



## iO1 Country Report Austria

# GIVE – Guidance for Individual Vocations in Europe

GIVE – Guidance for Individual Vocations in Europe  
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## Introduction

### What is at stake?

Boundaryless careers, meaning working simultaneously for multiple employers in multiple projects in a short sequence, in digitalised labor markets, the rise of the platform economy as digital matchmakers, boosts an ongoing trend towards (enforced) self-reliance and self-optimisation of modern employees.

Persons performing these boundaryless careers/ these new forms of labor<sup>1</sup> are coined “**ENTRE-EMPLOYEES**” (Pongraz 2003). Today entrepreneurial labor is most easily to depict in forms of labor such as crowd workers and on-demand workers of the platform economy as well as solo self-employed, but also takes shape within conventional employment by focusing on self-governance (e. g. management by objectives) and removing all traditional boundaries with regard to time, space, content and qualification. These new forms of labor involve opportunities such as career entry points and flexible working conditions, but also challenges of self-control and self-marketing.

Reduced regulations and job security makes them risky for persons with few resources and low qualification leading to the establishment of a disadvantaged sub-group of entreployees, the “**SELF-ENTREPRENEURIAL DAY LABORERS**” (Voß 2003), a new group of working poor.

The spread of entreployees entails a transformation of the concept of vocation. While the Fordist model of employee is built on a concept of vocation, characterised by rigidly standardised qualifications and basic work virtues, the post-Fordist entreployee has his very own “**INDIVIDUAL VOCATION**” (Voß 2003): a personalized model of specific competence and experience, integrated in a rationalized, though individual, way of life. This new type of labor is not replacing the Fordist model of employee altogether. In many fields of work the typical occupational employee still dominates. But especially in sectors representing modern capitalism such as IT, media, culture, consulting, research and training as well as in the service economy entreployees are to be found in large numbers. This development is heralding a changing relationship between providers and users of human labor characterised by an increase of casualization and, of course, also influencing the situation of employees in normal employment (comp. Crouch 2019).

The spread of new forms of labor and vocational identities are a challenge for educational guidance. It is not enough anymore to support clients in choosing and starting their career and in switching jobs. Guidance has to empower a new, very diverse client group to perform their individual vocations or move on to more stable forms of employment.

### The Erasmus+ Project “GIVE – Guidance for Individual Vocations in Europe”

Responding to the challenge sketched out above, the Erasmus+ funded project "Guidance for Individual Vocations in Europe" (2019-2021) aims at fostering an innovative and inclusive offer of educational and vocational guidance by supporting guidance practitioners as well as policy maker to:

- have a firm understanding of the rise of new forms of labor, the resulting transformation of the concept of vocation and the impact of these developments on educational guidance,

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<sup>1</sup> While some „new forms of labour/employment/work“ are actually rather “new”, like the platform economy/ gig work, other forms collected under this heading, such as interim management or bogus self-employment (comp. Eurofound 2015, OECD 2019), are not essentially new, but strongly growing in importance of late, not least due to the digitalisation of the labour market.

- know how to access persons conducting new forms of labor (entrepreneurs) as new target groups for guidance,
- have appropriate counselling tools for these new target groups at hand and
- adapt their policies to this challenge at structural and strategic level.

The project is conducted by a European consortium consisting of institutions with long standing expertise in the field of educational guidance, labour (market) and education policy, discontinuous career biographies, policy analysis, consulting, scientific research and developing (web based) learning solution:

- ÖSB Studien und Beratung gemeinnützige GmbH (AT) – coordinator
- bbb Büro für berufliche Bildungsplanung (DE)
- i-smARt Trust reg. (LIE)
- Vyzkumny ustav prace a socialnich veci (CZ).

### **The Country Report at hand**

The country report at hand aims at outlining the situation of the spread of new forms of labor in Austria and give some information on characteristics of persons working in these work settings. In the report, we focus on a selection of new forms of labor (see 1.1.1. for a definition) where data is (easily) available for Austria. Regarding new forms of labor taking shape “within conventional employment” (see above), the situation of Austria is not addressed here. Data is scarce and this issue will be elaborated primarily on a theoretical level in the text book of the GIVE project.

The report starts with the situation and trends of selected new forms of labor in Austria, completed with a short analysis on the resulting challenges for educational guidance. Subsequently, an overview on the educational and vocational guidance offer in Austria is presented. Some approaches are highlighted which could be especially valuable for tackling the challenge of guiding persons performing new forms of labor.

## 1.1. Situation and trends of new forms of labor in Austria

### 1.1.1. Defining the object of investigation

In recent years we have witnessed the emergence of, and growth in, forms of labor, different to the standard employment relationship (full time dependent employment). Unfortunately, the scientific discourse lacks a clear cut definition or at least a shared understanding of what constitutes “new forms of labor”. Consequently, these new forms are coined: “new forms of work” or “new forms of labor” or “new forms of employment”.

In the paper at hand, our definition of “new forms of labor” is guided by the definition of international and European sources, for reasons of comparability:

The OECD (2019) states in a recent report the following “new forms of work”, as receiving most policy attention in 44 selected countries of the OECD, EU and G20:

- Platform work: Matching customer and clients by means of a virtual platform (most commonly cited)
- Self-employment with a special focus on “fals/bogus self-employment” and own-account workers (self-employed workers without employees)
- Fixed-term & temporary work
- Variable hours contracts: Contracts that include a clause stating that hours worked can vary from one week to the next

Based on the “indicators” (Eurofound 2015, 4/5):

- Relationship between employers and employees different from the established one-to-one employment relationship
- Provision of work on a discontinuous or intermittent basis
- Networking and cooperating arrangements between self-employed
- Place of work other than the premises of the employer
- Strong or prevalent support of ICT

Eurofound (2015, p 4-9) defined the following “New Forms of Employment”:

- Employee sharing: An individual worker is jointly hired by a group of employers (excluding work agency)
- Job sharing: A single employer hires two or more workers to jointly fill a specific job
- Interim management: A worker is hired for a temporary period of time by an employer with employee status rather than that of an external advisor
- Casual work: Irregular on-demand work
- ICT-based mobile work: Workers operating from various possible locations supported by ICT. Different from traditional teleworking, being even less “place-bound”
- Voucher-based work: The employment relationship is based on a voucher rather than an employment contract
- Portfolio work: Multiple small jobs/contracts for a large number of clients
- Crowd employment: Platform matched work
- Collaborative employment: New cooperation models among self-employed

Not all of these new forms of labor are to be found in all European countries on a relevant scale. For the country report at hand, we focus on the most prevalent and well documented forms in Austria.

### 1.1.2. Own-account workers

Own-account workers, also called Solo-Entrepreneurs or One-Person-Companies are self-employed workers without employees.

#### Spread and characteristics of own-account workers

In Austria 59 % of all self-employed are own-account worker (54 % excluding agriculture and forestry). Along the general trend in Europe, the proportion of own-account workers is increasing strongly. Since 2000 the amount of own-account workers was increasing by 26,7% while the amount of employed workers was raising only by 12,5 %. Especially women contributed to this strong increase in own-account workers (+ 42,5%), which is also reflected in the trend of self-employed women being mostly own-account workers (67%) . (All figures excluding agriculture and forestry.) (see Mayerhuber and Bock-Schappelwein 2018, 15/16 )

Own-account worker in Austria are concentrated in the service sector. Female workers primarily in health and social services, male workers in trade, unregulated services, ICT and Arts. Especially the ICT branch feature a high male concentration. (ibid, 16)

#### **Persona 1 - Oana, 51 years 24-hour caregiver (AT)**

From Satu Mare, Romania, in the last four years she has come to work for one month in a row in Korneuburg. Then she returns for one month to Romania. She is married and has two grown children.

Oana came to Austria through a recruitment agency for 24-hour nurses after she couldn't find a job in Romania. The agency assigns care cases to her. Previously, she worked in a factory that made air bags for an automotive company. But at some point the factory closed down and many women her age decided to apply for a job as caregiver in Austria or Germany. She hopes to be able to do this job for as long as possible. She also wants to make provisions because she can only count on a very low pension.

#### **Her situation right now**

Even though she is self-employed, she must adhere to the contractual conditions regarding tariff and working hours. That is why she is considering how to independently work as a caregiver in Austria, without the support of the agency.

#### **Motives for Career Guidance**

Thinking about working independently as a 24-hour caregiver she immediately feels overwhelmed because of all the administrative tasks. Is there anyone who can assist her and give her some tips for the step in her career?

Male own-account workers are quite evenly spread among the age groups 40+, 40-49 and 50+, whereas female own-account workers are more concentrated in the age group 40 to 49 years. With regard to educational attainment, most own-account workers in Austria have a mid-level qualification

like an apprenticeship without a Higher School Certificate (Matura). 30 % of own-account workers are academics. (ibid, 18/19)

### **Digitalisation and own-account work**

The increase of own-account workers has been fostered by the digitalisation of the economy/labour market. ICT makes it easier for own-account workers to access customers and international markets. A special digital labour market is the platform economy. Not all platform workers are self-employed, some are employed or feature hybrid forms (“employee-like workers”). The emergence of the platform economy certainly contributed to the increase of own-account workers. To what extent is difficult to access, due to a scarce data situation (see sub chapter after next).

#### **1.1.3. Employee sharing**

Following the German model of the “AGZ (Arbeiterzusammenschluss)”, strategic employee sharing has also been piloted in Austria. The AGZ has to be organised as temporary work agency, with all the regulations applying to this sector in terms of legislation and collective agreement. (comp. Eurofound 2015, 19/20)

To give an example: In 2010 a pilot employer group was established among 23 agricultural companies sharing three workers. It worked well as long as it received public funding, but stopped soon after the termination of public support. (comp. ibid.)

Employee sharing is not a pivotal new form of work in Austria.

#### **1.1.4. The platform economy in Austria**

##### **Variety of platforms**

A number of different platforms are active in Austria. Almost all of them are based abroad. The largest player offering local platform work/ work on-demand via apps are providing transportation services (e. g. Uber and Taxify) and delivery services (e. g. Foodora, Uber Eats and Lieferservice.at). Online platform work/ Crowdwork is represented by international micro task platforms like Clickworker and contest-based platforms such as GoPillar. The services offered (small to large, requiring basic or advanced skills) and the manner of platform operation varies strongly. (see De Goren, Willem Pieter et. al. 2018, 3).

According to a study of Huws and Joyce (2016), the most common types of work performed by platform workers in Austria are:

- Office work, short tasks or “click work”
- Creative or IT work on your own computer
- Regular work in somebody else’s home

##### **Spread and characteristics of platform workers**

The two studies available on quantitative assessments of the prevalence of platform work in Austria feature quite different results.

According to Huws and Joyce (2016) 18 % of a representative sample of the Austrian working age population (18-65) had done platform work in the last year, 15 % in the last six months, 9 % in the last month and 5 % in the last week. Most of the platform work is conducted as a side activity. Only 2 %

of the platform worker receive all their income from platform work. Contrary to these rather small figures, 36 % of the questioned persons stated to be interested in doing platform work, hinting at a potential future increase of this form of work.

The results of the study were criticised by several experts as overestimating the size of platform work in Austria on the ground that the survey was done online, reaching a more platform affine pool of respondents. Furthermore, the respondents might also have counted online job boards offering traditional employment as “using online platforms to find paid work”. (see De Goren, Willem Pieter et. al. 2018, 4)

### **Persona 2 - Birgit, 31 years old. Click worker (AT)**

Lives in Linz.

In a partnership for two years, currently she lives in a shared apartment, but is considering moving in with her partner, no children.

Studied pharmacy but dropped out of college and worked in the hospitality industry.

She has been working on a crowdworker platform for 5 years, initially as a part-time job, but since she quit her job, she mainly gets her income from crowdworking. During this time she has acquired many routines and skills (screening of relevant tasks, time management in the efficient execution of repetitive tasks).

#### **Her situation right now**

But now after a few years as a clickworker, she is thinking about her professional and private future. She wants more security which she believes, that she can only get from a job in an employee relationship. How can she use her professional experience to find a job? She doubts her chances of finding employment in the regular job market. In any case, she no longer wants to work in catering.

#### **Motives for educational advice**

She did some research on the internet, happened to find the offer of online career guidance and made a general request to check if Career Guidance could help her. She has little clarity as to what she could do outside of click work. Something with computers maybe or administrative office work. But a certain freedom is important to her.

Supporting this critical perception, an Eurobarometer telephone survey (2016) counted less than 2 % regular platform workers (on a monthly basis) in Austria.

Platform work in Austria is more likely to be performed by younger people but spread across all age groups. According to Huws and Joyce (2016) 57 % of Austrian platforms workers are men, 43 % women.

Unfortunately, neither study gives information on the educational attainment and the skills requirements of platform worker(s) in AT. An analysis of the skills requirements across 200 platforms in the EU28 (2017) shows that most platform work requires only low or low to medium skills (Fabo et. Al. 2017, 15: 55 % low skills, 20 % low-medium, 4 % medium, 6 % medium-high, 15 % high skills). Contrary to these skills requirements of platform work, a survey on UK platform workers (BEIS, 2018) shows that these have rather high qualifications (25 % Highschool, 12 % University not completed, 1 % Diploma, 45 % University completed, 17 % Postgraduate). It is quite likely that these findings also apply for Austria, hinting at a strong de-qualification effect of platform work.

## Regulatory framework

The regulatory framework for platform workers vary along their employment status. All employment law applies to platform workers with an employment contract. Employee-like workers have some protections of employees, such as assurance of equal treatment in the workplace, while lacking dismissal protection and paid leave entitlements. The only employment law applying to self-employed platform workers is quite general, such as that pertaining to data protection, discrimination, etc. (see De Goren, Willem Pieter et. al. 2018, 8)

### **Persona 2 - Marvin, 42 years Mjam bike courier (AT)**

Lives in Vienna.

Recently in a partnership, lives in a small apartment in Vienna. Moved to Vienna from Germany a few years ago.

Is a trained social worker, at some point he did not want to work in this area anymore and switched to gastronomy. After a while in Vienna, he started working as a bicycle courier for Mjam. He appreciates that he can some exercise while working. He has the freedom to do as many shifts as he wants and he thinks his earnings are not too bad. In his free time, he works in a community garden, where he has now taken over the management and coordination.

#### **His situation right now**

He is rather satisfied with his current situation. His mother, who lives in Germany, on the other hand, sometimes asks if he might ever want to have a proper job again. Thinking about his girlfriend, he sometimes has the impression that she would like him to do a different job. Sometimes a quiet voice comes up to him: what if he has an accident or cannot work for other reasons? Then the freedom no longer feels so "free". But what other job would offer him the same opportunities?

#### **Motives for Career Guidance**

He has never heard of Career Guidance. Looking for Counselling. Hmm... He called the Chamber of Labor once because he wanted to inquire about the new collective agreement. But in the end he knows how to help himself. If he had more time, he would like to research alternative jobs in which he could also work outside for the most part.

With regard to social protection, there are no special rules for platform workers. Different rules apply along their status as employee, employee-like workers or self-employed.

The Austrian system of labour laws and social security regulations has its weaknesses and strengths when it comes to the social protection of platform workers. On the downside there is the non-existence of an encompassing regulation of platform work and only a limited number of laws apply to the intermediary category of employee-like persons, which could be applied to platform workers. On the strength side is the extensive social security coverage that extends not only to employees but also to the self-employed. Self-employed individuals are also covered by provision of law by the obligatory social security system (except unemployment insurance that they may opt into). (comp. Hölzl et.al. 2019, 170)

## Organisation and representation

Platform workers are not specifically targeted by trade unions in Austria. Until 2018, only one workers council has been established by platform workers – Foodora supported by the trade union Vida. Vida has also created a special offer for one-person companies, “vidaFlex”, which could be of interest for

platform workers. The Austria trade union federation is a partner organisation of “Fair Crowd Work”, a “watchdog” run by German and Swedish trade unions, producing a “rating system of platforms” based on terms and conditions of the platform offer. (see De Goren, Willem Pieter et. al. 2018, 16,17)

### **1.1.5. Voucher based work**

The Austrian household service cheque (Dienstleistungsscheck, DLS) was introduced in 2006. Households can buy the cheques in post offices, tobacconists or via the internet to pay workers legally allowed to work in Austria for providing simple household services such as cleaning, shopping, gardening or childcare. (comp. Eurofound 2015, 86)

The application of the service cheque is restricted to low qualification tasks. The service cheque can not be used for task requiring specific training, tasks that benefit companies, tasks for triangular employment relationships and tasks generally carried out by professionals or professional companies. (comp. *ibid.* 87)

### **1.1.6. Collaborative employment**

Eurofound (2015, 118) defines three different types of collaborative employment:

- Umbrella organisations: Offering specific administrative services (invoicing clients, etc.)
- Coworking: Sharing work space and back office
- Cooperatives: Jointly owned and controlled enterprises

For all forms, the report states an increase of importance in Austria. Umbrella organisations in Austria are mostly run by retired (high qualified) managers (72%). Most visibly, walking through Vienna, one can hardly miss all the coworking spaces popping up like mushrooms at nearly every corner in the “fashionable young” districts. Correspondingly they are to be found particularly in non-traditional sectors such as the creative industries and are run by rather young (35-40 years), highly skilled persons. On the contrary, cooperatives are more to be found in the construction industry or in manufacturing. (comp. *ibid.*, 124/125)

### **1.1.7. Interim Management/ temporary agency work**

(Source: Riesenfelder, A., et.al., 2018, p. 17-22)

Over the past 20 years, the temporary agency work sector in Austria has grown substantially. While in 1997, the annual average of temporary agency workers was about 14.000, 2016 featured an increase to more than 63.400, which amounts to a share of 1,8% of total employment.

#### **Characteristics of temporary agency workers**

Temporary agency workers are mostly blue-collar workers (77% in 2016). Male temporary agency workers are highly concentrate in the production sector (74%), while the occupational fields of women are more varied.

The level of educational attainment of temporary agency workers is significantly higher than that of workers in comparable standard employment. This applies for blue-collar workers as well as white-

collar workers. While temporary agency work is strongly concentrated in low-skilled labour in the production sector, studies also show a shift of leased personnel from the field of medium-level and skilled work towards more highly qualified fields of activity. Especially in the service sector, overqualifications are wide spread.

**Persona 4 - Arkan, 25 years, production worker**

Lustenau lives. Married and a child

Arkan completed an apprenticeship as a carpenter, but was laid off by his employer after completing the apprenticeship. Because he had no other clue what to do, he registered with a temporary employment agency, which sent him to a production plant. He has been working there as an unskilled employee for 5 years now. 5 years, in which he learned a lot. However, getting employed in a regular employment relationship is currently not an issue.

**His situation right now**

He recently became a father. That changed a lot for him. He wants to be able to provide for his family and not only to make ends meet. Higher earnings would be important to him.

**Motives for Career Guidance**

“Where can I find a job with higher earnings?” He would be willing to really put some effort in finding a new job, even if he would need to get back to school again.

**Social and labour market risks**

Nearly every second temporary agency worker is forced to stay less than 60 days in the leasing company (not with the employer!). The prevalence of short-term employment is contributing strongly to the low level of work integration and high risk of unemployment. Accordingly, the often-cited bridging function of temporary agency work to more stable forms of employment proves to be relatively rare: In 2016, the proportion of transitions to standard employment was only 21%, decreasing with age (only 15% among 50+).

Nearly a third of temporary agency workers criticize to be paid less than permanent staff for the same job. More than half of the temporary agency workers are exposed to work situations involving health risks. Low levels of professional activity, low continuity of jobs, high work pressure and few opportunities for professional development result in low work satisfaction.

Only 8% of temporary agency workers participated in professional further education taking place during work hours or which were, at least partly, funded by the leasing company.

**Legal regulation and social protection**

In 1988, the Temporary Agency Work Act (Arbeitskräfteüberlassungsgesetz, AÜG) brought basic social protection for leased workers. In 2002 a collective agreement for the temporary agency work industry came into force, regulating issues of remuneration and legal status. With the Temporary Agency Work Act 2012, EU-wide equal opportunities and anti-discrimination guidelines were implemented.

## 1.2. Resulting challenges for educational guidance

### 1.2.1. Selected “direct impact” on participation in further education and guidance needs

- Some new forms of labor feature no substantial differences compared to standard employment with regard to issues of further education and career guidance, especially when focusing on social risk groups: E. g.: Collaborative work or employee sharing.
- Own-account workers in Austria are concentrated in higher age groups (40/50+). These age groups are currently less catered for by guidance and further education offers than younger age groups.
- All forms more or less lack an integration in a company setting. As (work related) further education is predominantly offered and/or financed by companies, this very important factor for participating in further education is missing.
- Even where a quasi-company setting is at hand, as in temporary agency work, further education is hardly offered by employers.
- Some important and strongly growing new forms of labor are providing mostly work with low skills requirements. Namely, platform work, interim management/ temporary agency work and voucher based work. Thus, learning on the job is limited.
- Furthermore, persons performing these kind of new forms of labor are very often overqualified, triggering a de-qualification process.
- The lack of company attachment and the concentration on low skills tasks make some new forms of work a dead end to individual careers. Especially platform work (mostly), interim management/ temporary agency work and voucher based work.
- As data on interim management/ temporary agency work shows, the bridging function to standard employment of these forms of labor is limited.
- High job turnover and task variety of some new forms (e. g. interim management/ temporary agency work, platform work) leads to an extreme fragmentation of personal careers, undermining a “professional biography” to speak of.

### 1.2.2. Overall related challenges for educational guidance

Most of the new forms of labor are representing a precarious fringe of the current labor market, at least for the majority of persons, working in these settings. Namely, interim management/ temporary agency work, casual work, voucher-based work, portfolio work, platform work, variable hours contracts and bogus self-employment.

Guidance will have to think about how to support clients in coping with their unfavourable labor market position/ “shaky” career biography:

- Support them in realising and reflecting their labor market position and career perspectives
- Support them in attaining the necessary competences for coping with a radical subjectivated labor market position
- Support them in moving on to more stable employment settings
- Support them in gaining and/or sustaining their desired career biography

At policy level, guidance will have to think about its role in highlighting the impact of precarious new forms of labor on individual exploitation and career perspectives on the one hand and on vocation/ profession as societal constitutive entity on the other.

## 1.3. Existing approaches to tackle the challenge

### 1.3.1. The educational and vocational guidance system in Austria

In Austria, educational and vocational guidance is provided by many different actors in the following sectors:

- Guidance in initial education and training
- Guidance in tertiary education
- Guidance in adult education
- Guidance in the employment sector

#### Guidance in initial education and training

The following support system has been established in the Austrian secondary school system in order to enable students to make well-informed and thoughtful decisions on their educational and vocational careers:

- *Vocational orientation (Berufsorientierung) in school curricula:* As part of the mandatory curriculum in different school types *Vocational Orientation* is about sharing of information, experiences, as well as about providing support for individual vocational and educational choices.
- *Student and education counselling by school teachers:* Specially qualified teachers provide information and counselling activities for individual students on a voluntary basis. Students are supported in their decision-making process, especially in gathering and interpreting information. Furthermore, these teachers provide special support in case of learning difficulties or behavioural problems and act as a “first responder” for personal problems/crises of students.
- *Educational counselling by school psychologists:* This guidance service is a public institution run by the Ministry of Education. Psychologists are supervising and supporting the school teachers who specialise in student counselling (see above) and give practical support in demanding cases. They also use scientific and empirical methods (psychological tests) in order to assess students’ personal interests and talents, as well as to assess achievement levels and personality traits.

#### Guidance in Tertiary Education

Universities and universities of applied sciences (*Fachhochschulen*) mostly provide guidance offers in transition phases, like the enrolment phase (choice of subjects), or at the end of the study programmes when students are entering the labour market (career counselling).

- *Study counselling of the Austrian Students’ Union (ÖH):* Currently, the ÖH (Austrian Students Representatives) is providing the main share of university study counselling. These offers mostly aim at the first phase of enrolment (before taking up studies) or at the initial phase of a semester. Counselling is done by other senior students, who act as “peers” for the juniors. In this context, some distance counselling tools like phone, email or Skype are used as well.
- *Psychological student counselling:* Psychological student counselling is provided by the Ministry of Science, which is responsible for universities in Austria, and is available in all six Austrian cities with universities. Apart from psychological support in crisis situations, there are also guidance offers for choosing the right study subject.
- *Career Services:* Some of the Austrian universities have already established so-called “career centres” where students who are currently finishing their studies can get guidance services for their successful entry into the labour market.

## Guidance in the employment sector

The most important provider and financier of guidance services in the labour market policy context is the Austrian Public Employment Service (AMS). Guidance offers are carried out nationwide by the AMS via its network of regional offices (RGS) and Vocational Information Centres (BIZ). Additionally, AMS is funding a large number of labour market policy measures which also have guidance elements.

- *Vocational Information Centres (BIZ):* The main task of BIZ is providing information about trends and changes in the labour market and the world of work. All over Austria, a number of BIZ offices are operated by AMS in order to give support and information to clients. The services range from support in information research, public information events and workshops (e.g. for professional self-assessment and job search training), group work with school classes to visualise their potential career choices, guidance counselling and answering inquiries by email or telephone. BIZ focuses its work on the transition from school to work. Students are supported in making informed choices about their educational and professional careers. This should also help to reduce unemployment. In this context, BIZ offers “real life” service for school classes, where they can visit an AMS office and get to know the available services. Adults who are planning to change their profession and reorient themselves can also contact BIZ counsellors and have access to vocational and educational guidance counselling services (Putz 2013).
- *Vocational information provided by AMS:* AMS provides information on vocations, educations and the labour market in printed form (brochures, folders etc.), as well as on the internet (downloads, online tools, databases). The AMS Research Network operated by the AMS department for labour market research and professional information is an important platform in this context. It provides information and a number of services which are based on AMS research in the area. Among these information sources are the AMS Practice Handbooks, which can be used by labour market policy measure trainers or other educational and vocational guidance practitioners as a tool, learning aid and reference text for their daily work.
- *Labour Market Policy Measures for Unemployed – Active Labour Market Policies and Qualification:* Training measures by AMS can be separated into orientation (vocational orientation and training), qualification (further training and education), active job search, training measures and workplace training. Qualification measures are most important by quantity, although hybrid forms containing e.g. orientation, job search and training are also possible. The goal of these labour market policy measures is to support the clients in finding a job, and to improve their chances of keeping a job. Training measures are carried out by third-party organisations contracted by the AMS (BMASK 2015).

## Guidance in adult education

The Austrian adult education (AE) system deals with education efforts which take place after an individual has finished school education, thus with clients reaching from young adults to senior citizens. In this, AE utilises a concept of education that goes beyond instrumental learning and mere acquisition of specific skills. This concept of education also encompasses values and personal orientation, including personal and social development and advancement. This approach is also relevant for guidance offers in adult education. The landscape of Austrian AE providers who are also active in the field of guidance is historically grown and very diverse. Some of the diversifying factors include: legal and institutional organisation/form, guidance approach, general aims, specific target groups etc. (Peter Schlägl 2006).

In the context of adult education, the following types of guidance providers can be found:

- *Provider-independent guidance institutions:* This type of guidance provider is not part of adult educational organisations, and does not provide educational services (courses, classes etc.) itself.
- *Adult education organisations:* Many adult education organisations provide guidance and counselling activities as part of their services. These activities are partially aimed at getting the clients into the correct courses and educational offers, which are offered by the institution itself (course counselling). Other services see themselves as “neutral”, meaning that the clients get counselling independent of the own offered courses, focusing on the needs/interests of the clients. In this context, guidance counselling can give support and orientation for the clients to make informed choices about vocations, education and employment. Adult education providers with guidance counselling services include – inter alia – community colleges (*Volkshochschulen*), education institutes run by the social partners (WIFI, bfi etc.), a number of church-affiliated adult education organisations and others.
- *Self-employed guidance counsellors in the area of vocations, education and employment:* Due to the rising trend of coaching and supervision services offered, there is also a growing number of self-employed guidance counsellors, who offer their services.
- *Austrian initiative for educational guidance in adult education:* Based on already existing initiatives, the nationwide initiative for educational guidance in Austria was launched by the Ministry of Education in 2011. This initiative aims at establishing and further developing a nationwide adult guidance and information system. Project networks have been established in each of the nine Austrian federal provinces. These project networks contain different types of partner institutions (depending on the province), have a certain degree of internal coordination and are also connected to each other. Additional to the active guidance partners, there are also “strategic members”, mainly partners and institutions who are not offering guidance services, but have access to different target groups which should be addressed by the networks. This way, the following objectives should be achieved:
  - Maximise the number of institutions which are part of the networks;
  - Ensure a broad regional distribution of the contact points;
  - Target as many and as diverse target groups as possible;
  - Improve quality and professionalism of the existing guidance offers.

Parallel to the regional networks, other partner organisations (among them ÖSB S&B) of the guidance initiative are working on so-called cross-cutting issues. All network actors use the common brand “Educational Guidance Austria” (*Bildungsberatung Österreich*). This measure is intended to improve transparency and visibility of the guidance offers, as well as further the common professional identity of the guidance practitioners (Barth, 2012).

Categories of guidance formats offered by the Educational Guidance Austria:

- Educational and vocational information: Dissemination of information, or provision of information material (brochures etc.) for self-study by the clients. How the clients decide to use this information later on is not part of this interaction. Generally, these activities are only carried out once, but with a possibility to refer the respective clients to other (internal or external) counselling services.
- Educational and vocational guidance (in general): In this setting, preferences, ideas, interests, talents, competencies, potentials and skills of the clients are documented and reflected in a counselling meeting. Additionally, some tests may be carried out as well. This way, new options are made visible, and the individual decision-making process in educational and vocational matters is discussed. Additionally, general questions of life-planning and career

plans are discussed and reflected upon, while taking into account current education and labour market trends and developments. For this form of counselling, active and self-reliant participation of the client is the most important element (Schlögl, 2012).

- Resource- and competence-based counselling offers: This type of counselling offer is based on existing resources and competencies of the client, and ideally also contains methods to activate those resources. For example, these counselling offers aim to help clients to write a personal competence profile which they can use to reflect upon their personal talents and get a better perspective on their education and vocation possibilities. In this context, narrative methods are often used, which are also helpful to improve self-organisation of the clients (Schlögl, 2012).

In each federal province, there is a broad offer of information and counselling services by the participating institutions. Among these, there are contacts on a personal level (face-to-face, or ICT-based). The majority of counselling activities is performed in single-person settings, but there are also group-based offers like workshops (e.g. a workshop on competence counselling). Guidance counsellors also take part in education fairs and networking events, and there is also a growing tendency towards outreach guidance offers (in a public park, mobile guidance offers in rural regions, guidance days in local/communal family centres).

- *Provision of guidance by interest groups:*
  - Chamber of Commerce (WK/WIFI): Different institutions belonging to the WK or the WIFI offer educational and vocational guidance in many different forms, including information services, guidance counselling, psychological tests, skill checks or workshops dealing with educational and vocational topics. As an additional service, they also provide an online portal called “BerufsInformationsComputer”.
  - Chamber of Labour (AK): The Chamber of Labour is engaged in educational guidance counselling, although with different intensity in different Austrian provinces. In some provinces, the AK is an active partner and guidance provider within the “Initiative Educational Guidance Austria”.
  - *Many more:* Many public projects and programmes (Active labour market policies, education policies) have educational and vocational guidance as (larger or smaller) part of their offered services. In the transition area between school and work, for example, there are support structures like youth coaching and other youth programmes (outside schools), which are active in the field and use methods and tools of guidance counselling in their work. Many non-profit organisations targeting specific groups like women, migrants or handicapped persons also offer educational guidance counselling as part of their repertoire.

### **1.3.2. Response to guidance challenges of the spread of new forms of labor**

The educational guidance system in Austria offers no systematic response to the spread of new forms of labor. However, there are some offers to be found, which address issues of substantial relevance for clients working in these kind of new work-settings.

In the realm of guidance in the employment sector, selected guidance offers integrated into active labor market policies are certainly useful for addressing guidance challenges attached to new forms of labor (e.g.: vocational orientation, profiling etc.). Currently primarily focussing on unemployed persons, this offer should be extended to persons working in precarious forms of labor.

In the realm of guidance in adult education, especially guidance offers focusing on issues of life-planning and career plans as well as approaches of resource- and competence-based counselling, amongst others supporting self-organisation skills of clients, are certainly well suited to address the challenge at hand.

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## Stakeholder Analysis

The goal of this stakeholder analysis is to strategically consider all project-relevant actors and stakeholders and to specify how to involve them. Which actors in your country will be directly or indirectly involved in the project and the project activities?

Stakeholder	Interests in the project	How to target this stakeholder within the project and dissemination?
BMBW (Ministry of Education)	<ul style="list-style-type: none"> <li>Responsible for educational guidance in schools as well as adult education</li> <li>Responsible for further education</li> </ul>	<ul style="list-style-type: none"> <li>We have an ongoing support contract with the department of adult education, supporting the further development of the Austrian guidance offer</li> <li>We have contacts to the department responsible for providing educational/career guidance in schools and universities</li> <li>On behalf of the BMBW, we are a member of the National Forum of Guidance (representing all Ministries responsible for guidance offers as well as other important stakeholders)</li> </ul>
Ministry of Labour	Responsible for educational/vocational/career guidance in LM-programmes	Targeting key persons in the field of ALMPol and strategic LMPol
Bifeb (Federal Institute for Adult Education)	Providing training/certificates of guidance practitioners	Personal contact to persons managing the guidance training course
Public Employment Service	<ul style="list-style-type: none"> <li>Providing educational/vocational/career guidance to unemployed persons</li> <li>Providing information on skills demand development and career outlook; matching career perspectives and labour market needs</li> <li>Research/spreading info on the future developments of work</li> </ul>	<ul style="list-style-type: none"> <li>Contact to the research department on skills development, future of work</li> <li>Contact to department on funding active labour market policy</li> <li>Contact to department on supporting companies with regard to labour market issues of public interest</li> <li>The PES department especially offering guidance services (BIC) will also be addressed</li> </ul>
Chamber of Labour	Lobbying for guidance; offering guidance in some regions	Personal contacts at hand
Chamber of Commerce	Lobbying for guidance; offering guidance in some regions	Through official representatives
OEAD (Euroguidance Austria)	Interface between European and Austrian guidance system	Good personal contacts
Initiative Educational Guidance Austria	Selected provider of educational guidance in all provinces of Austria, funded by the BMBWF and ESF	We are part of the Initiative
WAFF Employment Promotion Fund	Big LM-player offering training as well as guidance in Vienna	Contacts available

