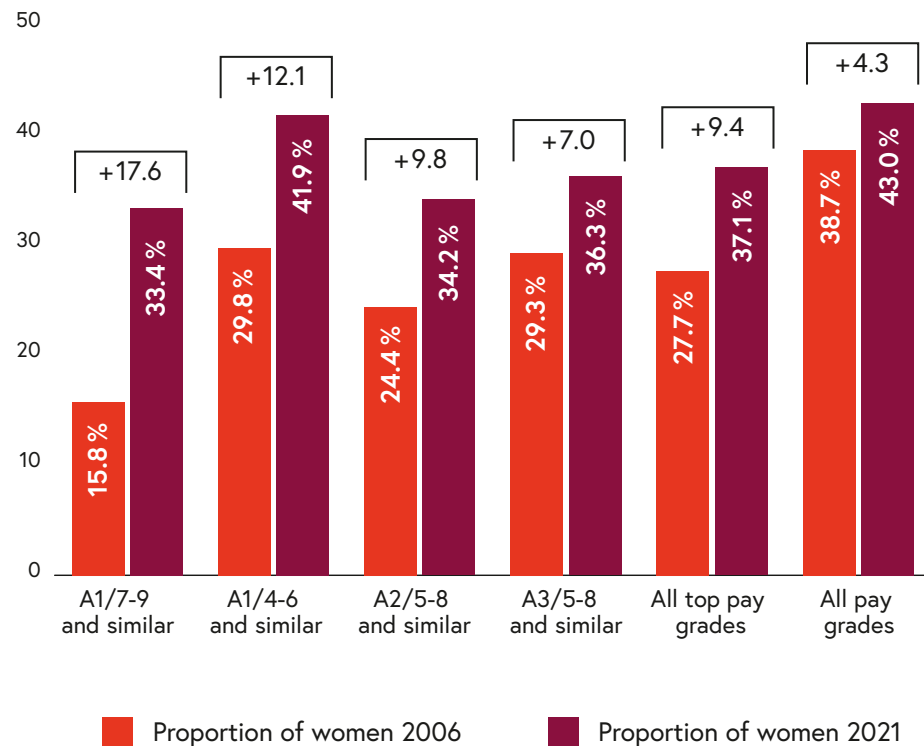
The extent to which women are represented in managerial positions is a central issue when it comes to equal rights in the workplace. For one thing, management responsibility entails a wider scope of action and increased decision-making powers; for another, it correlates with levels of pay, making it one of the decisive factors in the income gap between women and men. Defining groups of top pay grades within the qualification-based pay scales (see 6.5.3) is therefore a good way of identifying staff with management responsibility.

**Table 22:** Women in top pay grades

Level of qualification	Pay grade and function	2006	Proportion of women									
			2012	2013	2014	2015	2016	2017	2018	2019	2020	2021
University degree (I)	A1/7-9 and similar (e.g. Secretaries General, Directors General, Directors, heads of large subordinate institutions)	15.8%	24.0%	26.3%	26.4%	27.3%	29.7%	30.0%	32.0%	31.5%	32.0%	33.4%
University degree (II)	A1/4-6 and similar (e.g. heads of unit, deputy heads of unit, heads of section, heads of relatively large subordinate institutions)	29.8%	35.1%	36.8%	37.8%	38.5%	39.1%	39.6%	39.8%	40.4%	41.1%	41.9%
Upper secondary qualifications	A2/5-8 and similar (i.e. heads of section, heads of medium-sized and small subordinate institutions, desk officers in high-grade posts)	24.4%	28.3%	28.9%	29.8%	30.4%	31.1%	31.8%	32.5%	32.7%	33.2%	34.2%
Intermediate vocational qualifications	A3/5-8 and similar (i.e. administrative officers in relatively high-grade posts)	29.3%	33.3%	35.4%	35.1%	35.3%	36.0%	35.4%	35.8%	36.1%	36.2%	36.3%
All levels of qualification	top pay grades	27.7%	32.0%	33.7%	34.1%	34.5%	35.2%	35.3%	35.8%	36.2%	36.5%	37.1%

Since 2006 the percentage of women in management positions across all groups has reached an all-time high, a trend which is also reflected in the consistent increase from 2020 to 2021.

**Figure 38:** Proportion of women in top pay grades, 2006 vs. 2021



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 2021 the proportion of women at the Federal Civil Service's top level of management (i.e. Directors General) was 33.4%; out of a total of 78 Directorates General, 28 were headed by women. In 1995 only two Directors General out of 79, or 2.5%, were women.

### 5.7.5 Promoting the advancement of women

Numerous measures have been taken to sustainably support the increasing trend towards more women in management.

These include an Austria-wide, indicator-based control system under which federal ministries set concrete targets for the proportion of women in top pay grades to be reached over the following years. These targets, as well as the current proportions of women, are subject to an annual audit and published as part of the Federal Civil Service's Staffing Plan.

Another key instrument is the 50% women's quota provided 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 in the respective position or function are underrepresented on the staff of the recruiting institution. The same principle is to be applied when it comes to promotions.

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 another staff member nominated by her) 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.

### 5.7.6 Parental leave for mothers and fathers

It is easier for women to settle back into work after giving birth if their partners support them in this process. The number of fathers taking parental leave rose constantly until 2017, followed by a slight decrease in 2018 and 2019 and another increase in 2020. In 2021, a total of 4,263 employees (i.e. civil servants and staff on private-law contracts) were on maternity or parental leave, among them 625 men, putting the proportion of men on parental leave at 14.7%, compared to 15.6% in 2020.

The relevant provisions for women and men are laid down in the Maternity Protection Act (*Mutterschutzgesetz*) and the Paternity Leave Act (*Väter-Karenzgesetz*), respectively. 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 possible (reducing the maximum total leave accordingly).

### 5.7.7 “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. 5,148 men, i.e. every fourth new father in the Federal Civil Service, made use of this opportunity between January 2011 and December 2021.

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 compulsory maternity leave, or until the child is three months old (if the parents are two men, whether married or in a – registered or unregistered – partnership). The start and exact duration (up to 31 days) of the Baby Month can be freely chosen. Employees who have adopted (or are about to adopt) a child under the age of two are also entitled to up to 31 days’ early parental leave, starting with the date of adoption (or the beginning of unpaid foster care pending adoption). In terms of employment status and pay, 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 Civil Service staff on private-law contracts, compulsory insurance coverage under the General Social Insurance Act (*ASVG*) continues for the duration of early parental leave, with contributions being paid by the employer. For civil servants, too, health insurance coverage under the Civil Servants Health and Accident Insurance Act (*Beamten-Kranken- und Unfallversicherungsgesetz*) is maintained at the employer’s expense.

Under the Family Time Bonus Act (*Familienzeitbonusgesetz*), a bonus of € 22.60 per day is available for all working 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, 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 a child’s birth during which the child’s father takes time out from work to be with his family. 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 of up to 31 days (see above) instead of family time.

### 5.7.8 Telework

As defined by § 36a Civil Servants Employment Act (*BDG*) and § 5c Civil Service Private-law Employment Act (*VBG*), telework means employees working from home or another location of their choice outside their regular workplace. Since 2018 telework has been possible not only as a regular arrangement but also on a flexible, case-by-case basis, e.g. on individual days. With these adjustments, the employer has responded to the advent of new ways of working, facilitating better utilisation of digitisation in the Civil Service.

Telework is mainly used by members of the administrative service as other occupational groups, particularly law enforcement (i.e. police and prison officers), are required to be present in person at their places of work.

In light of experience gained during the COVID-19 pandemic, teleworking rules were reformed as part of the 2021 Civil Service Employment Law Amendment (*Dienstrechts-Novelle 2021*), following similar amendments for the private sector in the same year.

### 5.7.9 Income differences between women and men according to § 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 pay equity and measures to increase the proportion of women in top positions.

In order to counter pay discrimination, a requirement to draw up annual income reports was laid down in 2011 in the Equal Treatment Act for the Federal Civil Service (*Bundes-Gleichbehandlungsgesetz – B-GlBG*) and in the corresponding legislation for the private sector. Pursuant to § 6a *B-GlBG*, which was introduced at the time, 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 year-round. 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, thus providing comparable income information for both sexes.

The Income Report for the Federal Civil Service appears for the tenth time this year. Time series analysis shows that the income gap between women and men, which was 13.3 % in 2012, has continuously narrowed since then, except for a slight increase in 2015. The gap between the incomes of men and women in the Federal Civil Service reached a historic low of 8.5 % in 2021.

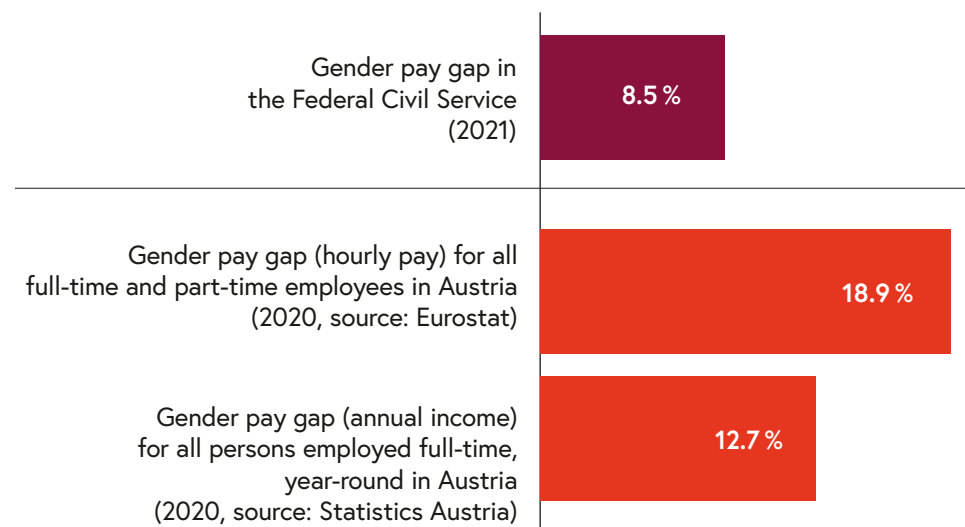
**Table 23:** The gender pay gap in the Federal Civil Service over time

2012	2013	2014	2015	2016	2017	2018	2019	2020	2021
13.3 %	12.8 %	12.5 %	12.8 %	11.9 %	11.0 %	10.3 %	9.0 %	8.6 %	8.5 %

### 5.7.10 Income differences in the Federal Civil Service

When it comes to the gender pay gap, the remuneration system 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: work of equal value is paid equally, regardless of sex. As any employee'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 8.5%<sup>17</sup>, whereas the Austria-wide gender pay gap based on the hourly earnings of full-time and part-time workers is 18.9%<sup>18</sup>, and the income gap between women and men working full-time year-round is 12.7%<sup>19</sup>.

**Figure 39:** Gender pay gap in the Federal Civil Service and for all employees in Austria



Sources: Statistics Austria, Eurostat

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

<sup>17</sup> Gender pay gap in accordance with § 6a, B-GlBG (source: Federal Civil Service Management Information System).

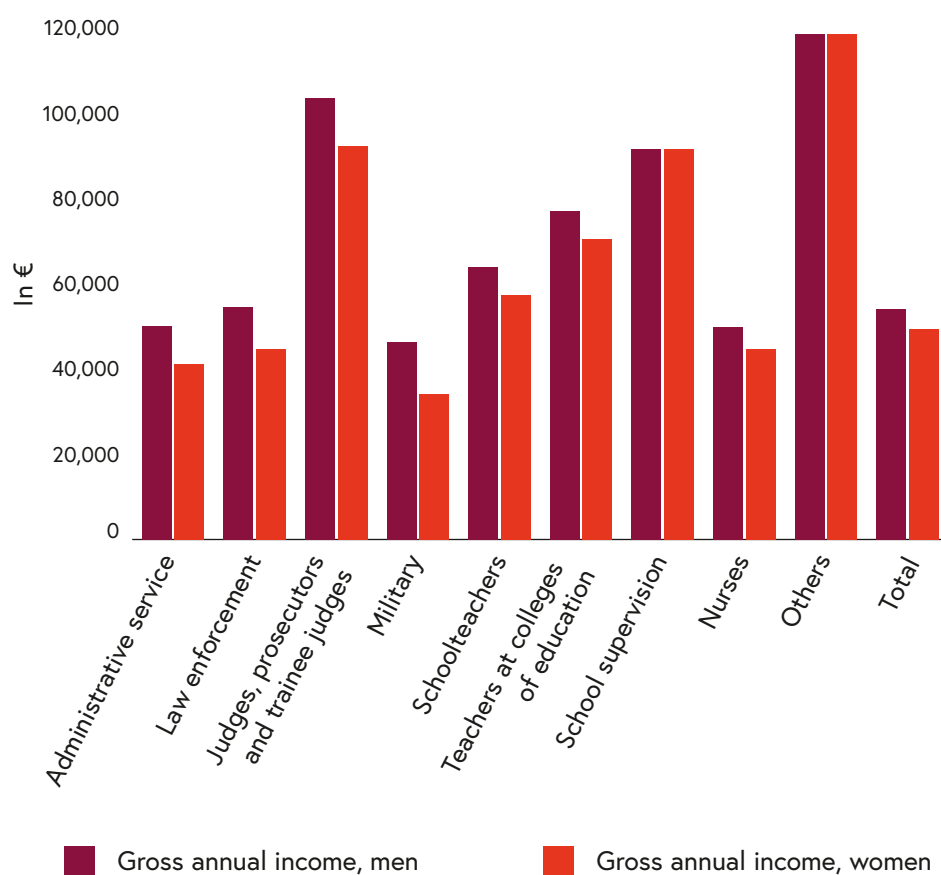
<sup>18</sup> Based on the median hourly pay for full-time and part-time employees in Austrian private-sector enterprises with at least ten employees (source: EUROSTAT).

<sup>19</sup> Based on the median income for persons employed full-time year-round in Austria (source: Statistics Austria).

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 employees on private-law contracts (see 5.3) are subject to different pay schemes, and by the different percentages of civil servants among women and men.

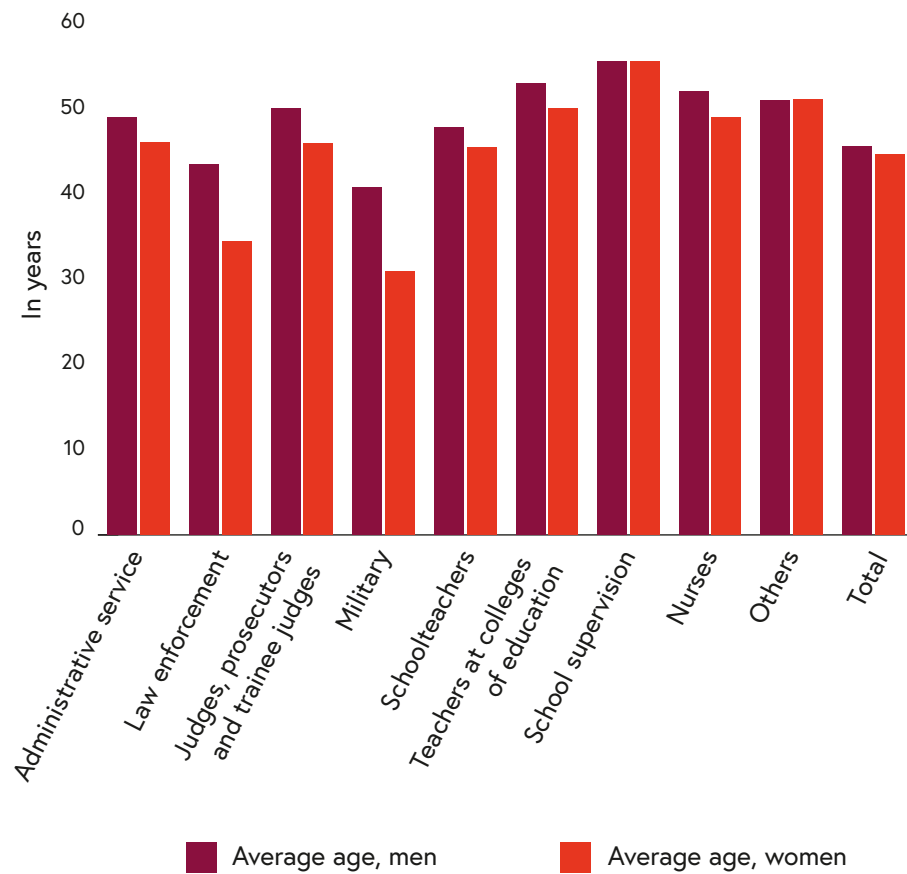
The overall difference in median incomes which remains once the figures have been adjusted for extent of employment is 8.5%. However, the size of the gap varies among occupational groups, ranging from 0.0% (school supervision and others, in particular medical doctors) to 26.3% (military).

**Figure 40:** Income differences by sex and occupational group



Age is the single most influential factor when it comes to income differences between men and women in the Federal Civil Service. Accordingly, significant age differences result in significant income differences between women and men within any given group. This phenomenon is only to be expected in remuneration systems that place a high premium on 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.

**Figure 41:** Average age by sex and occupational group



The full Income Report is available on our website at [www.oeffentlicherdienst.gv.at](http://www.oeffentlicherdienst.gv.at), under “Publikationen → [Einkommensbericht gemäß Bundes-Gleichbehandlungsgesetz](#)”.

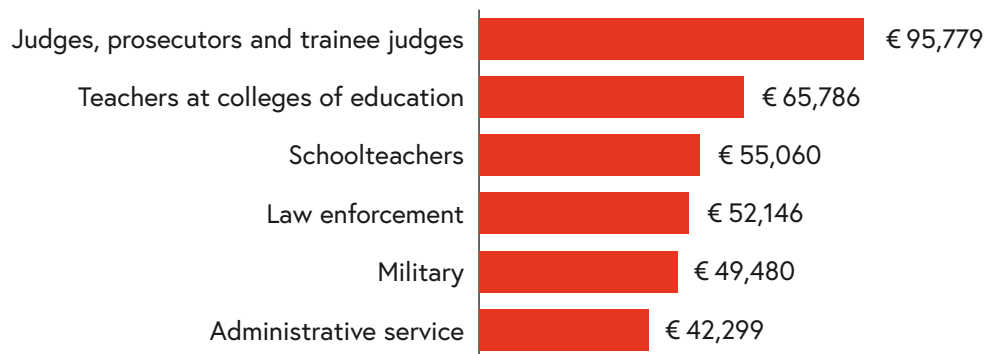
### 5.7.11 Median income by occupational group

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 in a particular group, which are substantially influenced by the factors of qualification and age.



Figure 42: Median income by occupational group



Due to their specific qualification requirements, judges and prosecutors have the highest median income, followed by teachers at colleges of education and schoolteachers, all (or most) of whom are university graduates; in addition, these groups have the highest average age of all occupational groups in the Federal Civil Service. The administrative service, on the other hand, ranks last in terms of median income, despite having 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 subject to the General Social Insurance Act (ASVG). Federal Civil Service staff on private-law contracts are included in this data but civil servants are not.<sup>20</sup>

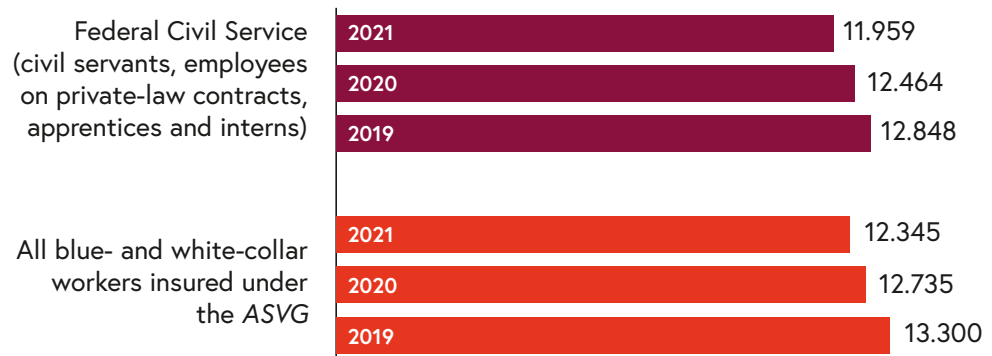
The figures include ordinary sick leave, as well as stays at medical spas. The duration of sick leave is shown in calendar days. As it is not necessary to obtain a doctor's note for short-term sick leave, these periods are largely not included in the statistics compiled by the Association of Austrian Social Insurance Institutions. To create a viable basis of

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20 Since 2010, the sick days of persons doing their compulsory military service or receiving childcare benefit have no longer been included in the sick leave statistics. To allow for a comparison between the Federal Civil Service and the private sector, the Association of Austrian Social Insurance Institutions has therefore retroactively adjusted some of the data for the years since 2000.

comparison between Federal Civil Service staff and persons insured under the General Social Insurance Act (ASVG), short-term sick leave (i.e. one to three days) taken by Federal Civil Service staff is not included but stays at medical spas are taken into account.

**Figure 43:** Days of sick leave per employee, in calendar days



Over the last few years, the amount of sick leave in the Federal Civil Service has developed in parallel with that in the private sector. The number of workdays missed due to illness in 2021 went down in both groups. Approximately 12.0 sick days per employee were recorded for the Federal Civil Service, and approximately 12.3 days per employee insured under the ASVG.

**Table 24:** Overview of sick leave indicators for Federal Civil Service staff, compared to private-sector workers

Type of employment	Year	Sick leave per 1,000 employees		Average duration in days	Sick leave rate
		incidence	days		
Civil servants	2021	983	15,243	15.5	4.2 %
	2020	1,053	15,853	15.1	4.3 %
	2019	1,116	16,292	14.6	4.5 %
Federal Civil Service staff on private-law contracts	2021	553	8,975	16.2	2.5 %
	2020	660	9,367	14.2	2.6 %
	2019	689	9,691	14.1	2.7 %
All white-collar workers subject to the ASVG	2021	1,029	10,131	9.8	2.8 %
	2020	949	10,424	11.0	2.9 %
	2019	1,232	11,026	8.9	3.0 %
All blue-collar workers subject to the ASVG	2021	1,482	15,863	10.7	4.3 %
	2020	1,314	16,416	12.5	4.5 %
	2019	1,566	16,693	10.7	4.6 %
Federal Civil Service (civil servants, employees on private-law contracts, apprentices and interns)	2021	764	11,959	15.6	3.3 %
	2020	854	12,464	14.6	3.4 %
	2019	900	12,848	14.3	3.5 %
All blue- and white-collar workers subject to the ASVG	2021	1,204	12,345	10.3	3.4 %
	2020	1,090	12,735	11.7	3.5 %
	2019	1,367	13,300	9.7	3.6 %

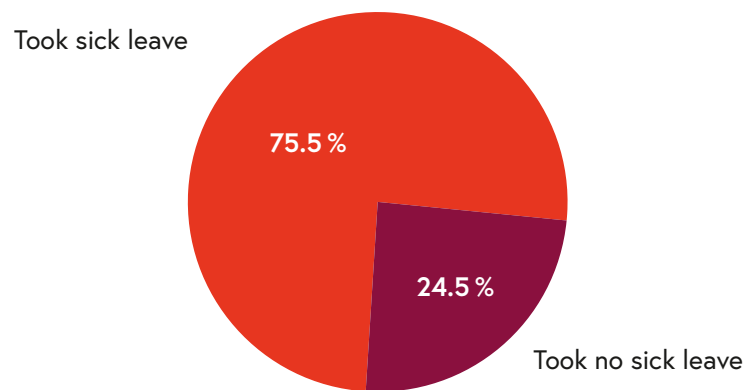
Data excluding short-term sick leave, including stays at medical spas.

The sick leave rate is defined as the average percentage of staff absent from work due to illness. The current sick leave rate for the Federal Civil Service is 3.3 % (ASVG 3.4 %).

### Effects of the COVID-19 pandemic on sick leave in the Federal Civil Service

The sick leave figures for 2021 and 2020 show a marked difference to previous years. Possible reasons include working from home, limitations on healthcare services, stricter hygiene rules and social distancing, among others. The number of sick days per Federal Civil Service employee (including short-term sick leave but not including stays at medical spas) went down from 11.6 workdays in 2019 to 10.6 workdays in 2021. There was practically no change between 2018 (11.5 workdays) and 2019 (11.6 workdays). However, there was a 12 % decrease between 2019 and 2020, owing to a lower incidence of short-term sick leave (-30 %); the slight increase (+ 4 %) in 2021 compared to 2020 was mainly due to a higher incidence of short-term sick leave (+28 %).

**Figure 44:** Federal Civil Service staff who took sick leave



One-quarter of all Federal Civil Service staff took no sick leave at all in 2021.

For further details, see the study on “Health management and lost working time in the Federal Civil Service in 2019” (*Gesundheitsmanagement und Fehlzeiten 2019 im Bundesdienst*, based on 2018 data, in German), available at [www.oeffentlicherdienst.gv.at](http://www.oeffentlicherdienst.gv.at).

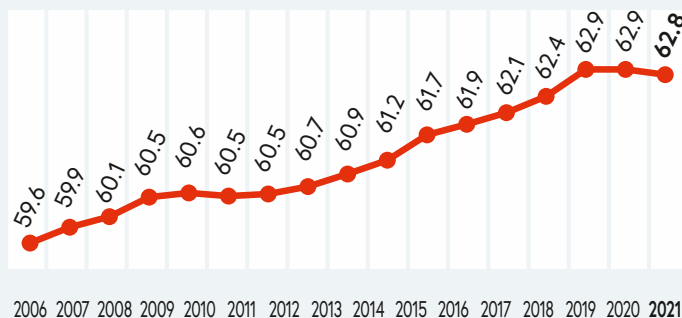


# Short Facts

The Federal Civil Service itself is responsible for the pensions of 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 is steadily increasing.

The **retirement age** of civil servants **has been rising** since 2006, regardless of grounds for retirement. In 2021, federal civil servants retired at the age of 62.8 years on average.



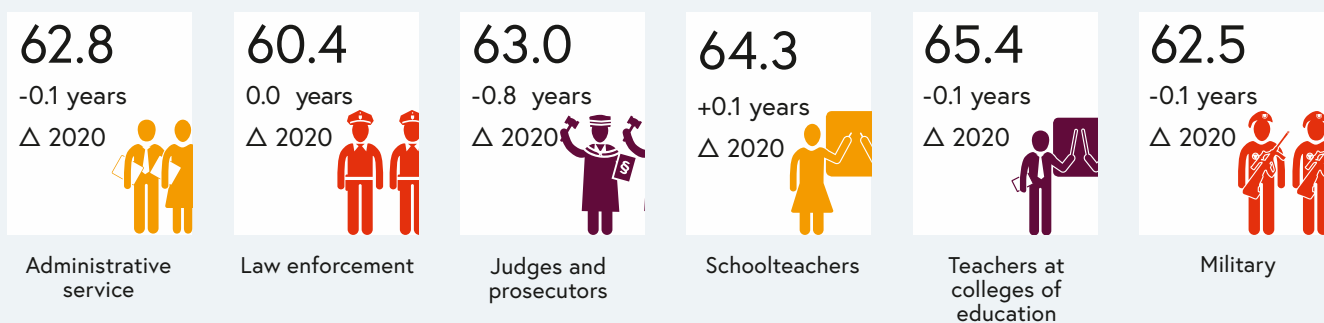
62.8

-0.1 years  
Δ 2020



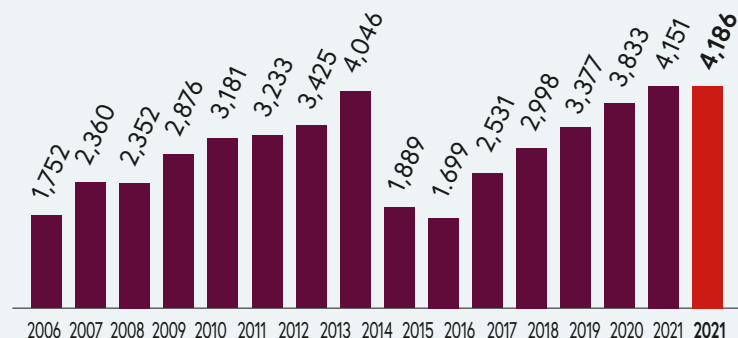
Federal Civil Service

## Who retires at what age?



**Law enforcement officers** must meet particularly high standards regarding their ability to work. That is why they retire earlier than other occupational groups.

## Retirements per year



In 2021 the **number of retirements** again rose significantly, to 4,186.

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

## 5.9 Civil Service pensions

The Federal Civil Service itself is responsible for the pensions of 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 (see 5.3), whose pensions are paid by public pension funds.

In December 2021 the total number of pensions paid by the Federal Civil Service was 101,851. This number includes 76,570 retirement pensions, 24,076 widow's and widower's pensions, 1,148 orphan's pensions and 57 other pensions.

**Table 25:** Federal Civil Service pensions

	2020	2021	Changes between 2020 and 2021	
Retirement pensions	74,962	76,570	1,608	2.1 %
Widow's-/widower's pensions	24,242	24,076	-166	-0.7 %
Orphan's pensions	1,217	1,148	-69	-5.7 %
Other pensions	63	57	-6	-9.5 %
<b>Total</b>	<b>100,484</b>	<b>101,851</b>	<b>1,367</b>	<b>1.4 %</b>

## 5.10 New retirements

### 5.10.1 Retirement schemes

As of 1 September 2017, the statutory retirement age for all 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 on grounds of occupational disability. This is possible regardless of age but entails a reduction in the amount of pension, as in the corresponding disability pension schemes for persons subject to the General Social Insurance Act (ASVG).

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

- *Langzeitbeamtenregelung*: Under this early retirement scheme, civil servants with long periods of service can retire on a reduced pension at the age of 62, provided that they have earned 42 years of contribution-based entitlement.
- *Korridorpension*: This early retirement scheme, which entails higher pension cuts than the one mentioned above, is available to civil servants on reaching the age of 62, provided that they have earned 40 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 that they have earned 42 years of entitlement. Pension cuts under this scheme are less substantial than under other early retirement schemes.

### 5.10.2 New retirements and retirement age

In 2021, federal civil servants retired at the age of 62.8 years on average, which means a decrease of 0.1 on the previous year. In 2020, the average retirement age rose by 0.5 years compared to the year before. Civil servants retire 1.9 years later than employees subject to the General Social Insurance Act (ASVG).

The rise in the retirement age in 2020 was mainly caused by a decrease in the number of retirements on grounds of occupational disability. This drop was probably connected to the effects of the COVID-19 pandemic, so that catch-up effects in the following years seemed likely. This effect has now materialised. The decreased retirement age in 2021 is mostly due to an increase in the number of retirements due to occupational disability, an additional reason being the lower age of early retirement on other grounds (see 5.10.1).

The 0.1-year decrease in the average retirement age results from the rising proportion of retirements due to occupational disability in the administrative service and in law enforcement, the two occupational groups with the highest increase in the number of these retirements (+33 and +25, respectively). These two groups also show the greatest rise in the total number of new retirements, at +32 and +91, respectively.



**Table 26:** Grounds for retirement and average retirement age of federal civil servants

Grounds for retirement	2020		2021	
	No. of persons	Average retirement age	No. of persons	Average retirement age
Reaching statutory retirement age	1,317	65.2	1,371	65.2
Early retirement	2,455	62.4	2,393	62.3
Occupational disability	379	58.3	422	57.8
<b>Total</b>	<b>4,151</b>	<b>62.9</b>	<b>4,186</b>	<b>62.8</b>

The average age at which civil servants stopped working after reaching the statutory retirement age has remained constant since 2020.

Civil servants retiring due to occupational disability did so 0.5 years earlier on average, compared to the previous year. Early retirement, too, was taken slightly earlier, at the age of 62.2 years on average, compared to 62.4 in 2020.

**Table 27:** Actual retirement age for pensioners subject to the ASVG

Grounds for retirement	2020	2021
Reaching statutory retirement age <sup>21</sup>	61.6	61.8
Early retirement	61.9	61.9
Occupational disability	52.4	54.4
<b>Total</b>	<b>60.3</b>	<b>60.9</b>

Source: Association of Austrian Social Insurance Institutions

When comparing Civil Service pensions with those under the General Social Insurance Act (ASVG), the following facts should be considered in particular:

- Civil servants recruited in or after 2005, or born on or after 1 January 1976, will receive the same pensions as persons subject to ASVG rules.
- For all other age groups, transitional provisions are in place which, together with the increased statutory retirement age, restricted access to early retirement schemes and more substantial pension cuts on early retirement, have led to the reduction in pensions shown below. The assessment period for Civil Service

<sup>21</sup> i.e. 60 for women, 65 for men

pensions, currently 319 months (i.e. 26.6 years), will gradually rise to 480 months (i.e. 40 years) until 2028.

- Retired civil servants pay a special contribution into the public pension system to safeguard the sustainability of that system.
- The pension insurance contributions of active civil servants who joined the Federal Civil Service before 2005 or were born before 1 January 1976 are not capped if their incomes exceed the maximum assessment base.

### 5.10.3 Pension levels for newly retired civil servants

As the pensions paid to retired civil servants come straight out of the federal budget, the financial implications of this fact will play a growing role in view of the upcoming wave of retirements.

Since 2010 the average gross monthly pension income for newly retired federal civil servants has fallen by 18 %, from € 4,374 to € 3,606 in real terms (i.e. adjusted for inflation).<sup>22</sup> This decrease is mainly due to longer assessment periods and more substantial pension cuts for two of the early retirement schemes (see 5.10.1). Another factor is the composition of pensioner cohorts. A deeper analysis shows the impact of a higher proportion of university graduates (with correspondingly higher pensions) on the average pension level for a given cohort. The development of pension levels is to be seen, in particular, against the background of the rising retirement age in the Federal Civil Service (i.e. more years of service leading to increased pension entitlement). In future, a less marked increase in retirement age than in previous years is to be expected, accompanied by a reduction in pension levels.

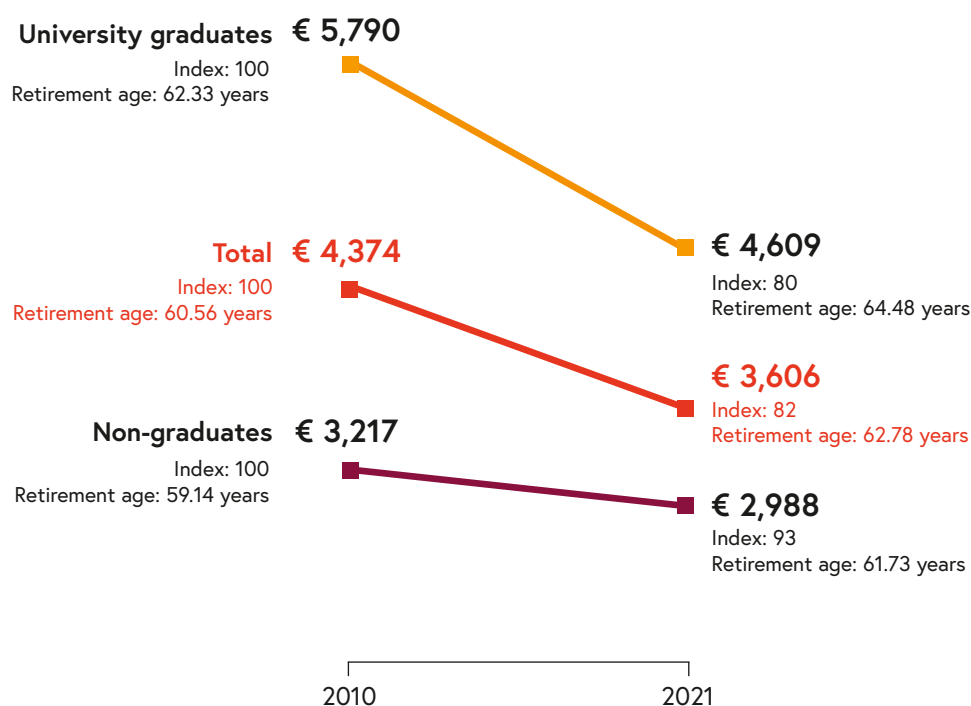
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<sup>22</sup> Data on the development of pension levels for new retirees is available as of 2010; based on the general Income Reports of the Austrian Court of Audit, the median pension level for pensioners resident in Austria was approximately €1,600 in 2019.

### 5.10.3.1 Pension levels over time, by level of qualification

A look at the qualifications of newly retired civil servants shows that reduced access to early retirement schemes and the transitional provisions between the old and new pension systems (the so-called parallel calculation method, see 6.4.1) have led to lower pension levels for university graduates in particular. This is mainly due to the fact that a significant rise in the salaries of these employees does not occur until relatively late in their careers, while the less well-paid years near the beginning of their careers have more weight the longer the assessment period is.

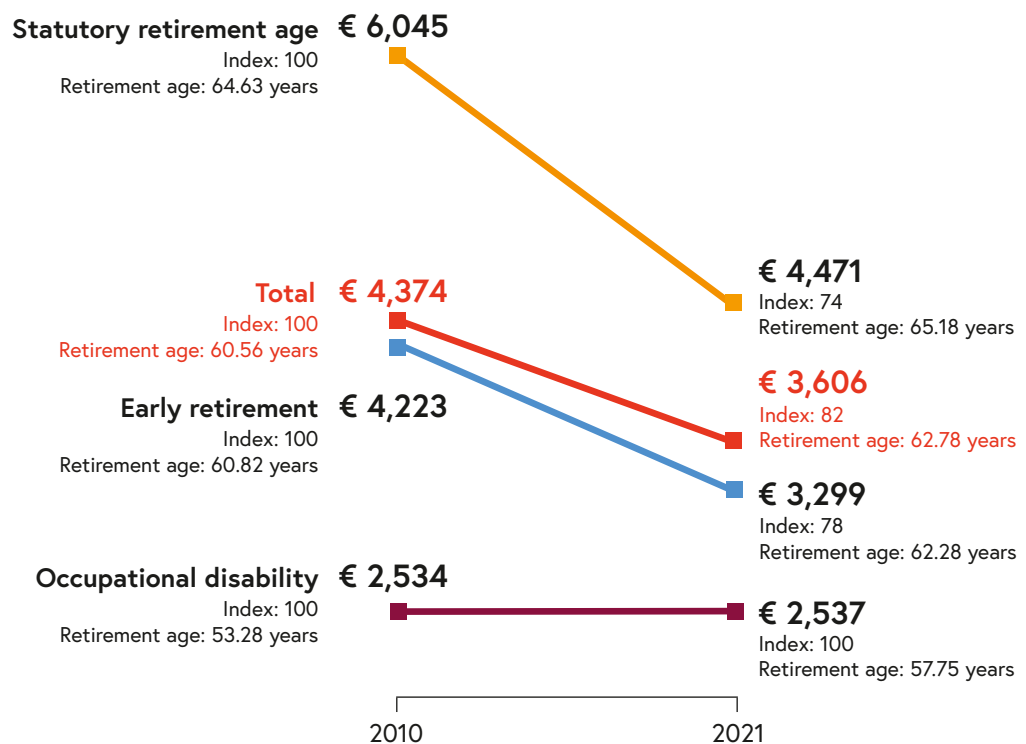
Figure 45: Pension levels over time, by level of qualification



### 5.10.3.2 Pension levels over time, by grounds for retirement

The recent changes to the pension system (see 5.10.4) have had the greatest impact on pension levels for those civil servants who retired on reaching the statutory retirement age, with pension incomes dropping across all occupational groups and qualification levels. This effect is mainly due to longer assessment periods. At the same time, the proportion of university graduates is relatively high among those retiring on reaching statutory retirement age. These employees are particularly strongly affected by longer assessment periods.

Figure 46: Pension levels over time, by grounds for retirement

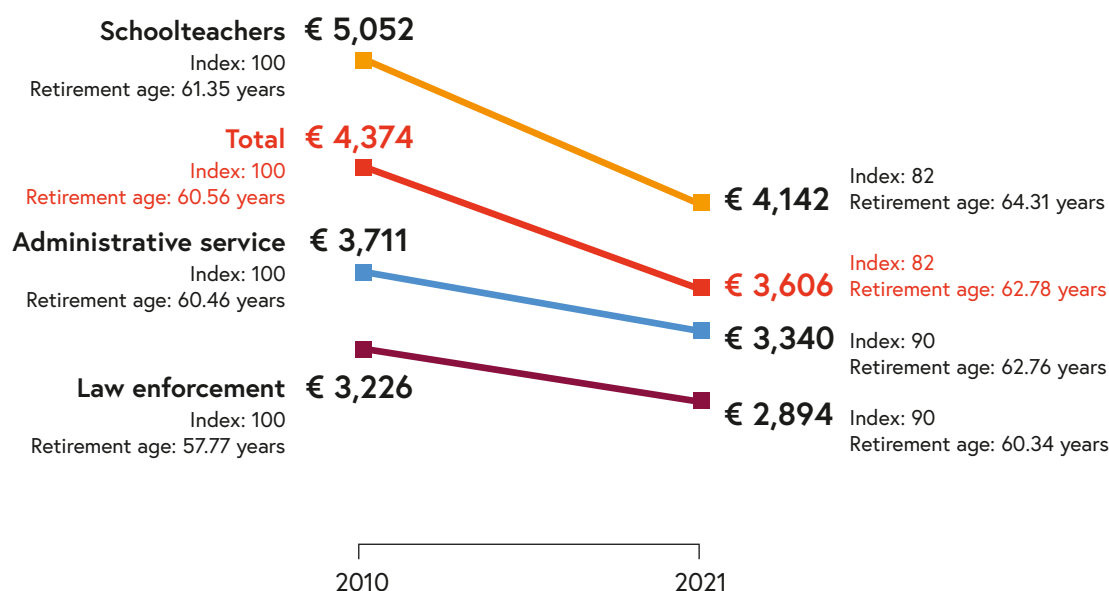


### 5.10.3.3 Pension levels over time, by occupational group

Compared to other occupational groups, the reduction in pension levels for schoolteachers is significant, a development which is mainly due to the high proportion of university graduates in this group. At the same time, the higher price of early retirement is making itself felt here, as in other occupational groups.

The rise in retirement age for the groups shown in the diagram below<sup>23</sup> is higher than the average (schoolteachers +2.96; administrative service +2.30; law enforcement +2.57). At 10 %, the drop in pension incomes is relatively small for law enforcement and the administrative service.

Figure 47: Pension levels over time, by occupational group



23 Only three groups are discussed here due to the low number of cases in the other occupational groups.

#### 5.10.4 Retirement trends over time

Due to demographic change and the growing number of older civil servants, the number of new retirements has been rising, on the whole, since 2006. The temporary decrease in 2014 and 2015 was due to restricted access to certain early retirement schemes (i.e. *Langzeitbeamtenregelung* and *Korridorpension*, see 5.10.1). Given the overall age structure, however, the number of retirements could be expected to rise again, as it did, starting in 2016; this trend is expected to continue in the years to come. In the years before 2014, too, statistical spikes followed changes in retirement legislation. The austerity packages of 1995 and 1996 (the so-called structural adjustment laws) massively affected the Civil Service. For example, the annual, percentage-based salary rise was replaced by one-off payments in 1996 and 1997, and pension cuts for early retirement were introduced. Starting in 2000, the statutory retirement age for civil servants was gradually raised from 60 to 61.5 years. In addition, early retirement pensions were reduced further (by 3 percentage points instead of 2 percentage points), and in 2001 an employment ban<sup>24</sup> was imposed on pensioners under the age of 65. Marked changes in retirement behaviour could also be observed in 2004, as a result of the so-called Federal Civil Service Social Plan Act (*Bundesbediensteten-Sozialplangesetz*). Under this legislation, Federal Civil Service employees were allowed to retire at the age of 55 with minor cuts to their pensions, but only within a time window of two years. This particular provision was reflected in above-average numbers of retirements in 2003. Since 1 October 2017, the statutory retirement age for federal civil servants has been 65, i.e. it had risen by five years as a result of the reforms implemented since 2000.

The actual retirement age, too, has continually risen since 2003, the only exceptions being the slight drops in 2011 and 2021. In 2021 the reason was a catch-up effect regarding retirements due to occupational disability. The number of these retirements had gone down in previous years due to the effects of the COVID-19 pandemic, raising the average retirement age by 0.5 years in 2020. The catch-up effect of 2021 could repeat itself in the next few years. Another reason for the lower retirement age in 2021 is the fact that the greatest rise in new retirements was recorded in the law enforcement group, which has the lowest retirement age of all occupational groups.

As mentioned above, changes in the relevant legislation have a direct impact on civil servants' retirement behaviour, specifically on the age at which they choose to retire. As a result of the various legislative measures taken, the actual retirement age of federal civil servants has risen from 58.3 years in 2003 to 62.8 in 2021.

The retirement age due to occupational disability is currently at 57.8 years, up 3.4 from 2003. Similarly, the age of early retirement for other reasons has risen by 4.4 years, to 62.3, since 2003.

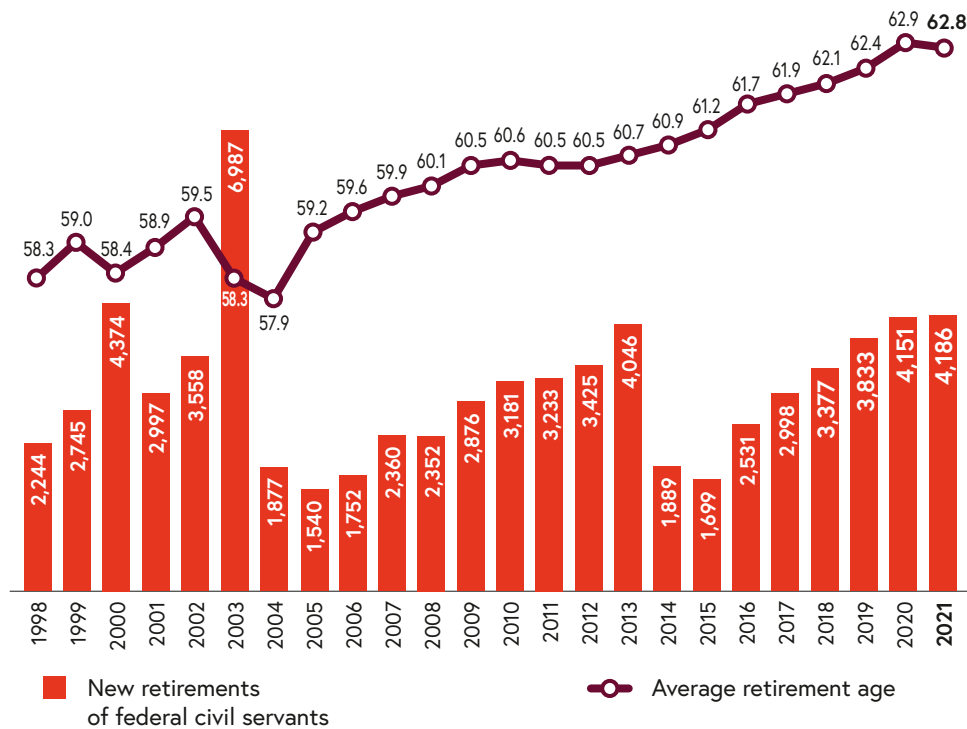
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<sup>24</sup> Pension payments are reduced in proportion to any income from gainful employment earned at the same time.

The total number of retirements has risen by 1% (+ 35 retirements) to a total of 4,186. At 57%, the proportion of early retirements has gone down 3% compared to the previous year (- 62, i.e. 2,393 retirements).

The percentage of retirements upon reaching the statutory retirement age has risen by one percentage point to 33% (+54, i.e., 1,371 retirements).

**Figure 48:** Retirement numbers and retirement age over time



**Table 28:** Grounds for retirement over time

Grounds for retirement	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021
Reaching statutory retirement age	61.0	62.4	62.1	62.0	64.1	65.0	64.7	64.6	64.7	65.0	65.1	65.2	65.5	65.5	65.5	65.3	65.2	65.2	<b>65.2</b>
Occupational disability	54.4	53.8	52.3	52.3	53.5	52.7	53.3	53.3	53.8	54.2	55.1	55.6	56.2	56.5	56.9	57.1	57.1	58.3	<b>57.8</b>
Early retirement	57.9	60.0	60.3	60.3	60.4	60.6	60.7	60.8	60.9	60.8	60.8	61.3	61.6	62.0	62.1	62.2	62.3	62.4	<b>62.3</b>
<b>Total</b>	<b>58.3</b>	<b>57.9</b>	<b>59.2</b>	<b>59.6</b>	<b>59.9</b>	<b>60.1</b>	<b>60.5</b>	<b>60.6</b>	<b>60.5</b>	<b>60.5</b>	<b>60.7</b>	<b>60.9</b>	<b>61.2</b>	<b>61.7</b>	<b>61.9</b>	<b>62.1</b>	<b>62.4</b>	<b>62.9</b>	<b>62.8</b>

Given the age structure of the Federal Civil Service (see Figures 29 and 30), particularly large age groups will be reaching retirement age in the next ten years. A massive volume of retirements, along with the associated opportunities and challenges, is therefore to be expected for that period.

For more detailed information, see the report on “[Monitoring der Beamtenpensionen im Bundesdienst](#)” (“Monitoring the pensions of federal civil servants”, in German), which is available on our website at [www.oeffentlicherdienst.gv.at](http://www.oeffentlicherdienst.gv.at), under “Publikationen”.



# 6 HR management in the Federal Civil Service

A self-responsible, motivated and performance-oriented workforce is a fundamental prerequisite for a modern, efficient Civil Service. Forward-looking human resource management depends on HR managers creating optimal conditions for staff to realise their potential to the maximum and give of their best to help 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 is vested in the competent ministers. 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 management structures. In total there are approximately 160 HR units taking the necessary decisions in personnel matters in their respective areas of responsibility, based on the applicable employment regulations and within the limits of 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 co-decision rights formerly exercised by *BMKÖS* (the ministry in charge of the Civil Service) were substantially reduced, especially regarding individual cases, in an effort to decentralise 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, a function which is still carried out by the Ministry's DG III – Civil Service and Public Administration Innovation. Its tasks include the drafting of employment and retirement legislation, HR planning and control by means of the Staffing Plan and HR audits, as well as providing expert advice in pay negotiations with the Public Service Union.

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

The implementation of measures affecting the whole of the Federal Civil Service requires comprehensive, up-to-date audits to provide information on outcomes and show 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 DG III is personnel development, particularly in areas cutting across different ministries, e.g. promoting occupational mobility, as well as large parts of in-service training.

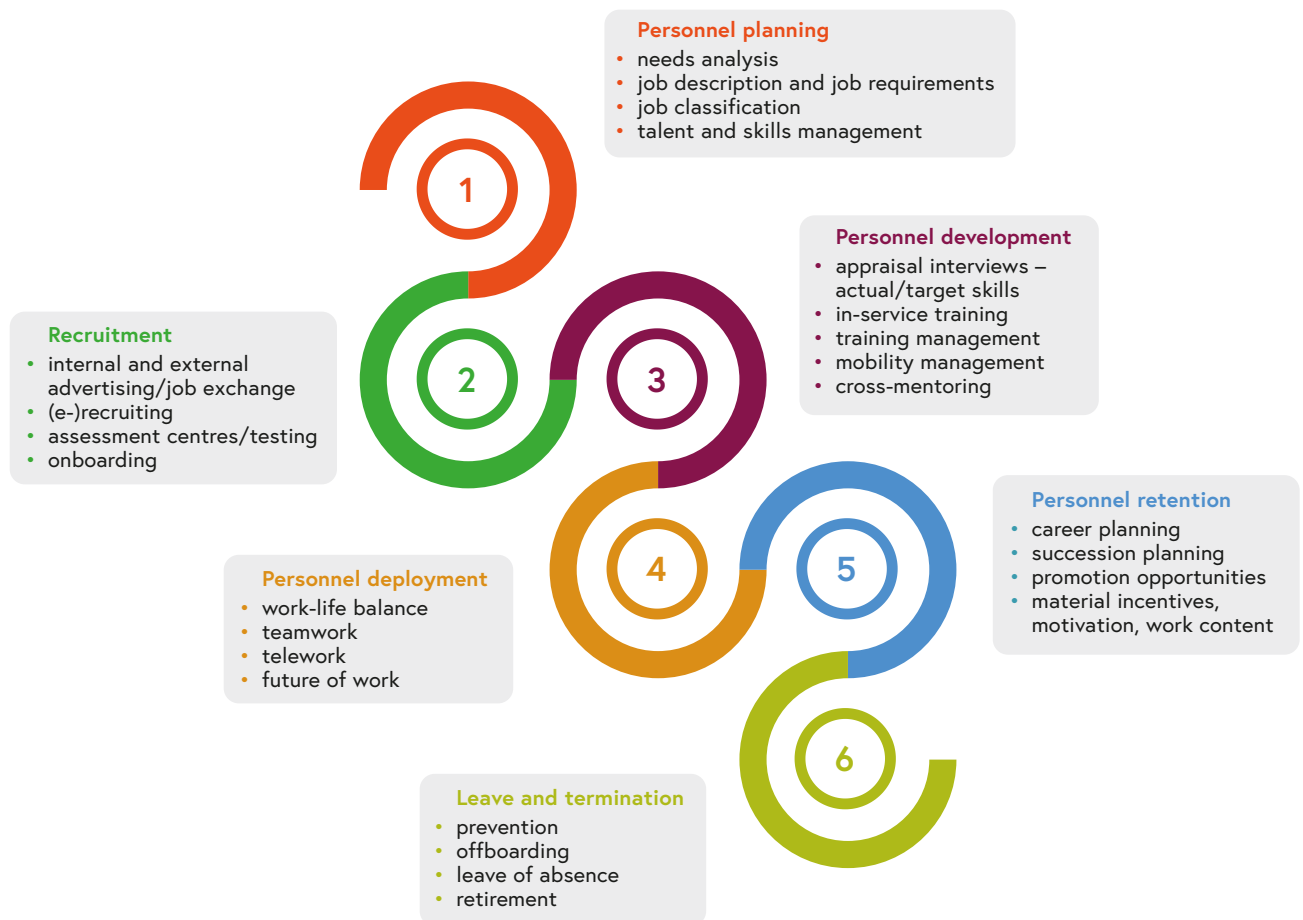
Finally, DG III also supports and advises Federal Civil Service institutions whose ideas for reform can help to make public administration effective, efficient and citizen friendly.

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 Digital HR management

Digitisation affects all areas of HR management, ranging from personnel planning, recruitment, development and deployment to retention and termination. Up-to-date HR management must recognise the potential of digitisation and create new operating models to make use of this potential. However, digitisation is not an aim in its own right but rather a means to an end, i.e. significantly speeding up processes and avoiding media disruption and the errors that follow in its wake. The only way to reach these aims is to integrate as many HR processes as possible into the Federal Civil Service's SAP system. A key role in this context is played by the electronic personnel record system (*elektronischer Personalakt – ePA*), which forms an integral part of all stages of the personnel management cycle.

**Figure 49:** The electronic personnel record system (ePA)



Source: © Unit III/8 Digital Personnel Management, BMKÖS (based on Zaugg, Robert J., *Nachhaltiges Personalmanagement*. Gabler, Wiesbaden, 2009).

The standardisation and automation of work processes reduces personnel managers' workload and increases their productivity. A key issue is promoting the digitisation of administrative processes, for example through the electronic service, with proof of delivery, of legal documents via ESS (Employee Self Service)/*Service Portal Bund*. This requires a procedural, technological and organisational framework allowing for greater flexibility in delivery modes and ensuring data sovereignty and data security. The capacity thus freed up can be redirected towards the strategic tasks of personnel management, which should increasingly focus on issues of future importance such as recruiting, onboarding, electronic training management, and outcome monitoring, making personnel management a driver of innovation and a digital pioneer in the Federal Civil Service.

As previously mentioned, the upcoming change of generations will pose a major challenge for the Federal Civil Service as almost half of its staff will retire in the next 13 years. This requires targeted approaches to increase the efficiency of personnel management. Specifically, the use of technical tools in recruiting has great potential. The standardi-

sation and automation of job descriptions and job advertisements is a key issue when it comes to filling great numbers of vacancies. Without enhanced digital support, this challenge will not be easy to meet.

Another focus is on digital onboarding, which has gained in importance in recent years, especially in the private sector. In the Federal Civil Service, too, the idea is to help new staff to get off to a good start in their jobs with the help of standardised processes and digital tools, such as mobile apps. This should provide a better experience for new entrants, help them to settle into their jobs faster, and make the Federal Civil Service a more attractive employer. A new, digital onboarding solution could soon be rolled out across the Civil Service, based on a pilot project and examples of best practice.

During the coronavirus pandemic it became evident how important it is to facilitate remote training. Collaborative tools for sharing training content and running courses in digital spaces are already in use. As regards training management in the digital age, the Federal Academy of Public Administration will continue along its way towards increased digital and blended forms of learning.

### 6.3 Employment and pay regulations

Ensuring the effective functioning of public administration is a key objective of Civil Service employment law, which provides the legal framework 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. In particular, this legislation includes the Civil Servants Employment Act (*Beamten-Dienstrechtsgesetz 1979 – BDG*) and the Civil Service Private-law Employment Act (*Vertragsbedienstetengesetz 1948 – VBG*).

Civil Service employment law regulates, among other things, the rights and duties of employees (e.g. leave, working hours, confidentiality and secrecy obligations), performance appraisals, disciplinary rules, and various formal requirements, e.g. concerning the beginning and end of employment relationships. The standards of conduct embodied in the general and specific duties of Federal Civil Service staff (e.g. the obligation to fulfil their tasks lawfully and impartially, the ban on accepting gifts, etc.) ensure the legality of public administration and thus, people's trust in the integrity and impartiality of Austria's Federal Civil Service.

In addition to employment legislation in the narrower sense, there are special laws providing for objective recruitment standards (Advertisement of Posts Act – *Ausschreibungsgesetz 1989*), granting rights of co-determination (Staff Councils Act – *Personalvertretungsgesetz*), protecting health and safety at work (Federal Civil Service Health and Safety Act – *Bundes-Bedienstetenschutzgesetz*), as well as ensuring equal

treatment at work (Equal Treatment Act for the Federal Civil Service – *Bundes-Gleichbehandlungsgesetz*), to name just a few.

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, in the Civil Servants Remuneration Act (*Gehaltsgesetz 1956*) and the Civil Service Private-law Employment Act (*Vertragsbedienstetengesetz 1948 – VBG*).

Given the constantly changing demands on a modern Civil Service, employment and pay regulations are regularly evaluated by DG III's specialists. Any necessary adjustments are negotiated at social-partner level (as is generally the case for Austrian employment legislation) and implemented by way of the Civil Service Employment Law Amendments periodically adopted by Parliament.

For instance, based on the experience of COVID-19 and the subsequent modification of general employment and tax legislation, the 2021 Civil Service Employment Law Amendment adapted the rules on telework, expressly entitling employees to compensation for any additional expenses incurred for providing the necessary technical equipment.

In addition to providing for a general adjustment of salaries, the second Employment Law Amendment of that year responded to the continuing COVID-19 situation by extending the possibility for employees at considerable risk from coronavirus to be temporarily released from work.

### 6.3.1 Preventing corruption, promoting integrity

Corruption jeopardises the rule of law, Austria's standing as a business location, and ultimately, the economic wellbeing of all members of society. Therefore DG III regularly takes action to further strengthen the integrity of public administration. Existing provisions, such as the ban on accepting gifts, are evaluated at regular intervals and adapted or expanded, if necessary.

At the sub-legislative level, a code of conduct for the prevention of corruption in public administration has been drawn up in an interinstitutional cooperation project. Entitled "The RESPONSibility rests with me – A QUESTION OF ETHICS", the code, which is valid across all ministries and all levels of government, sets out the relevant provisions of criminal law and employment law, without, however, creating any new rules itself. It directly addresses all public servants, pointing out the specific responsibilities of staff, line managers and those bearing organisational responsibility when it comes to preventing corruption. The code is meant to raise the awareness of public servants at the federal, regional and local levels of government, providing practical advice on preventing corruption and handling potential conflicts of interest. It also aims to protect the public's trust in the reliability and objectivity of public administration, as well as informing citizens of the standards they can expect of public servants.

The code of conduct is supplemented by an e-learning tool developed by DG III in cooperation with the Association of Austrian Cities and Towns, under the lead of the Federal Academy of Public Administration. This tool facilitates a flexible, interactive approach to compliance, integrity and the prevention of corruption, first and foremost for public servants but also anyone else who may be interested.

### 6.3.2 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. One of these is the European Public Administration Network (EUPAN), an informal network of the Directors General responsible for public administration in EU member states and candidate countries, as well as the European Commission. The network's aim is to help to ensure effective, efficient and high-quality systems of public administration which serve the needs and expectations of citizens.

The OECD's Public Governance Commission (PGC) is a platform for officials involved in modernising public administration in the 38 OECD member states and the European Union.<sup>25</sup> PGC's publication "[Government at a Glance](#)" provides indicators on government institutions, structures, resources and procedures. The most recent edition, entitled "Fit for the Future: Learning from the COVID-19 crisis to reinforce democratic governance", appeared in July 2021. It is available on the OECD's website at [www.oecd.org](http://www.oecd.org) under "Publications → Catalogue → Books → Governance → Government at a Glance 2021".

## 6.4 Retirement and pension regulations

### 6.4.1 Fixing the level 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, as well as all Civil Service employees on private-law contracts who were born in or after 1955, are subject to the provisions of the General Pensions Act.

Transitional provisions are in place for the remaining employees of the Federal Civil Service. Civil servants born before 1955 receive pensions in accordance with the Civil Service Pensions Act (*Pensionsgesetz 1965*), while the pensions of staff on private-law contracts

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25 <https://oecdggroups.oecd.org/Bodies/ShowBodyView.aspx?BodyID=863>

who were born before 1955 are subject to the pension regime under 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 the so-called parallel calculation method. This means that their pensions consist of two components calculated under the old and new systems, respectively, and weighted according to their years of service before and after 2005. In other words, one part of their pension is subject to the 1965 Civil Service Pensions Act while the other part is based on the General Pensions Act.

### 6.4.2 The funding of pensions

Federal civil servants (see 5.3) do not have the same kind of pension insurance as private sector workers. 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. According to the Federal Statement of Accounts for 2020, the cost of pensions for civil servants, i.e. those who worked for the Federal Civil Service or one of its agencies (excluding the Austrian Post Office, *Telekom Austria*, *Postbus*, and the Austrian Federal Railways), amounts to approximately € 4.5 bn.<sup>26</sup> Active 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 (which was € 5,550 per month in 2021).

The employer (i.e. the Federal Civil Service) pays a pension contribution of 12.55 % directly into the federal budget. Retired civil servants pay a special contribution of between 1.13 % 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(d) in 2020 or later.

On the operational level, Civil Service pensions (referred to as *Ruhe- und Versorgungs-genüsse* in legal terms) are paid out by *BVAEB*, the Insurance Fund for the Civil Service, Railways and Mining.

Civil Service staff on private-law contracts (see 5.3) have the same type of pension insurance as private-sector workers, i.e. contributions to a public pension fund are paid by both employers and employees. The balance between the contributions collected and the amount paid out in pensions is covered from the federal budget. According to Chapter 22 of the Draft Annual Budget (*Bundesvoranschlag*) for 2022, the taxpayers' contribution to the public pension system amounts to approximately € 12.4 bn.<sup>27</sup>

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26 [https://www.rechnungshof.gv.at/rh/home/home\\_1/home\\_9/BRA\\_2020\\_Zahlenteil\\_-\\_UG\\_23\\_Pensionen\\_-\\_Beamtinnen\\_und\\_Beamt.pdf](https://www.rechnungshof.gv.at/rh/home/home_1/home_9/BRA_2020_Zahlenteil_-_UG_23_Pensionen_-_Beamtinnen_und_Beamt.pdf) p. 4

27 [https://service.bmf.gv.at/Budget/Budgets/2022/bfg/Bundesfinanzgesetz\\_2022.pdf](https://service.bmf.gv.at/Budget/Budgets/2022/bfg/Bundesfinanzgesetz_2022.pdf) p. 284

### 6.4.3 Retirement age

Since 2017 civil servants (men and women alike) have retired, by operation of law, at the end of the month in which they turn 65. Until 2003, they could retire by declaration at the end of the month in which they reached the age of 61.5 years, at the earliest. Following the 2003 pension reform, the minimum age for retirement by declaration gradually rose until it reached 65 in 2017, in analogy to the corresponding ASVG rules. Retiring before reaching the statutory minimum age leads to pension cuts.

However, given the various options for retiring before reaching that age (e.g. due to occupational disability, long periods of service or hard working conditions, see 5.10.1), the actual retirement age is lower than the statutory age. Recent pension reforms<sup>28</sup> have therefore focussed on raising the actual retirement age. Eligibility for early retirement was restricted by requiring a minimum age of 62 and a minimum of 42 years' contribution-based pension entitlement for the early retirement scheme for civil servants with long periods of service (*Langzeitbeamt:innenregelung*). At the same time, the length of service required for the so-called *Korridorpension* for staff aged at least 62 was increased to 40 years, along with an increase in the associated pension cuts.

A further important step in raising the actual retirement age was tightening the conditions for a special bonus (the so-called *Jubiläumszuwendung*), which is usually awarded for 40 years of service but may be granted upon retirement after only 35 years. This latter option now only applies to staff retiring at the statutory age of 65.

The level of pensions tends to decrease as a result of longer assessment periods, which will continue to increase by 23 months on each 1<sup>st</sup> of January until 2028. As this unwelcome effect can be reduced by working longer, one key reason for civil servants to stay on until they reach the legal retirement age is to avoid cuts to their pensions.

In addition to these measures, the special pension contribution payable by retired civil servants has been reduced for those who opt to remain in active service past their retirement age. Finally, civil servants who are thinking of retiring due to occupational disability are supported in searching for alternative jobs across Austria, another step towards raising the actual retirement age.

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28 *Budgetbegleitgesetz 2011, BGBl. I Nr. 111/2010, Dienstrechts-Novelle 2011, BGBl. I Nr. 140/2011, and 2. Stabilitätsgesetz 2012, BGBl. I Nr. 35/2012*



## 6.5 HR control

### 6.5.1 The Staffing Plan and budgetary law reform

The Staffing Plan (*Personalplan*) lays down the maximum permissible number of Federal Civil Service staff for each financial year. As an annex to the Annual Budgeting Act (*Bundesfinanzgesetz*), the Staffing Plan has the force of law. For each employee, there must be funds in the Draft Annual Budget (*Bundesvoranschlag*) and an established post in the Staffing Plan. The Staffing Plan shows all the established posts available in the Federal Civil Service, defining the 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 Draft Annual Budget must not go beyond the levels for the individual budget chapters as set by 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 Federal Civil Service's 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 FTE targets to be achieved by the end of each year are adopted annually by the Council of Ministers.

Since 2009 the Staffing Plan has been integrated into the Medium-Term Expenditure Framework Act (*Bundesfinanzrahmengesetz*), so that the broad outlines (i.e. the totals for each chapter) are adopted four years in advance under a rolling system. In addition, a detailed Staffing Plan for the following year is also adopted, as in the past.

Reform projects and changing demands on public administration 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 the costs nor the overall number of established posts rise as a result. FTE targets may also need adapting following major organisational changes across different ministries.

Under Stage 2 of budgeting law reform, specifically pursuant to §§ 44 and 121 Organic Budget Act (*Bundeshaushaltsgesetz 2013*), the Staffing Plan was integrated into performance budgeting, starting with the 2013 budget. Key features of this arrangement include increased flexibility for ministries in managing their human resources, integrating staffing capacity management, in conjunction with HR management, into the unified budgeting and accounting system, as well as implementing the principles of transparency and budgetary truthfulness in the Staffing Plan.

The provisions of § 44 Organic Budgeting Act ensure that the deployment of human resources is shown in the Staffing Plan in a highly transparent way. They also ensure a high degree of truthfulness by clearly linking human and financial resources at all budget levels. By showing the number of established posts 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), the development of Staffing Plans and staffing capacity is made visible at a glance. A new supplement to the Staffing Plan, which details the deployment of capacity down to detail budgets (level 1), constitutes a further important step towards increased transparency.

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 (i.e. that on the number of established posts and that on the quality of posts) serve different purposes: the one prevents a rise in staffing capacity (i.e. FTE) while the other prevents an increase in the costs for existing staff.

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 and supreme institutions to deploy their human resources according to their needs over the course of a financial year.

The reorganisation measures of previous years and the restrictive approach to filling vacancies have made it possible to reduce the number of established posts significantly, namely by 26,633, between 1996 and 2016, not counting the posts eliminated as a result of outsourcing services to newly created agencies.

Strategic personnel planning as outlined in the government bill for the 2022-2025 Medium-Term Expenditure Framework Act is informed by the demographic structure of the Federal Civil Service, 45% of whose staff will retire in the next 13 years. The rising retirement rate will probably reach its peak in 2025, followed by a steady decline from this high level over the following years. Mindful of these demographic facts, the Federal Civil Service's staffing policy for the planning period until 2025 envisages a more or less linear continuation of current staffing levels, as well as priority measures in specific areas. This is to allow ministries a maximum of continuity and predictability in their planning and to support them in ensuring the transfer of know-how. At the same time, personnel management will be free to deploy capacity gained through retirements in areas that will be important in future.

A comparison of the outlines for the Staffing Plans for 2025 and 2021 shows a balance of 891 additional established posts (i.e. posts added minus posts abolished). This increase is mainly due to priority measures in the areas of justice (+ 55), finance (+ 54) and education (+ 747).

### 6.5.2 People with disabilities

To facilitate the employment of people with severe disabilities, eligible persons with a degree of disability of 70 % or over have been exempted from personnel reduction targets. From July 2011 to the end of 2021, staff falling within this category were recruited to the extent of 280 FTE above the level set in the Staffing Plan.

In October 2021 the federal government adopted a comprehensive “inclusion package”, which envisages numerous improvements for persons with disabilities in the Federal Civil Service. In an effort to broaden the target group, the disability threshold of 70 % is to be lowered to 60 % as of 2022. Additional measures include strengthening the position of Disability Representatives, as well as awareness raising and training. Furthermore, a Competence Centre for Inclusion in the Federal Ministry for Arts, Culture, the Civil Service and Sport is to be created, which is to function as a contact point for inclusion issues across the Federal Civil Service.

In addition, the 2012–2021 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 Social Affairs, Health, Care 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 boosting the ongoing employment drive for this target group.

Since 2007 the Federal Civil Service has consistently met the employment quotas under the Persons with Disabilities Employment Act (*Behinderteneinstellungsgesetz*), and it intends to continue leading the way in the spirit of the NAP.

Another obstacle to employing people with disabilities was removed by the 2016 Civil Service Employment Law Amendment (BGBl I Nr. 64/2016), which specifies that eligible persons must (merely) be capable of performing “the specific tasks” demanded by the job in question.

### 6.5.3 Classification of posts

Since the 1994 Remuneration Reform, each post in each occupational group, such as the administrative service, law enforcement or the military, has been assigned a so-called functional level within the respective pay scale, based on the know-how, intellectual capacity and level of responsibility required of its holder. 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, pay scale A1 (for university graduates) is divided into functional levels 1 to 9. Levels 7 to 9 (i.e. Directors and Directors General) are assigned fixed pay grades, while levels 1 to 6 of the A1 scale, as well as all functional

levels of the A2, A3, A4 and A5 scales, include a separate, function-based pay component. The amount of this functional allowance is determined by the functional level assigned to a given post. In other words, in addition to length of service, the salaries of Federal Civil Service Staff depend to a large extent on the value assigned to 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 Federal Ministry for Arts, Culture, the Civil Service and Sport. 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.

## 6.6 HR auditing

Auditing (or “controlling”<sup>29</sup>) 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 specific 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 inter-related. At the strategy development and planning stage, objectives and the means by which they can be accomplished are defined. This focus on the future leads to a better ability to cope if conditions change. The control phase involves monitoring whether objectives are being achieved and if not, identifying the reasons for this. 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.<sup>30</sup>

State-of-the-art human resource auditing supports the Federal Civil Service in optimising its deployment of personnel and the work done by its HR units. Added value is created through optimal staff deployment, as well as qualitative improvements such as increased

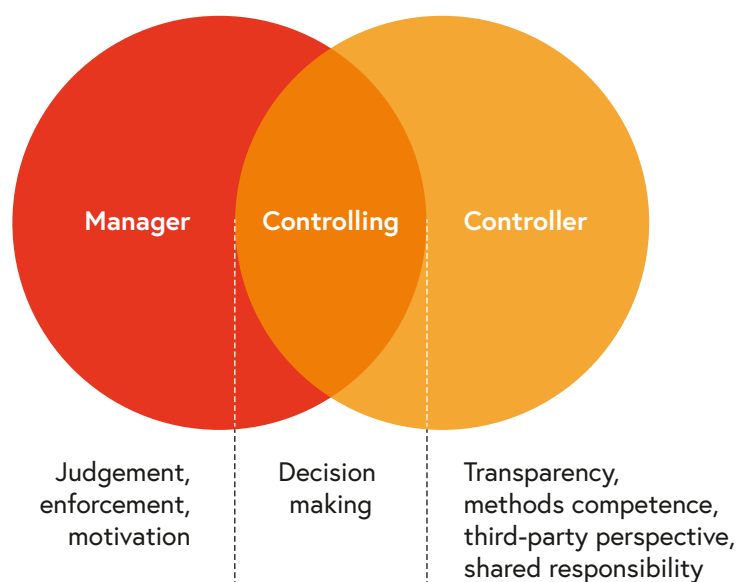
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29 The term “controlling” is used in this context in German, as well as in the English version of the paper on which the following paragraphs are based (see the next footnote).

30 Cf. the position paper “Perspective of the International Controller Association (ICV) and the International Group of Controlling (IGC)”, November 2012, [https://www.icv-controlling.com/fileadmin/Verein/Verein\\_Dateien/Grundsatzpapier/Grundsatzpapier\\_ENGLISCH.pdf](https://www.icv-controlling.com/fileadmin/Verein/Verein_Dateien/Grundsatzpapier/Grundsatzpapier_ENGLISCH.pdf)

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 needed is a future-oriented steering tool that can serve as a pilot. 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 pointing out alternative options for strategic decisions and assessing the associated risks and opportunities.

**Figure 50:** Managers and controllers



Source: Position Paper of the International Controller Association (ICV) and the International Group of Controlling (IGC), November 2012

A state-of-the-art 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 is promptly supplied, the causes and impacts of such changes 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.

Another essential feature of modern HR auditing is digital retirement forecasting based on a statistical model that allows for a long-term perspective. The targeted use of the Federal Civil Service's own IT system is an element in future-oriented HR management, supporting HR specialists in assessing future recruitment needs.

A key task of HR auditing in an environment that is becoming increasingly volatile, uncertain, complex and ambiguous (in other words, a VUCA world) is to develop suitable instruments to meet these challenges. The new technological opportunities arising from the progressive digitisation of all areas of work and life (such as big data, predictive analytics, dashboards, etc.) can and must be utilised. Several objectives are pursued in this context. First of all, true to the slogan: "You can't manage what you don't measure", increasingly greater volumes of more and more complex data need to be handled and structured. In this context, new technologies should not only make data processing more efficient but should also simplify the presentation of data (through visualisation) and its availability (via mobile applications). Another aim is to facilitate more targeted, forward-looking reporting, focussing on future developments rather than dwelling on the past. Finally, given the automation of operative tasks, the focus of HR auditing will increasingly shift towards preparing key strategic decisions. Due to the implementation of these new instruments and the resulting advantages for decision makers, HR auditing is increasingly being accepted as a tool for managing future challenges.

Key data on staff structure with a focus on the Federal Civil Service and its occupational groups is set out in the leaflet "[The Austrian Federal Civil Service. Facts and Figures](#)", which is updated yearly and is available on our website at [www.oeffentlicherdienst.gv.at](http://www.oeffentlicherdienst.gv.at), under "*Publikationen*".

## 6.7 Recruitment and mobility

### 6.7.1 An attractive employer

The Federal Civil Service's ability to recruit and retain staff depends on its attractiveness as an employer, which is key to the commitment and motivation of its employees and, consequently, 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. Employees derive a great deal of motivation from their day-to-day work and from feeling that they are doing a good job. They know what their managers expect of them, find their tasks meaningful, and appreciate the freedom to work independently.

The image of the Civil Service is often characterised by prejudice and generalisation. However, the better informed people are about its tasks and activities in individual

areas, the more differentiated and positive their perception of the Civil Service as a whole will be. The web services provided by DG III are instrumental in spreading targeted information on the various occupations in the Federal Civil Service. New content is continually being added, and the growing interest in these services is evidenced by growing numbers of users.

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:

- work that is both meaningful and challenging – involving no less than the wellbeing of Austria's population and the future development of the country;
- a high degree of social responsibility (e.g. women's quotas, compliance with employment targets for 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 diverse range of work areas, facilitating job changes within the Federal Civil Service and promising an interesting career.

### **6.7.2 [www.jobboerse.gv.at](http://www.jobboerse.gv.at) – the Job Exchange of the Republic of Austria**

The Job Exchange of the Republic of Austria comprehensively supports ministries in their recruiting processes, enabling them to benefit from the synergy of this shared service. All current job advertisements can be accessed via the newly designed website [www.jobboerse.gv.at](http://www.jobboerse.gv.at). Direct online applications are possible in many cases. Once an applicant's profile has been set up, it can be used in all further job applications. To speed up the process of completing application forms, CV parsing, which enables the transfer of CV data by mouse click, has been available since 2020. Recruiting institutions, too, benefit from streamlined applications, as these facilitate the efficient handling of large-scale recruitment exercises, which are common in law enforcement, for example.

Since 2012, the number of online job applications received per year has risen to more than 30,000. This is due to growing acceptance on the part of applicants and recruiting institutions alike. Online applications via the Job Exchange are meanwhile being accepted, to varying extents, by all federal ministries.

### 6.7.3 Computer-based testing and modern personnel selection methods

Modern recruitment practices include state-of-the-art personnel selection procedures. A computer-based testing system for selection purposes (e.g. screening, aptitude tests, selection of apprentices) is available to Federal Civil Service institutions, as well as regional and local government. The benefits in terms of time and staff resources are considerable: automated processing reduces the amount of time required and the likelihood of errors; in addition, computer-based testing opens up new possibilities regarding testing methods and the skills that can be tested. 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 large numbers of applicants, which reduces the need for additional procedures (such as interviews or selection boards) to identify the best candidates. Thanks to the wide range of options available for combining high-quality tests into tailored test packages for different categories of staff, a broad preliminary selection is equally feasible as a targeted, specific selection. By utilising digital services such as online assessment and video interviews, the entire application and selection process can be carried out remotely, an advantage which has proved particularly important in view of the COVID-19 pandemic.

Under a framework agreement with the Federal Civil Service, the computer-based testing system is available to regional and local government, as well as other public-sector bodies, for state-of-the art, high-quality recruiting at reasonable prices.

### 6.7.4 Mobility

#### 6.7.4.1 Mobility within the Federal Civil Service

Mobility within the Federal Civil Service serves 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 or moving to a different part of the country. Changes in personal circumstances and additional qualifications gained while in service are playing an increasingly important role in this context.

Under the heading of age-appropriate jobs, mobility is also key to retaining staff longer and in good health, as it can facilitate reorientation in response to changed individual circumstances or capabilities.

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



With a staff of about 136,000, the Federal Civil Service is by far the country's largest employer, offering a wide range of diverse career options. This also makes it an attractive employer, a competitive advantage well worth highlighting in its public presentation and personnel marketing.

#### 6.7.4.2 International mobility

##### EU JOB Information

Under the heading of "Shaping Europe Together", the team of the EU JOB Information Service informs citizens and public servants about career opportunities in the institutions and agencies of the European Union. Interested candidates are addressed via the website [www.jobboerse.gv.at/eujobs](http://www.jobboerse.gv.at/eujobs) and at the career fairs which the EU JOB Information Service regularly attends. Tailored information events on specific selection procedures are held in cooperation with various partners (such as EU institutions and universities), also via video conferencing. Information on current selection procedures, internships and events is provided to over 11,900 subscribers in regular newsletters.

The EU JOB Information Service also supports individuals undergoing the complex competitions organised by the European Personnel Selection Office (EPSO) on behalf of EU institutions. A great number of applicants make use of the webinars, individual counselling, and video-based coaching services on offer for all stages of these competitions.

As at April 2022, 482 Austrians (permanent officials as well as contract agents and seconded national experts), including one Director General, three Deputy Directors General and ten Directors, were working at the European Commission, a number roughly proportional to Austria's share in the EU's total population (currently 2%). Furthermore, there were 34 Austrian Heads of Unit and one Austrian heading a Commissioner's Cabinet. About 40 Austrians were working for the Commission and other EU bodies as seconded national experts.

Due to restructuring plans, EPSO has not announced a general competition for university graduates of all subjects (i.e. administrators/AD) since 2020. However, it has run special selection procedures for assistants (AST), e.g. secretarial and ICT staff, as well as university graduates for specific areas, such as EU law, the foreign service, German translation, agriculture, data protection, chemicals policy, anti-corruption, health and food safety, structural reform/Schengen, maritime matters, auditing, and ICT.

Successful candidates are supported in finding employment with an EU institution by Austria's Permanent Representation to the European Union (*BMKÖS* Unit), if they so wish. The same support is available to national experts wishing to be seconded to an EU body.

To further boost the share of Austrians in EU institutions, an inter-ministerial project was launched at the level of Secretaries General in February 2022. The project is managed by the Federal Chancellery and the Federal Ministry for Arts, Culture, the Civil Service and Sport (EU JOB Information).

For more detailed information, see [www.jobboerse.gv.at/eujobs](http://www.jobboerse.gv.at/eujobs).

## Internships

Exploring different work methods, organisational structures and ways of thinking boosts staff's motivation, innovative potential and mobility. That is why DG III supports internships abroad as part of bilateral exchange programmes with seven partner countries. In addition, public servants can do internships in suitable areas of specialisation at the European Commission (NEPT and EPTA programmes) and the General Secretariat of the Council each year.

First-hand reports by participants in past programmes are available on our website, to help interested staff members in choosing the right internship.

For more information, see [www.oeffentlicherdienst.gv.at](http://www.oeffentlicherdienst.gv.at), under „*Moderner Arbeitgeber* → *Personalentwicklung* → *Praktika*“.

## 6.8 Staff development

Staff development in the Federal Civil Service, being the responsibility of individual ministries, is generally organised in a decentralised manner. DG III hosts regular meetings of ministries' staff development experts, which provide a platform for networking and exchange of experience, know-how and good practice, supporting them in implementing high-quality, strategic staff development programmes. This cooperation is particularly helpful when it comes to coordinating measures in areas that concern all Federal Civil Service staff across ministry boundaries.

Moreover, the results of international cooperation within the European Public Administration Network (EUPAN) are also discussed at these platform meetings.

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 [oeffentlicherdienst.intra.gv.at](https://oeffentlicherdienst.intra.gv.at), under "Moderner Arbeitgeber" and "Personalmanagement".

### 6.8.1 Initial and further training

Training is a central element of staff development. Planning and implementing training measures is the responsibility of the HR departments of the individual ministries, some of which have set up specialised training units. Although training for Civil Service staff is regulated by §§ 23 ff Civil Servants Employment Act (*BDG*), 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 seen as 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 law. 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, is more than just a catch phrase and has a vital role to play.

#### 6.8.1.1 In-service 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 overall strategic importance.

Special initiatives have been launched in recent years in connection with the so-called Bologna process. Several bachelor and master programmes have been established in cooperation with universities of applied sciences, such as the “Public Management” and “Tax Management” courses offered by *FH Campus Wien*, and “*Polizeiliche Führung*” (Police Management) at *FH Wiener Neustadt*. A degree course on Military Leadership (“*Militärische Führung*”) is offered by the military academies.

#### 6.8.1.2 The Federal Academy of Public Administration

The Federal Academy of Public Administration was founded in 1976. In organisational terms, it is a unit of DG III. 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 support of the Federal Civil Service as a whole:

1. professionalisation, i.e. providing staff with the skills and qualifications they need to carry out their duties and optimise their work processes;
2. upgrading professional and personal skills, i.e. supporting staff in developing and optimising their careers in line with the Federal Civil Service’s staff development needs; as well as
3. promoting organisational development by building skills and know-how in areas of specific relevance to 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 about 20 thematic areas, as well as more extensive training courses combining modules from different areas to convey a broad range of skills and know-how. Additional services include tailor-made training for specific target groups, and individual coaching. For further information, see the Academy’s website at [www.vab.at](http://www.vab.at).

At the beginning of 2020, an electronic training management system (*elektronisches Bildungsmanagement – E-BM*) was introduced at the Federal Academy of Public Administration. *E-BM* is an SAP-based application which allows ministries to digitally connect learners from different institutions to internal or external training programmes. The entire registration process is handled electronically via *Portal Österreich*, making paper-based application forms and printouts redundant. The fully automated process, including the automated processing of registrations, saves resources. *E-BM* is to be rolled out throughout the Federal Civil Service.

Immediately after the beginning of the first COVID-19 lockdown in the spring of 2020, intensive work on creating online training opportunities was launched. This involved adapting training content and times, as well as modifying teaching approaches. Major challenges have included the varying quality of the IT equipment used by staff working from home, as well as ministries’ differing IT security policies, which have made the use of certain online training tools difficult or even impossible.

In April of 2022, in the third year of the pandemic, in-person training will resume at the Academy. Nevertheless, the trend towards digitisation and remote learning continues, as this flexible mode of training is highly compatible with learners' needs and circumstances. Among other benefits, remote learning eliminates the need to travel to or from course venues, which makes particular sense for more extensive forms of training, e.g. language courses, which tend to be held in weekly units of 90 minutes.

Even though the Academy's online training policy has been met with broad acceptance, certain challenges remain as not all content is suited to online teaching, and networking among participants is more difficult than in person.

Achieving a balanced, target group-friendly mix of remote and (safe) in-person training will be a key challenge for the Federal Academy of Public Administration, particularly in the second half of 2022.

### **6.8.2 Knowledge management – a mainstay of innovative and forward-looking public administration**

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.

As knowledge management can be seen as an integral part of organisational and personnel management in all ministries, a Federal Civil Service Knowledge Management Strategy was launched in 2012. In addition to documenting the various approaches and aligning them towards common objectives, the Strategy also defines concrete measures for the implementation of these objectives. The Federal Civil Service is currently faced with the challenge of demographic developments and the need to adapt its staff structure accordingly. Knowledge management is one of the tools that can provide valuable support here, especially with regard to knowledge retention when staff change or leave.

To promote exchange across ministries and among the different levels of government, knowledge managers come together twice a year (in person, remotely or in hybrid form), debating current issues and new developments in the field and their application in public administration.

The Knowledge Management Platform provides a discussion forum on applied knowledge management within and outside the Federal Civil Service, with the aim of promoting the development of knowledge management in practice.

At Platform meetings, academics and practitioners report on solutions and strategies for the introduction and development of knowledge management that have been successful at national or European level. In addition, these meetings are an important opportunity for participants to share examples of good practice and learn from each other, developing the guiding principles and instruments of knowledge management in different organisational contexts. The presentation of new IT tools and services rounds off the programme.

#### **6.8.2.1 Guidelines and Toolbox 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, which aim to enable staff to analyse, design and implement knowledge management processes in their respective organisations. A comprehensive Knowledge Management Toolbox provides a good overview of knowledge retention instruments, both tried-and-tested and innovative. Finally, the Guidelines also help to clarify and standardise the terms and concepts used in the discourse on knowledge management, with the aim of creating a shared awareness and understanding of the issue.

#### **6.8.2.2 The Digital Knowledge Management Platform**

The Digital Knowledge Management Platform (*digitale Plattform Wissensmanagement – eWM*) was created in 2020 as an additional tool to intensify inter-ministerial exchange on the subject, and to supplement the relevant training and counselling provided by the Federal Academy of Public Administration.

The eWM platform is intended to

- intensify exchange on the subject of knowledge management among public administration, academia and business, in conjunction with civil society;
- establish a National Contact Point for knowledge managers; and
- provide an opportunity for all interested parties to participate in this exchange and benefit from the resulting synergy.

#### **6.8.3 New ways of working together through flexible work arrangements**

Progress in ICT has opened up new possibilities as to where, when and how to work, leading to various flexible work arrangements and new forms of work. As flexible arrangements regarding both time (i.e. flextime) and place (i.e. telework) had long been used in the Federal Civil Service, it was possible to draw on past experience when working from home was comprehensively introduced during the coronavirus pandemic.

Scientific studies show that new forms of work involving flexibility of time and place can improve the conditions, the results and the quality of work. Employees benefit from a greater sense of autonomy regarding when, where and how they work, and from being better able to balance work and personal life. Other positive aspects include reduced commuting time and being better able to work to their own rhythm. Organisations and management benefit from increased productivity as a result of fewer interruptions and higher commitment.

On the other hand, care must be taken when implementing new work arrangements to secure their positive effects and avoid or limit possible negative impacts, such as increased work intensity or a blurring of the line between work and personal life. From the employer's point of view, clear rules are required to ensure appropriate work organisation and satisfactory results.

Further information on the subject is available at [www.oeffentlicherdienst.gv.at](http://www.oeffentlicherdienst.gv.at) under "Moderner Arbeitgeber – Home-Office", and in the publication "New Way of Working in Public Administration" under "Moderner Arbeitgeber – Personalentwicklung – Internationale Zusammenarbeit".

#### 6.8.4 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 the work situation 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, taking into account the objectives of the organisation and the specific talents and abilities of the employee. Jointly agreed objectives and a clear definition of the employee's contribution to the organisation's overall performance allow staff to experience the concept of outcome orientation on a personal level. Jointly agreed tasks and objectives are key elements of cooperative leadership as mandated by Civil Service employment law, which are becoming even more important against the background of flexible forms of work. If managers succeed in asking neither too much nor too little of individual staff members and take account of any limitations on their ability to perform, they can also make an important contribution to 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 concerns training needs in connection with new tasks or a changed work environment, as well as 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, and complemented by a team meeting. Placing the appraisal interview in this broader management context makes it more acceptable to staff and more useful to the organisation. For instance, it can make a valuable contribution to the knowledge

management process, i.e. identifying, sharing and retaining essential knowledge within the organisation.

To help in preparing for appraisal interviews and team meetings, guidelines have been developed in cooperation with federal ministries' staff developers. While the appraisal interview cannot replace high-quality leadership on a day-to-day basis, it can effectively support this process.

### 6.8.5 Cross-Mentoring in the Federal Civil Service

The Cross-Mentoring Programme launched in 2005 targets motivated, career-minded women employees. This personnel development tool helps participating Federal Civil Service staff to take stock of where they stand, and to progress from there towards 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 in tandem with their mentors, mentees also have the opportunity to network with each other across ministry boundaries, be it at workshops and networking events or, on a smaller scale, in (online) peer group exchanges on specific topics. The Cross-Mentoring Programme is continually being evaluated and improved to meet the needs of mentors and mentees as closely as possible. During the pandemic much of this has been done via videoconferencing.

Approximately 1,370 mentors and mentees went through the programme between 2005 and 2021. The mentors, many of whom have participated more than once, have shown great commitment, stressing the value of passing on their experience while expanding their own leadership skills.

For more detailed information, as well as a video on the subject, visit [www.jobboerse.gv.at](http://www.jobboerse.gv.at) under "Aufstieg → Cross Mentoring → Was ist Cross Mentoring?".

### 6.8.6 Health management

#### 6.8.6.1 Healthy workplaces for all ages

The importance of systematic health management in the Federal Civil Service is underlined by the rising average age of its employees and the efforts being made to retain them as long as possible and keep them in good health.

Comprehensive data on various aspects of this complex issue is presented in two publications by DG III which lay the foundation for specific health management measures to be taken by ministries and other Civil Service institutions: "Gesundheitsmanagement und



*Fehlzeiten im Bundesdienst*” (“Health management and lost working time in the Federal Civil Service”) and *“Handlungsfeld Demografie im Personalmanagement*” (“Demographic challenges in HR management”).

These publications, along with further information on the topic and practical examples from individual ministries, are available at [www.oeffentlicherdienst.gv.at](http://www.oeffentlicherdienst.gv.at) under “*Moderner Arbeitgeber → Personalentwicklung → Gesunde Arbeitsplätze → Gesunde Arbeitsplätze für jedes Alter*“. In addition, there are links to various initiatives, to the fit2work programme, and to the NESTORGOLD seal of quality for employers providing age-appropriate workplaces.

#### **6.8.6.2 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. Evaluating levels of mental stress in the workplace helps to improve the prevention of stress and hazards and to raise awareness of the issue in the Civil Service. Possible sources of stress include the nature and design of work tasks, workflow, work organisation and the work environment, as well as the overall organisational climate. Based on the analysis of stressful working conditions by means of standardised tools and procedures, targeted measures for the comprehensive improvement of working conditions can be developed.

For further information, see the website of the Labour Inspectorate at [www.arbeitsinspektion.gv.at](http://www.arbeitsinspektion.gv.at), under “*Gesundheit → psychische Belastungen*”.

## 6.9 HR management platforms

### 6.9.1 The Civil Service website

On its website, [www.oeffentlicherdienst.gv.at](http://www.oeffentlicherdienst.gv.at), DG III provides an overview of the many activities in its area of work.

In addition to a general introduction to public administration in Austria, the Federal Civil Service and the rules governing it, the website also presents a range of staff development measures. The section on Public Administration Innovation showcases various initiatives and sets out the guiding principles of performance management, so that Austria's system of public administration continues to be among the most modern in Europe. Finally, the comprehensive training programme of the Federal Academy of Public Administration is accessible via the Civil Service website.

### 6.9.2 Expert conferences of the regions

DG III represents the Federal Civil Service at the annual HR management conferences organised by Austria's regions. At these events, experts from regional government meet to exchange information and experience on current issues in the fields of personnel management and development. The Federal Civil Service also uses these platforms to present shared services in the field of human resources. In the past these have included cooperation opportunities such as the Civil Service Job Exchange, computer-based testing for personnel selection, the Cross-Mentoring Programme, and the Civil Service Staff Survey.

# 7 Strategic performance management and outcome orientation

Since 1 January 2013, the management of public administration at federal level has increasingly been based on the effects of its actions on society. The introduction of the principle of outcome orientation in the Federal Constitution and the associated departure from the former focus on financial and staff resources have heralded a paradigm shift in public administration management.

The principles of outcome orientation must be observed in implementing the federal budget, with particular regard to the objective of actual equality between women and men, as well as transparency, efficiency, and the most faithful possible portrayal of the federal government's financial position.

Actions produce outcomes which unfold in the short, medium and long term. However, while actions can be controlled directly, their outcomes also depend on the surrounding circumstances. In times of technological revolutions and increasing globalisation, the only constant is change. Any system based on outcomes must therefore be flexible enough to adapt to changing conditions; but at the same time, it must also be stable enough to be manageable. Austria's approach to managing its federal public administration is based on these prerequisites. The instruments applied in this context are adapted to changing conditions (see 7.1). Existing strategies and high-level objectives are taken into account within the system (see 7.2). The continuous development of the system as a whole is essential for the stability of the two instruments provided by law for the operative implementation of outcome orientation in federal public administration: performance management (see 7.3) and regulatory impact assessment (see 7.4).

## 7.1 Instruments and international context

Implementing the guiding principle that decisions should focus not only on actions but also on their outcomes makes complex and challenging demands on organisations. Performance management – i.e. the planning of policy measures based on objectives and outcomes – is public administration management at its best.

The conditions determining governments' decision-making options change, as do the ends to which management instruments are used. When the first performance management systems were implemented in the 1980s and 1990s, the ideology of slim, frugal

public sectors was front and centre. In recent years and decades, however, the focus has shifted towards seeing performance and outcome orientation as a valid approach in its own right. The Austrian model, which was fully implemented in 2013, is part of this second phase. Learning from international experience has made it possible not only to initiate a culture change at national level but also to gain global respect as an example of best practice.

The strategic development of performance management approaches is a key factor in their success; the focus here is not only on the international context but also on overarching reform initiatives. The instruments used for their operative implementation must reflect the latest findings of research and practice, which are currently to be found in the areas of better regulation and evidence-based policymaking. Initiating and participating in projects within the framework of international and supranational organisations, such as the OECD and the European Union, is highly relevant to the continuous development of national instruments.

Seen from the employees' point of view, the shift in public administration management from resources to outcomes is a culture change that affects the entire staff of the Federal Civil Service, in different ways and to varying extents. Key challenges in this context include adapting organisational and communication structures and processes, as well as developing managerial competence at all levels. Special skill and mindfulness are required to shape and lead change processes and bring organisational architecture and design in line with new demands. Tried-and-tested skills, such as management by objectives and the use of audit information in decision-making processes, are central to outcome-oriented public administration management but may, in part, need re-interpreting. Special attention is also needed where joint responsibility is shared between separate spheres of competence. For example, systematic communication must be established between those responsible for budgetary matters and those responsible for performance auditing within organisational entities. Generally, the management qualities called for are those enabling managers to assess their own actions in terms of their effects (and side effects) and to lead the entities entrusted to them efficiently and effectively.

## 7.2 Taking account of high-level strategies

Strategic performance management means, on the one hand, that the instruments for its operative implementation should be aligned with international and supranational developments, as outlined above. On the other hand, the system should allow for strategies already in place at national level to be taken into account. This concerns international strategies (e.g. the United Nations' Sustainable Development Goals), European strategies and programmes (e.g. the Europe 2020 Strategy, along with the corresponding National Reform Programme and National Recovery and Resilience Plan), as well as cross-cutting

national requirements (e.g. Austria's Strategy for Research, Technology and Innovation, its Digital Action Plan, or the objective of actual equality between women and men).

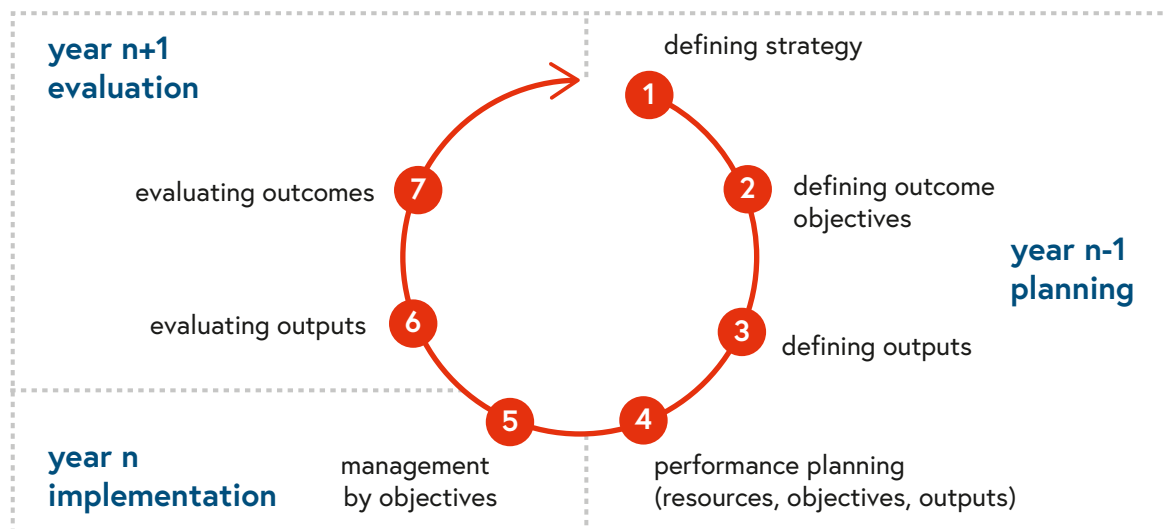
The objective of actual gender equality and its implementation within the framework of outcome orientation is a good example of why it is important to integrate high-level strategies into management systems and how this can be achieved. When it comes to policy areas such as the labour market, education, or balancing work and family life, several ministries and other government bodies must cooperate in order to remove existing discrimination, do away with setups that run counter to gender equality, and prevent new discriminatory structures from evolving. As a result of the legal obligation on all players to define equality objectives and take appropriate measures, the issue is receiving more attention. Thanks to the subsequent process of coordinating the different equality specifications, it is possible to pursue the overall objective of actual gender equality across ministerial boundaries.

Integrating inter-organisational strategies into management systems is no easy feat. Especially in public administration systems characterised by a high degree of ministerial autonomy, it poses a challenge for management and personnel development. After all, employees must not only be permitted to act across ministerial boundaries – they must also acquire the necessary skills and abilities to make a success of it.

### 7.3 Performance management in public administration

Not only do international, supranational and national strategies have a considerable influence on the overall orientation of performance management, they also form the starting point of the performance management cycle. After all, the specifications to be planned at this stage are laid down in the annual and medium-term federal budgets, showing the current and future priorities of ministries and other government bodies.

Figure 51: The performance management cycle in public administration



The performance management cycle shows how government bodies put the principle of outcome orientation into practice. They do this in three steps: **planning** outcome specifications, **implementing** the planned measures, and **evaluating** their success.

At the **planning** stage, each government body draws up a multiannual strategy each year and sets it out in the Strategy Report on the Medium-Term Expenditure Framework Act (*Bundesfinanzrahmengesetz*). In a next step, this strategy is specified in concrete terms for the following financial year by means of outcome objectives, indicators and outputs laid down in the Annual Budgeting Act (*Bundesfinanzgesetz*). Outcome objectives describe the intended effects on society. Indicators are used to make these effects measurable. The term “outputs” refers to the specific policy measures through which outcome objectives are to be achieved. After the planning stage, outcome objectives, indicators and outputs are subject to quality assurance by the Federal Performance Management Office at *BMKÖS*, before being made available to Parliament and the interested public to show the general strategy and specific priorities each government body intends to pursue in the following financial year.

The **implementation** of these priorities throughout the year is ensured within the different government bodies by means of operative work plans setting out the resources, objectives and outputs for the following four financial years. It is the iterative process of developing these plans that is particularly useful as objectives are negotiated at different levels of the hierarchy, ultimately breaking down outcome objectives to the performance objectives for individual staff members.

In addition to planning and implementation, the **evaluation** of what has been achieved plays an important role in the system. Measures are evaluated at regular intervals so that deviations can be recognised and timely corrective action can be taken. However, the evaluation of outputs alone says nothing about whether these have had the desired effect in society. This requires the evaluation of outcome objectives. The conclusions drawn from this evaluation show the potential for increasing the effectiveness and efficiency of the outputs delivered. Finally, the evaluation results are integrated into future strategy, which completes the cycle and starts the next round.

The insights from the evaluation process are not only made available to the respective government body. Like the Annual Budgeting Act, the Evaluation Report, too, is discussed in Parliament each year, once it has been compiled by the Federal Performance Management Office. In the interests of transparency, the Report is also made available to citizens, in printed and electronic form, and in an interactive version on [www.wirkungsmonitoring.gv.at](http://www.wirkungsmonitoring.gv.at)<sup>31</sup>.

Federal Civil Service staff are key players in the performance management cycle as it is they who do the planning, implementing and evaluating. A key role in this context is played by the legally mandated appraisal interviews, where employees' contributions to achieving the relevant outcome objectives are defined. In this way, a comprehensive management system is created that allows for the highly condensed outcome objectives laid down in the Draft Annual Budget to be cascaded downwards, to the objectives set at the levels of DGs, units and individual posts. This ensures that each employee's contributions towards achieving the overall strategic objectives and current priorities of government are made transparent, which can be a key motivational factor. But it is also vitally important to provide Federal Civil Service staff with the necessary means to make performance management possible. In the broadest sense, this includes all the skills needed to ensure the efficient and effective implementation of policy measures by means of state-of-the-art digital processes, tools and infrastructures.

2021 marks the ninth year in which outcome orientation has been implemented in Austria. As in previous years, the system has again been developed further, based to a large extent on the recommendations following an external evaluation of Austria's

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31 Accessible in Firefox.

budgeting law reform.<sup>32</sup> This study, published in 2018, is complemented by another study, commissioned at the same time, on the implementation of outcome orientation in public administration management.<sup>33</sup> According to this latter study by the Hertie School of Governance (published in 2019), Austria, which used to lag behind in the OECD's Performance Budgeting Index, has managed to catapult itself into the frontrunners' group by implementing its budgeting law reform. However, the study also points out that, although the potential and the added value of this tool are now generally recognized, the underlying objectives have not yet been sufficiently achieved. This is a mandate for the Federal Performance Management Office to continue examining and implementing ways of optimizing Austria's chosen approach. Work is currently underway on an even more professional presentation of the evaluation results on outcome specifications; the newly designed website [www.wirkungsmonitoring.gv.at](http://www.wirkungsmonitoring.gv.at)<sup>34</sup> is to be launched in the first quarter of 2023.

## 7.4 Regulatory impact assessment (RIA)

The Federal Civil Service implements the outcome objectives laid down in the Annual Budgeting Act by means of concrete measures. The primary tools used to achieve the desired societal outcomes are laws, regulations and major government projects. Regulatory impact assessment is an essential instrument in this context, helping to align individual actions and decisions with overall strategy, highlighting the contribution of individual regulatory and other projects, showing possible impacts (both desirable and undesirable) on other policy areas, as well as the resulting costs. This shows that both performance management and RIA form part of a combined approach. They operate at different levels, but their instruments are interlinked, the aim being to further improve the effectiveness and efficiency of government action. As in performance management, the key steps in the RIA process are planning, implementation and evaluation.

As early as at the **planning** stage, the impacts of laws, regulations and major projects are systematically examined. The first step is to state why government action is needed. This involves clearly outlining the underlying problem, based on facts and figures, so that it makes sense even to non-experts. In the next step, the objectives are formulated, showing which societal outcomes are to be achieved. These outcomes must be made verifiable by means of indicators. But regulatory and other major projects are not only policy measures in their own right, they also comprise a number of (sub-)measures. These, too, must be presented and made verifiable by means of indicators or milestones.

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32 "Externe Evaluierung der Haushaltsrechtsreform des Bundes im Jahr 2017", [https://www.bmf.gv.at/dam/jcr:8b785d11-8118-4deb-bf84-1e0c6a1291de/Endbericht\\_Externe\\_Evaluierung\\_Bundeshaushaltsgesetz\\_April\\_2.pdf](https://www.bmf.gv.at/dam/jcr:8b785d11-8118-4deb-bf84-1e0c6a1291de/Endbericht_Externe_Evaluierung_Bundeshaushaltsgesetz_April_2.pdf)

33 [https://oeffentlicherdienst.gv.at/wp-content/uploads/2023/02/WO\\_Fokusstudie\\_II\\_2.pdf](https://oeffentlicherdienst.gv.at/wp-content/uploads/2023/02/WO_Fokusstudie_II_2.pdf)

34 Accessible in Firefox.



This is followed by the assessment of the desired impacts, as well as any unwelcome ones. The following policy areas (referred to as “impact dimensions”) are examined with regard to possible significant impacts: financial and environmental impacts, impacts on consumer protection policy and the economy as a whole, impacts on small and medium-sized enterprises, administrative costs for individuals and businesses, social impacts, impacts on children and young people, impacts on actual gender equality. This allows for a 360-degree view of the impacts to be expected. Once RIA is finished, the Federal Performance Management Office carries out quality assurance and finalises the report, so that it provides a suitable basis for decision-making by Parliament and government.

No later than five years after the **implementation** of a project, the relevant RIA is **evaluated**. At the internal level, the actual costs and outcomes are compared to the original expectations. This comparison yields valuable information on the assumed correlations between outputs and outcomes and any potential for improvement. The evaluation reports are collected each year by the Federal Performance Management Office and collated into a quality-assured overall report, which is submitted to Parliament and made available to interested citizens. In addition, as in the case of performance management, the results are also available in interactive form on [www.wirkungsmonitoring.gv.at](http://www.wirkungsmonitoring.gv.at).<sup>35</sup>

Whereas the instrument of performance management is in the hands of a limited group of persons in ministries and other government bodies, a far greater number of Federal Civil Service staff are responsible for planning and evaluating individual RIAs. As a one-off quality check at the end such an exercise is not enough to ensure a consistently high level of quality, the Federal Performance Management Office conducts numerous training activities throughout the year, as well as providing a range of **manuals and other information materials**.<sup>36</sup>

The RIA system currently in use in Austria is **classified by the OECD as advanced practice** by international comparison, as it provides for both ex-ante assessment and extensive ex-post evaluation, is supported by an IT system and is continually being developed.

The IT system referred to above, i.e. the web application used for RIA production and quality assurance, has been comprehensively overhauled in the last two years. Following this work, which was finished in the first quarter of 2022, the quality of regulatory impact assessments should improve further as the application is now even more accurate and user friendly.

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35 Accessible in Firefox.

36 [https://www.oeffentlicherdienst.gv.at/wirkungsorientierte\\_verwaltung/dokumente/hand-buecher.html](https://www.oeffentlicherdienst.gv.at/wirkungsorientierte_verwaltung/dokumente/hand-buecher.html)

## 8 Public management, governance and innovation

The Civil Service has been able to consistently increase its efficiency and effectiveness over the past few years. It turns out, however, that traditionally successful reform approaches gradually reach their limits, and their potential for optimisation decreases. It is especially in light of the steadily rising demands of technological and societal change in conjunction with scarcer resources that public administration must be continually developed. In addition to tried-and-tested management methods, this requires new ways and means of counteracting losses in effectiveness and keeping the Civil Service fit for future challenges.

The Federal Ministry for Arts, Culture, the Civil Service and Sport (*BMKÖS*) and its DG III pursue three strategic objectives in this context:

- We create suitable conditions to promote innovation in public administration, help employees to acquire the necessary competencies, and offer a comprehensive portfolio of counselling services.
- We develop and implement innovation projects in the area of strategic performance management, innovation management, quality and knowledge management, as well as public participation.
- We support “learning from each other” and spread know-how by connecting innovation partners and putting successful innovation and reform projects into the limelight by analogue or digital means, to support their sustainable scaling and implementation at the federal, regional and local levels.

For further information, publications and useful links on the subjects of public management, governance and innovation, visit [www.oeffentlicherdienst.gv.at/verwaltungsinnovation](http://www.oeffentlicherdienst.gv.at/verwaltungsinnovation).

For the relevant seminars and counselling services of the Federal Academy of Public Administration, see [www.oeffentlicherdienst.gv.at/vab](http://www.oeffentlicherdienst.gv.at/vab).

### 8.1 Quality management: supporting good governance

Quality management supports organisations in their continuous development at all levels, especially regarding their services for citizens. For the purposes of quality management in public administration, the Common Assessment Framework (CAF) has

been developed at European level, with intensive participation by Austria. As a national coordination point, DG III supports organisations in applying the CAF and on their way towards excellence. The implementation of the CAF has been included as a recommendation in Austria's National Reform Programme 2020.

The CAF is based on an easy-to-use questionnaire. In a structured process, staff and managers evaluate their organisation's strengths and potential for improvement across all levels of hierarchy. The result of carrying out a CAF assessment is a jointly developed action plan which not only initiates innovation processes but also specifies how these are to be implemented and monitored. If regularly applied, the CAF supports a process of continuous improvement in the organisation and proactively promotes its resilience. In addition to gaining valuable insights for internal use, the organisation can also apply for the externally validated CAF Quality Seal.

All versions and specifications of the CAF are available at [www.caf-zentrum.at](http://www.caf-zentrum.at).

## 8.2 Public participation: strengthening sustainable decisions

Public participation is a key element of proactive, citizen-friendly policymaking and public administration management. Enabling durable decisions that enjoy broad support, it benefits citizens, the organised public, politicians and public administration alike.

Public participation standards define guiding principles for the development of policies, programmes and legislation with broad public participation. Based on these standards, the handbook "*Standards der Öffentlichkeitsbeteiligung – Praxisleitfaden*" provides practical guidance for government bodies on the successful implementation of public participation processes.

Having published its Green Paper on Public Participation in the Digital Age (*Grünbuch: Partizipation im digitalen Zeitalter*) in December 2020, the Federal Ministry for Arts, Culture, the Civil Service and Sport (BMKÖS) continues to work on improving the structural conditions for public participation in policymaking in Austria. Currently, DG III is working on a handbook providing user-friendly guidelines on how to contextualise participation processes along the policy cycle, as set out in the Green Paper. This new handbook will provide methods, guiding principles and decision trees to support public administration management and staff in implementing public participation projects. The aim is to facilitate the structural integration of participations processes along the different phases of policymaking.

To support the user-friendly implementation of this project, the Ministry has launched a large-scale participation process, which includes workshops as well as a digital consultation process. The aim of this participatory approach is to ensure a high degree

of usability by means of a target group-specific approach, and to lay the foundation for a community of practice. This community is to serve as a platform for exchange of experience around participation processes, as well as structurally promoting the use of participatory methods in political and administrative processes.

Following the publication and dissemination of the handbook (planned for the third quarter of 2022), the collected methods, guiding principles and decision trees for the implementation of participation processes are to be made available to the general public in digital form, via a website. The aim of this website is to provide a comprehensive, user-friendly, visually attractive introduction to designing, implementing and evaluating participation processes at the level of federal public administration. Furthermore, *BMKÖS* (DG III) is taking the lead in supporting the federal, regional and local levels of government in designing, implementing, monitoring and evaluating public participation projects, as well as working on connecting relevant actors and developing instruments and support tools.

For more information, publications and useful links on the subject of public participation and its background, as well as the process of developing the new handbook, visit [www.oeffentlicherdienst.gv.at/verwaltungsinnovation/oeffentlichkeitsbeteiligung/index.html](http://www.oeffentlicherdienst.gv.at/verwaltungsinnovation/oeffentlichkeitsbeteiligung/index.html).

### 8.3 The Austrian Public Administration Award: innovating together

National and international competitions provide opportunities for public administration organisations to present their innovative projects to a wider public and to network with other public administration organisations. Competitions also provide impulses for the modernisation and outward orientation of the public sector, as well as stimulating forward-looking development and cooperation.

Every two years DG III runs the competition for the Austrian Public Administration Award (*Österreichischer Verwaltungspreis*), which is conferred for ground-breaking Austrian projects in the field of public administration. The Award promotes the exchange of best practice and the transfer of successful developments to other organisations, as well as the creation of an innovation community.

Practical support is available from the freely accessible project databank [www.verwaltungspreis.at](http://www.verwaltungspreis.at), which currently comprises approximately 650 innovation projects, complete with project outlines, contact information and a range of search functions, facilitating networking and exchange of information among organisations.

With 167 innovation projects in seven categories, the Austrian Public Administration Award 2021 enjoyed an extraordinary level of participation. The awards were presented

on 8 June 2021 by Vice-Chancellor *Werner Kogler* in an interactive online ceremony, preceded by a virtual fair showing the 38 projects that had made it into the final round.

The winners were:

- Category 1 – Management  
*Aufbau einer öffentlichen Forschungsinfrastruktur-Datenbank für Österreich*  
(Setting up a public research infrastructure databank for Austria; Federal Ministry of Education, Science and Research)
- Category 2 – Innovative service design/digital services  
*BRISE Building Regulations Information for Submission Involvement* (City of Vienna)
- Category 3 – Public participation and co-creation  
*Elektronische Bürger:innenbeteiligungsplattform der Stadt Linz* (Electronic participation platform of the City of Linz)
- Category 4 – Diversity, gender and integration  
*Regenbogen.Treff der Pensionist:innenklubs* (LGBTIQ pensioners' get-togethers; City of Vienna)
- Category 5 – Ecological sustainability  
*Raus aus Gas im Neubau – Wien setzt klaren Schritt für eine klimaneutrale Stadt*  
(An end to natural gas appliances in new buildings – a decisive step towards a climate-neutral city; City of Vienna)
- Category 6 – The coronavirus crisis as a driver of innovation  
*Logistikplattform für kritische Güter* (A logistics platform for critical supplies; *Fonds Soziales Wien*)
- Category 7 – Special prize of the Federal Ministry of Climate Action and the Federal Ministry of Digital and Economic Affairs: promoting innovation through public procurement  
*Mit RPA-Robotic Process Automation zu höherer Effizienz* (Increasing efficiency through Robotic Process Automation; *viadonau – Österreichische Wasserstraßen-Gesellschaft mbH*)

The innovation projects entered in the 2021 competition are being presented in a number of different ways. For instance, interested public administration organisations can learn more about cutting-edge projects and talk to experts at a series of transfer workshops entitled *Im Fokus*, focussing on selected themes from the competition. Five online workshops on the following themes were held in the wake of the 2021 Award: “*Agiles Handeln in der Corona-Krise*” (Agile responses to the coronavirus crisis), “Diversity, gender and integration”, “*Innovation generieren, managen und beschaffen*” (Generating, managing

and obtaining innovation), “*Ökologische Nachhaltigkeit*” (Ecological sustainability), and “Digital services”.

The Austrian Public Administration Award 2023 will be launched in autumn 2022, see [www.oeffentlicherdienst.gv.at/verwaltungspreis](http://www.oeffentlicherdienst.gv.at/verwaltungspreis).

### 8.3.1 International competitions

As Austria’s national coordinator for the European Public Sector Award (EPSA), the Federal Ministry for Arts, Culture, the Civil Service and Sport (BMKÖS) supports participation in this renowned competition.

The motto of the 2021 EPSA competition was “Building a Better Europe for Citizens”. Entries were accepted in three categories: “Innovative Public Administration”, “Digital Public Administration” and “Green Public Administration”. Austria submitted 18 projects, more than any other participating country. Two of these projects received awards:

- *Wien gibt Raum: eine niedrighschwellige, digitale Lösung der Stadt Wien zur fairen und transparenten Nutzung öffentlichen Raumes* (Vienna makes space: the City of Vienna’s low-threshold, digital tool ensuring fair and transparent use of public space)
- *JustizOnline: das digitale Service- und Informationsangebot der Gerichte und Staatsanwaltschaften* (JustizOnline: digital services for courts and public prosecutor’s offices)

BMKÖS also is the national coordinator for the annual United Nations Public Sector Award (UNPSA), which reflects the UN’s 2030 Agenda for Sustainable Development.

Austria’s active and highly successful participation in public administration competitions underlines the continuing importance of public administration innovation in this country and shows that its Civil Service is among the best internationally.

## 8.4 The “Innovate” Conference – connecting innovators

Since 2016 Innovate, Austria’s biggest conference on public-sector innovation management, has brought together over 300 experts and managers from public administration and academia, the private sector and the social economy for an exchange of experience and know-how. The aim of this annual conference is to support the development of innovative approaches to handling key challenges for the public sector, promote new partnerships and initiate new projects.

The sixth Innovate Conference was held on 30 November 2021, once again in digital space due to the pandemic. The conference’s central theme was “Public administration – an

ecosystem: transparent, interlinked and cooperative”. Its main focus was on cooperation among different stakeholders within and outside public administration, who are central to ensuring robust, sustainable decision-making and problem-solving competence on the part of government. Professional cooperation facilitates a high quality of service for key government actors and citizens alike. Input from the expert panel and interactive workshops elaborated on this theme, highlighting the importance for public administration to cooperate with stakeholders from different sectors. Visit [www.innovate2021.at](http://www.innovate2021.at) for a look back on the conference.

The 2022 conference will be held on 24 November at Austria Center Vienna. Innovate is a cooperation project of *BMKÖS* (DG III), the City of Vienna, Vienna University of Economics and Business, *Contrast EY Parthenon*, and *Wonderwerk Consulting*.

## 8.5 GovLabAustria: shaping the future together

Innovation – in the sense of changing conditions, processes and services so as to create added value – requires open, interdisciplinary spaces for experimentation, allowing for the right questions to be asked and cross-organisational solutions to be developed, involving all relevant stakeholders at an early stage. Both technological and societal change pose considerable challenges, which public administration needs to address proactively. GovLabAustria provides just such a space for developing and testing necessary innovations and ways of implementing these.

- GovLabAustria develops innovation projects and advises the public sector on issues of public administration innovation and digitisation.
- Through its events and international activities, as well as the regular meetings of its Sounding Board, GovLabAustria promotes exchange, knowledge transfer and cooperation in the area of governance among public administration, academia, business and society, both nationally and internationally.
- GovLabAustria supports skills development in the public sector through the GovLabAustria training programme.

GovLabAustria’s current innovation projects include “Future of Work” a “real lab” project on mobile work in Austrian public administration; “*Innovationskompass*”, a project on the evidence-based development and promotion of innovation in the public sector, and “*Schnittstellen der Verwaltung*” (Public administration interfaces), a project on media history and cultural techniques in public administration.

For more information on GovLabAustria’s current activities, projects and training programmes, visit [www.govlabaustria.gv.at](http://www.govlabaustria.gv.at).

# 9 Technical annex

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

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

## 9.1 Reference period

All data relating to Federal Civil Service staff refers to 31 December 2021, unless indicated otherwise. Data relating to incomes and lost working time, as well as flow data (e.g. number of retirements, gross annual income) refers to the whole of 2021, unless indicated otherwise.

## 9.2 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 (“Staff costs”) in the Draft Annual Budget (*Bundesvoranschlag*). This category does not include staff on unpaid leave of absence.

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 was not taken into account in calculating indicators in other parts of the report.

Chapter 4 (“Internships and apprenticeships”) is an exception to the above definition as the related expenditure comes under Category 7 (“Non-staff operating costs”) rather than Category 0.

## 9.3 Unit of measurement

Staff capacity is generally calculated in full-time equivalents (FTE). The same applies to other indicators, unless expressly stated otherwise.

The following indicators are not calculated in FTE as a per-capita basis is more meaningful in these cases:

- average age and age structure



- proportions of women
- 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 (“Internships and apprenticeships”) is also expressed in per-capita rather than FTE terms. However, as part-time work is practically non-existent among interns and apprentices, FTE numbers would be the same.

The proportion of university graduates in the private sector is calculated on a per-capita basis by Statistics Austria.

## 9.4 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 extreme 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, year-round employment (see gross annual income in accordance with § 6a B-G/BG, below).

## 9.5 The definition of “management position” as used in Chapter 5.7.4

Positions involving management responsibility were identified by means of pay grades. To reflect the different qualification levels of management staff, four levels of management responsibility were defined.

Level one (“University graduates I”) comprises the following grades: *A1/7-9, v1/5-7, DKL IX, E1/12, M BO 1/7-9, SV-lph/Rektor:in, PH/Rektor:in, R 3, R III, StA 3, StA III, Präsident:in OGH, Präsident:in VwGH, Präsident:in OLG, Präsident:in BVwG, Präsident:in BFinG, Vizepräsident:in OGH, Vizepräsident:in VwGH, Leiter:in OStA, Leiter:in Generalprokuratur, Vors. Komm. Austria.*

Level two ("University graduates II") comprises the following grades: *A1/4-6, v1/3-4, ADV-SV/1-2, E1/9-11, M BO 1/4-6, SI1, S1, SI2, S2, SQM, sqm, SV-lph/Vizerektor:in, PH/Vizerektor:in, LPH/Dir., lph/Dir., L1/Dir., I1/Dir., R 2, R II, StA 2, StA II, Präsident:in LG, Präsident:in HG, Präsident:in ASG, Leiter:in StA, Vizepräsident:in BVwG, Vizepräsident:in BFinG, Richter:in BVwG, Richter:in BFinG, Vors. Stv. Komm.Austria, Mitgl. Komm.Austria, Stv. Leiter:in OSTA; Bundeskartellanwalt/Bundeskartellanwältin, Stv. Bundeskartellanwalt/Bundeskartellanwältin.*

Level three ("Upper secondary qualifications") comprises the following grades: *A2/5-8, v2/4-6, ADV-SV/3, E1/5-8, M BO 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 BUO 1/5-7.*

## 9.6 Gross annual income in accordance with § 6a B-GIBG

Gross annual income as defined by § 6a B-GIBG (Equal Treatment Act for the Federal Civil Service) is a fictitious income 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 calendar year of 2021. It does not include one-off payments such as anniversary bonuses, emergency grants, or refunds for travel costs and other expenses.

## 9.7 Gender pay gap

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

## 9.8 Pension income

- Pension income is shown for civil servants working in the Federal Civil Service, as well as those working in institutions outside the Civil Service (excluding the successor companies of the former Austrian Post and Telecommunications Authority). The relevant data source is the Federal Civil Service Management Information System (MIS). The database comprises retirement pensions paid out in the month of March; widow's, widower's and orphan's pensions are not included.

- Pension income for newly retired civil servants is shown for the group of persons defined above, based on their gross monthly pensions. Pension incomes over time as shown in this report are based on the consumer price index (CPI) for 2010 (base value = 100) as published by Statistics Austria. (Pension income data for new retirements is available as of 2010.) Pension incomes for each year are adjusted for inflation, using the relevant change rate (i.e. CPI for the year of the report / CPI for the year under consideration).

## 9.9 Classification of posts

- Civil servants (*Beamte*, see 5.3): pay scale (*Verwendungsgruppe*), e.g. A1 (university graduates)
- Staff on private-law contracts (*Vertragsbedienstete*, see 5.3): pay scale (*Entlohnungsgruppe*), e.g. v1 (university graduates)
- Within these pay scales, posts are classified as follows:
  - Civil servants: functional levels (*Funktionsgruppen*) A1/GL to A1/9; GL (*Grundlaufbahn* – i.e. entry level) is the lowest level, 9 the highest.
  - Employees on private-law contracts: functional levels (*Bewertungsgruppen*) 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 level of 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.

## 9.10 Sources of data and information

Data on Federal Civil Service staff was derived from MIS, the Federal Civil Service Management Information System.

Additional data sources include:

- Statistics Austria,
- OECD,
- Association of Austrian Social Insurance Institutions (*Hauptverband der österreichischen Sozialversicherungsträger*),

as well as information provided by experts from various ministries.

# 10 List of abbreviations

<b>APG</b>	<i>Allgemeines Pensionsgesetz</i> – General Pensions Act
<b>ASVG</b>	<i>Allgemeines Sozialversicherungsgesetz</i> – General Social Insurance Act
<b>BDG</b>	<i>Beamtendienstrechtsgesetz</i> – Civil Servants Employment Act
<b>BGBI</b>	<i>Bundesgesetzblatt</i> – Federal Law Gazette
<b>B-GIBG</b>	<i>Bundes-Gleichbehandlungsgesetz</i> – Equal Treatment Act for the Federal Civil Service
<b>BMKÖS</b>	<i>Bundesministerium für Kunst, Kultur, öffentlichen Dienst und Sport</i> – Federal Ministry for Arts, Culture, the Civil Service and Sport
<b>bn</b>	billion
<b>CAF</b>	Common Assessment Framework
<b>cf.</b>	compare
<b>COFOG</b>	Classification of the Functions of Government
<b>CV</b>	<i>curriculum vitae</i>
<b>DG III</b>	Directorate General III, i.e. the Directorate General for the Civil Service and Public Administration Innovation at the Federal Ministry for Arts, Culture, the Civil Service and Sport
<b>e.g.</b>	for example
<b>ESA</b>	European system of national and regional accounts
<b>EU</b>	European Union
<b>FH</b>	<i>Fachhochschule</i> – university of applied sciences
<b>FTE</b>	full-time equivalent(s)
<b>GDP</b>	gross domestic product
<b>HR</b>	human resources
<b>ICT</b>	information and communications technology
<b>i.e.</b>	that is
<b>IT</b>	information technology
<b>NCO</b>	non-commissioned officer
<b>OECD</b>	Organisation for Economic Cooperation and Development
<b>para.</b>	paragraph
<b>RIA</b>	regulatory impact assessment
<b>§</b>	section
<b>SAP</b>	<i>Systemanalyse Programmentwicklung</i> – System Analysis Program Development, i.e. the data management software used by the Federal Civil Service
<b>VBG</b>	<i>Vertragsbedienstetengesetz</i> – Civil Service Private-law Employment Act
<b>vs.</b>	<i>versus</i>

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