

The Austrian Federal Civil Service 2011

Facts and Figures

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Preface



Dear readers

A modern, flexible and efficient Civil Service provides a solid foundation for effective governance; competent and motivated staff make an indispensable contribution towards ensuring social security for people in our country and a high level of satisfaction with state services. For years now this annual guide has been a reliable source of information on the public servants who make this possible.

The present yearbook provides a detailed overview of key facts and figures on Austria's Federal Civil Service – ranging from its overall economic significance to quite specific data, e.g. on the demographic structure of its staff, the amount of working time lost due to sickness, and the income levels of

different occupational groups.

Among members of the OECD, Austria ranks in the bottom third in terms of the size of its government sector. This shows that, contrary to popular prejudice, our system of public administration is efficient and economical even by international standards.

The current edition of this publication places particular emphasis on the issue of gender equality, comparing the incomes of women and men working in the Federal Civil Service, as well as discussing how the proportion of women in top positions has developed over time.

As these developments show, women have come a long way – but we still have quite a distance to go.

A handwritten signature in black ink that reads "Gabriele Heinisch-Hosek".

Gabriele Heinisch-Hosek

Federal Minister for Women and the Civil Service

Preface



With a staff of approximately 133,000, the Federal Civil Service is the biggest employer in Austria, providing numerous services for the country's citizens every day in the interest of the public good. It is therefore essential to evaluate at regular intervals whether the available human resources are being used appropriately in those areas that have been defined as priority objectives.

Transparency regarding the deployment of human resources is ensured by means of periodic HR auditing. Based on these audits, the Federal Civil Service can take the personnel decisions required in order to successfully implement its strategies and objectives in the long term and to meet future challenges with confidence.

The implementation of performance management in the Federal Civil Service marks a paradigm shift, placing the focus of interest on the concrete output and outcomes generated by Federal Civil Service staff, rather than on the mere existence of these staff resources. The task of HR managers in this context is to create appropriate framework conditions to facilitate efficient and effective working within diverse policy areas.

Key challenges in the area of personnel management over the next few years include managing an aging workforce, developing strategies for sustainable knowledge management, as well as supporting and motivating staff members with regard to mobility issues. Professional recruitment methods, the promotion of new talent within public administration, and active diversity management are additional factors that will be decisive in the future success of the Federal Civil Service's personnel management.

The present edition of this study pays particular attention to the issue of gender equality. Under the provisions of the Federal Equal Treatment Act, the Federal Civil Service is required to publish an annual income report with a view to counteracting any unequal treatment relating to the incomes of men and women. The income report pursuant to Section 6a of the Federal Equal Treatment Act is now published for the first time as part of this study.

With this in mind I hope that this publication will once again stimulate the interest of its readers, and that personnel managers in particular will see it as acknowledgement and further motivation for their work.

A handwritten signature in black ink, appearing to read 'Angelika Flatz'. The signature is fluid and cursive.

Director General Angelika Flatz,

Head of the DG for the Civil Service and Public Administration Reform

Table of contents

1	Public administration in Austria	11
1.1	The Federal Civil Service as part of public administration	11
1.2	An international definition of public administration: the general government sector according to ESA95	11
1.2.1	The central government sub-sector according to ESA	12
1.2.2	The general government sector as a whole	13
1.2.3	The size of government sectors by international comparison	13
1.2.4	Public administration in the context of public expenditure	15
1.2.4.1	What is the cost of public administration?	
1.2.4.2	The government sector's personnel expenditure by function	
1.3	Civil Service incomes in comparison to the private sector	18
2	The organisational structure of the Federal Civil Service	21
2.1	Ministries and their subordinate bodies	21
2.2	Agencies	24
3	Occupational groups in the Federal Civil Service	27
3.1	Law enforcement	28
3.2	Teachers	30
3.3	Judges and public prosecutors	32
3.4	Military	33
3.5	Administrative service	35
4	Traineeships, internships and apprenticeships in the Federal Civil Service	39
4.1	Administrative traineeships	39
4.2	Court internships	40
4.3	Teaching practice	40
4.4	Apprentices	41

5	The staff of the Federal Civil Service	43
5.1	Levels of qualification	43
5.2	Types of employment relationship	45
5.2.1	Federal Civil Service staff by type of employment relationship in FTE	45
5.2.2	Recent policy on civil service appointments.....	46
5.3	The development of staffing levels	47
5.4	The age structure of Federal Civil Service staff.....	49
5.4.1	Changes in the age structure since 1995	49
5.4.2	Age structure by type of employment relationship	51
5.5	Part-time employment in the Federal Civil Service	51
5.6	Women and men	52
5.6.1	The proportion of women in the Federal Civil Service over time.....	53
5.6.2	Women in management.....	54
5.6.2.1	Gender auditing	
5.6.2.2	Measures for the promotion of women under Civil Service employment regulations	
5.6.3	Part-time work by sex	56
5.6.4	Income differences between women and men as defined by Section 6a, Federal Equal Treatment Act	57
5.6.5	High qualification levels by sex	66
5.7	Lost working time.....	66
5.8	Retired civil servants.....	69
6	Human resource management in the Federal Civil Service	71
6.1	The organisation of human resource management	71
6.2	Employment and pay regulations	72
6.3	Retirement regulations.....	72
6.3.1	Calculation of pensions.....	72
6.3.2	The financing of pensions	73
6.3.3	Retirement age	74
6.4	The Staffing Plan and FTE targets.....	74
6.4.1	The New Staffing Plan.....	75
6.5	Evaluation of posts.....	76
6.6	Human resource auditing	76

6.7	Training and further training.....	77
6.7.1	Initial training.....	77
6.7.2	Management training.....	78
6.7.3	Europe & languages.....	79
6.7.4	E-government.....	79
6.7.5	Personnel.....	79
6.7.6	Evaluation and updating of training courses.....	80
6.7.7	A university-level course in “Public Management” – a future-oriented training option for public administration staff.....	80
6.8	Demographic challenges.....	81
6.8.1	Staff development.....	82
6.8.2	Health promotion.....	82
6.8.3	The “ <i>Ich – in Arbeit ...</i> ” e-learning platform.....	83
6.8.4	The appraisal interview as a key management tool.....	83
6.8.5	Cross-mentoring in the Federal Civil Service.....	84
6.9	Mobility.....	84
6.9.1	E-recruiting and the new Federal Civil Service Job Exchange.....	84
6.9.2	Computer-based testing and modern personnel selection.....	85
6.9.3	The Federal Chancellery’s EU Job Information Service.....	86
6.9.4	Internships.....	87
6.10	Performance management under the new budgeting law.....	87
6.10.1	Outcome-oriented management.....	87
6.10.2	The performance management cycle.....	88
6.10.3	The annual performance management process.....	90
6.10.4	The Federal Performance Management Office.....	93
7	Technical annex.....	95
7.1	Reference period.....	95
7.2	Database.....	95
7.3	The definition of “management position” as used in Chapter 5.6.2.....	95
7.4	Unit of measurement.....	96
7.5	Median income.....	96
7.6	Sources of data and information.....	97

1 Public administration in Austria

1.1 The Federal Civil Service as part of public administration

The majority of public services in Austria are provided by the staff of the country's so-called territorial entities, i.e. by the employees of Federal, *Land* (i.e. Regional) or municipal authorities. Collectively, these are commonly referred to as "public administration". However, there is no clear line dividing public administration as such from the agencies that have been hived off from all levels of public administration in recent years, or from the various companies, institutions, funds, etc. which have been charged with the provision of public services, as some of these bodies can still be seen as belonging to the public sector.

Table 1 Staffing levels of Austria's territorial entities

Entity	Staffing level
Federation	132,804
<i>Länder</i>	142,798
Municipalities	74,922
Total	350,524

Staffing levels in full-time equivalents, excluding agencies and other hived-off bodies. Data for the Federation last updated on 31 December 2010; data for the *Länder* and municipalities last updated in 2009.

Source: Sources: Federation – Federal Civil Service Management Information System;
Länder and municipalities – *Statistik Austria*

In 2010, the Federal Civil Service had a staff of 132,804 full-time equivalents (FTE). In addition to these, 8,919 Federal civil servants were working in agencies and other hived-off institutions, and another 18,785 were working in the successor companies of the Austrian Post Office.

Furthermore, another 142,800 were employed by Austria's nine *Länder* (i.e. Regions), and approximately 75,000 employees were working for the country's 2,356 municipalities (excluding Vienna, which is also a *Land*).

1.2 An international definition of public administration: the general government sector according to ESA95

As mentioned in Chapter 1.1, the task of providing public services has increasingly been transferred, over the last few years, from government authorities 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 the state and are funded by territorial authorities by way of – usually capped – contributions.

Based on a definition of the public sector as that part of the economy which produces public goods, the number of public-sector employers can be said to have grown as a result of the creation of agencies which have been spun off from all levels public administration.

Therefore, any definition of the term “public servant” which exclusively relies on the existence of an employment relationship with a territorial authority will fail to cover all of the people who are involved in providing public services today. However, if the concept of “public administration” is to be defined in broader terms, specific criteria are required to determine which institutions are to be counted as belonging to the public sector.

An internationally recognised delimitation of this sector which, being laid down in EU law, is binding on Austria, is provided by the “European system of national and regional accounts”, ESA95 for short. This lays down criteria for determining whether a particular entity – and thus also its staff – is to be classified in the so-called “general government sector”, primarily based on functional and economic criteria. In addition to territorial authorities, this definition also includes those institutions which are in any way subject to an – albeit small – measure of government control, as well as being “non-market producers” based on the prices they charge for their services, generating sales that cover less than 50% of their production costs.

In addition to government authorities at different territorial levels, Austria’s “general government sector” thus includes the social security funds, the various Chambers representing organised interests, as well as approximately 400 other institutions which have their own legal personality (as public or private limited companies, associations, institutes, universities, universities of applied sciences (*Fachhochschulen*), funds or federations). Some of these institutions used to be organisational units of territorial authorities and have acquired legal personality as a result of being hived off from these authorities, while others were set up specially to fulfil certain public tasks. Depending on what type of territorial authority primarily funds and controls these institutions, they are assigned under the ESA95 system to so-called sub-sectors, namely “central government” (i.e. the Federation), “state government” (i.e. the *Länder*), “local government” (i.e. the municipalities), or social security funds.

1.2.1 The central government sub-sector according to ESA

As some of the hived-off and newly established agencies are characterised by a high degree of independence, there is no central record of their personnel data. However, a first step towards ascertaining the staffing level of the central government sub-sector (i.e. the Federal level of government) was undertaken in a study by *Statistik Austria* carried out in 2006. In addition to the territorial entity of the Federation itself, the Federal sub-sector is defined in this study as comprising another 153 entities, including 43 universities and universities of applied sciences (*Fachhochschulen*), 13 Chambers at Federal level, as well as numerous Federal funds and other hived-off entities. Nearly all of these employ their own staff, adding up to a total of approximately 50,400 FTE in 2006. Added to the Federation’s 132,804 FTE, this means that the overall staffing level of the central government sub-sector as defined by ESA is approximately 183,000 FTE.

1.2.2 The general government sector as a whole

Regarding the entire “general government sector” according to ESA95, estimates are available from both *Statistik Austria* and the OECD. For 2009, these amount to approximately 487,000 FTE (*Statistik Austria*). Based on these estimates, which are available for all of its member states, the OECD is able to make international comparisons.

Due to the fact that the government sector is delimited by means of economic and functional characteristics, the data can be assumed to be comparable as entities are assigned to the government sector regardless of whether they have been set up under public or private law.

Although Austria’s general government sector as defined by ESA95 comprises more than the staff of the country’s territorial authorities, it is still small by international comparison.

1.2.3 The size of government sectors by international comparison

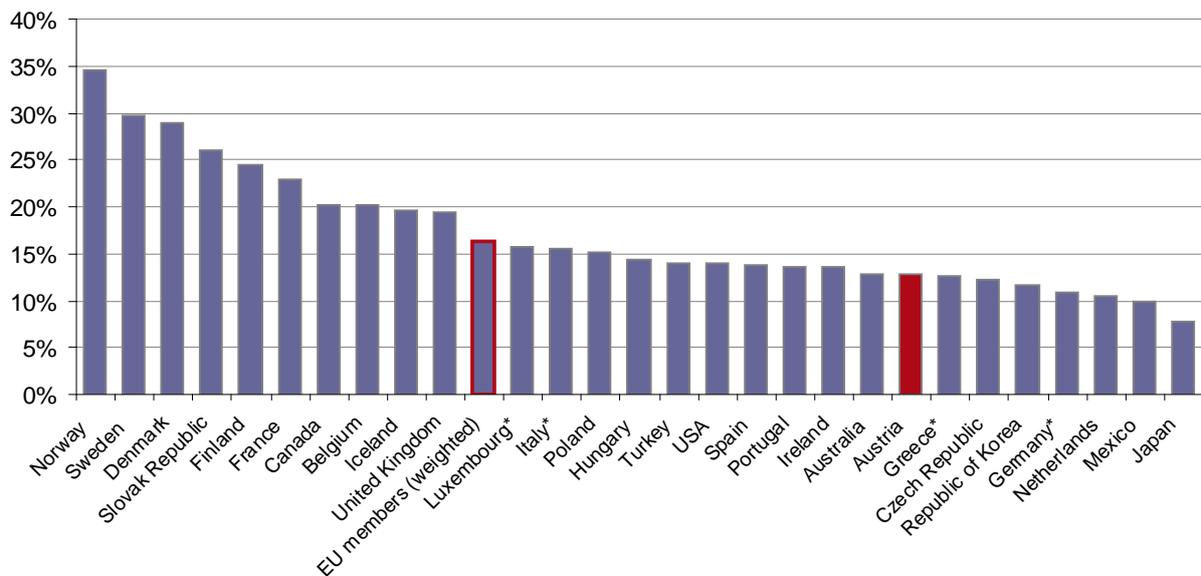
Due to the difference in size between states, a comparison of government sector staffing levels in absolute terms would not be meaningful. Larger states, which obviously employ larger numbers of public servants, would inevitably figure at the top of the scale in a comparison of this kind.

The size of government sectors is therefore expressed in relative terms, i.e. as a proportion of total employment. The most recent available OECD data on this subject are from 2009 (OECD, Economic Outlook No. 86, December 2009). The comparison is based on the definition of the general government sector according to ESA95 (see Chapter 1.2). A comparison of the European OECD member states, as well as Japan, Australia, Canada, Korea, Mexico and the USA, is shown in Table 2 and Diagram 1. The proportion of Austria’s total employment accounted for by government sector employees was 12.8% in 2009 and thus below the 16.3% average for the European OECD members.

Table 2 Government sector employees as a proportion of total employment, 2009

Country	Employees (%)	Country	Employees (%)
Norway	34.6%	Turkey	13.9%
Sweden	29.7%	USA	13.9%
Denmark	29.0%	Spain	13.7%
Slovak Republic	26.1%	Portugal	13.7%
Finland	24.5%	Ireland	13.5%
France	23.0%	Australia	12.8%
Canada	20.2%	Austria	12.8%
Belgium	20.1%	Greece*	12.6%
Iceland	19.6%	Czech Republic	12.2%
United Kingdom	19.3%	Republic of Korea	11.6%
EU members (weighted)	16.3%	Germany*	10.9%
Luxembourg*	15.7%	Netherlands	10.5%
Italy*	15.6%	Mexico	10.0%
Poland	15.2%	Japan	7.8%
Hungary	14.3%		

Source: OECD

Diagram 1 Government sector employees as a proportion of total employment, 2009

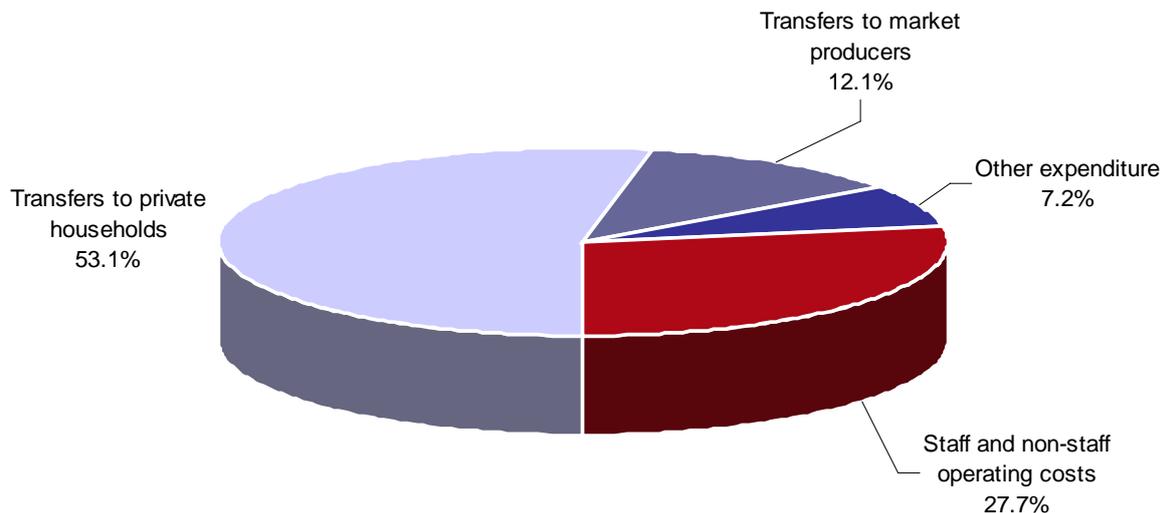
* As no data, or no plausible data, are available for Germany, Luxembourg, Greece and Italy for 2009, 2004 data are shown for these countries.

Source: OECD

1.2.4 Public administration in the context of public expenditure

Austria's total public expenditure in 2010 amounted to 150.4 billion euro, which is equivalent to 52.9% of GDP. Diagram 2 shows what this amount was spent on.

Diagram 2 Structure of public expenditure, 2010



Source: Government Debt Committee

At 53.1%, transfers to private households account for just over half of total public expenditure. This category of expenditure comprises cash benefits, in-kind benefits and other current transfers. Key types of cash benefits are pensions, family allowance, unemployment benefit, parental benefit and long-term care allowance.

In-kind benefits are goods or services which are purchased by public authorities and passed on to private households at no cost, or for a flat-rate contribution towards their cost. This category of expenditure includes, among other things, medical services, medicines, child care services, public transport for school children, and school books.

12.1% of total public expenditure goes to firms under the heading of “transfers to market producers”. These include agricultural subsidies, as well as subsidies to industry and to companies such as the Austrian Federal Railways, and hospitals.

The category of “other expenditure” (7.2% of the total) includes interest on public debt, the cost of real estate purchases (to the extent that these exceed the revenues from real estate sales), and gross capital formation. This last sub-category comprises the investment necessary to offset the depreciation of existing assets, plus investment that increases the state's total assets (i.e. net capital formation).

1.2.4.1 What is the cost of public administration?

The types of expenditure which are of interest in connection with government sector employees are to be found in the category of “Staff and non-staff operating costs”, which accounts for

27.7% of total public expenditure, or 42 billion euro in absolute terms. The category of “Staff and non-staff operating costs” comprises:

compensation of employees (18.4% of total public expenditure or 27.6 billion euro);

operating costs (8.7% of total public expenditure or 13.1 billion euro);

tax payments (0.6% of total public expenditure or 0.9 billion euro).

The term “compensation of employees” here refers to the amount of money spent on the remuneration of government sector employees. This amount includes the cost of the 132,804 staff (full time equivalents) employed by the Federal Civil Service, which amounts to 7.2 billion euro (equivalent to 4.8% of total public expenditure, or 2.5% of GDP).

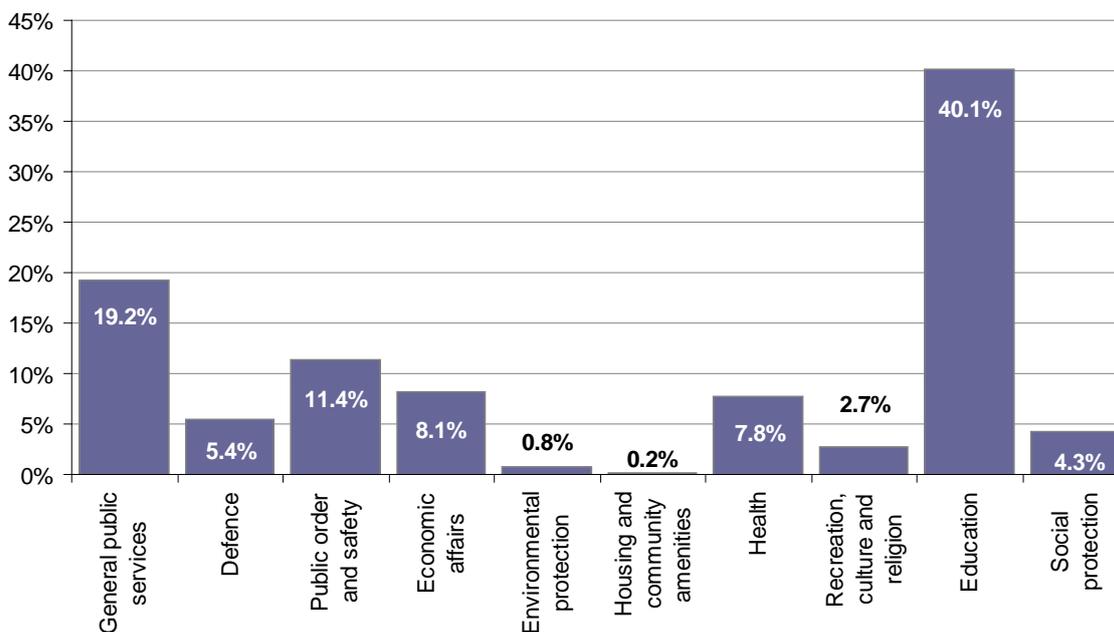
“Operating costs” include all other outlay which is required to maintain government operations; it includes items such as electricity, office equipment, cleaning supplies and rents.

Finally the state, too, can be liable to pay tax, e.g. in the shape of production and import taxes, as well as income and property taxes, all of which together amount to 0.6% of total state expenditure.

1.2.4.2 The government sector’s personnel expenditure by function

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

In developed countries which are essentially market economies, the tasks carried out by government tend to be quite similar, at least as far as European states are concerned. A systematic breakdown of these tasks is provided by COFOG, the Classification of the Functions of Government. This is a system for categorising government tasks along functional lines in the context of national accounts, which basically sets out certain flows (of expenditure) according to their purpose. As shown in the previous chapter, the compensation of employees (which is the term used in national accounts to refer to expenditure arising from the employment of personnel) accounts for 27.6 billion euro in Austria, or 18.4% of total public expenditure. A breakdown according to the COFOG system of classification exists for this category of expenditure, too. Irrespective of slight differences in salary levels among the different functional groups, this classification of staff expenditure provides useful insights regarding the kinds of government tasks that are particularly labour-intensive.

Diagram 3 Compensation of employees in the government sector by function, 2009

Source: *Statistik Austria*. Data for 2010 were not yet available at the time of publication.

Of the € 27.17 billion in compensation for employees paid within Austria's government sector in 2009, education accounts for 40.1%. This shows that a considerable part of the staff paid from public budgets are employed in schools, universities and other institutions of higher education, or in institutions administrating these educational institutions.

At just under 20% of the total, compensation of employees in the "General public services" category comes to approximately half of the amount spent in "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 these types of tasks at the Federal level.

The category of "Public order and safety" (11.4%) almost exclusively comprises Federal authorities, particularly in the areas of the judiciary and the police.

In interpreting the above data it should be taken into account that services in some of the COFOG categories are not exclusively rendered by the state but also by private entities, whose personnel costs are not included in the diagram. For example, following the introduction of performance-oriented hospital financing, parts of the "Health" area are no longer assigned to the government sector and therefore not included in the "Health" category here. A detailed breakdown of all entities making up the government sector is to be found on the *Statistik Austria* website at

http://www.statistik.gv.at/web_de/statistiken/oeffentliche_finanzen_und_steuern/oeffentliche_finanzen/oeffentlicher_sektor/index.html.

1.3 Civil Service incomes in comparison to the private sector

A comparison between the incomes of different groups of people is meaningful if these groups do not differ with regard to any of the factors that influence pay levels. The risk of producing misleading results is particularly high when comparing the private and public sectors, due to the differences in their respective staff structures.

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

Meaningful comparisons are to be found in a report on the income of Austria's population broken down by industry, occupational group and function, which is drawn up by *Statistik Austria* on behalf of the Austrian Court of Audit. This report is published every two years as required by law (Article 1 Section 8, Income Limitation Act (*Bezügebegrenzungsgesetz*)). Median incomes are calculated on the basis of income tax data and micro-census results; the current data relate to the year 2009.

The following income comparisons, which were taken from the above-mentioned report, are specifically characterised by the fact that they exclusively relate to full-time workers employed year-round. This eliminates two major obstacles to the meaningful comparison of incomes, namely different proportions of part-time work and employment for part of the year. However, differences in qualification levels and age are not taken into consideration. In interpreting the data, particular attention must therefore be paid to the fact that the average age of Federal Civil Service staff is over seven years higher than that of private-sector employees.

Table 3 Median gross annual incomes, 2009

	Total	Men	Women
Blue collar workers	€ 28,159	€ 30,242	€ 21,098
White collar workers	€ 36,710	€ 44,497	€ 29,451
Public servants	€ 42,879	€ 44,415	€ 40,495

Source: Austrian Court of Audit

Table 4 Mean gross annual incomes, 2009

	Total	Men	Women
Blue collar workers	€ 29,301	€ 31,453	€ 21,548
White collar workers	€ 45,539	€ 54,335	€ 33,874
Public servants	€ 46,534	€ 49,189	€ 42,738

Source: *Statistik Austria*

Austria's public servants (i.e. the staff of Federal, *Land* and municipal authorities) earn more than white collar workers in the private sector in terms of median income, and they earn approximately the same as these in terms of the arithmetic mean (see Table 3 and Table 4).

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 counterparts in the private sector (i.e. female white collar workers).

2 The organisational structure of the Federal Civil Service

2.1 Ministries and their subordinate bodies

The tasks of the Federal level of government are carried out by the Federal Ministries and their subordinate bodies, which together form the institutional structure underpinning the respective ministerial portfolios.

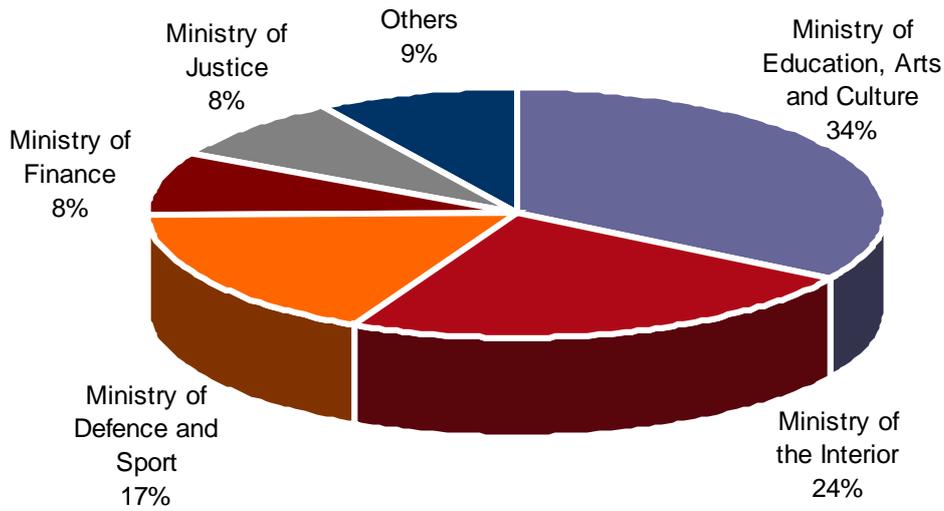
Public bodies which, due to their monitoring function vis-a-vis other institutions, or their role as supreme courts of law, enjoy a special level of autonomy and independence, are subsumed under the heading of “supreme state organs”. These include the Office of the Federal President, the Parliamentary Administration, the Constitutional Court, the Administrative Court, the Ombudsman Board and the Court of Audit. While these authorities form part of the Federal Civil Service, they do not fit into the structure of Ministries and subordinate bodies outlined above.

Powers and tasks are allocated to the individual Ministries primarily along the lines of policy areas. This is laid down in the Federal Ministries Act (*Bundesministeriengesetz*), which also regulates the organisational structure of individual Ministries, as well as the principles governing the assignment of tasks within these. As is the case in any major organisation, ministerial portfolios are subject to periodic restructuring, most recently under the 2009 amendment to the Federal Ministries Act.

The tasks assigned to the different Ministries show different degrees of labour intensity. While the Ministry of Health, for example, has a staff of no more than 363, that of the Ministry of Education, Arts and Culture and its subordinate bodies numbers 44,823 in total, most of them teachers and school administration officers. These differences result from the way in which the provision of public services is organised in Austria. Thus the considerable difference in staffing levels in the example given above arises from the fact that a large proportion of the country’s teachers are Federal employees, while health services, such as the operation of hospitals, are largely provided by hospital operating companies within the spheres of competence of the *Länder*.

In addition to education, a large proportion of Federal Civil Service employees work in the areas of internal (23.6%) and external security (17.3%). All in all, approximately three quarters of all Federal Civil Service staff are employed within the areas of education and security.

Diagram 4 Distribution of staff among Federal Ministries, 2010



The proportion of Federal Civil Service staff working in the Ministries themselves is very low at 6.8%. Acting as interfaces between public administration and politics, the Ministries are in charge of planning the realisation of government projects, placing them in an appropriate institutional framework and coordinating their implementation.

The majority of all Federal Ministry staff (92,4%), however, are employed in the Ministries' numerous subordinate bodies, which are charged with the operational implementation of the tasks of the Federal Civil Service.

Finally, the staff of the so-called "supreme state organs" account for 0.8% of all Federal Civil Service employees.

Table 5 Distribution of staff among Federal Ministries as at 31 December 2010

Ministry	Total	Staff working in headquarters	Staff working in subordinate bodies
Supreme state organs	1,086		
Federal Chancellery	994	671	323
Ministry of the Interior	31,337	1,670	29,666
Ministry for European and International Affairs	1,263	544	719
Ministry of Justice	10,896	206	10,690
Ministry of Defence and Sport	23,028	939	22,089
Ministry of Finance	10,876	752	10,125
Ministry of Labour, Social Affairs and Consumer Protection	1,556	546	1,009
Ministry of Health	363	353	11
Ministry of Education, Arts and Culture	44,823	687	44,136
Ministry of Science and Research	756	296	461
Ministry of Economics, Family and Youth	2,359	911	1,447
Ministry of Transport, Innovation and Technology	869	605	264
Ministry of Agriculture, Forestry, Environment and Water Management	2,599	860	1,739
Total	132,804	9,039	122,679

The Federal Ministries themselves (i.e. the “headquarters”) are responsible for strategically planning, steering and coordinating all activities of the Federal Civil Service.

In addition, the Federal Ministries are entrusted with managing a range of legal subject matters, depending on their specific spheres of competence. This task primarily consists in the drafting of legislation, usually along lines defined by the Federal Government. In cooperation with experts in the respective field, draft legislation is thus generated which is eventually adopted, or rejected, in Parliament.

Another important task carried out by the staff of Ministry headquarters consists in advising politicians and supporting them in their decision-making, specifically by presenting different possible approaches to a given issue, as well as their respective effects. This requires comprehensive studies and analyses, as well as input from staff members with appropriate expert know-how.

The bodies subordinate to the Federal Ministries, on the other hand, are responsible for implementing laws and regulations, as well as providing a range of services, such as the teaching of schoolchildren, the collection and administration of taxes, the training of recruits in the Austrian Armed Forces, as well as the work done by the police and the judiciary, the representation of Austria abroad, and numerous other tasks.

It is the direct contact between citizens and public administration which happens at the level of subordinate bodies that determines how the Federal Civil Service is perceived by its target group. This is why these bodies' degree of service orientation and the quality of service they deliver are periodically subject to reform initiatives. Current information on the subject of administrative innovation and reform is available online at <http://www.bka.gv.at/Verwaltungsreform>.

Finally, Federal civil servants are also employed by various agencies, i.e. organisations (such as institutes, public and private limited companies, etc.) established under private or public law which have been entrusted with tasks that were formerly carried out directly by Federal authorities and institutions. These employees are dealt with separately in the following chapter and are not included in the staffing numbers given in Table 1, Diagram 4 and Table 5. This is because the relevant personnel costs are largely refunded to the Federation by the respective agencies.

2.2 Agencies

Agencies are entities under private or public law which have been set up outside the structures of public administration to provide public services formerly rendered by Civil Service bodies themselves.

The motivations for outsourcing services in this manner include considerations of investment or financial policy with a view to avoiding budgetary constraints, the advantages of limited liability, avoiding certain restrictions with regard to jurisdiction, as well as tax advantages. Base funding for agencies and other hived-off entities is usually provided by the Federation in the form of capped contributions.

When a Federal office or institution is thus hived off, any staff it employed under private-law contracts become employees of the newly created institution. In other words, these staff members then have a new employer. Civil servants in the narrower sense (i.e. those appointed under public law), on the other hand, formally remain employees of the Federal Civil Service while working for the agency in question.

The Federal Institute for Education Research, Innovation and Development of the Austrian School System (*Bundesinstitut für Bildungsforschung, Innovation und Entwicklung des Österreichischen Schulwesens*), which was established on 1 January 2008, is now an agency of the Federal Ministry of Education, Arts and Culture.

Table 6 Civil Servants working in agencies as at 31 December 2010

Ministry	Agency	Number
Federal Chancellery	<i>Bundesanstalt Statistik Austria</i> (Statistics Austria)	135
	<i>Print Media Austria AG</i>	2
Federal Ministry for Foreign and International Affairs	<i>Austrian Development Agency GmbH</i>	3
Federal Ministry of Justice	<i>Neustart</i> (an association replacing the former Probation Service)	60
Federal Ministry of Defence and Sport	<i>Amt der Bundessporteinrichtungen</i> (Federal Sports Facilities Office)	9
Federal Ministry of Finance	<i>Bundesrechenzentrum GmbH</i> (Austrian Federal Computing Centre)	5
	<i>Österreichische Postsparkassen AG</i> (Austrian Postal Savings Bank)	500
	<i>Münze Österreich</i> (The Austrian Mint)	12
	<i>Finanzmarktaufsichtsbehörde</i> (Financial Market Authority)	21
	<i>Buchhaltungsagentur</i> (Federal Accounting Agency)	292
	<i>BundesbeschaffungsgmbH</i> (Federal Procurement Agency)	2
	<i>Bundespensionsamt</i> (Federal Pensions Office)	46
Federal Ministry of Labour, Social Affairs and Consumer Protection	<i>Arbeitsmarktservice</i> (Public Employment Service)	941
	<i>IEF Service GmbH</i> (Insolvency Payment Fund)	50
Federal Ministry of Education, Arts and Culture	Federal Museums, Austrian National Library	137
	<i>Bundesinstitut für Bildungsforschung, Innovation und Entwicklung</i> (Federal Institute for Education Research, Innovation and Development of the Austrian School System)	9
	<i>Bundestheaterholding GmbH</i> (Federal Theatres Holding Company)	41
Federal Ministry of Science and Research	Public universities	5,709
	<i>Österreichische Bibliothekenverbund und Service GmbH</i> (Austrian Library Network and Service Company)	3
Federal Ministry of Economics, Family and Youth	<i>Schönbrunner Tiergarten GmbH</i> (Schönbrunn Zoo)	8
	<i>Immobilienmanagementgesellschaft des Bundes mbH</i> (Federal Real Estate Company)	257
Federal Ministry of Transport, Innovation and Technology	<i>ÖFPZ Arsenal GmbH</i> (Arsenal Research)	30
	<i>via donau Österreichische Wasserstraßen GmbH</i> (Austrian Waterways)	85
Federal Ministry of Agriculture, Forestry, Environment and Water Management	<i>Spanische Hofreitschule - Bundesgestüt Piber</i> (Spanish Riding School – Federal Stud Piber)	15
	<i>Umweltbundesamt GmbH</i> (Austrian Federal Environmental Agency)	62

The organisational structure of the Federal Civil Service

Ministry	Agency	Number
	<i>Landwirtschaftliche Bundesversuchswirtschaften GmbH</i> (Austrian Federal Research Farms)	2
	<i>Bundesforschungs- u. Ausbildungszentrum f. Wald, Naturgefahren und Landschaft</i> (Federal Research and Training Centre for Forests, Natural Hazards and Landscape)	101
	<i>Österreichische Agentur für Gesundheit und Ernährungssicherheit GmbH</i> (Austrian Agency for Health and Food Safety)	383
Total		8,919
	Successor companies of the Austrian Post Office	18,785
Total (including the successor companies of the Austrian Post Office)		27,704

3 Occupational groups in the Federal Civil Service

Public administration at the Federal level covers a wide range of diverse tasks, giving rise to a great variety of job profiles which can, in turn, be categorised in several occupational groups. Even though the image of the civil servant may still be strongly informed by the traditional concept of the administrative officer, a large part of the work of the Federal Civil Service is not done in offices but in schools, courts, police stations, military institutions, as well as in manifold contexts “in the field”.

Just over one third of all Federal Civil Service staff belong to the administrative service, which comprises a wide range of occupational profiles. By far the majority of staff members, however, are to be found in the other major occupational groups, such as law enforcement or teaching. The military, i.e. uniformed military personnel, as well as the group of judges and public prosecutors, also account for a considerable proportion of all staff. This shows that Federal Civil Service staff are anything but homogeneous as a group. Accordingly, the members of these occupational groups represent diverse educational backgrounds and are expected to fulfil a wide range of different requirements. For example, many of these occupations require a university degree; many employees are exposed to physical stress resulting from irregular work rhythms, outdoor working, night work, etc. Nearly all jobs in the Federal Civil Service require specialised training, which is available in the form of in-service training and further training, building on qualifications gained at school or university. This multitude of job profiles and qualification requirements is reflected in different remuneration schemes, which largely coincide with the different occupational groups.

Table 7 Occupational groups in the Federal Civil Service

Occupational group	in FTE	in percent
Administrative service	46,609	35.1%
Teachers	38,498	29.0%
Law enforcement	29,933	22.5%
Military	14,644	11.0%
Judges and public prosecutors	2,425	1.8%
Nurses	218	0.2%
School inspectors	254	0.2%
Others	223	0.2%
Total	132,804	

In principle, Federal employees can be assigned to seven different groups. Several small groups, such as land valuation experts, school physicians, inspectors of the must weight in wine-making and the musicians of the Vienna Court Orchestra, are subsumed under the category of “others”.

The members of the individual occupational groups differ not only regarding the nature of the work they do. On the contrary: the proportion of civil servants (as opposed to private-law employees), the men-women ratio, the proportion of part-time employees, average age, income levels and other indicators are also of interest in this context.

On the following pages the main occupational groups are therefore characterised by means of human resource indicators; furthermore, the key elements of their tasks are outlined and their income levels (i.e. their mean gross incomes) are given.

3.1 Law enforcement

The number of law enforcement staff is 29,933 FTE, including just under 3,100 prison guards in addition to police officers.

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

A career in law enforcement requires a type of training which is not available in “civilian” schools. Even though most law enforcement officers have gained some kind of civilian qualifications (e.g. an apprenticeship or an upper secondary school-leaving certificate), they receive their actual police training at specialised Federal training institutions.

Law enforcement officers receive their basic training, which lasts 24 months, at one of ten training centres spread throughout the country. In order to be admitted to the training course, candidates must pass an entrance exam, which tests their personal as well as their professional aptitude. In addition to operations training, which prepares participants for concrete police tasks, key elements of the course include comprehensive legal and personal skills training.

For the duration of their training, trainee law enforcement officers enter into a contractual employment relationship with the Federation, i.e. they are not civil servants in the full sense of the word yet.

In order to allow young officers to broaden their knowledge and experience after completing their training, transfers during the first two years of an officer's career were made easier in 2008. These transfers, which are possible within the respective *Land*, represent a form of extended practical training which is intended to familiarise officers with a wide variety of professional challenges and situations.

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

The majority of law enforcement officers are employed by the Ministry of the Interior, while the approximately 3,100 prison guards, whose main task is to maintain order and security in prisons, belong to the Ministry of Justice. The prison guards’ field of responsibility also includes looking after prisoners and occupying them with a view to facilitating rehabilitation and keeping the recidivism rate at a minimum.

Table 8 Law enforcement

	Total	Men	Women
Number of staff as at 31 Dec. 2010*	29,933	26,584	3,349
Average age**	42.5	43.9	32.4
Proportion of civil servants**	93.2%	94.7%	82.5%
Proportion of part-time staff**	3.5%	1.5%	18.2%
Proportion of women**	11.9%		

* in FTE

** on a per-capita basis

The average age of law enforcement officers is 42.5 years. The proportion of women is 11.9%, i.e. it has increased compared to the previous year (11.3%). In the law enforcement category in particular, the proportion of women has risen substantially, more than doubling within the last decade.

The proportion of part-time staff in this occupational group continues to be low at 3.5%. One reason for this is the comparatively high percentage of men, in combination with the fact that men choose the option of working part-time more rarely than women.

Table 9 Income quartiles in law enforcement, 2010

25%	50%	75%
earn less than		
€ 38,324	€ 46,100	€ 53,381

The median gross annual income for law enforcement officers is € 46,100. Like the incomes of all Federal Civil Service staff, those of law enforcement officers consist of a base salary, as well as various allowances and bonuses. In contrast to other occupational groups, allowances and bonuses account for a particularly high proportion of the earnings of law enforcement officers.

This is due to weekend and night duty, a high amount of overtime, as well as the specific dangers and hardships associated with the work of law enforcement officers.

Table 10 Income quartiles for retired law enforcement staff, 2009

Number of pensions paid 14,680	25%	50%	75%
	of pensions are lower than		
	€ 29,558	€ 33,772	€ 38,431

There were 14,680 retired law enforcement officers in 2010. Their median gross annual income was € 33,772. At 57.8 years, the average retirement age for members of this occupational group lies below the Federal Civil Service average as many law enforcement officers take early retirement as a result of occupational disability. However, the proportion of officers pensioned off due to disability has decreased from 69% to 31.5% since 2005. This development has contributed to the rise in the retirement age for law enforcement officers of 3.5 years which was registered during the same period.

3.2 Teachers

Federal teaching staff are employed at secondary academic schools, secondary technical and vocational schools and colleges, as well as University Colleges of Teacher Education.

Table 11 Teachers

	Total	Men	Women
Staffing level as at 31 Dec. 2010*	38,498	16,669	21,829
Average age**	46.8	48.3	45.8
Proportion of civil servants**	36.0%	40.4%	32.7%
Proportion of part-time staff**	29.1%	19.4%	36.3%
Proportion of women**	57.7%		

* in FTE

** on a per-capita basis

The occupational group of teachers comprises 38,498 full time equivalents. They teach more than 407,000 pupils and students (2009/10 school year) at almost 1,100 schools¹. Approximately 7,000 Federal teachers (FTE) are teaching at private schools under an in-kind subsidy scheme for these schools. 99% of all teachers fall within the sphere of competence of the

¹ This figure is based on school types, not school locations (i.e. there may be several school types under one roof); it does not include schools participating in the "Neue Mittelschule" pilot project in the area of lower secondary education.

Ministry of Education. The 13 secondary schools and colleges for agriculture and forestry, as well as the Agricultural and Environmental Teacher Training College (*Hochschule für Agrar- und Umweltpädagogik*), which together employ approximately 1% of all Federal teachers, fall within the sphere of competence of the Federal Ministry of Agriculture, Forestry, Environment and Water Management.

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

36% of all teachers are civil servants, while the remaining 64% are employed on the basis of private-law contracts. Teachers are one of those occupational groups in which a contract-based model of employment exists as an alternative to being a civil servant appointed under public law. As a result of the current freeze on awarding civil servant status to teachers, the proportion of civil servants among this occupational group is steadily declining. The relatively high average age results, on the one hand, from the fact that most Federal teachers are well above the age of 20 by the time they finish their university studies and enter the teaching profession and, on the other hand, from the fact that a high proportion of teachers currently belong to the higher age groups.

At 57.7% the proportion of women among teachers is the highest of all occupational groups. It is safe to assume that this is connected to the proportion of part-time employees, which is high at 29.1%; however, the percentage of male teachers working part-time is also above average at 19.4%.

Table 12 Income quartiles for teachers, 2010

25%	50%	75%
earn less than		
€ 32,288	€ 50,191	€ 65,848

The high proportion of part-time workers is to be taken into account when considering the median income of teachers. One quarter of all teachers earn less than € 32,288, while those in the top quartile earn more than € 65,848. The incomes of the remaining half of the occupational group fall between these two levels; the median income for the occupational group is € 50,191.

Table 13 Income quartiles for retired teachers, 2010

Number of (civil service) pensions paid 14,755	25%	50%	75%
	of pensions are lower than		
	€ 41,455	€ 51,430	€ 61,032

14,755 retired teachers are drawing their pensions from the Federal Civil Service, due to the fact that they are civil servants. The median pension amounts to € 51,430. Half the pensions are between € 41,455 and € 61,032, with 25% below and 25% above this range, respectively. The average retirement age for teachers is 61.4 years, representing a marked increase compared to the previous year (61.0 years).

3.3 Judges and public prosecutors

This occupational group, which comprises two different job profiles, accounts for a total of 2,425 Federal Civil Service staff (FTE).

The task of judges is the administration of justice, i.e. adjudicating in legal disputes under civil law, as well as in criminal matters. Unlike most other Federal Civil Service staff, judges are not subject to instructions. In order to guarantee their independence and to prevent any undue influence on their decisions, they are also not subject to transfer or removal from office.

Public prosecutors are responsible for representing the public interest in proceedings under criminal law, i.e. first and foremost bringing charges and representing the prosecution in criminal trials. Public prosecutors are subject to instructions under a system which is regulated in detail by law.

Table 14 Judges and public prosecutors

	Total	Men	Women
Number of staff as at 31 Dec. 2010*	2,425	1,292	1,133
Average age**	44.3	46.8	41.7
Proportion of civil servants**	100.0%	100.0%	100,0%
Proportion of part-time staff**	8.5%	0.9%	16,5%
Proportion of women**	48.7%		

* in FTE

** on a per-capita basis

In this occupational group there is no alternative to entering into an employment relationship under public law. In other words, all judges and public prosecutors are civil servants. Their average age is 44.3 years. The proportion of women is 48.7%, making this occupational group one of those with an almost balanced proportion of men and women, along with the categories of teachers and the administrative service.

The central importance accorded to ensuring a high standard of quality in the judiciary is expressed in the high level of qualification required of its members, the strict selection procedures they have to undergo, but also the above-average level of income they earn. A fundamental prerequisite for entering this occupational group either as a judge or as a prosecutor is the completion of a law degree.

94.2% of judges and public prosecutors are employed by the Ministry of Justice, 2.8% work at the Administrative Court, and 3.0% at the Asylum Court, an institution which belongs to the Federal Chancellery.

Table 15 Income quartiles for judges and public prosecutors, 2010

25%	50%	75%
earn less than		
€ 51,483	€ 71,674	€ 90,206

The income levels of judges and public prosecutors differ considerably over the course of their careers. While one quarter of this occupational group earn less than € 51,483, the incomes of the top quartile are above € 90,206.

Table 16 Income quartiles for retired judges and public prosecutors, 2010

Number of pensions paid 1,078	25%	50%	75%
	of pensions are lower than		
	€ 67,689	€ 74,967	€ 87,857

25% of the 1,078 retired judges and public prosecutors receive pensions of less than € 67,689, while the pensions of those within the top quartile lie above € 87,857. The retirement age of the members of this occupational group has risen noticeably compared to the previous year (62.0 years) and is currently at 62.7 years, making it the highest among all occupational groups within the Federal Civil Service.

3.4 Military

The Federation's 14,644 military staff (FTE) fulfil various functions in the field of security, such as assisting in policing Austria's borders where necessary, providing surveillance and control of Austria's airspace, and carrying out disaster relief operations, for instance after floods or avalanches. 1,216 soldiers (as at May 2011) are deployed in peacekeeping missions on a mandate from the United Nations, most of them in the Kosovo, in Syria and in Bosnia and Herzegovina.

Based on the proposals presented by the Armed Forces Reform Commission, further steps were taken in 2006 in order to prepare the Austrian Armed Forces, with regard to both personnel and structures, for its new focus on international crisis management. Tasks in the context of international crisis management are primarily carried out by so-called "FIOP" (Forces for Inter-

national Operations). Among the FIOP, High Readiness Units are characterised by their particularly short response time, i.e. they must be ready for deployment to crisis areas within a few days.

Some members of High Readiness Units are employed by the Federal Civil Service on the basis of private-law contracts, an exceptional arrangement as members of the military occupational group are usually civil servants. This employment option has been available since 2003, based on a special three-year contract, with the option of renewal. In addition to their high degree of readiness, the soldiers serving in these units are characterised by the special training required for deployment abroad. These high requirements are reflected in a special remuneration scheme. 886 High Readiness Unit personnel were employed on a contract basis as at 31 December 2010.

Table 17 Military

	Total	Men	Women
Number of staff as at 31 Dec. 2010*	14,644	14,369	275
Average age**	40.6	40.8	29.7
Proportion of civil servants**	92.3%	92.3%	92.2%
Proportion of part-time staff**	0.6%	0.5%	5.3%
Proportion of women**	1.9%		

* in FTE

** on a per-capita basis

At 40.6 years, the average age in the military category is relatively low compared to other occupational groups, a difference which is due, among other things, to the fact that most staff join the military immediately after their compulsory military service.

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

Table 18 Income quartiles for the military, 2010

25%	50%	75%
earn less than		
€ 30,003	€ 37,123	€ 44,794

25% of military staff earn less than € 30,003, while another 25% earn more € 44,794. The annual incomes of the remaining 50% lie between these two levels. The median income for this occupational group is € 37,123.

Table 19 Income quartiles for retired military staff, 2010

Number of (civil service) pensions paid 4,050	25%	50%	75%
	of pensions are lower than		
	€ 31,729	€ 34,980	€ 43,034

25% of all pensioners in the military occupational group receive pensions of less than €31,729, while the pensions of another 25% lie above €43,034. At 59.3 years, the average retirement age for this occupational group is below the Federal average, having decreased by 0.9 years in comparison to the previous year (60.2 years).

3.5 Administrative service

Comprising 46,609 staff members, the administrative service is the largest and, at the same time, the most diverse occupational group within the Federal Civil Service. The range of job profiles in this group is wide and varied. In simple terms, it could be said that all Federal Civil Service staff whose job profiles do not fit in with that of any of the other occupational groups belong to the administrative service. The occupations comprised in this group range from those of desk officers and system administrators to personnel development, surveying, vehicle repair work and cleaning services. A high degree of specialisation in particular policy areas and subject matters is a typical characteristic of members of the administrative service.

This occupational group is also highly differentiated with regard to the levels of hierarchy it comprises, ranging from clerical staff to directors-general.

Table 20 Administrative service

	Total	Men	Women
Number of staff as at 31 Dec. 2010*	46,609	23,513	23,096
Average age**	45.5	46.8	44.2
Proportion of civil servants**	45.6%	59.1%	33.5%
Proportion of part-time staff**	17.6%	2.5%	31.2%
Proportion of women**	52.7%		

* in FTE

** on a per-capita basis

Although a comprehensive list of all the different job profiles covered by the administrative service would go beyond the scope of this study, a rough categorisation according to the institutions they work in will provide an insight into the range of activities carried out by administrative personnel.

Just under 8,000 members of the administrative service work in the Federal Ministries, i.e. in the “headquarters“, where public administration activity is steered and coordinated. Their work covers a wide range of tasks carried out by legal, business administration and budget experts,

economists, psychologists, personnel managers, experts in various specialised areas, as well as support staff and many others.

The remaining 38,600 staff members serve in one of the so-called supreme state organs, or in the numerous, larger or smaller subordinate bodies belonging to the Ministries. In these offices a wide range of services is provided directly to the citizens, from handling applications to giving advice in connection with specific individual problems.

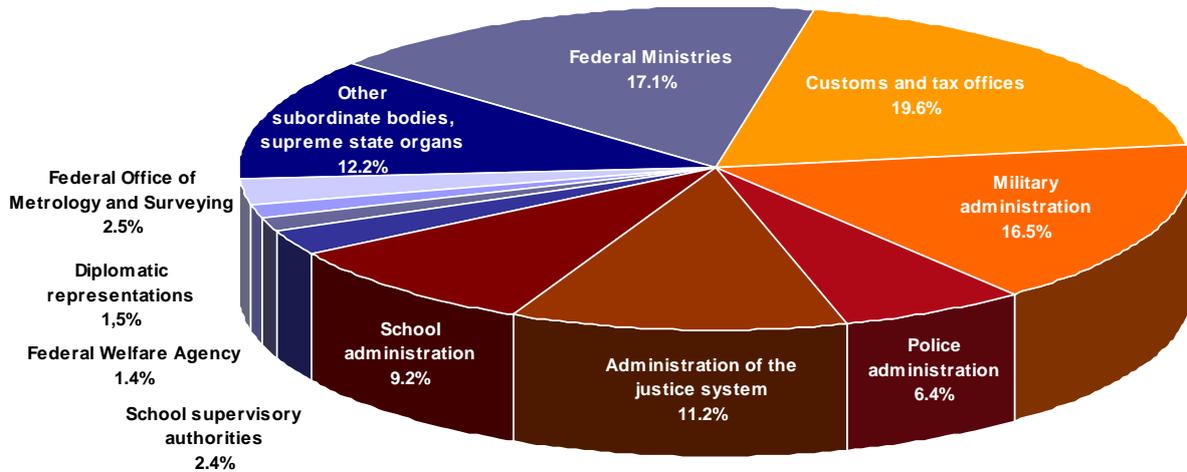
The group of subordinate institutions with the greatest number of personnel (i.e. 9,100) are the customs and tax offices. Their staff includes tax officers and tax auditors, to name just a few examples. In addition to administrative and auditing tasks in the area of taxes and customs duties, their main responsibilities include advising citizens on matters of taxation.

Military administration is another major sector within the administrative service category. The 7,700 staff members employed in this area work in the various military institutions, be it as clerical staff, desk officers, technical personnel (such as engineers responsible for the maintenance of special military vehicles), manual workers and cleaning staff.

3,000 administrative staff are employed in the area of internal security. They are responsible for carrying out tasks which arise in connection with police work but are not reserved for specially trained law enforcement officers. They are mainly assigned to the Directorates for Public Security, as well as police headquarters at *Land*, municipal and district level.

Another 4,300 administrative staff work in Austria's schools, their main tasks being the day-to-day running and organisation of these schools, i.e. all those activities required in order to ensure the schools' functioning – with the exception of the actual teaching.

The diplomatic and administrative staff posted to the 105 Austrian representations worldwide number approximately 720. Their tasks include, in particular, looking after Austrians who permanently reside abroad and assisting those citizens who are temporarily staying in other countries as tourists or on business and require help in an emergency. Further consular activities include the issue of visas.

Diagram 5 Distribution of administrative staff

Fewer than half of all administrative staff (45.6%) are employed under public law (i.e. they are civil servants). The proportion of women in this group is higher than average at 52.7%, and the percentage of employees who have opted for part-time work is also relatively high.

Table 21 Income quartiles in the administrative service, 2010

25%	50%	75%
earn less than		
€ 23,821	€ 31,664	€ 46,771

One quarter of administrative staff earn less than € 23,821 per year, while the median annual income in this group is € 31,664. Incomes in the top quartile lie above € 46,771.

Table 22 Income quartiles for retired administrative staff, 2010

Number of (civil service) pensions paid 27,528	25%	50%	75%
	of pensions are lower than		
	€ 25,142	€ 31,624	€ 44,645

In line with the size of the administrative service group, the retired members of this group account for the largest part of all retired Federal Civil Service staff. One half of retired administrative staff receive pensions of € 25,142 to € 44,645, while the pensions of one quarter each lie below and above these amounts, respectively. The average retirement age in this occupational group is 60.4 years (60.6 years in 2009).

4 Traineeships, internships and apprenticeships in the Federal Civil Service

All Federal Civil Service staff undergo some form of internal training in order to ensure the best possible preparation for the specific tasks awaiting them in public administration. This includes schemes such as the initial training to be attended over the first few years of a career in the administrative service, as well as the basic training programme for law enforcement officers provided by the police training centres. What these training schemes have in common is the fact that they all prepare staff members for their tasks in the Federal Civil Service, and that employees attend them as part of their employment relationship.

In addition to those mentioned above, the Federal Civil Service also provides training opportunities which are not exclusively tailored to people working in public administration but provide qualifications for employment in the private sector, too. Undergoing such training therefore does not form part of an employment relationship. The range of this kind of training opportunities provided by the Federal Civil Service includes administrative traineeships, court internships for law graduates, teaching practice for secondary school teachers, as well as many different types of apprenticeships. Trainees, interns and apprentices in the Federal Civil Service receive different levels of pay depending on the type of training they are undergoing.

4.1 Administrative traineeships

Administrative traineeships in the Federal Civil Service were established as early as 2004. This arrangement allows trainees to deepen and widen the education or training they have received by gaining practical experience in an appropriate area of public administration. These traineeships are intended to form an interface between a trainee's previous education or training and their future employment, be it in the Federal Civil Service or elsewhere. Traineeships are available for persons who have completed secondary technical or vocational school or college, secondary academic school or an apprenticeship, or who have graduated from university or other institutions of higher education; the duration of traineeships is limited to one year. Depending on the level of education or training completed, trainees receive a remuneration equivalent to 50% of the salary paid to a Federal Civil Service employee on a private-law contract who is on the lowest pay level (i.e. an employee undergoing their initial training) within the respective salary scheme. The only precondition for an institution of the Federal Civil Service to take on administrative trainees is the availability of the required funds in the budget. 257 administrative trainees were working in the Federal Civil Service as at 31 December 2010. 68% of these trainees were women, and 133 were graduates of universities or other institutions of higher education.

4.2 Court internships

A court internship – or a “year at court”, as it is colloquially known – is intended to provide law graduates with an opportunity to continue their legal education by working at a court of law, thus deepening their legal knowledge and putting it to the test of practice. The training is designed in such a way as to give interns the most comprehensive possible insight into the work of the judiciary and the working of courts and various associated institutions. In the interest of providing a broad overview of the judicial system, the training comprises civil as well as criminal law matters.

Court interns receive a remuneration of 1,274.2 euro a month for their work.

Law graduates are legally entitled to do a court internship, and most of them make use of this opportunity as there are very few employers who do not require this practical training of candidates for jobs in the legal profession.

It is while undergoing their court internship that law graduates may apply to be admitted to the judicial training programme. Trainee judges are required to attend a specially designed course, which 881 persons were doing at the end of 2010. 528 of these judicial trainees were women, 353 were men, bringing the proportion of women among trainee judges to 60%.

4.3 Teaching practice

Designed to give future teachers the opportunity to show their aptitude for the teaching profession, teaching practice constitutes an obligatory component of the training process for persons who have completed a university teaching degree and wish to teach at secondary academic schools, or at technical or vocational secondary schools or colleges. The central components of teaching practice are an introduction to the practical aspects of teaching at these types of schools, and participation in an accompanying training course run by the University Colleges of Teacher Education. In addition to teaching, the practical side of teaching practice comprises observation by experienced teachers, substituting for temporarily absent teachers and taking part in school events.

In order to gain a comprehensive insight into the job of a teacher, trainees are furthermore required to independently test and assess the performance of their pupils with assistance from experienced teachers.

Trainee teachers are entitled to a remuneration equivalent to 50% of the monthly salary paid to a teacher on a private-law contract with a full teaching load (*IL/11*) in the lowest salary bracket. At the end of 2010, 227 male and 561 female trainee teachers were thus employed by the Federal Civil Service, i.e. the proportion of women among this group was 71%.

4.4 Apprentices

The Federal Ministries and their subordinate bodies, as well as the various agencies, support the training of apprentices with a view to facilitating young people's smooth entry to the world of work by providing them with appropriate qualifications and ensuring the best possible prospects for them.

Efforts in the area of apprenticeship training have been stepped up considerably since September 2004. The objective defined at the time, namely to raise the number of apprenticeship places within Federal Civil Service institutions and associated agencies by creating 800 additional training opportunities of this kind, had been achieved by 2005. As a result of consistently continuing this approach, nearly 4,000 apprentices are currently (i.e. as at October 2010) being trained by the Federal Civil Service and its agencies. The number of apprentices receiving their training in the Federal Civil Service in October 2010 was precisely 1,257; 803 of these apprentices were women, corresponding to a proportion of 64%. At the same time the total number of trainees in Federal agencies was 2,665, including 684 women.

In selecting the occupational areas in which to offer apprenticeship training, and in designing the relevant training programmes, particular attention was paid to ensuring good prospects on the labour market for apprentices who have completed their training. In fact, employability in different areas of business was a key criterion in this context. Thus, in addition to the "classic" qualification of administrative assistant, young people are increasingly gaining technical qualifications in areas including information technology, metal working, aviation technology and surveying, to name just a few examples. Besides these occupations, apprenticeship training is also available in traditional fields such as cabinet making or dressmaking/tailoring, as well as in rarer ones such as dairy processing or viticulture and winemaking. All in all, young people are serving apprenticeships in approximately 50 different fields in the Federal Civil Service.

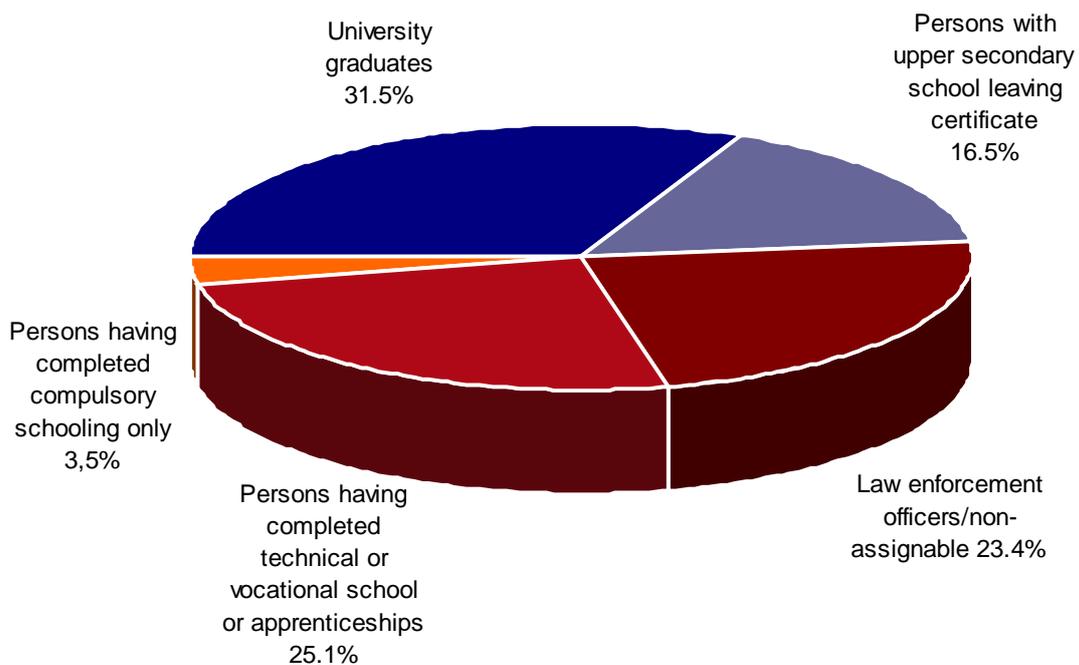
A number of specific measures are intended to ensure that Federal Civil Service apprentices will find suitable employment opportunities in the private sector, too. These measures include job rotation schemes, both within and outside the institution where the respective apprenticeship is being served, as well as measures that go beyond vocational training as such, e.g. support in preparing for the Vocational Matriculation Exam (*Berufsreifeprüfung*), which combines an upper secondary school leaving certificate with vocational qualifications.

5 The staff of the Federal Civil Service

5.1 Levels of qualification

Education, training and further training are accorded a high level of importance in the Federal Civil Service. As a matter of general principle, civil servants must thus show a specific level of qualification in order to be eligible for any particular post. All staff undergo some form of initial or basic training provided by the employer; in addition, further, in-service training is also seen as an important element of personnel development by the Federal Civil Service.

Diagram 6 Levels of qualification (as reflected in the corresponding pay schemes)



The percentages given in Diagram 6 have been derived from the different pay schemes that staff members are assigned to. As a rule, these pay schemes reflect the highest level of qualification attained by the respective staff member, an exception being the law enforcement group. In this group, the principle of eligibility based on the level of qualification attained is of secondary importance as the specific training required for careers in this occupational group is only available at the relevant Federal Civil Service training centres. So far it has been possible for law enforcement officers to qualify for classification in any pay scheme by way of internal training, regardless of the level of qualification achieved before embarking on a career in law enforcement. This is why law enforcement officers are listed separately here as “non-assignable”.

In the last few years recruitment policy has developed in such a way that 80% to 90% of all new law enforcement personnel gained upper secondary school-leaving certificates before being recruited. It can therefore be assumed that the proportion of Federal Civil Service staff with this particular level of qualification lies above the 16.5% shown in the above diagram.

The main reason for the high proportion of university graduates in the Federal Civil Service (31.5%) is to be found in the composition of certain occupational groups: judges and public prosecutors, as well as most Federal teachers, hold university degrees. Due to its size, it is the group of teachers in particular that has a strong influence on the overall level of qualification within 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. Generally it can be said that the prevailing trend towards restricting the activities of public administration to its core areas of responsibility has entailed the outsourcing of many operative activities which tend not to require as high a level of qualification. Another reason for the high proportion of graduates within the Federal Civil Service is the fact that typical frontline services requiring a lot of skilled personnel and support staff fall within the sphere of competence of *Land* (i.e. Regional) and local authorities.

Finally, there are certain areas of Federal competence which tend to be rather labour intensive, where only the decision-making powers lie with the responsible Federal Ministry while the operative side, i.e. the implementation of policies, is delegated to private entities.

Table 23 Proportion of university graduates

Year	Federal Civil Service	Private sector
1998	29.2%	4.0%
1999	29.9%	4.7%
2000	30.6%	4.7%
2001	31.3%	4.8%
2002	31.6%	4.9%
2003	31.6%	5.5%
2004	28.5%	7.9%
2005	28.9%	7.9%
2006	30.0%	8.9%
2007	30.4%	9.1%
2008	31.0%	9.0%
2009	31.2%	10.0%
2010	31.5%	10.4%

Source of private sector data: *Statistik Austria*

The proportion of university graduates has risen steadily over the last few years. This trend was only interrupted in 2004, when the state-owned universities were hived off, with the result that the entire group of university teaching staff has not been included in the relevant Federal

Civil Service statistics since that year. The 2.4% in the private sector in 2004 is due to the fact that the graduates of universities of applied sciences (*Fachhochschulen*) have been counted as university graduates since that year.

5.2 Types of employment relationship

5.2.1 Federal Civil Service staff by type of employment relationship in FTE

There are basically two types of employment relationship in the Federal Civil Service, governed by public and private law, respectively. Of these, employment under public law (i.e. the status of being a “civil servant” in the narrower 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 based upon a sovereign act of the state (i.e. the appointment of the civil servant) and only expires upon his/her death (or resignation or dismissal). Private law employment relationships, on the other hand, are based on a contract of employment like those in the private sector, and end upon the employee’s retirement (or resignation or dismissal).

Owing to the restrictive policy on appointing civil servants under public law and to the freeze on awarding this status during the last few years, the number of civil servants among Federal Civil Service staff is steadily decreasing. The measures taken to reduce the number of civil servants are aimed at those occupational groups in which employment on the basis of private-law contracts is possible as an alternative to appointment under public law. These occupational groups are the administrative service, as well as teachers and nurses.

Table 24 Federal Civil Service staff by type of employment relationship*

Year	Civil servants	Private-law employees	Total number of staff
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

*in FTE

As a result of the freeze on public-law appointments, retired civil servants are being replaced – to the extent that their replacement is required – by private-law employees in those occupational groups where this alternative mode of employment is possible. For this reason divergent trends can be observed between civil servants and private-law employees. Despite a slight

increase in private-law employment relationships, the number of employment relationships governed by public law has markedly decreased, leading to a reduction in overall staffing levels. The reduction in the numbers of both civil servants and private-law employees in 2004 resulted from the hiving-off of the universities in that year.

The restrictive policy on appointing civil servants is also reflected in the distribution of civil servants among the different age groups, i.e. the proportion of civil servants is markedly lower in the younger age groups. This proportion is approximately 75.8% in the over-50 group, while it is only approximately 41.7% in the under-40 group.

Table 24 shows the distribution of staff according to type of employment relationship in full time equivalents. Expressed on a per-capita basis (i.e. based on the number of employment relationships), the proportion of civil servants (as opposed to private-law employees) within the Federal Civil Service is 58.4%.

5.2.2 Recent policy on civil service appointments

In 1997 the first measures were launched which were aimed at stopping the rise in the proportion of civil servants in those occupational groups where private-law employment is a possible alternative. These measures consisted in “freezing” the number of civil servants at the level of 31 December 1996. Without flanking measures, however, the staff cuts of the following years would have led to a rise in the proportion of civil servants despite the fact that their numbers remained constant. It was therefore necessary to reduce the number of public-law employment relationships as well as overall staffing levels, and so it was decided in 2000 that the number of civil servants was to be reduced.

It was in November 2003 that an effective stop to public-law appointments was imposed for the first time, a measure which is still in force for an indefinite period of time. As the appointment of civil servants has not been possible in those occupational groups where alternative forms of employment exist (i.e. the administrative service, teachers and nurses), the total number of civil servants is steadily decreasing.

At the end of 2010, there were 83,099 civil servants working within the Federal Civil Service itself. Another 8,885 were working in institutions that had been hived off from the Civil Service (excluding the successor companies of the Austrian Post Office). These figures have not been converted to FTE, i.e. they relate to the number of employment relationships.

The 83,099 civil servants mentioned above are equivalent to a proportion of 58.4% of all staff working within the Federal Civil Service. This represents a decrease of 1.6 percentage points compared to the previous year.

This marked reduction in the number of Federal civil servants is the result of several measures. For one thing, the freeze on appointments has led to a steady decrease in the number of public-law employment relationships in occupational groups where an alternative mode of employment is available. For another, the creation of agencies has had a similar, if delayed, effect: even though civil servants working for such agencies retain their public-law employment status,

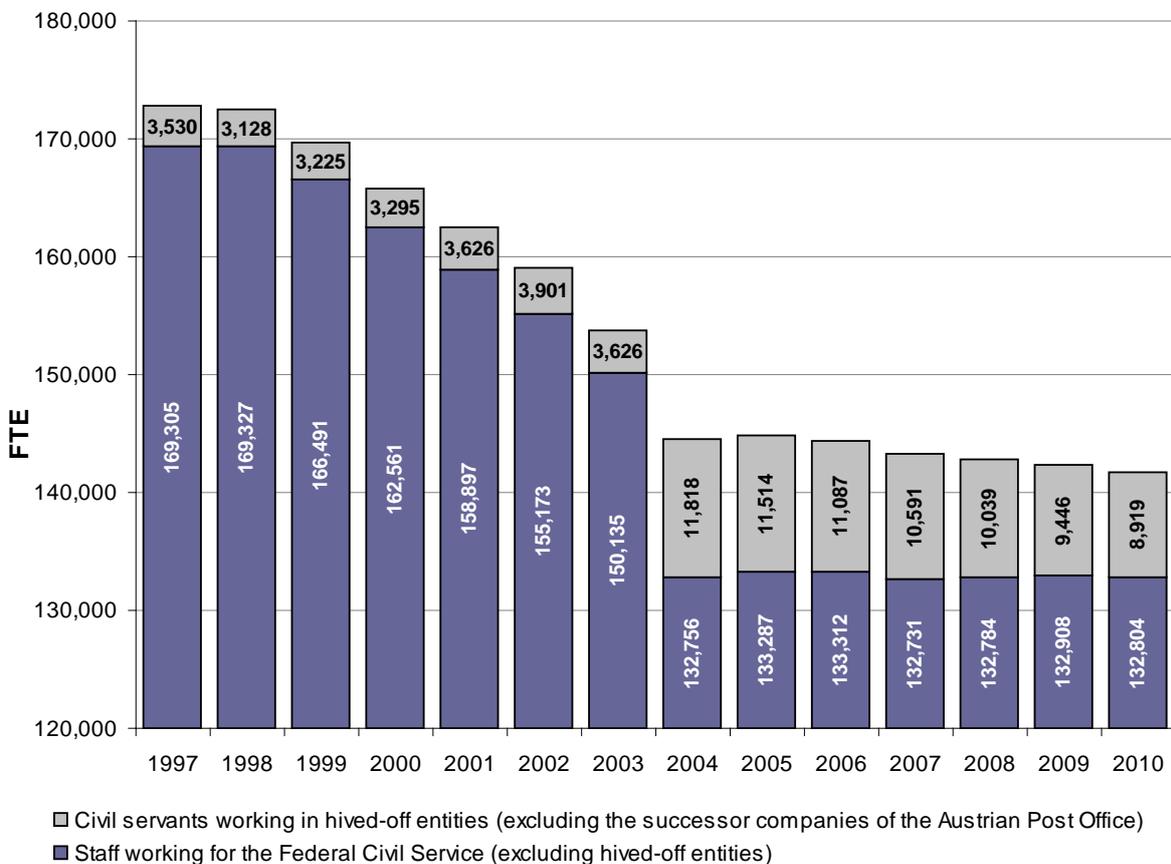
no new appointments of this kind are possible in hived-off entities. Any retired civil servants are thus replaced, where necessary, by staff not employed by the Federal Civil Service. Finally, a restrictive recruitment policy has led to a reduction of approximately 10,000 FTE in overall staffing levels in the Federal Civil Service (see Diagram 7 and Table 25). As most of the jobs cut were held by civil servants, this has at the same time led to a reduction in the number of civil servants.

The combined effect of these measures on the number of civil servants is evident: while there were 119,178 civil servants working for the Federal Civil Service and the institutions that were hived off from it (excluding the successor companies of the Austrian Post Office), this number has since shrunk to 91,984.

5.3 The development of staffing levels

The total staffing of the Federal Civil Service has been significantly reduced since 1997. The size of the administrative service in particular has been markedly diminished, while staffing in the areas of education and security has been increased respectively maintained at approximately the same level.

Diagram 7 Staffing levels 1997 to 2010



In order to achieve the desired staff reduction, target levels have been defined for each Ministry. In addition, human resource auditing has been set up as an accompanying measure to monitor the implementation of these targets and to facilitate early intervention in the case of any undesired developments. The target staffing levels were defined in terms of the number of full time equivalents to be achieved by 31 December of a given year. Beyond this, no further restrictions applied, allowing the Ministries the greatest possible freedom for their own, internal HR management.

Table 25 Changes in staffing levels, 1999 to 2010

Year	Staffing level in FTE as at 31 December	Changes compared to previous year (total)	This total comprises		
			staffing level changes in the Federal Civil Service	staffing level changes in hived-off entities	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		
Changes between 2010 and 1999		-33,687	-9,809	-23,469	-410
		-20.2%	-5.9%	-14.1%	-0.2%

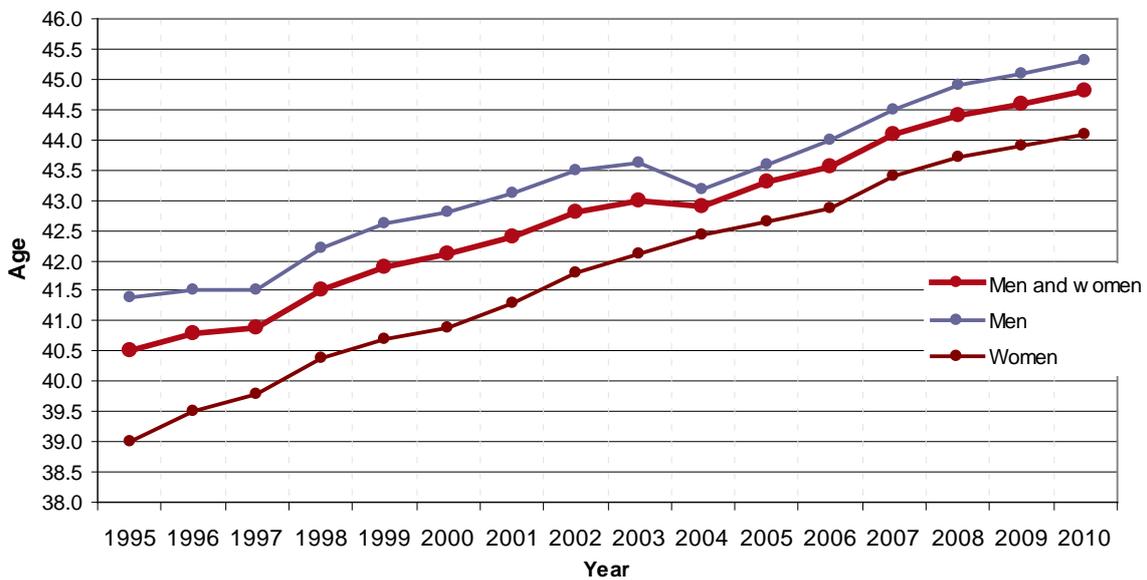
Since 1999, staffing levels in the Federal Civil Service have shrunk by a total of 33,687 employees. This was in part due to the creation of agencies and other separate entities (-23,469) and in part to a reduction in the staffing levels of entities that had not been hived off (-9,809). Since these cuts did not lead to any decrease in the quality or volume of services provided, a considerable increase in efficiency can be said to have been achieved. The most significant staff cuts of the last few years have been made in the administrative service category.

5.4 The age structure of Federal Civil Service staff

5.4.1 Changes in the age structure since 1995

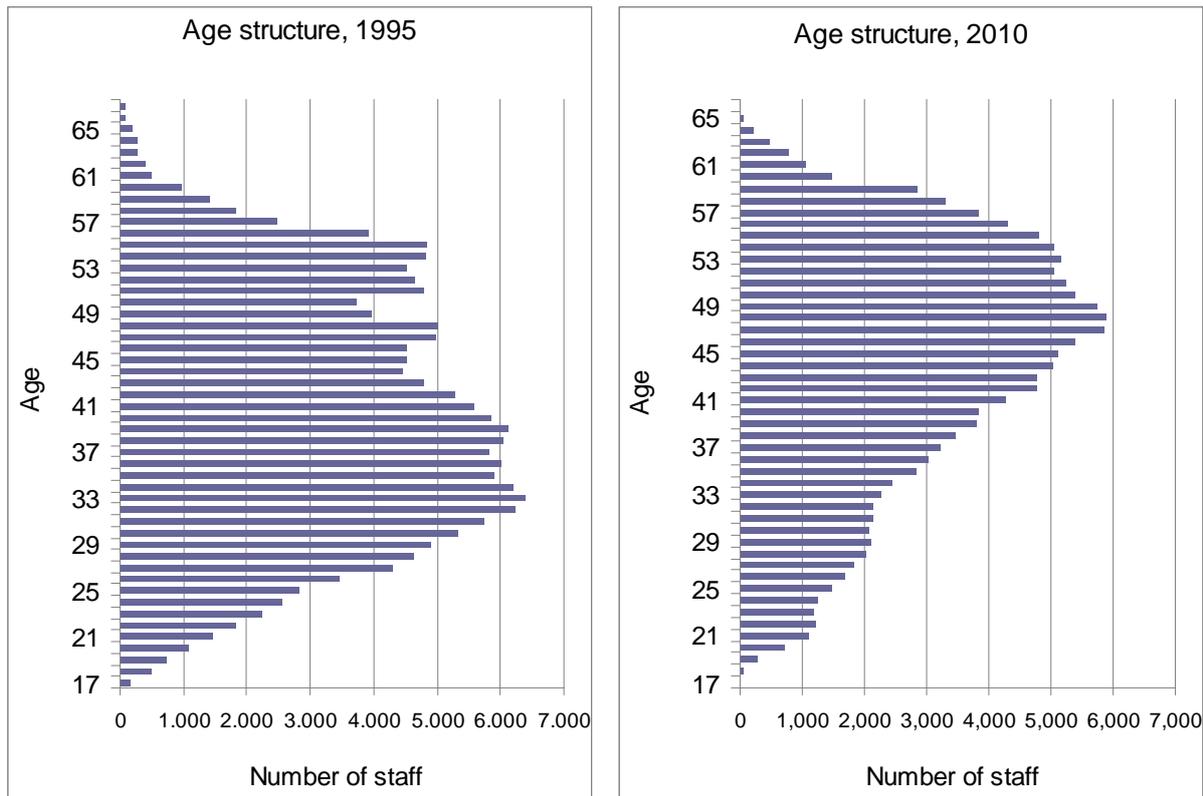
Between 1995 and 2010 the average age of Federal Civil Service staff rose from 40.5 to 44.8 years. Apart from a temporary drop in 2004, which was due to the hiving-off of the public universities, this rise was continuous. In parallel to this trend, the proportion of staff in the “45-plus” age group rose from 35% to 54%. The increase in average age can be observed in male as well as female staff.

Diagram 8 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.

Diagram 9 Age structures for 1995 and 2010



The younger age groups, such as that of 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 over the last few years. In 1995 the largest age groups were those aged 32 to 34. These staff members are 47 to 49 years old today and still make up the largest age group within the Federal Civil Service.

The change in the age structure described above is mainly due to the restrictive recruitment policy of the last few years. In addition to this, the actual retirement age rose by 4.2 years compared to 1995. Finally, due to efforts to raise the level of qualification required of new entrants to the Federal Civil Service, these tend to be older today than they were in the past.

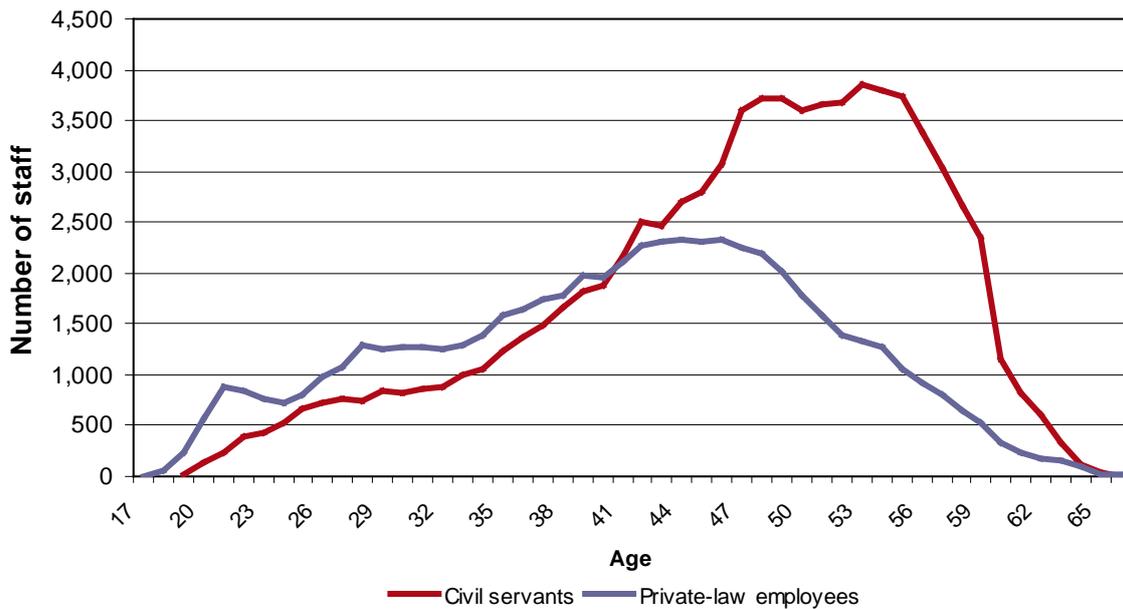
The changing age structure of the Federal Civil Service will present a major challenge to personnel management. It is in the area of personnel development in particular that a number of questions arise in this context: How can older staff members' motivation and ability to perform be maintained? What training measures are required to enable staff members who received their training a long time ago to handle the rapidly changing technologies they need at work on a daily basis? How to design working time and work organisation so as to meet the changed needs of older staff members?

Due to the large number of staff currently making up the older age groups, there will be a high volume of retirements over the next few years. This will affect different occupational groups within the Federal Civil Service to different extents. In strongly affected groups an increased need for recruitment is to be expected. In this context it must be borne in mind that the Federal Civil Service is only one of many employers searching for staff on the labour market, and that overall demand for highly qualified staff will rise as a result of demographic developments.

5.4.2 Age structure by type of employment relationship

The age structures of civil servants and private-law employees also differ considerably. This mainly results from the stop to appointing new civil servants in occupational groups where employment on the basis of private-law contracts is a possible alternative to employment under public law. As a consequence, civil servants are still in the majority in the over-40 age group, while private-law employees predominate in the younger age groups.

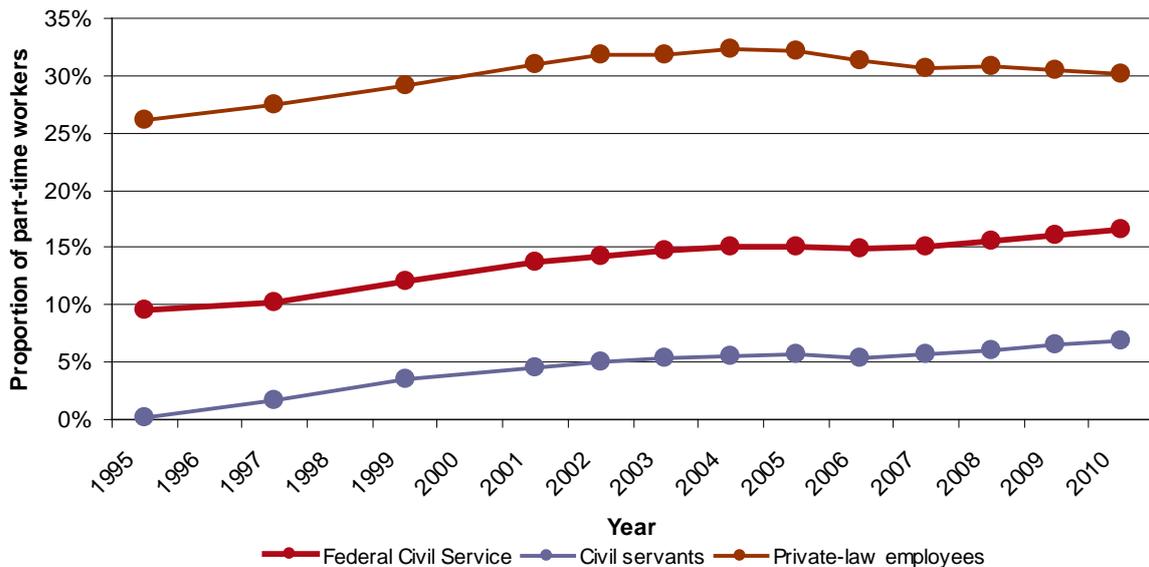
Diagram 10 Age structure by type of employment relationship, 2010



5.5 Part-time employment in the Federal Civil Service

25.2% of all persons in employment in Austria (including government sector employees) work part-time (2010 average). By comparison, part-time work in the Federal Civil Service is relatively low. After increasing until 2004 and decreasing slightly in 2006, the proportion of part-time workers reached 16.6% in 2010, the highest level so far. At 30.1%, private-law employees work part-time far more frequently than civil servants.

Diagram 11 Part-time work by type of employment relationship



The working time of private-law employees can be set at any level at all while no working time arrangements below the level of 50% are possible in the case of civil servants. As an exception to this rule, however, civil servants can arrange to reduce their working time below this level for the time period during which they are entitled to receive parental 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, the leave granted under the sabbatical arrangement entails a reduction in pay over a reference period of between two and five years. The extent of this pay cut depends on the actual duration of this period and on the amount of leave taken. In practice, one possible type of “sabbatical” arrangement could involve reducing the respective staff member’s pay to 80% of their regular salary over a period of five years, which includes one year’s leave of absence from work. However, a leave of absence can only be granted after at least one year of the reference period has elapsed. At the end of their sabbatical leave, staff members return to their original place of work.

Until 2007, the option of taking sabbatical leave was reserved for teachers. Since July 2007, however, this form of partial employment has been available to all Federal Civil Service staff with the exception of judges and public prosecutors.

5.6 Women and men

The Federal Equal Treatment Act (*Bundes-Gleichbehandlungsgesetz*) documents the Federal Civil Service’s intention to set an example to other employers with regard to the equal treatment of women and men in the workplace, as well as enhancing the position of women in general.

The Federal Civil Service continually renews its commitment to ensuring equal opportunities for the female and male members of its staff, e.g. by creating bodies such as the Federal Equal

Treatment Commission (*Bundes-Gleichbehandlungskommission*) and appointing equal treatment officers and women's representatives; through legal instruments such as mandatory schemes for the promotion of women; through regular reports to Parliament on the implementation of these schemes and other equal treatment instruments; and by continually developing the relevant legal provisions from a gender perspective and adapting them to the changing conditions and requirements of the world of work.

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

The proportion of women in employment in Austria has risen considerably since the 80s. While only 49.4% were gainfully employed in 1984, this proportion had risen to 66.4% by 2010. The male employment rate, which was 77.1% in 2010, 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 0.6 percentage points between 2008 and 2010.

In accordance with this trend, the proportion of women working in the Federal Civil Service is also rising continually, reaching 40.3% of all staff in 2010, with women making up 60.3% of private-law employees and 26.1% of civil servants. A comparison with 1995 shows that the percentage of women has risen in almost all groups of Federal Civil Service staff, the only exceptions being those groups which used to show a marked predominance of women. Thus a 1.9% decrease has been recorded in the proportion of women among private-law employees. At the level of occupational groups, it is in the category of nurses that the percentage of women is now lower than it was in 1995. In other words, 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 getting interested in formerly typically "female" occupations.

Table 26 Proportion of women in the Federal Civil Service

	1995	2010	Difference in percentage points 1995 to 2010
Civil servants	22.0	26.1	4.1
Private-law employees	62.2	60.3	-1.9
Administrative service	47.7	52.7	5.0
Law enforcement	3.9	11.9	8.0
Military	0.0	1.9	1.9
Judges and public prosecutors	29.5	48.7	19.2
Nurses	87.1	71.4	-15.7
Teachers	49.8	57.7	7.9
Staff having completed ...			
university degrees	38.1	53.7	15.6
upper secondary school	40.0	43.6	3.6
technical/vocational school or apprenticeships*	22.1	42.2	20.1
compulsory schooling only	63.1	64.2	1.1
Federal Civil Service total	35.9	40.3	4.4

*A comparison within the group of staff who have completed technical/vocational school or apprenticeships is only possible within limits. This is because levels of qualification are deduced from staff members' classification in particular pay schemes; however, since it is not possible to infer any particular level of qualification from a person's classification within the law enforcement pay scheme, the entire law enforcement group is now no longer taken into consideration in statistics on qualification levels, whereas that was still the case in 1995.

Table 26 shows that a pronounced rise in the proportion of women was recorded within the occupational group of judges and public prosecutors and, in terms of qualification levels, among the group of university graduates.

5.6.2 Women in management

5.6.2.1 Gender auditing

The extent to which women are represented in managerial positions is a central issue in the context of ensuring equal rights in the workplace. For one thing, management responsibility entails the power to make decisions and the increased possibility of action; for another, the degree of management responsibility correlates with levels of pay, making it one of the decisive reasons behind the difference in income between women and men.

One good way of ascertaining the existence of management responsibility is to define "high-grade groups" within the different, qualification-based pay schemes. This method allows for

efficient, meaningful audits of the extent to which female staff have held management responsibility over time.

Table 27 Women in the highest salary brackets

Level of qualification	Salary bracket and function	Proportion of women				
		2006	2007	2008	2009	2010
University degree (I)	A1/7-9 and similar (e.g. directors-general, directors, heads of large subordinate bodies)	15.8%	18.1%	19.1%	21.3%	20.9%
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 bodies)	29.8%	30.3%	31.3%	32.7%	33.6%
Upper secondary school leaving certificate	A2/5-8 and similar (i.e. heads of section, heads of medium-sized and small subordinate bodies, desk officers in relatively high-grade posts)	24.4%	25.0%	25.6%	26.2%	26.6%
Intermediate vocational qualifications	A3/5-8 and similar (i.e. desk officers in relatively high-grade posts)	29.3%	30.5%	30.8%	31.4%	31.9%

The proportion of women in managerial positions continued to increase between 2009 and 2010. The only decrease, albeit a slight one, from 21.3% to 20.9%, is shown for the top level of management. Nevertheless, in view of the overall proportion of women among Federal Civil Service staff (40.3%), women still have quite some catching up to do when it comes to management functions. What must be taken into consideration in this context, however, is the fact that managers tend to belong to the older age groups as managerial positions usually require a number of 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 it is today. As a result, the proportion of women in those age groups from which managerial staff tends to be drawn is considerably lower than in the Federal Civil Service as a whole.

Therefore the below-average representation of women in management positions is partly due to demographic factors. Given the high percentage of women in the younger age groups today, however, the proportion of women in management can be expected to continue rising over the next few years.

In June 2011 the proportion of women in the Federal Civil Service's top level of management was 23.9%. Out of a total of 67 directorates-general, 16 are currently headed by women. In 1995 only two directors-general out of 79 were women, a proportion of 2.5%.

5.6.2.2 Measures for the promotion of women under Civil Service employment regulations

In order to effectively support the increasing tendency for women to assume management positions, the Federal Chancellery's Directorate III has taken several concrete measures.

These include an obligation upon Ministries to publish on their websites the key outcomes of recruitment processes for managerial posts, as well as the composition of the panels evaluating applications for such posts.

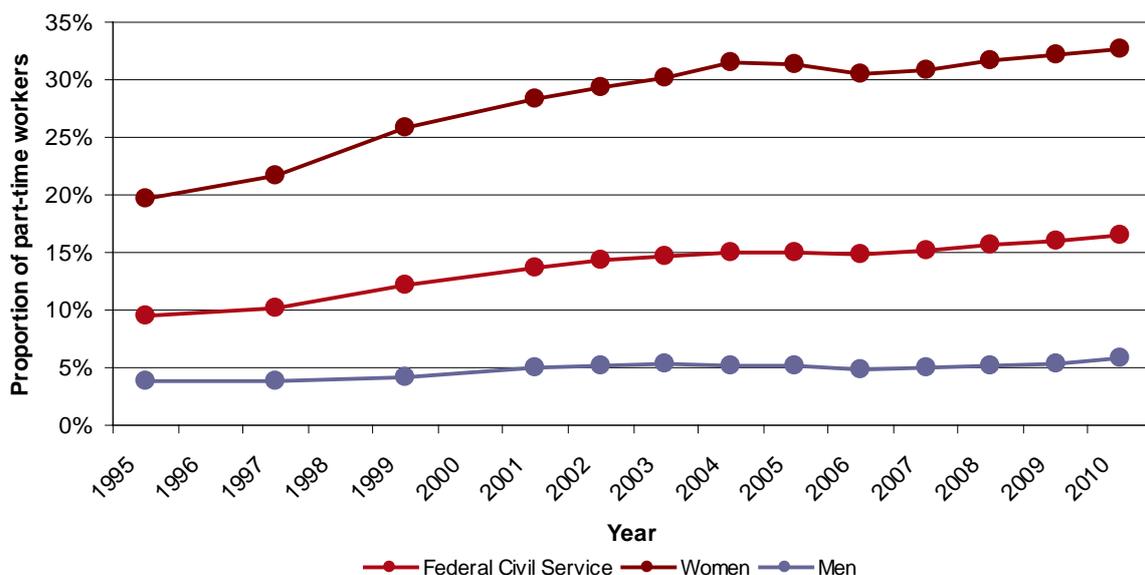
In addition, the representation of women on evaluation and recruitment panels will be guaranteed in future through a requirement to delegate equal numbers of women and men to these panels. Furthermore, the chair of the respective Ministry's Equal Treatment Committee (or her representative) is entitled to take part in the meetings of evaluation and recruitment panels in an advisory capacity.

Finally, in order to increase transparency and objectivity in the selection of management staff, advertisements for management positions must state how specific types of knowledge and skills will be weighted in evaluating a candidate's suitability for the post in question.

5.6.3 Part-time work by sex

At 32.6%, considerably more women than men (5.8%) work part-time. The percentage of staff who have chosen the option of part-time work is highest among teachers and nurses, as well as in the administrative service, a fact which is connected to the high proportion of women in these occupational groups.

Diagram 12 Part-time work by sex



5.6.4 Income differences between women and men as defined by Section 6a, Federal Equal Treatment Act

In its government platform, the current Federal Government has made a commitment to promoting women and ensuring equal opportunities in the world of work. As key elements in this effort, the platform lists fairness and transparency with regard to incomes, as well as measures to increase the proportion of women in top positions.

Based on this commitment, the National Action Plan on “Equal Opportunities for Women and Men in the Labour Market” was published in June 2010. This document lays down strategy until 2013, as well as setting out concrete measures to improve the position of women in the labour market.

A central aim of the National Action Plan is the reduction of income differences between women and men. In order to counteract such differences, the Plan calls for the disclosure of the salaries paid within particular occupational groups with a view to achieving a higher degree of transparency. A requirement to draw up income reports is laid down in the Federal Equal Treatment Act (*Bundes-Gleichbehandlungsgesetz*), as well as in the corresponding legislation for the private sector.

Income differences in the Federal Civil Service

Compared to individual salary agreements, the remuneration system used in the Federal Civil Service, which is based on pay schemes laid down by law, offers a clear advantage with regard to the gender pay gap, namely the fact that work of equal value is paid equally, regardless of the employee’s sex. As a particular staff member’s pay depends on the classification of the post he/she holds, there is no leeway for discrimination on grounds of sex 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 (corrected for differences in the extent of employment) is just under 16% in the Federal Civil Service², whereas the income difference between men and women employed year-round on a full-time basis is 21% for the whole of Austria³.

The gender pay gap in the Federal Civil Service is mainly due to differences in the following factors influencing pay levels: the extent of employment, the amount of overtime worked, the level of qualification, the employee’s age, and the existence of management responsibility. In those occupational groups where employment relationships under public as well as private law exist, a comparison between the incomes of women and men is further complicated by the fact that civil servants and private-law employees are paid according to different remuneration schemes, and that the proportion of civil servants among women and men differs, too.

² Gender pay gap as defined by Section 6a, Federal Equal Treatment Act; source: Federal Civil Service Management Information System.

³ Average wages and salaries; source: General Income Report by the Austrian Court of Audit.

Table 28 Income report pursuant to Section 6a, Federal Equal Treatment Act, Federal Civil Service

Database: 2010	Full-time employees		Gross annual income		Average age		Women's median income	Women's average age
	Men	Women	Men	Women	Men	Women	is lower than men's by ...%	... years
Administrative service	24,304	19,823	40,208	31,194	46.6	43.5	22.4%	3.1
<i>A1, v1</i>	3,760	2,007	65,884	55,553	45.9	41.7	15.7%	4.2
<i>A2, v2</i>	7,356	4,417	50,181	41,875	46.7	42.3	16.6%	4.4
<i>A3, v3, h1</i>	6,594	8,058	34,142	30,802	46.8	44.3	9.8%	2.5
<i>A4-7, v4-7, h2-5</i>	5,040	4,885	25,651	23,645	44.3	42.0	7.8%	2.3
<i>DKL</i>	1,356	698	66,316	52,481	54.1	52.6	20.9%	1.5
<i>ADV-SV</i>	447	88	56,093	48,857	44.1	46.2	12.9%	-2.1
Law enforcement	27,111	3,198	48,384	37,370	43.6	31.1	22.8%	12.6
<i>E1</i>	669	24	72,434	57,172	48.5	43.1	21.1%	5.4
<i>E2a</i>	10,548	448	53,638	43,248	48.1	38.8	19.4%	9.3
<i>E2b, Greko</i>	14,726	2,206	45,283	37,914	41.9	31.6	16.3%	10.4
<i>E2c, Asp</i>	1,656	714	15,672	16,716	24.2	23.0	-6.7%	1.3
<i>DKL</i>	66	0	45,865	-	50.2	-	-	-
Judges and public prosecutors	1,345	1,120	82,074	67,990	46.8	41.0	17.2%	5.8
<i>R3, III</i>	107	27	129,593	117,241	53.4	51.8	9.5%	1.6
<i>R2, II</i>	119	65	98,471	97,942	51.3	49.9	0.5%	1.3
<i>R1a, R1b, I</i>	791	690	79,261	68,491	47.5	42.8	13.6%	4.7
<i>AsylGH</i>	43	30	73,536	71,877	45.3	44.4	2.3%	0.8
<i>Richteramtsanw.</i>	92	170	25,897	26,217	30.2	28.7	-1.2%	1.5

The staff of the Federal Civil Service

Database: 2010	Full-time employees		Gross annual income		Average age		Women's median income	Women's average age
	Men	Women	Men	Women	Men	Women	is lower than men's by ...%	... years
<i>St3, GeneralprokuratorIn</i>	10	5	119,305	99,383	53.7	46.7	16.7%	7.0
<i>St2, STII</i>	37	19	78,084	76,632	46.4	44.4	1.9%	2.0
<i>St1, STI</i>	211	175	68,543	58,395	42.5	36.6	14.8%	5.9
Military	15,057	297	37,991	26,166	40.2	28.9	31.1%	11.3
<i>MBO1, MZO1</i>	694	31	80,696	59,018	44.9	40.2	26.9%	4.6
<i>MBO2, MZO2</i>	2,178	21	52,033	36,848	41.9	31.3	29.2%	10.5
<i>MBUO1, MZUO1</i>	6,834	21	39,539	32,815	46.0	34.4	17.0%	11.7
<i>MBUO2, MZUO2</i>	2,645	92	29,867	27,804	31.3	28.2	6.9%	3.1
<i>MZCh</i>	1,043	132	20,660	20,656	24.0	25.9	0.0%	-1.9
<i>DKL</i>	925	0	36,483	-	49.6	-	-	-
<i>KIOP</i>	1,224	15	27,949	27,551	23.2	25.2	1.4%	-2.0
Teachers	15,892	17,895	63,162	53,663	48.9	46.5	15.0%	2.4
<i>L1, I1</i>	12,926	14,721	65,743	55,076	49.2	46.4	16.2%	2.8
<i>L2, I2</i>	2,734	3,049	51,827	47,826	47.1	47.0	7.7%	0.1
<i>L3, I3</i>	36	25	24,189	23,997	43.6	50.1	0.8%	-6.5
<i>LHP, Iph</i>	184	108	83,607	81,117	55.5	53.8	3.0%	1.7
School inspectors	186	95	78,308	79,707	56.2	53.7	-1.8%	2.6
Nurses	66	132	41,819	38,095	44.7	46.5	8.9%	-1.9
<i>K2, k2</i>	19	10	41,975	38,523	45.0	41.3	8.2%	3.7
<i>K3, k3</i>	6	16	49,818	48,908	50.9	53.5	1.8%	-2.7
<i>K4, k4</i>	28	73	42,734	39,284	45.4	45.9	8.1%	-0.5
<i>K5, k5</i>	-	6	-	35,815	-	47.5	-	-
<i>K6, k6</i>	13	27	27,093	29,700	39.9	45.8	-9.6%	-6.0
Others	72	6	33,948	23,565	51.4	44.7	30.6%	6.7

The difference in median incomes that remains once the data have been corrected for differences in the extent of employment is 15.9%, ranging from 8.9% for the occupational group of nurses to 31.1% for the military. This pay gap results from differences in the level of qualification, age and type of employment relationship (i.e. civil servants vs. private-law employees), as well as the small number of women in managerial positions.

Age is the single most influential factor when it comes to income differences between men and women. Accordingly, significant income differences are to be found in those occupational groups that show considerable differences in age. This phenomenon is to be expected in remuneration schemes that place a high premium on seniority, i.e. years of service. As entry to the Federal Civil Service typically occurs at a lower rather than a higher age, staff members' age tends to correlate with their years of service, on the one hand, and with their advance up the pay scale, on the other.

Relatively low incomes in conjunction with a relatively high average age can be due to a high amount of overtime worked by members of the other sex, to slower progression up the pay scale as a result of successive periods of parental leave, or to later entry to the Federal Civil Service. The proportion of women is particularly high among staff members who were recruited after reaching the age of 30. Due to the limitations on having periods of professional experience gained elsewhere recognised by the Federal Civil Service, these women find themselves in lower salary brackets than groups of staff members with the same average age but earlier entry dates.

The statistics on particularly small groups of employees are highly sensitive to the effect of factors specific to individual members of such groups. For example, it is notable that women in the occupational group of nurses earn below-average salaries despite their higher-than-average age. However, given the small size of this occupational group, the figures for the different grades are only of limited value when it comes to making general statements about the group as a whole as these figures are influenced, in particular, by different amounts of overtime worked by individual nurses. The same applies to teachers of handicrafts (i.e. Craft, Design and Technology, or Fabrics and Design) in grades *L3* and *I3*.

Among the members of the law enforcement group undergoing their basic training (i.e. grades *E2c*, *Asp*), on the other hand, women earn significantly more than their male colleagues despite their lower average age. This difference is due to the Federal Civil Service's recruitment policy in conjunction with the two years' basic training required for service in law enforcement. After one year of intensive initial training, law enforcement trainees are required do a fair amount of patrol duty in their second year of training, for which they receive various special allowances (e.g. danger money). In 2010 the proportion of women receiving such allowances among all female law enforcement trainees was higher than the corresponding proportion of men among all male trainees. The fact that relatively more women than men were drawing higher total salaries due to allowances has led to an increase in the women's median income.

Outlook

In order to increase the proportion of women in the different occupational groups, greater numbers of women have been recruited in the last few years. As a result of these efforts, however,

the average age of women is rising more slowly than that of men, or is even falling. A rising proportion of young women, in turn, means a growing percentage of women in lower salary brackets. It is therefore to be expected that the age-related income gap between men and women will not become smaller in the next few years. On the contrary: this gap is even likely to widen in the near future due to the increased recruitment of women. In other words, the age-based differences in the incomes of men and women will only decrease once the age structures of the two sexes converge.

Income differences among civil servants working in hived-off entities

As a result of the transfer of government tasks to separate legal entities (such as agencies), any civil servants working for these bodies continue to be employed by the Federal Civil Service while being permanently assigned to the newly established institutions. Any private-law employees, on the other hand, are now employed by the new legal entities themselves.

It is due to this particular constellation that the income report of the Federal Civil Service includes all civil servants working for agencies and other hived-off entities, as the salaries of these civil servants are still being paid by the Federal Civil Service. The salaries of staff members on private-law contracts, however, are reflected in the income reports of the respective entities themselves.

Since civil servants working in hived-off institutions are paid according to remuneration schemes laid down by law, income differences between men and women correlate with the diverging average ages of the sexes, as in the Federal Civil Service. In addition, income differences related to differences in average age have a particularly strong impact in the higher age groups as the incomes of civil servants tend to rise sharply towards the end of their careers.

In the case of *Österreichische Post AG* and its subsidiaries, female civil servants earn more than their male colleagues due to their higher average age. Even though men in all grades below *PT1* earn more than women, this difference is not enough to offset the overall difference of 18.9% in favour of women. This is due to the fact that men are mostly to be found among the lower grades (particularly *PT8*) while women tend to work in the higher grades. Another notable aspect of this particular income report is the fact that the incomes of men in the lower grades (i.e. *PT5* to *PT9*) are above those of women despite their lower average age. This is due to the fact that most of the men are employed in activities entailing a higher amount of allowances.

The same phenomenon can also be observed in the case of *A1 Telekom Austria AG*, where the higher incomes of men (despite their lower average age) result from the fact that more men work in the field, therefore earning higher allowances.

In the case of *ÖBB-Postbus GmbH*, the majority of staff have traditionally been men. Due to the small number of women, factors specific to individual female staff members disproportionately affect the income level of the group of women as a whole, making it difficult to make general statements on the subject of income differences. The proportion of women is meanwhile even rising in traditionally male occupations, such as bus drivers or mechanics; nevertheless, *ÖBB-Postbus GmbH* is unable to influence the proportion of women among those of its staff members who are employed under public law as these employment relationships are generally being phased out.

**Table 29 Income report pursuant to Section 6a, Federal Equal Treatment Act
Hived-off entities, excluding the successor companies of the Austrian Post Office**

Database: 2010	Full-time employees		Gross annual income		Average age		Women's median income	Women's average age
	Men	Women	Men	Women	Men	Women	is lower than men's by ...%	... years
Administrative service	2,327	1,782	49,149	45,282	52.4	51.0	7.9%	1.4
<i>A1, v1</i>	355	152	75,163	70,895	53.8	53.0	5.7%	0.8
<i>A2, v2</i>	1,046	837	50,260	47,137	51.7	50.5	6.2%	1.2
<i>A3, v3</i>	490	562	36,300	35,750	50.7	49.8	1.5%	0.9
<i>A4-6, v4, h2-h3</i>	122	19	30,952	28,889	51.6	49.8	6.7%	1.7
<i>DKL</i>	302	218	59,703	52,403	55.7	54.4	12.2%	1.4
<i>ADV-SV*</i>	24	-	56,615	-	52.4	-	-	-
Teachers/school inspectors	66	42	67,543	64,094	57.7	56.4	5.1%	1.3
University teachers	3,778	915	93,734	84,726	54.0	51.1	9.6%	2.9
<i>UNIPROF</i>	1,045	160	115,924	106,288	59.4	57.0	8.3%	2.4
<i>UNIDOZ</i>	2,190	514	90,849	84,403	52.0	50.1	7.1%	1.9
<i>UNIASS</i>	555	252	79,284	74,158	51.9	49.4	6.5%	2.6
Nurses	11	68	36,277	47,740	52.5	53.1	-31.6%	-0.6
<i>K1</i>	0	6	-	50,449	-	50.6	-	-
<i>K2</i>	4	51	51,238	48,941	53.9	53.6	4.5%	0.3
<i>K5, K6</i>	7	11	36,277	38,263	51.7	51.9	-5.5%	-0.2

* This figure relates to all staff members in the *ADV-SV* grade. So as not to allow inferences regarding individual staff members, this total was not subdivided into men and women as one of these sets has fewer than three elements.

**Table 30 Income report pursuant to Section 6a, Federal Equal Treatment Act
Österreichische Post AG and its subsidiaries**

Database: 2010	Full-time employees		Gross annual income		Average age		Women's median income	Women's average age
	Men	Women	Men	Women	Men	Women	is lower than men's by ...%	... years
PT total	9,874	1,686	34,610	41,167	47.8	48.4	-18.9%	-0.6
<i>PT1</i>	106	25	81,764	84,174	49.5	48.0	-2.9%	1.4
<i>PT2</i>	500	182	61,024	54,777	49.3	48.6	10.2%	0.6
<i>PT3</i>	1,267	451	49,745	47,844	48.5	48.2	3.8%	0.3
<i>PT4</i>	807	368	43,682	41,524	47.9	47.0	4.9%	0.9
<i>PT5</i>	620	371	36,629	35,189	48.0	48.4	3.9%	-0.4
<i>PT6</i>	430	43	35,628	31,748	48.2	48.4	10.9%	-0.2
<i>PT7</i>	208	0	32,026	-	46.9	-	-	-
<i>PT8</i>	5,897	214	32,606	32,472	47.5	50.8	0.4%	-3.2
<i>PT9</i>	39	32	25,225	24,960	48.4	50.8	1.0%	-2.4

**Table 31 Income report pursuant to Section 6a, Federal Equal Treatment Act
A1 Telekom Austria AG**

Database: 2010	Full-time employees		Gross annual income		Average age		Women's median income	Women's average age
	Men	Women	Men	Women	Men	Women	is lower than men's by ...%	... years
PTtotal	5,191	1,095	47,198	44,507	47.1	46.7	5.7%	0.4
<i>PT1</i>	120	9	85,320	80,412	49.5	50.0	5.8%	-0.5
<i>PT2</i>	1,263	256	61,808	55,980	47.1	46.7	9.4%	0.4
<i>PT3</i>	1,457	397	51,858	47,291	46.6	46.4	8.8%	0.2
<i>PT4</i>	474	241	43,455	40,694	47.0	46.8	6.4%	0.3
<i>PT5</i>	1,438	165	39,287	34,499	47.3	46.7	12.2%	0.6
<i>PT6</i>	397	22	35,031	33,215	47.4	50.3	5.2%	-2.9
<i>PT7</i>	28	0	30,297	-	48.4	-	-	-
<i>PT8/PT9</i>	14	5	27,807	23,650	47.0	47.2	15.0%	-0.2

**Table 32 Income report pursuant to Section 6a, Federal Equal Treatment Act
ÖBB-Postbus GmbH**

Database: 2010	Full-time employees		Gross annual income		Average age		Women's median income	Women's average age
	Men	Women	Men	Women	Men	Women	is lower than men's by ...%	... years
PT total	1,447	26	38,650	40,861	50.6	48.6	-5.7%	2.0
PT1	18	0	84,154	-	49.7	-	-	-
PT2	43	6	58,552	61,215	48.5	52.0	-4.5%	-3.5
PT3	137	9	52,622	44,468	50.3	48.0	15.5%	2.3
PT4	43	5	42,411	36,557	49.8	43.8	13.8%	6.0
PT5	11	0	38,481	-	50.0	-	-	-
PT6	14	3	34,320	38,054	50.1	50.7	-10.9%	-0.5
PT7	1,163	0	37,963	-	50.7	-	-	-
PT8	14	0	32,107	-	51.7	-	-	-
PT9	4	3	37,169	24,592	54.8	49.3	33.8%	5.4

5.6.5 High qualification levels by sex

As shown in Diagram 6, the proportion of staff who have achieved the two highest levels of qualification (i.e. university degrees or upper secondary school leaving certificates) is very high in the Federal Civil Service.

Table 33 Proportion of university graduates and persons with upper secondary school leaving certificate

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%
1999	46.2%	42.3%	53.7%	19.9%	19.3%	20.7%
2000	46.8%	42.6%	54.9%	20.2%	19.4%	21.2%
2001	47.6%	43.1%	56.1%	21.0%	20.2%	22.1%
2002	48.0%	43.3%	56.6%	21.8%	21.1%	22.8%
2003	48.4%	43.4%	57.5%	22.7%	22.3%	23.1%
2004	44.1%	37.4%	56.5%	26.2%	24.7%	27.8%
2005	44.5%	37.6%	57.2%	26.2%	24.4%	28.3%
2006	45.9%	38.7%	58.7%	26.8%	25.1%	28.7%
2007	46.4%	38.8%	59.7%	26.5%	24.6%	28.7%
2008	47.4%	39.7%	60.7%	27.1%	24.7%	29.8%
2009	47.6%	39.7%	61.0%	28.4%	26.1%	30.8%
2010	48.0%	39.8%	61.7%	29.1%	26.5%	32.1%

Source of private sector data: *Statistik Austria*

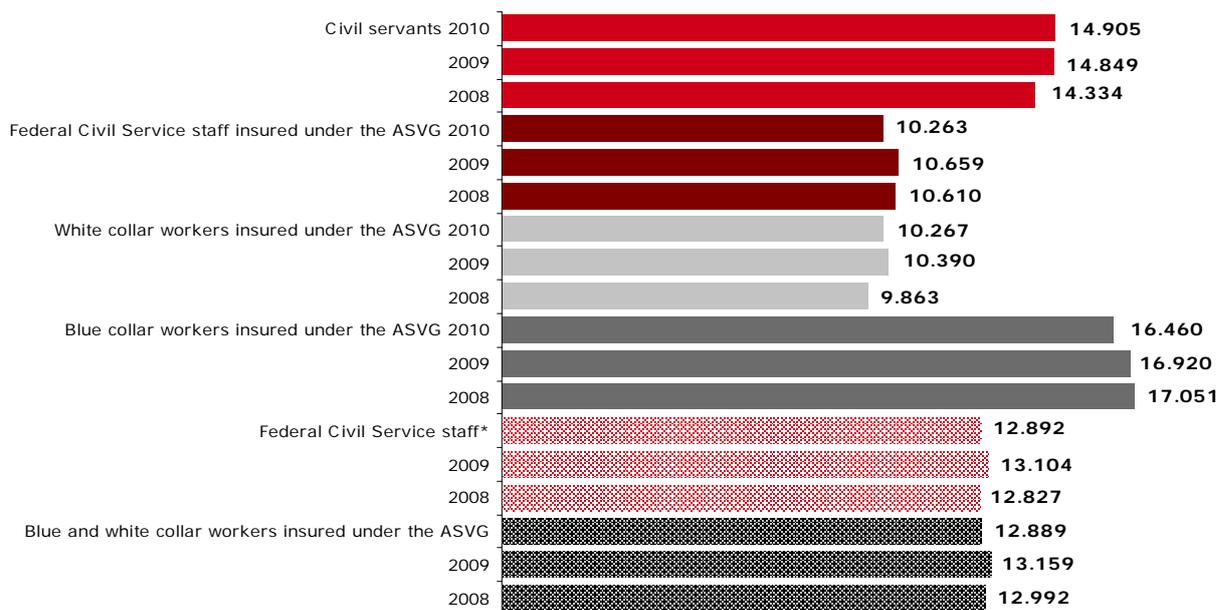
A breakdown of the proportion of highly qualified staff by sex shows that 61.7% of women hold university degrees or upper secondary school leaving certificates, while this is true of “only” 39.8% of men. However, the actual proportion of men who have completed upper secondary school is likely to be several percentage points higher. This is because in the law enforcement group, assignment to a particular pay scale is not based on the level of qualification attained prior to recruitment, and therefore law enforcement officers who have completed upper secondary school or a university degree cannot be assigned to one of these two groups in the qualification statistics, as mentioned in Chapter 5.1. By comparison, the proportion of private-sector employees with qualifications at upper secondary school level or higher is markedly lower than in the Federal Civil Service at 32.1% (for women) and 26.5% (for men).

5.7 Lost working time

The amount of working time lost, in particular due to sick leave, is considered to be an important early indicator in personnel management as it can be a sign of poor work organisation, inadequate employment or organisational structures, or other problems.

The sick leave statistics published annually by the Association of Austrian Social Insurance Institutions (*Hauptverband der österreichischen Sozialversicherungsträger*) provides information about the amount of working time lost by blue and white collar workers. Federal Civil Service Staff on private-law contracts are included in these data, but civil servants are not. Since the year 2011, the sick days of men doing their compulsory military service and of persons in receipt of childcare benefit are no longer included in the sick leave statistics. In order to allow for a comparison of sick leave data between the Federal Civil Service and the private sector over a number of years, the data for the years since 2008 have been adjusted accordingly. The periods shown in these statistics include ordinary sick leave, as well as residential rehabilitation and health spa treatments. The duration of sick leave is shown in calendar days. As it is not necessary to obtain a sick note from a physician for short-term sick leave, these periods are largely not covered in the statistics compiled by the Association of Austrian Social Insurance Institutions. For the comparison between Federal Civil Service staff and persons insured under the General Social Insurance Act (ASVG), periods of short-term sick leave (i.e. 1 to 3 days) taken by Federal Civil Service staff are therefore not taken into consideration, while residential rehabilitation and health spa treatments are included, so as to ensure a viable basis of comparison.

Diagram 13 Days of sick leave per 1,000 employees, in calendar days



*Federal Civil Service staff (civil servants and staff insured under the ASVG)

Over the last three years, the same trend can be noted in the Federal Civil Service as in the private sector: after rising in 2009, the number of days lost due to sickness fell to 2008 levels in 2010 in both cases. Federal Civil Service staff (i.e. civil servants and private-law employees) as well as blue and white collar workers of the private sector show 12.9 days of sick leave in 2010.

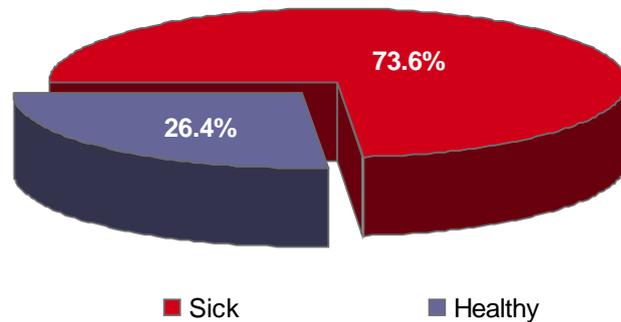
Table 34 Overview of sick leave indicators for Federal Civil Service staff compared to private-sector employees

	Year	Sick leave incidence per 1,000 employees	Sick leave days	Average duration of sick leave periods in days	Sick leave rate
Civil servants	2010	962	14.905	15.5	4.1
	2009	1,000	14.849	14.9	4.1
	2008	940	14.334	15.3	3.9
Federal Civil Service staff insured under the ASVG	2010	696	10.263	14.7	2.8
	2009	769	10.659	13.9	2.9
	2008	726	10.610	14.6	2.9
White collar workers insured under the ASVG	2010	1,042	10.267	9.9	2.8
	2009	1,057	10.390	9.8	2.8
	2008	1,000	9.863	9.9	2.7
Blue collar workers insured under the ASVG	2010	1,389	16.460	11.9	4.5
	2009	1,379	16.920	12.3	4.6
	2008	1,400	17.051	12.2	4.7
Federal Civil Service (civil servants and staff insured under the ASVG)	2010	850	12.892	15.2	3.5
	2009	908	13.104	14.4	3.6
	2008	856	12.827	15.0	3.5
Blue and white collar workers insured under the ASVG	2010	1,189	12.889	10.8	3.5
	2009	1,193	13.159	11.0	3.6
	2008	1,174	12.992	11.1	3.6

Figures excluding short-term sick leave, including residential rehabilitation and health spa treatments

The sick leave rate, i.e. the proportion of staff members that are absent from work due to illness, is 3.5% for the Federal Civil Service (excluding short-term sick leave but including residential rehabilitation and health spa treatments). This means a 0.1% decrease in the sick leave rate compared to the previous year. The sick leave rate for employees covered by the General Social Insurance Act (ASVG) is also 3.5%.

Diagram 14 Federal Civil Service staff with/without sick leave



The proportion of Federal Civil Service staff who did not go on sick leave at all has increased from 24.1% in 2009 to 26.4% in 2010.

For further details, please see the study “*Fehlzeiten 2011 und Gesundheitsförderung im Bundesdienst*” (“Lost working time 2011 and health promotion in the Federal Civil Service”, in German) at <http://www.bka.gv.at/DocView.axd?CobId=36433>.

5.8 Retired civil servants

Civil servants do not have the same kind of pension insurance as employees in the private sector and Federal Civil Service staff employed under private-law contracts. Their employer, i.e. the Federal Civil Service, does not pay pension insurance contributions into any of the social insurance funds; rather, the Federal Civil Service itself pays the pensions of retired civil servants and their surviving dependants.

In December 2010 the total number of Federal Civil Service pensions paid was 94,134. This number comprises 65,717 retirement pensions, 26,606 widow’s or widower’s pensions, 1,720 orphan’s pensions and 91 other pensions.

Table 35 Federal Civil Service pensions

	2010	2009	Changes between 2010 and 2009	
Retirement pensions	65,717	64,568	1,149	1.8%
Widow’s-/widower’s pensions	26,606	26,824	-218	-0.8%
Orphan’s pensions	1,720	1,794	-74	-4.1%
Other pensions	91	92	-1	-1.1%
Total	94,134	93,278	856	0.9%

Owing to the age structure of Federal Civil Service staff (see Diagram 8 and Diagram 9), age groups comprising above-average numbers of staff members will reach retirement age in the

next ten to twenty years. A higher-than-usual number of retirements are therefore to be expected for this time period, along with the associated challenges and opportunities.

Table 36 Grounds for retirement and average retirement age of Federal civil servants

Grounds for retirement	2009		2010	
	Number of staff members	Average retirement age	Number of staff members	Average retirement age
Retirement on reaching statutory retirement age	680	64.7	683	64.6
Occupational disability	447	53.3	458	53.3
Early retirement	1,749	60.7	2,040	60.8
Total	2,876	60.5	3,181	60.6

In 2010, Federal civil servants retired at the age of 60.6 years on average, i.e. their actual retirement age has again risen compared to the previous year, by 0.1 years. It is now 2.7 years above the retirement age for private sector employees.

The actual retirement age for staff members who have reached the statutory retirement age has risen by 0.1 years. Retirement due to occupational disability occurred at the same age on average in 2010 as in 2009. The age of early retirement was 60.8 years on average (2009: 60.7 years).

A comparison of the average retirement age of Federal civil servants with that of employees insured under the General Social Insurance Act (ASVG) shows that the former retire at a later age, namely at 60.7 years. The category of “old age pensions” in Table 37 is equivalent to the sum of the categories “retirement on reaching statutory retirement age” and “early retirement” in the Federal Civil Service (Table 36). The average retirement age of civil servants in the two last-mentioned categories is 61.8 years, i.e. 1.1 years above that of the corresponding group of employees insured under the General Social Insurance Act (ASVG).

Table 37 Actual retirement age for pensioners under the General Social Insurance Act (ASVG)

Grounds for retirement	2009	2010
Old age pensions	60.8	60.7
Occupational disability pensions	51.7	51.6
Total	58.0	57.9

Source: Association of Austrian Social Insurance Institutions

6 Human resource management in the Federal Civil Service

A responsible, motivated and performance-oriented workforce is a fundamental prerequisite for modern, efficient public administration. Sustainable human resource management relies on HR managers utilising their powers to create conditions which allow staff to realise their potential to the maximum and thus contribute optimally to the achievement of the organisation's aims.

6.1 The organisation of human resource management

Human resource management in the Federal Civil Service is organised along decentralised lines. Personnel management authority for the staff of Federal Ministries and their subordinate bodies lies with the respective Federal Minister, who has final jurisdiction in all personnel matters and is thus ultimately responsible for all HR-related decisions. In practice, however, it is the personnel units of the Federal Ministries that decide on personnel issues, as well as carrying out day-to-day HR management tasks. In addition, Ministries with a great number of staff in subordinate bodies also have subordinate personnel offices that exercise delegated jurisdiction. In total there are approximately 160 personnel units which take all necessary HR-related decisions within their respective spheres of competence, based on the applicable Civil Service employment regulations and within the constraints of the Staffing Plan for the Federal Civil Service. This work includes staff selection and recruitment, as well as placement planning and the keeping of personnel files. Under the 2002 Deregulation Act (*Deregulierungsgesetz*), the Federal Chancellery's former rights of co-decision were substantially reduced, particularly with regard to decisions in individual cases, with a view to decentralising decision-making powers in line with modern management principles.

The room for manoeuvre opened up by the decentralised approach outlined above requires central coordination in order to ensure a measure of homogeneity across the Federal Civil Service. This function is exercised by the Directorate General for the Civil Service and Public Administration Reform in the Federal Chancellery. The tasks of this DG include the drafting of employment regulations for civil servants and private-law employees, as well as drafting retirement regulations; personnel planning and control across the Federal Civil Service by means of the Staffing Plan and HR auditing; and providing expert input to pay negotiations with the Union of Public Service.

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

Measures affecting the whole of the Federal Civil Service require comprehensive and timely auditing to provide information regarding the outcomes of measures taken and to allow changes to be made where necessary. Human resource auditing thus ensures the necessary feedback between the planning and implementation of projects in the field of human resources.

Another task of the Directorate General for the Civil Service and Public Administration Reform is personnel development, in particular in areas cutting across different Ministries, such as promoting staff mobility, as well as substantial areas of in-service training and further training.

Finally, the DG is responsible for supporting and advising Ministries and other Civil Service bodies, whose ideas for reform can help to ensure that public administration is efficient, economical and close to the citizens.

The following chapter provides an overview of the Directorate General's key areas of responsibility, as well as current examples of activities in the field of strategic human resource management.

6.2 Employment and pay regulations

The legal basis of human resource management in the Federal Civil Service is made up in particular of the relevant employment and pay regulations. While the rules governing the actions of employers and employees in the private sector are laid down in labour law, the corresponding provisions for civil servants are contained in the 1979 Civil Servants Employment Act (*Beamten-Dienstrechtsgesetz*); the employment and pay regulations applying to Federal Civil Service staff who are not civil servants are contained in the 1948 Law Regulating the Private Law Employment of Civil Service Staff (*Vertragsbedienstetengesetz*).

Civil Service employment regulations lay down, among other things, rights and obligations (such as working time or maintaining official secrecy), performance appraisal, disciplinary rules, as well as certain formal requirements (e.g. those governing the beginning and end of an employment relationship).

While the salaries of private-sector employees are determined either in individual negotiations or on the basis of collective agreements, public servants are paid according to remuneration schemes regulated by law, specifically by the Remuneration Act (*Gehaltsgesetz* - for civil servants) and the Law Regulating the Private Law Employment of Civil Service Staff, respectively.

6.3 Retirement regulations

6.3.1 Calculation of pensions

The Pensions Harmonisation Act (*Pensionsharmonisierungsgesetz*), which contains the General Pensions Act (*Allgemeines Pensionsgesetz*), took effect on 1 January 2005, for the first

time creating a unified pension system for employees in the private sector, for Federal Civil Service staff on private-law contracts and for Federal civil servants alike. All Federal Civil Service staff recruited as of 1 January 2005 (be it as civil servants or as private-law employees) will receive their pensions in accordance with general statutory pension regulations.

Under the transitional provisions for staff members who joined the Federal Civil Service before that date, civil servants who were born before 1955 receive pensions pursuant to the 1965 Pensions Act (*Pensionsgesetz*), while the pensions of private law employees who were born before 1955 are exclusively regulated by the General Social Insurance Act (*Allgemeines Pensionsversicherungsgesetz*).

On the other hand, the pensions of civil servants who were born in or after 1955 and appointed before 2005, as well as those of employees on private-law contracts who were born in or after 1955 and acquired pension entitlements before 2005, are determined by way of a parallel calculation method. This means that the pension in question consists of two components which are calculated under the old and new systems, respectively, and weighted according to the proportion of the overall insurance period completed before and after the year 2005, respectively.

Civil servants who were appointed in 2005 or later are subject to the same provisions as private-law employees, i.e. their pensions are also calculated on the basis of the General Pensions Act and the General Social Insurance Act.

6.3.2 The financing of pensions

Civil servants do not have the same kind of pension insurance as employees in the private sector and Federal Civil Service staff employed under private-law contracts. Their employer, i.e. the Federal Civil Service, does not pay pension insurance contributions into any of the social insurance funds; rather, the Federal Civil Service itself pays the pensions of retired civil servants and their surviving dependants. Civil service pensions are thus expenditures in the Federal budget.

Civil servants who were born before 1 January 1955 pay pension contributions in the amount of 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 Pension Harmonisation Act, and an additional contribution of between 0% and 11.73% for any salary components beyond the maximum assessment base for contributions under the General Social Insurance Act.

Retired civil servants pay a contribution of between 2.41% and 3.3% of their pensions (depending on the date of their retirement) towards securing the pension system.

Civil service pensions are paid out by the Civil Servants Pension Fund (*Versicherungsanstalt öffentlich Bediensteter*).

Civil Service staff on private-law contracts have the same type of pension insurance as private-sector employees, i.e. pension insurance contributions are paid by both the employee and the employer.

6.3.3 Retirement age

Civil servants retire at the end of the year in which they complete their 65th year of age by operation of law; this applies to women and men alike. Until the year 2003 civil servants could retire on their own initiative as of the end of the month in which they reached the age of 61.5 years by filing a declaration to this effect. Following the pension reform of 2003, the minimum retirement age for civil servants is now gradually rising until it reaches 65 years in 2017, analogously to that of employees subject to the General Social Insurance Act; this change also affects both women and men. Retiring before reaching the currently applicable minimum retirement age entails a reduction in the amount of pension.

The retirement age for Civil Service staff employed under private law is being raised analogously; however, the retirement age for women is five years lower in this group, as it is also the case for private-sector employees.

6.4 The Staffing Plan and FTE targets

The Staffing Plan for the Federal Civil Service lays down the maximum permissible number of Federal Civil Service staff for each financial year. As an annex to the Federal Finance Act (*Bundesfinanzgesetz*), the Staffing Plan has the standing of a law. For each staff member of the Federal Civil Service, the required funding must be provided under the Federal Budget (i.e. in the so-called *Bundesvoranschlag*, the Estimates annexed to the Federal Finance Act) and an established post must be available under the Staffing Plan. The Staffing Plan shows all established posts within the Federal Civil Service and thus constitutes the legal framework which defines the maximum staffing capacity available for any given financial year, both in terms of the number and the quality of posts. Established posts - the smallest units within the Staffing Plan - are categorised according to a set of criteria defined by employment regulations and remuneration schemes. Considered in terms of capacity, an established post is equivalent to the workload carried by one full-time worker, in other words, it corresponds to one full-time equivalent (FTE). The Staffing Plan is linked to FTE counts in that the “staffing level (= FTE), to the extent that it affects cash flow, must not exceed the levels set for the individual budget chapters in the Staffing Plan”. The Staffing Plan thus represents a “ceiling” which must be kept to at all times during the year in question. Compliance with the maximum staffing levels defined by the Staffing Plan is supported by an IT-based blocking function which was installed within the PM-SAP personnel management system in early 2008.

In addition to the “ceiling” described above, however, a reduction target to be achieved by the end of each year must be defined if staffing levels are to be reduced. These so-called “FTE targets” are adopted annually by the Council of Ministers.

The new Staffing Plan (*Personalplan*) has replaced its predecessor (called Establishment Plan - *Stellenplan*) since 1 January 2009. Key changes compared to the old system on the one hand include a different structure, which is also expressed by the use of different terminology; on the other hand, planning is now required over a time frame of several years. The base figures of the Staffing Plan (i.e. the totals for each chapter) are decided four years in advance under a

rotating system. The Staffing Plan for the following year, however, is adopted in detail, in other words, broken down by organisational units and quality of posts, as it was done in the past.

Projects of administrative reform, as well as changes in the demands made on public administration, often require organisational changes which may, in turn require adaptations of the Staffing Plan and the respective FTE targets during the year in question. Provided that they are cost-neutral and do not involve any increase in staffing capacity, adjustments of the Staffing Plan are adopted by the Council of Ministers; otherwise, they require the approval of Parliament.

The restructuring measures of the last few years and the restrictive policy on filling vacancies have facilitated a considerable reduction in the number of established posts. In the period from 1996 to 2009, this reduction amounted to 26,894 posts, a figure which does not include those posts which were abolished as a result of setting up agencies and other separate entities to carry out former Civil Service tasks.

6.4.1 The New Staffing Plan

Under the second stage of the ongoing budget law reform, the Staffing Plan will be integrated into the performance-based budgeting process starting with the 2013 Budget, specifically in accordance with the provisions of Sections 44 and 121 of the 2013 Federal Budgeting Act (*Bundeshaushaltsgesetz*). The most outstanding feature of this New Staffing Plan is the increased flexibility it allows Ministries in managing their human resources. Further objectives of the New Staffing Plan include integrating staffing capacity management, in conjunction with personnel management, into the unified budgeting and accounting system, as well as implementing transparency and budgetary truth.

The effect of the provisions of Section 44 of the 2013 Federal Budgeting Act on the New Staffing Plan is twofold: on the one hand, these provisions ensure a high degree of transparency in presenting the use of staff resources by the Federal Civil Service; on the other hand, they ensure truth in budgeting by interlinking personnel and financial resources at all levels of the Budget. By showing the number of established posts available in financial years n and $n+1$, as well as actual staffing levels in full time equivalents for financial years n and $n-1$, it will be possible in future to see at a glance how staffing plans develop over time and to what extent the available staffing capacity is utilised. A further important step towards increased transparency regarding the planned and actual use of staff resources is a new Working Tool which will show the deployment of resources down to Detail Budget Level 1.

Furthermore, as of 2013, HR auditing points will be integrated into the Plan as key control tools regarding the quality of posts, and the same will apply to actual staffing levels. These auditing points will define the upper limit on the total “value” of posts at the chapter level of the Staffing Plan, in analogy to the ceiling on the number of established posts. These two limits, i.e. the limit on the number of posts and the HR auditing points, serve different purposes. The cap on the number of established posts ensures that staffing capacity is not increased, while the auditing points are intended to prevent a rise in the costs of existing staff.

Finally, a higher degree of flexibility is achieved in the New Staffing Plan, on the one hand by not setting any legally binding limits below the chapter level, and on the other hand by establishing variable pools of established posts. This enables each Ministry to deploy its staff resources flexibly and according to its needs over the course of a financial year.

6.5 Evaluation of posts

Since the 1994 Remuneration Reform, each member of the Federal Civil Service employed in the occupational groups of law enforcement or the military, or in the administrative service, has been assigned to a so-called “functional level” (called *Funktionsgruppe* for civil servants and *Bewertungsgruppe* for private-law employees) within his/her qualification-based pay scheme. This functional categorisation is based on the know-how and intellectual capacity required of the person holding the post in question, as well as the level of responsibility associated with it. Functional levels are assigned on the basis of an internationally acknowledged evaluation procedure. The evaluation of a staff member’s post under this system is a key factor in determining his/her remuneration.

For instance, in the general administrative service, pay scheme A 1 (i.e. university graduates) comprises functional levels 1 to 9, with 9 representing the highest level (i.e. that of Director-General). The functional level assigned to a particular post determines the amount of the functional allowance paid to the person holding the post. In other words, in addition to length of service, the salary paid to a member of the Federal Civil Service depends to a high degree on the quality of the post assigned to him/her.

In order to ensure that posts are evaluated in a balanced and consistent manner across the various authorities and institutions of the Federal Civil Service, and across all Federal Ministries, this responsibility is carried out centrally by the Federal Chancellery. The re-evaluation of posts is frequently necessary so as to do justice to changes in the tasks associated with particular posts. Between 8,000 and 10,000 posts are thus re-evaluated per year; however, this number can rise considerably in years characterised by comprehensive restructuring.

6.6 Human resource auditing

State-of-the-art human resource auditing supports the Federal Civil Service in deploying its personnel resources in such a way as to create added value and to optimise the work done by the personnel units. In addition to optimal deployment of staff, this added value also includes qualitative improvements such as a rise in the level of qualification, mobility or identification. Strategic and thus future-oriented personnel management which is based on clearly communicated aims and a fact-based analysis of the status quo is a prerequisite for performance- and service-oriented governance informed by the principle of sustainability. In order to provide appropriate support for management, what is required of human resource auditing is not reporting along merely administrative or statistical lines but a future-oriented steering instrument.

This kind of piloting support, in turn, relies on a thorough knowledge of the Federal Civil Service as an organisation, as well as continuous analysis of its environment.

Provided that human resource auditing is involved in the planning process at an early stage, it can support this process by pointing out alternative scenarios and by assessing the risks and opportunities associated with certain developments and strategic decisions. An up-to-date management information system provides the basis for standardising a small number of strategically important indicators, in accordance with the principle of “keep it simple”. As part of an ongoing reporting process, key developments of indicators relating to staffing levels, personnel expenditure and pensions within the entire Federal Civil Service are promptly provided for monitoring and control purposes, as well as analysed in terms of their causes and consequences. Based on this input, different alternative approaches that could be adopted within specific overall strategies are shown. Exception reports point out unusual developments and topical issues such as developments in the age structure or staff turnover patterns. Key features of this type of human resource auditing are transparency, promptness and reliability.

As early as 2006, the Federal Civil Service’s personnel information system was wholly replaced by a state-of-the-art management information system based on standard software by SAP. Continuous quality control ensures the user-friendliness of the system and facilitates the adaptation of its analytical tools to any changed requirements. By enabling data to be linked and processed faster and arranged more clearly, the new system has made many aspects of personnel management easier to handle.

Key data on the staff structure of the Federal Civil Service, in particular figures characterising its different occupational groups, are set out in the leaflet “The Austrian Federal Civil Service. Facts and Figures”, which is updated annually and is available at <http://www.bka.gv.at/DocView.axd?CobId=40401>.

6.7 Training and further training

Training and further training are important elements of staff development, which is planned and implemented by the personnel units of individual Ministries according to the specific needs of their staff. The training programme provided by the Federal Academy of Public Administration (*Verwaltungsakademie des Bundes*, formerly known as *Zentrum für Verwaltungsmanagement*) is a key component of the initial and further training the Ministries provide for their staff. The Academy’s training modules are tailored to the needs of staff working in the different parts of the Federal Civil Service.

6.7.1 Initial training

Depending on one’s occupational group and individual sphere of responsibility, working in the Federal Civil Service requires comprehensive knowledge in fields such as law, the economics of public administration, information technology, civil service organisation, foreign languages and social skills. Newly recruited Federal Civil Service staff must therefore attend an initial

training course in order to familiarise themselves with specific features of the organisation they now work for.

The Federal Ministries are responsible for the initial training of their staff on the basis of their own, specific training regulations. The range of subject matters covered by the initial training programme depends on the qualifications gained by the respective staff member prior to recruitment.

The Federal Academy of Public Administration, which is a unit of the Federal Chancellery, provides a range of training modules on the different subject areas relevant to public administration, from which Ministries can select those that are required under their respective training regulations. Any remaining places on these modules are open to other Ministry staff as part of their further training. The majority of Federal Ministries make use of the inter-ministerial initial training programme provided by the Federal Academy of Public Administration. However, the Federal Ministry of Finance, the Federal Ministry of the Interior and the Federal Ministry of Defence and Sport also have their own training centres. Further information on the initial training modules provided by the Federal Academy of Public Administration is available at <http://www.bka.gv.at/site/3898/default.aspx>.

6.7.2 Management training

A particular focus is placed on the training of management (and future management) staff as their commitment and abilities are key factors in the successful work of organisational units. Managers who are able to create a cooperative work atmosphere which is conducive to a high level of performance are essential in ensuring the success of reform efforts, particularly in a client-oriented system of public administration which continually needs to adapt to changing societal conditions.

The training on offer for this target group includes seminars on topical issues such as “Performance-based budgeting and public management” and “Knowledge management”, in addition to courses dealing with management methodology, work-life balance as a tool of staff development, or personal skills training, all of which provide managers with the skills they need in order to successfully carry out their tasks in public administration. Further training options available at the Federal Academy of Public Administration include seminars on topics such as management by objectives, project management, conflict resolution, motivation, appreciative communication, public speaking and presentation skills, as well as coaching. In addition to these seminars and workshops, more comprehensive courses are also available, e.g. on management in public administration, leadership skills, auditing and controlling, women in management, as well as a special training programme for junior staff members showing potential for management. For more information, see <http://www.bka.gv.at/site/3897/Default.aspx>.

6.7.3 Europe & languages

Training opportunities under the heading of “Europe & languages” focus on five key areas: European Union law, negotiating and decision-making procedures, EU policy areas, EU data banks, as well as English and French language training. Participants who complete a total of 14 days of training in these areas can be awarded the so-called “EU Diploma”. Furthermore, the “Law & Europe” course is open to all legal experts in the Federal Civil Service, regardless whether they are judges, public prosecutors, or civil service lawyers.

The “Europe & languages” training modules are intended to present Federal Civil Service staff with relevant information on current political and economic developments in the European Union. In this context, particular attention is also paid to intercultural competence and communication skills, which are seen as key elements of the European integration process. For further information, see <http://www.bka.gv.at/site/4116/default.aspx>.

6.7.4 E-government

E-government is increasingly gaining in importance at all levels of public administration, and having well-trained staff is a prerequisite for the successful operation of the various public administration services that are available online.

The Federal Academy of Public Administration offers practically oriented training and further training in this field for staff at all levels, including management staff. In these seminars participants gain a deeper understanding of IT-based transactions, information flow and communication processes, as well as learning to react appropriately to client needs and acquiring a range of skills which they can use on a daily basis, both at work and privately. For further information, see <http://www.bka.gv.at/site/5153/default.aspx>.

6.7.5 Personnel

Another focus of the training provided by the Federal Academy of Public Administration is on the subject of personnel. This part of the programme is aimed at different target groups, namely managerial staff, personnel management experts, as well as staff working in other areas. Depending on the aims to be achieved, some of these courses provide a basic knowledge of personnel matters, while others provide in-depth insights into highly specific aspects of the subject matter which are of relevance to specialist practitioners.

The topics covered by the training programme in the field of personnel range from organisation management (i.e. staffing plans, job descriptions and evaluation, budgeting issues) to classic personnel administration topics (i.e. starting and ending an employment relationship, developments in an ongoing employment relationship), personnel accounting, as well as working time and travel management. The range of training offered is rounded off by modules on human resource auditing and development, as well as on recruiting new staff. For further information, see <http://www.bka.gv.at/site/6162/default.aspx>.

6.7.6 Evaluation and updating of training courses

The content of training courses is subject to continuous change. In order to do justice to changing requirements, the training officers and staff development experts of the different Ministries regularly meet to discuss training needs, review programmes and coordinate their actions, ensuring that topics which have lost in importance are deleted from training programmes and replaced by new ones.

As part of the Federal Academy of Public Administration's quality management programme, all of its seminars and courses are subject to evaluation. On the one hand this makes it easier to assess future demand for the various training modules on offer; on the other hand, the evaluation of the quality of these modules by the participants shows where there may be potential for improvement. Based on the grading system used in Austrian schools (i.e. marks ranging from 1 to 5, with 1 representing the highest level of approval and 5 the lowest), the participants' overall evaluation of seminar quality came to 1.4.

The most important indicators of the Federal Academy of Public Administration are as follows:

Table 1 Indicators of the Federal Academy of Public Administration

	2008	2009	2010
Participants	6,714	7,109	9,187
Number of seminars and training courses	493	505	594
Days of training (courses)	1,053	1,066	1,235
Days of training (participants)	15,475	16,181	19,327
Proportion of women	59%	59%	57%
Days of training (women)	8,939	9,496	11,026
EUROSPEAK: online registrations	2,966	3,331	3,440



6.7.7 A university-level course in "Public Management" – a future-oriented training option for public administration staff

Public administration in Austria lacks a targeted, tertiary-level course of studies in the important area of what is referred to as resource management. Even though a great number of university graduates – and, increasingly, also graduates of the so-called universities of applied sciences (*Fachhochschulen*) – are now working in various occupational groups within public administration, not enough importance is accorded at the level of tertiary education to the optimal use of resources in the provision of public services. Key fields of activity under the heading of resource management, namely personnel management, financial management and organisation management, do not receive sufficient attention in Austria's educational landscape.

Currently the classic educational background of graduates entering public administration is a degree in law or business administration. However, the curricula of such courses of study lack any specific focus on public administration. In practice this means that many new entrants do

not have the background they would need in terms of integrated, interdisciplinary, cross-cutting know-how, nor all of the skills and abilities actually required for their work – even though their level of expertise in their respective fields of study is quite high. This deficiency gives rise to a considerable need for initial and complementary training to be provided by the Federal Civil Service and other public-sector employers.

In 2008, the *FH Campus Wien* university of applied sciences filed an application for approval of a new Bachelor's-level course of studies entitled "Public Management". In designing this course, *FH Campus Wien* closely cooperated with the Federal Chancellery' in order to ensure that the curriculum optimally reflects the practical requirements of public administration.

The curriculum of the "Public Management" course

The curriculum of the "Public Management" course is focused on three major thematic areas. Building on the fundamental legal and organisational know-how taught at the beginning of the course under the heading of "State and public administration in the international context", the two other thematic blocks are economic in orientation, forming the "Public management" core of the programme. Under the heading of "Economics and budgeting", participants develop an in-depth understanding of relevant concepts, specifically in the field of economics. This is followed by a block entitled "Integrated management in public administration", which provides a broader, integrated perspective on the subject matter, enabling students to identify and understand the lines of development leading from the modern instruments of "new public management" up to current "public governance" strategies, and ultimately to apply them to good effect in the practice of public administration. These core areas of competence are rounded off by two important sets of skills, namely "Leadership and communication" on the one hand, and "Personal skills" on the other.

6.8 Demographic challenges

The demographic development of Federal Civil Service staff, which is discussed in detail in Chapter 5.4, presents major challenges in the areas of human resource management and staff development.

A key aspect of the age structure of Federal Civil Service staff is its rising average age, which gives rise to the question how the work environment can contribute to promoting the health and fitness of an increasingly older workforce. This involves not only health promotion in the narrower sense but also strategies and methods of enhancing employees' willingness and ability to perform, thus maintaining a high level of motivation at work for longer periods of time.

Given the volume of retirements to be expected over the next few years, personnel managers are also confronted with the question of how to attract a sufficient number of candidates to the Federal Civil Service, and how to ensure the selection of the best-suited applicants - in terms of both expert know-how and personal skills - in the recruitment process.

Taking a shared-service approach with the Ministries, Directorate General III of the Federal Chancellery provides a number of services and instruments in the areas of recruitment, selec-

tion of candidates, staff development, health promotion and mobility, which are briefly presented on the following pages.

6.8.1 Staff development

Staff development in the Federal Civil Service is generally organised in a decentralised manner as it is the responsibility of the individual Ministries. However, the Federal Chancellery's Directorate General for the Civil Service and Public Administration Reform has set up a platform where the Ministries' staff development experts can network and exchange experience. Such transfer of information, know-how and best practice examples, along with the opportunity for discussion, provides support for staff developers in designing and coordinating measures, particularly in areas affecting staff across the different Ministries.

Furthermore, the results of international cooperation within the framework of the European Public Administration Network (EUPAN) and the European Personnel Selection Office's EPSO Network of Personnel Selection Experts are also subjects of discussion on the staff development platform.

Services and information on a range of relevant topics for staff developers, managers and other staff members are available on the Federal Civil Service intranet at <http://oeffentlicherdienst.intra.gv.at> (under "Service").

6.8.2 Health promotion

As health promotion is gaining in importance, particularly in view of the average age of staff, this topic is a focus of cooperation among staff development experts in the Federal Civil Service. Efforts in this area are primarily aimed at raising awareness of the topic in general, as well as of quality criteria for a holistic approach to promoting health in the workplace.

In addition to a wide range of measures for maintaining physical health, the health promotion activities implemented in the Federal Civil Service also include a number of services around the psychosocial aspects of wellbeing in the workplace. For comprehensive information on this subject, please see the report on "Lost working time 2011 and health promotion in the Federal Civil Service" ("*Fehlzeiten 2011 und Gesundheitsförderung im Bundesdienst*", in German), which is available for download on the Federal Chancellery's website at (<http://www.bka.gv.at/OeffentlicherDienst>).

The Federal Academy of Public Administration is running a series of seminars on the subject of work-life balance with a view to sensitising management staff to health issues and providing impulses and suggestions to staff members for a healthy lifestyle and a motivated approach to work. For more information, see <http://www.bka.gv.at/site/6749/default.aspx>.

6.8.3 The “*Ich – in Arbeit ...*” e-learning platform

Under a cooperation agreement with the Ministry of Justice, all staff members now have access to the e-learning platform “*Ich - in Arbeit ...*” (“Me – work in progress ...”) via the Federal Civil Service intranet. In addition to clearly structured information on a number of relevant topics, this platform also provides many practical tips on a range of issues relating to the workplace.

The modules on “Time management”, “Fit at work” and “Ergonomics” deal with ways of organising the workplace and work processes in a way that is conducive to good health. Other modules are dedicated to the issues of burn-out and bullying, which are often treated as taboo. What do staff members and superiors need to watch out for? Where can those affected or their colleagues turn for help? Background information and practical tips provide guidance in these questions. Further modules contain useful information on issues such as appraisal interviews and preventing corruption. Finally, a new module on “Healthy eating” has been added which was created in a cooperation project among the Federal Ministry of Justice, the Federal Ministry of Health, the Federal Chancellery and the Civil Service Insurance Fund (*Versicherungsanstalt öffentlich Bediensteter*).

6.8.4 The appraisal interview as a key management tool

Direct, face-to-face talks between staff and their superiors are a prerequisite for successful and satisfactory cooperation. Appraisal interviews, which are defined by law as management tools (Section 45a, Civil Servants Employment Act – *Beamten-Dienstrechtsgesetz*, and Section 5, Law Regulating the Private Law Employment of Civil Service Staff – *Vertragsbedienstetengesetz*) play a special role in this context. Removed from day-to-day work routine, these annual interviews provide an opportunity to discuss the overall setup of the work relationship, as well as the responsibilities and professional development of staff members.

A good appraisal interview has obvious advantages for staff members, superiors and the respective organisational unit. Jointly agreed objectives clearly define the focus of future work and the scope of action associated with it, thus setting an appropriate level of challenge for the employee. In addition, any disagreements can be clarified and staff identification with the organisation’s tasks strengthened. Finally, the appraisal interview allows managers to discuss staff members’ performance over the previous work year on the one hand, and to receive feedback on their own leadership behaviour on the other.

To facilitate the preparation of an upcoming interview, a set of guidelines for appraisal interviews and team meetings has been prepared in cooperation with the staff developers of the different Ministries. These guidelines are available on the Federal Civil Service intranet (in German), but can also be ordered in hard copy form from eva.wilding@bka.gv.at.

Additionally, all staff and managers can use the interactive e-learning module on appraisal interviews available on the Federal Civil Service intranet, where the requirements for conducting successful interviews are explained in a clear, easily accessible way and illustrated by many practical examples.

6.8.5 Cross-mentoring in the Federal Civil Service

As part of the Federal Civil Service's staff development programme, a cross-mentoring scheme is available as a tool for the promotion of women's careers. Austria's National Action Plan on "Equal Opportunities for Women and Men in the Labour Market", which defines the Federal Government's strategy in this area until 2013, provides for this measure as part of the effort to encourage and support women in managerial positions in the Federal Civil Service.

One distinctive feature of this particular cross-mentoring scheme is that managers from one Ministry (i.e. the mentors) support their colleagues from other Ministries (i.e. the mentees). The mentors pass on their experience and know-how, give advice on career planning and facilitate access to professional networks. The programme is being continually improved and has met with keen interest from all participants.

Further information is available at http://sektioniii.bka.gv.at/crossmentoring/cm_start.php.

6.9 Mobility

6.9.1 E-recruiting and the new Federal Civil Service Job Exchange

Under the heading of "Public administration and the Civil Service", the current government platform for the 24th legislative period (2008-2013) provides that similar activities carried out by different Ministries should be consolidated in the interests of synergy, and that the existing "shared services" approach should be expanded. Specifically, the Federal Government has stated its aim to further develop modern recruitment systems and expressed its awareness of the need to modernise and expand the services and information facilities of the Federal Civil Service Job Exchange (*Jobbörse des Bundes*).

It is against this background that the Federal Civil Service Job Exchange, which is operated by the Federal Chancellery, is currently being redesigned with the aim of replacing the technically outdated software application which has been in use for approximately 10 years with a state-of-the-art IT support package.

The high number of hits recorded for the Federal Civil Service Job Exchange shows the great interest in the numerous internal and external job advertisements and justifies an investment in replacing the outdated job exchange software. In 2010 approximately 1,800,000 hits via the Internet and another 600,000 via the Federal Civil Service intranet were registered. In view of this impressive record it was decided that an attractive website for the Job Exchange was required, too, in order to give the Federal Civil Service a uniform, clearly structured web presence for its recruitment activities. The two key features of the new Federal Civil Service Job Exchange are its platform for internal and external job advertisements, on the one hand, and the system for managing online job applications, on the other. For more information, see <http://www.jobboerse.gv.at>.

All in all, the newly integrated Federal Civil Service Job Exchange brings about a number of advantages, including improved service, for Federal Civil Service staff. As a result of integrating the new Job Exchange service into the existing ESS (Employee Self Service) interfaces, the internal section of the Job Exchange is now accessible via the central ESS portal. This allows staff to conveniently check from their workplace all internal job advertisements for their own Ministries and the whole Federal Civil Service. However, as this internal service is also available outside the workplace if staff members log in through the appropriate portal, Federal Civil Service staff can easily access internal job advertisements anytime while away from the office.

A new job alert feature in the form of the so-called “Job Agent” can be used for internal as well as external job advertisements. With the help of this feature, staff members can be informed automatically and at regular intervals about any vacancies matching search criteria they have defined beforehand. Up to 5 different search profiles can be set up and saved as “Job Agents”. This is done by selecting the appropriate search criteria in the search window and defining the intervals at which e-mail alerts are to be sent, by means of the “*Als Jobagent speichern*” (“Save as Job Agent”) button.

For the last two years, a new online tool has furthermore been available in the internal section of the Federal Civil Service Job Exchange, namely the so-called “career data bank” (*Karrieredatenbank*). This tool allows staff members seeking a new position within the Federal Civil Service to set up an anonymous career profile (see <http://oeffentlicherdienst.intra.gv.at/jobb/profil.htm>). In their career profiles staff members can, on the one hand, describe their knowledge, experience and skills and, on the other hand, explain what kind of post they are searching for and what types of tasks they are interested in. Once released by the Federal Civil Service Job Exchange, these career profiles are available to personnel units throughout the Civil Service for recruitment purposes. User statistics show a clear interest in increased mobility on the part of Federal Civil Service staff. In the course of 2011 the career data bank will be integrated into the new Federal Civil Service Job Exchange, and the testing centre (see below) will be linked to the job application management system by way of an interface.

6.9.2 Computer-based testing and modern personnel selection

Modern recruitment practices include state-of-the-art personnel selection procedures. A high-quality, computer-based testing system represents a major step towards ensuring a professional selection system. The advantages with regard to time and staff resources are considerable: automatic processing of tests reduces the amount of time required and the likelihood of errors, and the different options for presenting test material via a PC (such as moving pictures, rotation of objects, etc.) are useful not only regarding the variation they allow, but also in terms of the range of competencies and dimensions that can be tested.

Computer-assisted testing allows for efficient, targeted selection from among a large number of applications, which, in turn, reduces the need for additional procedures (such as interviews or panels) to identify the best candidate. Thanks to the wide range of options available for putting together high-quality tests for specific categories, corresponding to the candidate’s prospective

field of employment, a rather general preliminary selection is as feasible as a highly specific final selection.

In the interests of increasing mobility, the more general test categories are useful as they spare different Ministries the need to test the same fundamental set of required competencies all over again – so that, in other words, one successfully completed test is valid for comparable types of position across the entire Civil Service. In addition to these general tests, it is also possible to design highly specific ones for special requirements and to make these accessible in electronic form.

Finally, a set of indicators and criteria have been developed with a view to further increasing the level of transparency in recruitment decisions. For this purpose a catalogue of competencies for management staff in the Federal Civil Service has been drawn up on an inter-ministerial basis, with the aim of creating a unified frame of reference for the different competencies specified in job advertisements and tested by means of interview panels and assessment centres.

This catalogue of competencies, which includes, among other things, a definition of “gender competence”, has been communicated to the personnel units of all Federal Ministries by the Federal Chancellery. Furthermore, the catalogue has been distributed and used as teaching material in seminars on the subject of recruitment at the Federal Academy of Public Administration.

6.9.3 The Federal Chancellery’s EU Job Information Service

471 Austrians (civil servants as well as private-law employees), including one Director General, were working at the European Commission in April 2011, a number which corresponds to the proportion of Austrians (1.7%) in the European Union’s total population. Another 20 Austrians had been recruited by the Commission to the newly established European External Action Service (EEAS) by that date, and approximately 40 were on secondment to the Commission as detached national experts.

The Federal Chancellery’s EU Job Information Service regularly provides information on career opportunities at the EU’s institutions and supports Austrian candidates during the complex selection procedures run by the European Personnel Selection Office (EPSO) on behalf of these institutions. Under the “EPSO Development Programme”, a new type of two-stage selection procedure is now launched annually (since March 2010) for administrators (i.e. university graduates), linguists and assistants (i.e. persons with upper secondary school leaving certificates); the selection procedure takes between six and nine months in total.

Through its office at Austria’s Permanent Representation to the European Union, the Federal Chancellery supports candidates who have successfully completed a selection procedure by assisting in their placement in one of the EU’s institutions, if they so wish. Similar support is available for Austrians seeking secondment as detached national experts. For further information, please see www.bka.gv.at/eujobs.

6.9.4 Internships

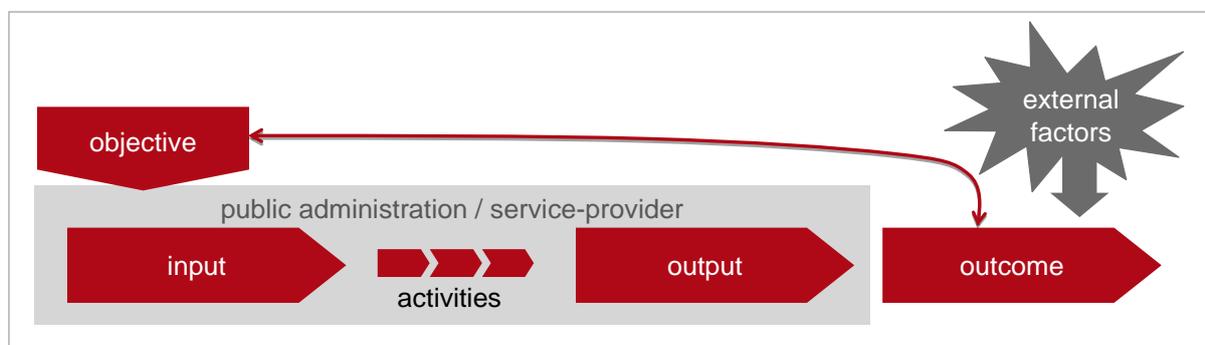
Another way of enhancing the mobility of Federal Civil Service staff, along with their motivation and innovative potential, is to give them the opportunity to explore different ways of thinking, different work methods and organisational structures. The Federal Chancellery therefore facilitates internships abroad which are organised on the basis of bilateral exchange programmes with five partner countries. Internships at the European Commission and the General Secretariat of the Council are also available to public servants.

6.10 Performance management under the new budgeting law

6.10.1 Outcome-oriented management

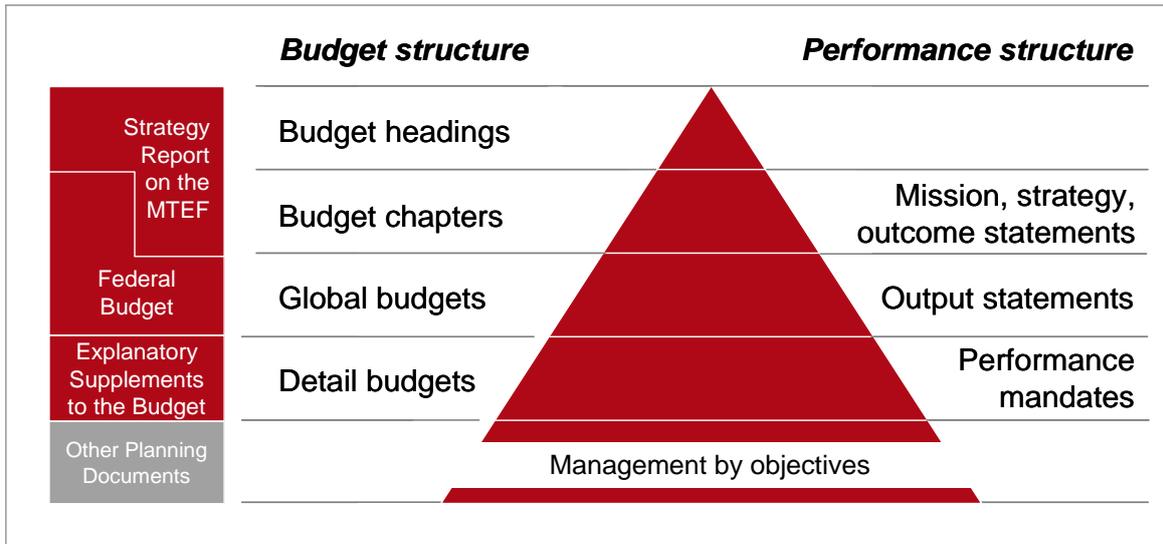
As of 2013, Austria's Federal Constitution provides for outcome orientation as a principle of budgetary management, with particular regard to the objective of achieving de facto equality between women and men (Article 51 Paragraph 8, Federal Constitutional Law (*Bundes-Verfassungsgesetz*)). As shown in Diagram 15, this means that the actions of public administration are no longer exclusively based on the available resources (i.e. input), but rather that the desired **outcomes** and the **outputs** required of public administration in order to achieve these play a central role.

Diagram 15 Outcome orientation



In future, budget documents will show the available resources (i.e. financial and personnel resources) in conjunction with performance information (i.e. the desired outcomes and planned outputs). The pyramid of objectives presented in Diagram 16 ensures consistency and coordination in the priorities set at the different budget levels.

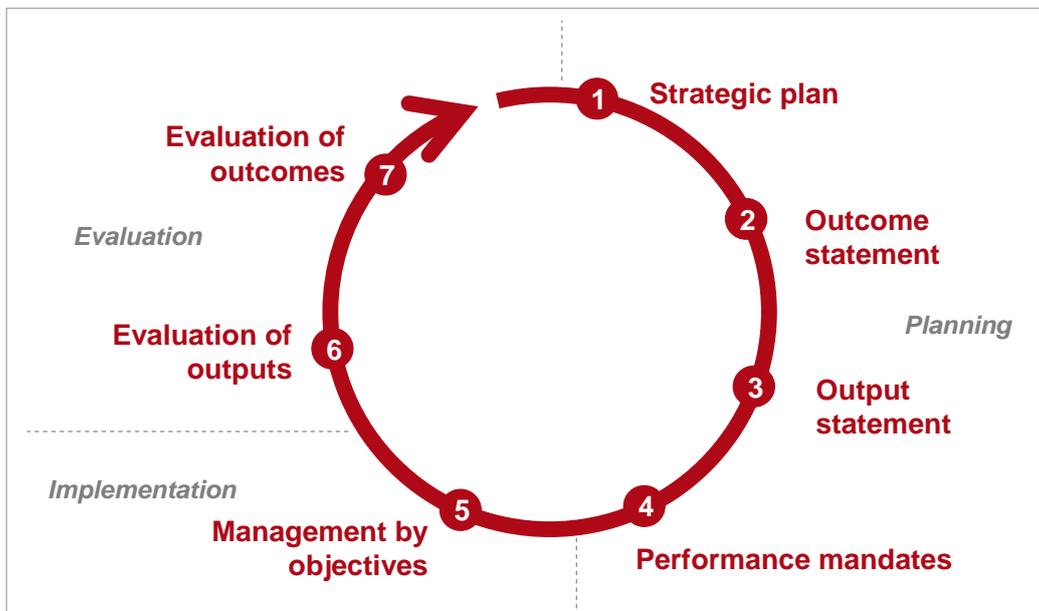
Diagram 16 Budget and performance structure under the new budgeting law



6.10.2 The performance management cycle

As shown in Diagram 17, the performance management cycle comprises the **planning, implementation and evaluation** of outcomes and outputs, the central issue being the policy objectives defined at the political level and the degree to which these are implemented in practice.

Diagram 17 The performance management cycle



Every year a **strategic plan** (1) for the next four years is elaborated for each budget chapter and laid down in the Strategy Report on the Medium-Term Expenditure Framework (MTEF - *Bundesfinanzrahmengesetz*). The strategic plan sets out the broad policy objectives for the next four years.

The annual Federal Finance Act (*Bundesfinanzgesetz*) lays down the priorities for the following financial year, including a **mission statement** for each budget chapter. This outlines the key areas of the respective chapter in two to three sentences and explains the value to society to be derived from this chapter. Furthermore, one to five desired **outcomes** (2) are stated for each chapter, and suitable indicators are defined for these. Each outcome relates to a particular, desired future state of affairs within the sphere of competence of a Ministry or supreme state organ⁴ and is derived from the overarching strategy for the respective chapter. In formulating the desired outcomes, care must be taken that at least one outcome per chapter is based on the objective of ensuring de facto equality for women and men.

At the level of global budgets the desired outcomes are specified by one to five **outputs** (3) presented in highly condensed form. These can refer to projects or activities limited to a specific period of time, or to bundles of routine measures. Like in the case of outcomes, indicators are defined for outputs so that progress in implementation can be evaluated. Likewise, one output aimed at ensuring equal opportunities is to be included in at least one global budget.

The priorities set at the levels of budget chapters and global budgets are then elaborated in detail at the level of detail budgets in the form of **performance mandates** (4) for specific public administration entities. These define the concrete, operative work plan for a given entity over the next four years in terms of available resources and objectives to be achieved.

The benefits of performance management arise not only from the definition of objectives on different levels but, in particular, from ensuring their implementation via **management by objectives** (5). This, in turn, necessitates defining the contributions to be made by individual organisational entities, e.g. units, towards achieving the desired outcomes. The objectives to be met in this context by individual staff members are defined in their performance appraisal interviews.

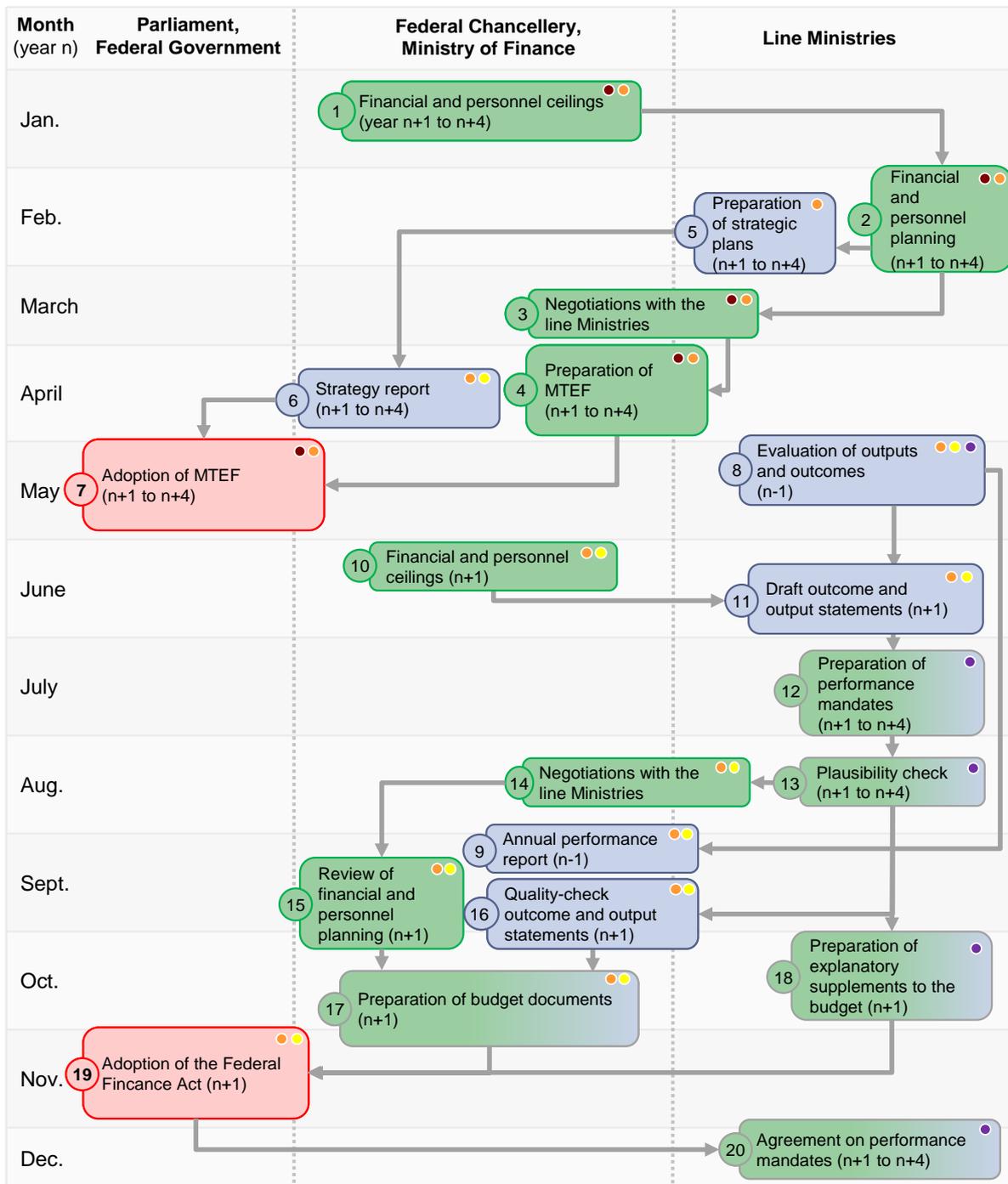
The actual **outputs** thus generated should be **evaluated** (6) at regular intervals so that any deviation from the defined objectives can be detected in good time. The **evaluation of outcomes** (7) shows the extent to which these outcomes have been achieved. The conclusions drawn from this evaluation highlight any potential for improving the effectiveness and efficiency of public administration measures. These insights are, in turn, integrated into the next **strategic plan** (1) for the respective budget chapter, and thus the performance management cycle comes full circle.

⁴ As used in this context, the term "supreme state organs" includes the Office of the Federal President, the Parliamentary Administration, the Court of Audit, the Ombudsman Board (*Volksanwaltschaft*), as well as the Constitutional Court and the Administrative Court.

6.10.3 The annual performance management process

The following diagram shows the performance management process which is repeated annually, except in the case of biannual budgets, new elections, or other political decisions to this effect.

Diagram 18 The annual process of resource and performance management



Legend:
Performance information
Financial and personnel resources

Budget levels:
● Budget headings ● Budget chapters
● Global budgets ● Detail budgets

Before the adoption of the Medium-Term Expenditure Framework

Based on the **ceilings on financial and personnel resources** (1) defined by the Federal Ministry of Finance and the Federal Chancellery, respectively, the line Ministries start **planning** their **financial and personnel resources** (2) for the next four years. In parallel with the resource planning process, the **strategic plans** (5) for each budget chapter are prepared and reviewed. The strategic plans are to be discussed and agreed by each Ministry's top management (i.e. political heads, directors-general, secretary-general where applicable). Future available resources should be taken into consideration in drawing up Ministry strategy.

Following **negotiations** on financial and personnel resources with **line Ministers** at the level of budget headings and budget chapters (3) for the following four years (with results at chapter level being binding for the following year only), the Federal Ministry of Finance consolidates the results into the **Medium-Term Expenditure Framework (MTEF - Bundesfinanzrahmen)** (4) and draws up the **Strategy Report** (6) based on the individual strategic plans. In addition to information regarding outcomes and outputs, the Strategy Report also contains an overview of the current economic situation and its expected development, a projection of future revenues, as well as key budgetary indicators.

The Federal Government adopts the draft **Medium-Term Expenditure Framework** (7) and submits it to Parliament for adoption, together with the Strategy Report, by 30 April at the latest.

Before the adoption of the Federal Finance Act

Due to common delays in the availability of performance indicators, it is not until spring that the information required to **evaluate outputs and outcomes** (8) can be compiled and transmitted to the Federal Chancellery (Unit III/9 – Federal Performance Management Office). This unit then draws up the **Annual Performance Report** (9) and submits this to Parliament by 31 October at the latest.

While the Annual Performance Report focuses on the previous year's performance, preliminary work for the following year's Federal Budget Act also starts in spring. At this stage, too, **ceilings on financial and personnel resources** (10) can be set by the Federal Ministry of Finance and the Federal Chancellery, respectively, albeit to a lesser extent than in the past, due to increased Ministry autonomy.

A combined top-down and bottom-up process is used in the intra-ministerial coordination process. In a first step, **draft outcome and output statements** for the following years (11) are drawn up by top management. These drafts should be based on the strategic plan for the respective budget chapter. Which players are involved in planning outputs at the level of global budgets depends on the respective budget structures. For example, where the scope of a global budget coincides with a directorate-general's sphere of responsibility, it is advisable for outputs to be agreed jointly by the heads of unit and the head of the respective DG. The priorities that can be set in this way are defined by the ceilings for the relevant budget chapter that have been laid down in the Medium-Term Expenditure Framework.

Based on the draft outcome and output statements, planning for the following year (in detail) and for years n+2 to n+4 (in overview form) proceeds at the level of detail budgets. The priorities to be set at this stage can be jointly elaborated by the relevant staff members at the level of directorates-general or units. The **performance mandates** thus developed define the required financial and personnel resources, the outcomes to be achieved, as well as the required outputs (12).

The performance mandates are then coordinated and reviewed at Ministry level (13) so that, in a next step, resources for the following year can be definitively allocated to the individual detail budgets. The draft statement of outcomes and outputs at budget chapter level should also be subjected to a **plausibility check** at this stage as feedback from those responsible for the individual detail budgets can show whether the draft objectives are realistic or need to be adjusted.

Subsequently, the distribution of financial and personnel resources is agreed at the political level, i.e. with **line Ministers** (14), and is subsequently **reviewed by the Federal Ministry of Finance** (15). The Federal Performance Management Office supports Ministries and supreme state bodies in **assuring the quality of outcome and output statements** to be integrated into the draft Federal Budget (16). Based on the outcome and output statements, as well as the plans for financial and personnel resources, the Ministry of Finance finally prepares the **budget documents** (17). The **explanatory supplements to the Federal Finance Act** (18) are drawn up by the Ministries and supreme state organs themselves.

The Federal Government then adopts the draft **Federal Finance Act** (19) and submits it to Parliament by 22 October at the latest.

After the adoption of the Federal Finance Act

It is advisable for Ministries to start implementing their specific objectives while the draft Budget is still being debated in Parliament. Although no standardised procedure exists for this, it is generally useful, as a first step, to clarify the contributions of all directorates-general. The relevant objectives can be agreed individually between the Ministry's secretary-general and each director-general, or for the entire Ministry, in a meeting of all directors-general, coordinated by the Ministry's performance management officer. On this basis, objectives must then be agreed on all levels of management, down to individual staff members. **Performance mandates are agreed** (20) at the level of detail budgets.

Even if it is not possible to comply with the deadlines for adopting the Medium-Term Expenditure Framework or the Federal Finance Act, e.g. due to Parliament being dissolved, the performance management schedule outlined above should still be kept to. In this case, resources and objectives may have to be adjusted upon passage of the legislation, if necessary.

6.10.4 The Federal Performance Management Office

The Federal Performance Management Office in the Federal Chancellery provides process-based methodological support to Federal Ministries in implementing the performance management scheme. Its tasks in the field of performance management include:

1. **Coordinating** the federal performance management process
2. **Supporting** Ministries in their **internal performance management** processes
3. **Supporting** Ministries in **assessing the impacts** of regulatory and other projects from an **outcome-oriented perspective**, in coordination with the Federal Ministry of Finance
4. Providing **quality assurance** of the outcome and output statements to be integrated into the draft Federal Finance Act and of the outcome and output statements associated with regulatory and other projects, as well resolving any conflicts regarding objectives
5. **Reporting performance** to Parliament (Annual Performance Report, Report on the Internal Evaluation of Regulatory and Other Projects)

The performance management scheme is implemented in close cooperation with the Federal Ministries (in particular with the officials responsible for internal performance management and for budget and personnel matters, as well as with the working groups on gender mainstreaming), Parliament, the Federal Ministry of Finance and the Court of Audit.

The Federal Performance Management Office also publishes guidelines and standards for performance management.

Manuals available so far:

1. **Handbuch Wirkungsorientierte Steuerung (Performance management manual):** this reference book provides an overview of the performance management cycle, as well as a set of initial recommendations for setting up an internal performance management system within a Ministry.
2. **Handbuch Entwicklung von Zielen und Indikatoren.(Manual on developing objectives and indicators):** this working tool shows the steps required in developing objectives and indicators, as well as providing examples of objectives and indicators on all budget levels.
3. **Handbuch Ressortinternes Wirkungscontrolling (Manual on internal performance management):** this manual contains guidelines for experts and managers in public administration for designing internal performance management systems within Ministries, as well as providing the necessary methodological tools for implementing these.

The manuals published by the Federal Performance Management Office are available for download (in German) from the Federal Chancellery's website at www.bka.gv.at, under "*Fachinhalte/Öffentlicher Dienst*".

7 Technical annex

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

7.1 Reference period

All data relating to Federal Civil Service staff refer to 31 December 2010, unless indicated otherwise.

Data relating to lost working time, income levels and personnel flows (e.g. the number of retirements) refer to the whole year 2010 (i.e. gross annual income for that year), unless indicated otherwise.

7.2 Database

Information relating to Federal Civil Service staff usually refers to personnel employed by the Federal Civil Service whose employment gives rise to expenditure that is classified under Category 0 (i.e. personnel costs) in the Federal Budget. Staff costs that do not affect cash flow are not considered, i.e. staff members on early retirement leave are included, while those on unpaid leave (e.g. maternity leave) are not.

Data relating to civil servants working in hived-off agencies, as discussed in Chapter 2.2, were not included in computing any of the indicators presented elsewhere in this study.

Chapter 4 (“Traineeships, internships and apprenticeships”) forms an exception in terms of the database defined above as the expenditure related to trainees, interns and apprentices falls under Category 7 (i.e. non-personnel operating costs) rather than Category 0 in the Federal Budget.

7.3 The definition of “management position” as used in Chapter 5.6.2

In this chapter, positions involving “management responsibility” are defined on the basis of classification in the higher salary brackets. In order to reflect the different levels of qualification among female staff members in managerial positions, four levels of management responsibility were defined. The first level (i.e. university graduates I) includes staff with the following desig-

nations: *A1/7-9, v1/5-7, AV/A/IX, E1/12, MBO1/7-9, R3, StA3, R III, StA III, Präs. und Vizepräs. OGH und VwGh, Präs. OLG, Präs. AsylGH, Generalprok.*

Level two (i.e. university graduates II) comprises the following designations: *A1/4-6, v1/3-4, ADV-SV1-2, E1/9-11, MBO1/4-6, SI1-2, S1, S2, L1/Dir., LPA/Dir., R2, StA2, RII, Vizepräs. AsylGH, Richter AsylGH, StAll.*

Level three (i.e. staff having completed upper secondary school) comprises the following designations: *A2/5-8, v2/4-6, ADV-SV3, E1/5-8, MBO2/5-9.*

Level four (i.e. staff with intermediate vocational qualifications) *comprises the following designations: A3/5-8, v3/4-5, h1/4, ADV-SV6, E2a/5-7, MBO1/5-7.*

7.4 Unit of measurement

Staff capacity is generally expressed in full time equivalents (FTE). Other indicators, too, were calculated on the basis of FTE, unless expressly stated otherwise.

The following indicators are **not** expressed in FTE as a per-capita approach is more useful in these cases:

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

The data presented in Chapter 4 (“Traineeships, internships and apprenticeships”) are also expressed in per-capita rather than FTE terms. As part-time work is virtually non-existent among trainees, interns and apprentices, the figures would be the same in both cases.

7.5 Median income

The median is the value that marks the middle of a sequence of numbers arranged in ascending order, as shown in the following example:

sequence: 1; 3; 3; 4; 6; 7; 24 median: 4

Median values (rather than average values) are used to show income differences in the Federal Civil Service as these provide a more stable basis for the purposes of showing income dis-

tribution. In order to eliminate the factor of part-time employment, only full-time staff were considered in ascertaining median incomes.

7.6 Sources of data and information

Data on Federal Civil Service staff were taken from MIS, the Federal Civil Service's Management Information System.

Additional sources of data include:

- *Statistik Austria* (in large parts of the study),
- OECD (Table 2 and Diagram 1),
- Government Debt Committee (*Staatsschuldenausschuss*, Diagram 2),
- Austrian Court of Audit (Table 2 and Table 4),
- Association of Austrian Social Insurance Institutions (*Hauptverband der österreichischen Sozialversicherungsträger*, Diagram 13 and Table 30),

as well as experts from the Federal Ministries.