



FOR INTERNAL USE

European Network of Public Employment Services

PES Capacity Questionnaire
Country Factsheet

Austria

Austrian Public Employment Service
Arbeitsmarktservice Österreich (AMS)
2019



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EUROPEAN COMMISSION

Directorate-General for Employment, Social Affairs and Inclusion
Directorate B — Employment
Unit B1 — Employment Strategy

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¹ DECISION No 573/2014/EU

About Public Employment Service in Austria

Name of PES	Arbeitsmarktservice Österreich (AMS)
PES Website address	http://www.ams.at
PES contact person and email address	Ingeborg Friehs ingeborg.friehs@ams.at

1. Background

1.1. Status of the national PES

The AMS (the Austrian PES) is an autonomous public organisation and a service agency under public law (*Dienstleistungsunternehmen des öffentlichen Rechts*) since the Public Employment Service Act of 1st July 1994. The Federal Ministry of Labour, Social Affairs and Consumer Protection, and the Ministry of Finance, set the main objectives for the PES, decide on the overall budget available and they are responsible for its supervision and assessment. The PES works in close cooperation with the labour and employer organisations (i.e. the Chambers of Commerce, the Federal Chamber of Labour, the Austrian Trade Union Federation and the Federation of Austrian Industry). Representatives of these bodies are involved at all levels and are instrumental in designing labour market policies (employment programmes for the federal provinces) and in monitoring the organisation's corporate governance. The body acting at the federal level is the Administrative Board and Boards of Directors at federal, regional and local levels form the executive bodies that oversee the tasks under the remit of the AMS.

1.2. Geographical organisation

The PES is organised according to the following structure:

Level	Description
National/Federal (Bund)	<i>Central Office of a single Federal organisation (Administrative Council)</i> - comprising a Board of Directors (two people) and a Federal Head Office and is responsible for policy development, the implementation of ALMPs (Active Labour Market Policies), overall management including financial management, coordinating activities between AMS and other state institutions, and providing support for regional organisations.
Regional (Länder)	<i>Regional organisations (9)</i> - comprising a regional directorate, a regional director and a regional head office and are responsible for implementing federal and state regulations, ALMPs for the region including target-setting and distributing resources to local offices and providing support and direction to them.
Local (Regionen)	<i>Local organisations (98)</i> - comprising a local advisory council, a local director and local office with responsibility for the practical implementation of targets and local labour market policy. Local offices offer information, counselling and support in case of special needs and continuous assistance (claims and benefits, guidance).

1.3. Relationships and cooperation with other organisations

The PES operates and cooperates with a range of organisations and with different types of relationships. The principal ones are as follows:

- The PES works under the supervision of the Federal Ministry of Labour, Social Affairs and Consumer Protection, as a distinct service agency.
- The social partners are involved with the PES in a strategic role through their representation on the AMS Administrative Board. At regional and local level, the PES regularly consults and cooperates with the social partners in the implementation of employment policies.
- The PES outsources training as well as orientation and qualification measures to institutions through public tendering procedures with a requirement on contractors to adhere to standards and conditions which are monitored by the PES.
- In its role in handling benefit claims, the PES works closely with the ministry responsible for social security, the federal computing system and the banks, as well as the pensions insurance organisations

1.4. Key PES responsibilities











The key activities and tasks and the PES responsibilities within them are set out in the table below:









Activity/Task	PES Responsibility
Implementation of services of individualised assistance (e.g. intensive counselling and guidance, job-search assistance) and follow-up for unemployed people provided as part of a planned path towards durable (re-)employment (cf. services in the Eurostat LMP database Category 1.1.2).	Fully responsible for adults, partially responsible for youth (related to training and qualifications preparation).
Implementation of ALMP measures (any measures within Eurostat LMP database cats. 2-7) financed by national funds or ESF (European Social Fund) co-funding.	Fully responsible.
Administration of national unemployment benefit (UB) scheme (handling of UB claims, payments, financial planning and reporting, etc.)	Partly responsible – handles claims with Ministry of Finance responsible for the financial planning, with payment by the Federal Computing system and the banks.
Administration of social types of allowances (e.g. child allowances for UB recipients), please specify each allowance separately:	Partly responsible - Child Allowance payments for each child who has been granted family supplement.
Administration of benefits for people with disabilities or handicapped people, please specify which exact group(s) are covered:	Partly responsible - in cooperation with the Social Ministry and also with Pension Insurance.
Approval of layoffs by employers. Please specify if this concerns specific conditions or situation only:	Partly responsible – for specific situations of early intervention procedures where written notification on the number of people for dismissal is required.

Activity/Task	PES Responsibility
Licensing and supervising private employment agencies (PrES), please specify whether this covers PrES, temporary work agencies, or another type of service provision by private companies:	Not responsible.
Notification of apprenticeship places and placement of apprenticeship candidates	Partly responsible - only for placements. Employers are not obliged to notify apprenticeship places to the PES but can do so voluntarily.
Career advice and guidance for young people still in education	Partly responsible – on a voluntary basis for those still in education. Guidance services are mainly under the remit of the Education Ministry.
Acting as Managing Authority for the ESF	Not responsible
Managing training centre for jobseekers (that are an integral part of the PES)	Partly responsible – the establishment and management of training centres are outsourced via public tender and monitored by PES for contract compliance.
Issuing of work permits for third country nationals (e.g. dealing with applications, approving and issuing, keeping records, reporting, etc.)	Fully responsible.
Other	None

1.5. PES good practices

Examples of good practice in the Austrian PES identified by the European Network of PES are listed below:

EN		PES Practice: Austria - PRODOK Online Documentation Tool	2019
EN		PES Practice: Competence check for the vocational integration of refugees (Kompetenzcheck)-Updated	2019
EN		PES Practice: Austria - Internal Social Network	2019
EN		PES Practice: The Austrian PES Skills Barometer	2018
EN		Promising PES Practice: The Management Assessment (MASS)	2017
EN		PES Practice: Competence check for the vocational integration of refugees (Kompetenzcheck)	2017
EN		PES Practice: Multilingual Competency Questionnaires	2017
EN		PES Practice: The Client Monitoring System (CMS)	2016
EN		PES Practice: Using the EFQM model for quality management	2016
EN		PES Practice: Implementing non-monetary incentives by awards	2016

EN		PES Practice: A databank for PES employees to share innovative ideas	2016
EN		PES Practice: Internal and external performance assessment	2016
EN		PES Practice: Project database	2016
EN		PES Practice: PES working with schools in Austria – with a focus on the practice in Vienna	2016
EN		PES Practice: AMS Balanced Scorecard (BSC)	2016
EN		PES Practice: FiT - Women in crafts and technology	2015
EN		PES Practice: Flexibility coaching for companies	2015
EN		PES Practice: Socio-economic enterprises (SÖBs)	2015

Source: EC DG EMPL, PES Practices: <http://ec.europa.eu/social/main.jsp?catId=1206&langId=en>

2. Annual expenditure

Total PES expenditure increased by EUR 1 703 million or 27% between 2013 and 2018, reaching EUR 8 020 million by the end of the period. Within this total, expenditure on all types of benefits increased by EUR 1 268 million or 26% and expenditure on ALMPs increased by 32%.

Other types of expenditure developed in a similar fashion as can be seen in Table 1.

The principal sources of funding for PES activities are Social Security Contributions and the Government Budget.

Table 1. Annual expenditure summary (EUR million)

Expenditure category	2013	2014	2015	2016	2017	2018
Total PES	6 317	5 815	7 497	7 915	8 091	8 020
All types of benefits	4 840	4 234	5 904	6 182	6 232	6 108
ALMPs	1 039	1 124	1 112	1 236	1 327	1 369
Staff costs	308	324	342	353	379	390
Staff training costs	6	8	8	6	8	7
Other expenditure	124	125	131	139	146	146

Source: Annual PES Benchlearning Data Collection.

3. Human resources

The total number of PES staff slightly increased over the period 2016-2019, reaching 5 578 FTE (Full Time Equivalent) at the end of April 2019. Staff numbers decreased by 71 FTE or by under 1% between 2018 and 2019, though averaged over the 12-month period staffing was stable. The proportion of staff exclusively servicing jobseekers has remained stable same between 2016 and 2019 at 59% to 58%. Similarly, the proportion of total staff exclusively servicing employers was around 13% and slightly up on the figure for 2018 (12%). The expectation is that there will continue to be stability in PES staff numbers over the next 12 months.

Overall staff turnover in 2019 remained stable at 4%, mostly accounted for by those leaving the PES for retirement.

Table 2. Staffing summary (FTE, as at 30 April each year)

Staff category	2016	2017	2018	2019
Total PES staff	5 247	5 601	5 649	5 578
Of which (absolute and in % of total PES staff):				
Exclusively servicing jobseekers	3 084	3 310*	3 304	3 229
% exclusively servicing jobseekers	59%	59%	58%	58%
Exclusively servicing employers	585	655	695	713
% exclusively servicing employers	11%	12%	12%	13%
Staff turnover (for all reasons – figure for calendar year)	3%	N/A	4%	4%

*Not including staff of the AMS Serviceline, the call centre of the PES which has (April 2019) 335 FTE staff servicing jobseekers and employers. The figure is included in the total PES staff.

Source: Responses to PES Capacity Questionnaire.

4. Registered unemployed

The number of registered unemployed jobseekers increased by 25 332 or 9% between 2013 and 2018, ending the period at 319 028. Over the same period, participants in ALMPs decreased by 2 493 or 3%, with 71 388 in ALMP measures in 2018. Although the number of registered unemployed jobseekers surged in 2015 and 2016, it fell again in 2017 and 2018.

Table 3. Registered unemployed jobseekers and participants in ALMPs (average monthly stock each year)

Client Group	2013	2014	2015	2016	2017	2018
Registered unemployed jobseekers*	293 696	326 173	361 255	364 332	346 836	319 028
Participants in ALMPs**	73 881	77 954	70 074	71 627	74 961	71 388

*The number of people registered with the PES, who are available for the labour market and who are, or should be, looking for a job, excluding those on any active labour market policy (ALMP) measure.

** The number of people participating in ALMP measures in the following categories (according to the LMP database): Training (Category 2); Job rotation and job sharing (Category 4.3); Sheltered and supported employment and rehabilitation (Category 5); Direct job creation (Category 6).

Source: Annual PES Benchmarking Data Collection.

5. Job Vacancies

The monthly average of job vacancies notified to the PES increased by 10 677 or 32% between 2013 and lay-2018, reaching 44 132 in 2018. Although the figure remains stable in the period mentioned, it is slightly down on the figure for 2017 (44 375). The proportion of monthly average job vacancies notified to the PES that were filled stands at 80% in 2018, of which a 61% were filled within 60 days of notification in the same year.

The share of the job finders who found their present job with PES involvement at any point remained stable between 2013 and 2018 (varying between 8.5% and 9.0%).

Table 4. PES Job vacancies

Vacancy measure	2013	2014	2015	2016	2017	2018
Vacancies notified to the PES (monthly average inflow) *	33 455	33 134	35 038	38 640	44 375	44 132
Vacancies notified to the PES that were filled (monthly average outflow at the end of the month) *	28 152	28 023	28 809	30 469	32 479	35 196
Vacancies notified to the PES that were filled within 60 days of notification (monthly average outflow at end of month) *	25 654	25 496	26 240	26 965	27 775	27 117
Share of the unemployed who stated in Eurostat's Labour Force Survey that the PES was involved at any moment in finding the present job (<i>proxy for vacancies filled with PES assistance</i>) **	8.6%	9.0%	8.5%	8.6%	8.8%	8.7%

Sources:

* Annual PES Benchmarking Data Collection.

** European Union Labour Force Survey (EU LFS).

6. Active labour market policies (ALMPs)

No new employment measures were introduced in 2018. One amendment was made to existing measures last year (see Table 6).

Table 5. New ALMPs introduced in 2018

Intervention name	Target group(s)	Type*
No new ALMPs were introduced in 2018	N/A	N/A

Table 6. ALMPs modified in 2018

Intervention name	Target groups	Type*	Main modifications
Aktion 20.000 Campaign 20.000	Unemployed > 50, more than 12 months unemployed	6	Stopped due to decreasing unemployment rate

* Classification of ALMPs according to the EU LMP database: Training (Category 2); Employment incentives (including job rotation and job sharing) (Category 4); Sheltered and supported employment and rehabilitation (Category 5); Direct job creation (Category 6); and Start-up incentives (Category 7).

Source: Responses to PES Capacity Questionnaire.

The following table shows the types of ALMPs that are primarily used for each of the client sub-groups listed in the table.

Table 7. Types of ALMP for specific client groups

Target group Type of ALMPs	Young people (aged under 25)	Long-term unemployed	Older workers	Disabled	Refugees*
2: Training	✓			✓	✓
4: Employment incentives		✓	✓		
5: Supported employment and rehabilitation		✓		✓	
6: Direct job creation		✓	✓		
7: Start-up incentives					

Source: Responses to PES Capacity Questionnaire.

*Applies only to those with a temporary or permanent resident permit (status).

7. Main strategic targets for 2018

Table 8 lists the main strategic targets set by the PES in 2018 for all clients and for sub-groups. The first column describes the indicators used, while the second column contains the actual targets set. In the yearly revision of targets of 2018, the list was reduced by two indicators due to changes in policy focus.

Table 8. Targets for all clients in 2018

Indicator, including target group and time frame where applicable	Target(s) set for 2018
Filling vacancies	At least 489 510
Acquisition of vacancies (higher level positions with a gross income >19 900 € monthly)	At least 133 684
Keeping unemployment of youth as short as possible (not longer than 6 months)	Max. 6 750 (unemployed youth with a duration >6 months)
Labour market integration of elder people	At least 186 988
Sustainable employment of people <45 with a long-lasting unemployment period (>1year)	At least 28 388
Using 50% of funding budget for women	Min. 50%

Source: Responses to PES Capacity Questionnaire.

Supporting Youth

Implementing the Youth Guarantee

Responsibilities for the Youth Guarantee

A Youth Guarantee (YG) was introduced on 1 January 1998 for young people aged 15-18 and on 1 January 2009 for young people aged 20-25. Originally the guarantee focused on guaranteed access to apprenticeship training (in a company or a training institution) but recent reform resulted in a much more comprehensive set of measures (for instance, the youth coaching programme mentioned below) and the involvement of other institutions (social ministry, regional governments). A National Youth Guarantee Implementation Plan, in line with the Council Recommendations of April 2013, was presented in March 2014.²

The PES is in charge of establishing and managing the YG scheme and coordinating partnerships across all levels and sectors. Other actors include provincial governments, federal social offices, supervisory school authorities, vocational schools, youth welfare offices, training institutions and enterprises.

The main areas that the PES is responsible for within the YG are:

- Managing and coordinating the national YG scheme;
- Implementation – the PES is just one of the implementers of the national YG scheme;
- Registration of young people;
- Provision of PES services including YG services to young people;
- Coordination of partners.

Involving young people and youth

The PES has not involved young people or youth organizations in the designing/re-designing or improving the YG measures.

Partnerships in place and main developments

The PES has three types of partnerships in place for implementation of the YG:

- *To ensure that young people have full information and access to available support*, the PES works with schools to ensure that pupils at risk of early school leaving have access to job coaches who provide them with information and support. Similarly, PES experts in vocational information centres are responsible for vocational information;
- *To increase employment, apprenticeship and traineeships opportunities*, the PES works in close cooperation with employers (the PES is responsible for acquisition of jobs, training and apprenticeship opportunities);
- *To support transitions from unemployment, inactivity and education into work*, the PES has a leading and coordinating role in operating the YG;

There have been no changes to partnerships in place to support the implementation of the YG in the past 24 months (April 2017 - April 2019).

New projects focusing on young people

In the last 24 months (April 2017 - April 2019), there have been no new projects developed targeting youth.

² <https://ec.europa.eu/social/main.jsp?catId=1161&langId=en>

Resources for implementing the Youth Guarantee

Human resources

The PES does not have staff specifically dedicated to the implementation of the YG.

Funding for youth programmes (planned)

The planned funding for youth programmes comes from Government sources.

Reaching out to young people, including NEETs

Outreach work is not a standard service of the PES itself. It typically takes the form of the PES offering low-threshold access to vocational information on Vocational Information Centres (*Berufsinfozentren*), where young people can receive information anonymously.

The PES also regularly cooperates with other actors in delivering outreach activities targeted at unregistered NEETs, particularly through youth centres, youth coaches (organised by the Federal Social Office SMS), schools, and federal Ministries.

Information management

In terms of data available to support the implementation of the YG, the PES uses the following sources:

- Database of apprenticeship vacancies;
- Database of jobseekers, including jobseekers looking for apprenticeships.

The PES Data Warehouse makes use of this data and allows for many criteria to be monitored (e.g. sectors in which apprenticeships are offered, a jobseeker's length of unemployment, activities undertaken (e.g. jobs, training, etc.)).

Timing in the provision of PES services

- A young jobseeker has a first interview with a counsellor within ten days (maximum deadline) of registration at the PES;
- An individual action plan has to be established within three weeks (maximum deadline) after registration;
- The training guarantee (set out in the Public Employment Act) ensures that every young person who wants to take up an apprenticeship will get a training place as promised by the Training Guarantee within three months either by:
 - entering an apprenticeship in the labour market;
 - entering a supra-company apprenticeship training; or
 - a training opportunity provided by the PES.

In the context of an early intervention, placement (on a regular apprenticeship) starts with the date of registration and the latest deadline is ten days after registration. If an apprenticeship position in a company is not found within four months of registration, the young jobseeker can enter into an apprenticeship programme in a supra-company apprenticeship training entity. This form of apprenticeship, including its final exam, corresponds completely to that of a company-based apprenticeship.

Monitoring and evaluation

Specific targets for youth-oriented services are used within the framework of the YG:

Time-bound targets

- PES monitors the ratio of young people with more than six months of unemployment

Numerical targets:

- PES monitors the number of pupils taking up an apprenticeship in enterprises, after receiving counselling services at PES

Monitoring and evaluation activities

- *Satisfaction survey of young jobseekers* – standardised telephone interviews conducted quarterly;
- *Satisfaction survey of employers* – standardised telephone interviews conducted quarterly;
- *Monitoring young people who leave the register* – done through the Data Warehouse;
- *Monitoring the number of young people who receive an offer within the four-months target* – done through the Data Warehouse;
- *Follow-up young clients once they have entered employment or training* – monthly monitoring;
- *Follow-up of young clients referred to education and training providers* – monthly monitoring through satisfaction survey after completion of training.

Mutual learning activities

During the period April 2017-April 2019 PES staff did not take part in any mutual learning or technical assistance activities relating to youth.