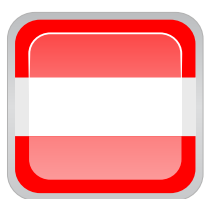

GUIDANCE AND OUTREACH FOR
INACTIVE AND UNEMPLOYED

AUSTRIA





Institut für Bildungsforschung der Wirtschaft

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Authors: Alexander Petanovitsch (ibw) and Sabine Tritscher-Archan (ibw)

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The thematic perspectives series complements the general information on vocational education and training (VET) systems provided in ‘[VET in Europe](#)’ reports. The themes presented in the series feature high on the European agenda.

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Guidance and outreach for inactive and unemployed

Many countries across the European Union (EU) have high levels of unemployment and of inactive adults. These phenomena are frequently associated with low levels of qualification and insufficient basic skills. They may also reflect lack of adjustment between skills demanded in the labour market and skills developed in formal education and training. In both cases up-skilling and re-skilling solutions could be explored to increase the employability of adults.

The national reports developed by ReferNet partners reflect efforts done by Member States to reach vulnerable groups affected by unemployment and inactivity and help them reengage in learning and employment. The reports refer, in particular, to measures which may include young adults not in employment, education or training (NEET) and adults undergoing long term unemployment (LTU), given their persistence in many countries and the high challenges these groups face.

The policy strategies and initiatives in focus shed light over ways to support the most vulnerable to find learning and qualifying solutions. Career guidance and counselling support to people with decaying skills, low levels of motivation and insufficient basic skills are addressed. Its instrumental role in providing information, identifying skills needs, clarifying career options and developing positive attitudes towards learning is made clear.

Whenever possible, outreach measures were described, addressing the ones who fall out of the scope of standard policies to support registered unemployed or recent education drop-outs. Many reports entertain an important discussion on the entitlement to social protection and its effectiveness in addressing the challenges of all demographic groups.

Lastly, Cedefop trusts that these reports will provide an important characterisation of current opportunities and challenges across the EU in establishing appropriate upskilling pathways for adults. Current European policy initiatives urge Member States to integrate skills assessment measures with flexible learning and validation solution, where guidance services and outreach will necessarily play a key role.

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CHAPTER 1.

Introduction

Austria regularly achieves very good results in international comparisons of (youth) unemployment figures: based on Eurostat, the unemployment rate in March 2017 was 5.9%, in an EU-28 average it was 8% and in the Euro-zone 9.5%, for example. In the beginning of 2017, the unemployment rate of under-25-year-olds in Austria was at 10.6% and thus also among the lowest values in Europe (compared to 17.2% for EU-28 and 19.4% in the Euro-zone).

Nevertheless Austria is also facing problems in connection with the labour market and the education system. The share of long-term unemployed has risen in recent years, also NEET youths ⁽¹⁾ are counted among the group of people who are threatened by social exclusion. In a study of the European Foundation for the Improvement of Living and Working Conditions from 2012, costs caused only by NEETs amounting to 1.08% of the GDP were calculated for Austria for the year 2008. There are therefore follow-up costs not just for the individuals but also for society.

One of the challenges in this connection is a fact which becomes evident on the basis of the analysis of relevant literature and which will still be examined in greater detail in the following article: both the group of NEET youths and the group of long-term unemployed are not homogeneous, which is why “one-size-fits-all”-solutions cannot really be successful here. Rather, individualised approaches and tailored solutions which arise from the findings and results of relevant research work are needed.

This article is structured as follows: Chapter 2 first of all examines some central research findings and recent statistical indicators on the areas of NEETs and long-term unemployment in Austria. Chapter 3 provides an overview of the major national political and administrative bases and strategies taken in this connection. Chapter 4 focuses on presenting examples of initiatives/measures which have already rendered good results in fighting the problems arising in connection with NEETs and long-term unemployment.

⁽¹⁾ NEET = not in employment, education or training

CHAPTER 2.

Relevant indicators

2.1. NEET youths

In the following chapter, recent studies on the target group of NEET youths will be examined and some relevant information and data presented.

One of these studies was carried out on behalf of the Ministry of Social Affairs and published in late 2014 (cf. Bacher, J. et al., 2014). The data bases for calculations were the microcensus surveys from 2006 until 2011 ⁽²⁾. The calculation of the NEET indicator was carried out in this study for the age group of 16- to 24-year-olds; this indicator was formed on the basis of three variables: participation in the education system, participation in the employment system, and participation in further or continuing vocational education and training, in each case in the last four weeks before the survey. According to the study authors there is a NEET situation if a young person who is questioned as part of the microcensus

- (a) is not integrated in the education system nor on holiday,
- (b) is unemployed or not employed, in which connection – based on the labour force concept – one hour of employment is sufficient for designating a person as employed, and
- (c) does not take part in a vocational programme, where again participation of one hour is sufficient for not designating him/her as a NEET.

For the period between 2006 and 2011, the study calculated a figure of around 78,000 persons a year in Austria who can be assigned to the category of NEETs. This corresponds to an average share of 8.6% among all 16- to 24-year-olds (cf. Table A-1 in the Appendix). Some authors of the relevant literature also suggest that NEET youths need to fulfil relevant criteria for at least two quarters (i.e. six months) to be classified as NEETs. If this approach were used as the basis, the corresponding share of NEETs among Austrian youths would shrink from 8.6% to 4.1% for the period 2006-2011.

As many as almost half of the young people are offered the possibility to get away from the NEET status relatively quickly: 47% of those affected did not show

⁽²⁾ The microcensus supplies internationally comparable data on employment, unemployment and education, with around 22,500 households in Austria questioned each quarter. The basis of sampling is the Central Register, from which households are selected based on random sampling.

a NEET situation in the last two quarters before the survey and are therefore classified as 'dropouts' by the study authors (cf. Appendix, Table A-3).

Based on the study findings, an average of about 22% of Austrian NEET youths in the observation period were neither looking for work nor wanted to work. Here the main cause of this complete labour market abstinence can be found, above all, in childcare obligations, which frequently affected women with a migration background. Overall the data reveals that women are overrepresented among the older NEET youths.

Gender-specific differences can also be found in the progression of their affectedness by NEET: whereas around 57% of the male youths succeed in (permanently) leaving the NEET status, this only applies to some 39% of the female NEET youths. Conversely, 27% of the male NEET youths are in a permanent NEET situation, this share is 47% among women. Also here again care obligations are among the main reasons for the differences between the affectedness of the genders.

People with a migration background (with the exception of Germany and Switzerland as countries of origin) are overrepresented among the NEET youths and therefore show a higher NEET risk: among the young people in Austria without any NEET experience, the share of people born in a non-German-speaking country is 11% overall, among the NEET youths, however, 32% have a non-German-speaking place of birth.

The parents' education level also plays a role in determining the NEET risk: only around 6% of the NEET youths come from a household in which at least one parent has completed a higher education programme, whereas the parents of one fifth of the NEET youths have only completed compulsory schooling. Evaluations additionally revealed that those affected by NEET more frequently live in urban areas (towns with 30,000 or more inhabitants), with especially Vienna demonstrating clearly higher NEET rates than other towns.

Based on a statistical cluster analysis, the study authors were able to show that NEET youths in Austria by no means form a homogeneous group in terms of their socio-cultural and personal characteristics. They were able to identify a total of seven clusters, with the highest share representing unemployed young early dropouts from education or training (for the other sub-groups cf. Table A-2 in the Appendix).

A recent Eurofound publication (cf. Eurofound, 2016) reveals a NEET rate of 9.3% in the age group of 15- to 29-year-olds for Austria in 2014. By way of comparison, this value was 15.3% in the EU-28. Based on data of the European Labour Force Survey, the largest partial population identified by this publication for the Austrian NEETs is the group of short-term unemployed (31.3%), followed

by young people with care obligations (25.1%). 13.2% of the youths in Austria aged 15 to 29 count among the group of NEETs due to illness or a disability (EU average 7.1%). The publication additionally writes about the situation in this country as follows:

“An important prerequisite for the effective deployment of policies targeted at NEETs is that young people are registered with public employment services (PES). In 2013, 61.2% of all NEETs below the age of 25 were registered with the Austrian public employment services. The number of registered NEETs has been increasing steadily since 2005.” (Eurofound 2016, Country Profiles, p. 4)

The OECD publication “Society at a Glance” (cf. OECD, 2016) from 2016 assumes that the NEET rate among 15- to 29-year-olds in Austria was 10.5% in 2015, around half of which are not classified as active job-seekers.

Statistics Austria calculations lastly indicate a NEET share among all young people between the ages of 15 and 24 years of 7.7% on an annual average for 2016 in Austria ⁽³⁾. The following table provides an overview of the different NEET rates presented here ⁽⁴⁾.

Table 1. NEET rates for Austria: summary of the presented study results

Source	Reference year	Age reference value	NEET rate
Federal Ministry of Labour, Social Affairs and Consumer Protection: Study to Support the Labour Market Policy Target Group of NEETs	2006-2011	16- to 24-year-olds	8.6
Eurofound: Exploring the diversity of NEETs	2014	15- to 29-year-olds	9.3
OECD: Society at a Glance	2015	15- to 29-year-olds	10.5
Statistics Austria	2016	15- to 24-year-olds	7.7

Source: different sources, own presentation

⁽³⁾ Cf. https://www.statistik.at/web_de/statistiken/menschen_und_gesellschaft/arbeitsmarkt/arbeitslose_arbeitssuchende/063259.html (03.05.2017)

⁽⁴⁾ The results of the Ministry of Social Affairs (cf. Bacher J. et al. 2016) and the figures provided by Statistics Austria build on microcensus data and therefore include those young people as NEET who were neither employed nor in initial or continuing training in the course of the last four weeks preceding the survey. The other two studies classify young people as NEET if they have not been employed nor in initial or continuing training for at least six months before the time of the survey.

2.2. Long-term unemployed

This subchapter also uses different studies and data sources to illustrate the current situation of long-term unemployment in Austria. Public Employment Service Austria (AMS), for example, has calculated a share of long-term unemployed (LTU) of 9.8% or around 41,100 people for the reporting year 2015 (cf. AMS, 2016); these are people who were registered as unemployed at AMS continuously for one year without an extensive interruption (including interruptions due to courses). With a share of 10.8%, men were affected slightly more frequently than women (8.5%). Long-term unemployment has been increasing significantly for several years: in 2007 the LTU share was 2.7%, in 2016 as high as 16.2% (cf. Appendix, Table A-4).

In addition, AMS calculates the extended category of long-term unemployment (*Langzeitbeschäftigungslosigkeit*, LZBL): based on this concept, shorter training periods for example are considered periods of unemployment; the status “long-term unemployed (LZBL)” is only suspended after interruptions of more than 62 days. If this calculation basis is applied, 31% of all unemployed people or around 130,000 persons were already unemployed for longer than one year in 2015. Both LTU and LZBL especially affect the groups of older workers, people with health-related restrictions and the low-qualified ⁽⁵⁾.

The Austrian Institute of Economic Research (WIFO) was commissioned by AMS to prepare a study on the typology of unemployed people by duration and frequency of their unemployment (cf. AMS, 2014). Based on this data it is also possible to identify some characteristics of long-term unemployed people between the ages of 16 and 65 years in Austria for the period of 2010 to 2013 (cf. also Table A-7 in the Appendix). Women for example are less frequently unemployed but on average for longer periods. Based on these evaluations it is also revealed that older unemployed people are affected considerably more strongly by long-term unemployment than younger ones: in 2013, 40.3% of unemployed people between the ages of 55 and 65 came under this category of unemployed, among the 25- to 54-year-olds their share was 18.4%, among the unemployed aged between 16 and 24 years this share was 5.8%. Broken down by economic activities, longer-term unemployment especially affected people in the period of observation in the “administrative and support service activities” sector (and here above all “employment activities”) and in the “human health and

⁽⁵⁾ Cf. the Appendix for further data from the AMS publication (2015) on the special topic “labour market”.

social work activities” sector. Also on this topic there are tables in the Appendix with detailed information from this study.

Based on Eurostat calculations, about one third (32.3%) of all unemployed in Austria in 2016 were long-term unemployed (i.e. for twelve months or longer), on an EU-28 average this share was 46.4% ⁽⁶⁾. If – similar to the Eurostat method – the results of the European Labour Force Survey (which is carried out in Austria as part of the annual microcensus) are used as the data basis, it is also possible to present the development dynamic of long-term unemployment in Austria over time (cf. Table A-6 in the Appendix). Within one decade, an increase by 4.3 percentage points from a share of 28% of long-term unemployed in 2006 to the above-mentioned 32.3% in 2016 can be identified here.

⁽⁶⁾ Cf. <http://ec.europa.eu/eurostat/de> (10.05.2017)

CHAPTER 3.

National strategies and measures

The following is a description of the strategies and measures as well as responsible stakeholders that play a major role in connection with groups of society which are at risk of exclusion such as young people with a NEET status or the long-term unemployed.

3.1. NEET youths

One important actor in Austrian youth and welfare policy is the Social Ministry Service (SMS) ⁽⁷⁾, a federal agency working on behalf of the Ministry of Social Affairs. The focus of the activities carried out by the SMS and its nine provincial offices is the inclusion in the world of work of people with disabilities, health impairments and/or disadvantages. The SMS promotes and coordinates a wide range of networked offers and awards contracts to external institutions, such as in the case of youth coaching ⁽⁸⁾.

The SMS is also one of the key stakeholders in the “Training up to the age of 18” initiative ⁽⁹⁾, which was launched jointly by social partners, provinces, different relevant institutions and companies, as well as the Ministry of Social Affairs, the Ministry of Education, the Ministry of Families and the Ministry of Economy. This initiative aims to lead all young people towards a qualification beyond compulsory schooling and to counteract early school leaving and dropout from training. This will be achieved, in particular, by providing information, advice, career guidance and educational counselling, as well as the further development of youth coaching. As well as incentives for participation in education and training, low-threshold VET programmes are increasingly being made available. One nationwide and nine regional coordination offices act by providing information, coordination and networking in the implementation of “Training up to the age of 18”. Key measures taken as part of this initiative are youth coaching and production schools (cf. Chapter 4).

⁽⁷⁾ <https://www.sozialministeriumservice.at/> (retrieved on 16.7.2017)

⁽⁸⁾ <http://www.neba.at/jugendcoaching> (retrieved on 16.7.2017)

⁽⁹⁾ <https://www.ausbildungbis18.at/> (retrieved on 16.7.2017) and Pessl, G. (2016): Ausbildung bis 18. ReferNet Austria (download: https://refernet.at/images/05_News_AB_18_10.2016_DE.pdf, retrieved on 16.7.2017)

At the core of “Training up to the age of 18” there is the training obligation which was adopted by the Austrian Federal Government in the current government programme and implemented in 2016 with the Compulsory Education or Training Law ⁽¹⁰⁾ (*Ausbildungspflichtgesetz*) ⁽¹¹⁾. This obligation guarantees that all persons below the age of 18 complete a programme that goes beyond compulsory schooling if possible: here they can either attend an upper secondary school, complete an apprenticeship programme, or attend another training programme (such as a traineeship). This measure also focuses specifically on the target group of NEET youths. The implementation of the training obligation is handled by a nationwide coordination office and nine provincial coordination offices. The following are obliged to report:

- (a) parents/legal guardians; they are obliged to inform the competent provincial coordination office if their child has not taken up another education or training programme within four months following completion of compulsory school or after dropping out from education or training;
- (b) schools, AMS, apprenticeship offices and training providers that, in the future, will be obliged to report to Statistics Austria any young person who takes up or leaves training or an assistance programme. This data is then passed on by Statistics Austria to the coordination offices.

The training obligation applies from July 2017 to all young people who complete compulsory schooling in the school year 2016/2017 or afterwards.

The national strategy to prevent dropout from education and training (cf. BMB, 2016), which was developed by the Education Ministry in 2012 and revised in 2016 as part of preliminary work on the Compulsory Education or Training Law, is based on the three pillars: prevention, intervention and compensation. As a national strategy it aims to contribute to promoting networking and cooperation of relevant institutions and stakeholders, supporting teachers and school heads in the further development of school and teaching, as well as extending the relevant support by other professions. The strategy serves as a major contribution to the implementation of the training obligation. Youth coaching, which has been implemented on a nationwide basis since 2013, and production schools, which are based on this, (cf. Chapter 4) form an important element of the Austrian strategy to combat early school leaving and the threat of exclusion; they mainly rely on prevention and early intervention.

⁽¹⁰⁾ <https://www.ris.bka.gv.at/GeltendeFassung.wxe?Abfrage=Bundesnormen&Gesetzesnummer=20009604> (retrieved on 16.7.2017)

⁽¹¹⁾ <https://www.ausbildungbis18.at/index/artikel/organisationen-ausbildungspflicht> (retrieved on 16.7.2017)

Another key instrument for recording and assisting NEET youths is open youth work (OYW) ⁽¹²⁾. This is a scheme that is well established across the country and combines social work, educational work, cultural work and health promotion. Its main target group is young people between the ages of 12 and 18 years, but the scheme also reaches adults up to the age of 30 – with differences due to province-specific funding guidelines. OYW work takes place in youth centres, youth meeting places and other institutions, but also in public space (parks, railway stations, public places). Responsibility is mainly borne by the provinces and communities which co-fund the institutions and related work. There are also mobile variants of youth work which aim to establish contacts with young people at the places where they can be found in public space and make them offers tailored to their needs. There is mutual support between OYW and the stakeholders active in youth coaching: the staff working for the youth coaching scheme link to OYW, using their opportunities and contacts to reach young people in need of assistance. OYW staff, on the other hand, support and inform those responsible for the youth coaching scheme.

The document “Youth Guarantee Implementation Plan – Austria” ⁽¹³⁾ is dedicated to the youth guarantee which was adopted at EU level. It covers a wide range of relevant measures. These include youth coaching and production schools, which are offered as part of youth coaching and among whose strategic objectives there is also fulfilment of the youth guarantee in Austria.

3.2. Long-term unemployed

The main actors of social and labour market policy in Austria are, in particular, the Ministry of Social Affairs, the Social Ministry Service (which acts on its behalf) and Public Employment Service Austria (AMS). The goals of labour market policy measures include combating long-term unemployment and taking active measures to foster qualifications and equality of opportunity of all unemployed people. These general objectives are specified in greater detail by the labour market policy targets as defined by the Ministry of Social Affairs, which are implemented by AMS ⁽¹⁴⁾. The major legal foundations in this field to be mentioned are, above all, the Labour Market Service Act

⁽¹²⁾ <http://www.boja.at/wissen/offene-jugendarbeit/> (retrieved on 16.7.2017)

⁽¹³⁾ https://www.sozialministerium.at/cms/site/attachments/2/4/9/CH3434/CMS1453733305150/youth_guarantee_implementation_plan_austria.pdf (retrieved on 16.7.2017)

⁽¹⁴⁾ https://www.sozialministerium.at/site/Arbeit_Behinderung/Arbeitsmarkt/Arbeitsmarktpolitik/ (retrieved on 16.7.2017)

(*Arbeitsmarktservicegesetz* or AMSG) and the Labour Market Policy Funding Act (*Arbeitsmarktpolitik-Finanzierungsgesetz* or AMPFG) ⁽¹⁵⁾. The AMSG regulates the tasks and organisation of AMS and forms the legal foundation for support provided by it. The AMPFG regulates the funding of labour market policies, which is mainly effected through unemployment insurance contributions.

AMS provides a customer-oriented range of services for unemployed people of all age groups across Austria through its decentralised regional offices. The regional aspect plays an important role in the design of its services: consequently the regional AMS offices have to take special account of regionally specific problem areas and needs of assistance in the provision of services (in the western provinces, for example, where tourism is a strong economic sector, many labour market training programmes on tourism are offered). For assistance provided to certain groups of people for whom specialist knowledge is required (such as re-entrants, young people), staff are trained and employed specifically depending on regional circumstances. AMS's strategic focuses in particular also include measures for the long-term unemployed such as socio-economic enterprises ⁽¹⁶⁾ (cf. Chapter 4), which were set up in Austria for the first time in 1980.

Also worth mentioning is the Scheme 20,000, which has recently (July 2017) been launched by the Ministry of Social Affairs: this initiative aims to create and/or fund a total of 20,000 jobs a year in municipalities or through non-profit provider associations and companies for long-term unemployed people from the age of 50 years in order to cut long-term unemployment in this group by half in the long term ⁽¹⁷⁾. Participants are selected in a preceding matching process. After systematically recording the qualification requirements of the respective employment providers (municipalities, non-profit companies, employment projects, etc.), the regional AMS offices launch the recruitment process on that basis. Where necessary, it is also possible to provide short-term qualifications (tailored to the respective staff demand) as part of this preparatory phase. Due to the participants' long unemployment, their gradual introduction to these new

⁽¹⁵⁾ AMSG: <https://www.ris.bka.gv.at/GeltendeFassung.wxe?Abfrage=Bundesnormen&Gesetzesnummer=10008905>;

AMPFG: <https://www.ris.bka.gv.at/GeltendeFassung.wxe?Abfrage=Bundesnormen&Gesetzesnummer=10008903> (retrieved on 16.7.2017)

⁽¹⁶⁾ <http://www.koordinationsstelle.at/angebotslandschaft/infoblatter/sozialoekonomische-betriebe.html> (retrieved on 16.7.2017)

⁽¹⁷⁾ <http://arbeitplus.at/wordpress/wp-content/uploads/2017/03/PK-Unterlage-Aktion-20.000.pdf> (retrieved on 16.7.2017)

regular employment relationships – as hourly employment or work-based training, for example – can be an appropriate accompanying measure.

CHAPTER 4.

Best-practice examples

4.1. A measure for the long-term unemployed: socio-economic enterprises

One key instrument for combating long-term unemployment and a major element of the active labour market policy of Public Employment Service Austria (AMS) is the socio-economic enterprises (SEEs), the first of which were founded in Austria in 1980. SEEs are subsidised by AMS and serve to create jobs for long-term unemployed people and for people who are far from the labour market and have special placement problems.

These employment relationships are “transit jobs”, mostly of a limited duration of one year, which aim to facilitate a lasting reintegration of the target group into unsubsidised employment relationships. SEEs are managed by non-profit or public legal entities, most often non-profit associations. In 2015 a total of 15,600 people received support through SEEs.

SEEs are run in the form of a small company, they need to earn a share of at least 20% of all costs themselves by manufacturing products or providing services and be competitive in the market. SEEs are frequently active in the areas of wood processing, interior and exterior renovation, the hotel, restaurant and catering sector, trade with second-hand goods, textiles, metal, household-related services and non-profit staff hiring. In the SEEs basically two forms of employees can be found: key employees (= the permanent workforce), who exercise occupation-specific, socio-pedagogical and entrepreneurial/administrative functions, and transit employees (= staff with temporary employment schemes). In the course of their work at the company, transit employees are taught specialist and social competences and, moreover, they are offered socio-pedagogical assistance. SEEs provide employment which is market-oriented but nevertheless relatively legally protected and in the form of an employment relationship that is regulated by collective agreements; participants receive an appropriate remuneration and are covered by social security (this comprises sickness, pension, accident and unemployment insurance) ⁽¹⁸⁾ for the duration of their employment. Despite the accompanying

⁽¹⁸⁾ This contract only relates to the employment relationship; the type and extent of initial and continuing education and training and of socio-pedagogical assistance are laid down in an

training and assistance for the participants, the work they perform at the SEE is in the foreground; the extent of socio-pedagogical assistance and theoretical training must not exceed the work to be performed in practice.

In principle, people who are registered as unemployed with AMS and count among the following groups have access to SEEs:

- (a) unemployed people facing specific obstacles (long-term unemployment (LZBL), age, disability, care obligations, social maladjustment),
- (b) people who are far from the labour market and have special placement problems (such as the loss of social skills due to long periods of unemployment, lacking qualifications due to long periods of unemployment, homelessness, imprisonment, debts, drugs, etc.).

The key identification and placement authority of transit employees for SEEs is AMS. The specific selection and composition of the people in the target group are agreed on between AMS and SEEs: vacant transit jobs are reported by the SEEs to the regional AMS offices; the SEEs – jointly with AMS – lay down the admission criteria. In most cases, the main prerequisite for participation is the applicants' motivation and interest. Another important admission criterion is the person's suitability for the staff structure existing in the respective SEE. Those who are worth considering for employment based on these criteria and specifications can then be assigned by AMS to the respective SEE.

An SEE measure proceeds as follows:

Preparatory phase

Where it is not sure whether the people selected by AMS are actually suited for the transit job foreseen for them, preparatory measures of up to eight weeks can be taken before the start of employment at an SEE. These can take the form of either job trials or of work-based training and can be supplemented by health promotion, for example. The competent SEE enters into an individual agreement with each transit employee before the beginning of the measure, in which the objective of participation and the assistance services provided by the SEE are laid down clearly. An AMS sample agreement serves as a template for how such an agreement needs to be structured and what it has to contain (the objective of the measure, the type and extent of the qualification and of socio-pedagogical assistance). The basis for subsidisation is a business concept, which needs to be

agreement which is designed individually, tailored to the respective transit employee, before the beginning of participation (cf. the text below).

submitted by the SEE and comprises sections on the organisation, on the assistance and business-related matters. The section on assistance presents the socio-pedagogical assistance required for the respective target group in detail.

In the implementation of the assistance concept it is necessary to employ key employees who are qualified in social work and key employees who can prove experience in job placement and professional help for career re-orientation (so-called outplacement). Also the key employees who are responsible for specialist assistance in work-related tasks and occupation-specific initial and continuing training need to be qualified appropriately in line with their work. AMS is entitled to demand from the respective SEE that it furnishes proof of the qualifications and/or experience of the key employees active in the company. In addition, SEEs can also cooperate with external institutions, such as by outsourcing certain advisory, assistance or training services (e.g. psychosocial counselling, debt or addiction counselling, but also additional external courses and continuing education and training programmes or traineeships in other companies).

Implementation

As already mentioned above, the measure consists of three partial areas – market-oriented business activities (manufacturing of products or provision of services), the area of initial and continuing education and training (specialist and social competences) and socio-pedagogical assistance – all of which are linked.

- (a) In terms of their business objectives SEEs do not fundamentally differ from traditional companies. They need to comply with the requirements of the respective trade as well as with the provisions of labour legislation. The goal is that they earn as high a revenue as possible themselves, at least 20% of all accruing costs however.
- (b) The aim of initial and continuing education and training is to deepen the competences for the contractually agreed on activities or to acquire new qualifications. Usually these are, in particular, basic training programmes in the respective business areas in the form of practical work, in-house training, external courses or traineeships. In some SEEs, participants with suitable related skills also have the option to acquire higher qualifications (most often an apprenticeship diploma) by attending shortened programmes or courses. Training is largely individualised, which means the differing speeds of the transit employees and their specific problems are taken into account if possible. But participants are also taught social skills and key competences in the course of their work at the company because – as well as obtaining relevant specialist knowledge – the range of learning at SEEs also includes

familiarisation with work and work practice, work ethics and the ability to work in teams, and also professional orientation and the definition of goals (cf. Lechner H, Seiler E. und Stoppacher P., 2000). Upon completion of the scheme, the participants receive a certificate that details the competences which they acquired in the course of initial and continuing education and training as well as their practical work and which they can use in their future career.

- (c) Socio-pedagogical assistance provided in the course of an SEE project essentially serves to generally stabilise the participants in a personal and professional respect and can comprise the following: general life coaching, career guidance, the identification of competences ⁽¹⁹⁾, measures to remove any obstacles to placement, reflection on practical experiences and work attitudes, learning to learn, health and nutrition counselling, information on external counselling services (such as debt counselling) as well as job application training and outplacement counselling. Depending on the individual needs, socio-pedagogical assistance is divided up into “classic” social pedagogy and outplacement counselling/job application training, is implemented as one-on-one or group assistance, and comprises at least twelve hours a month. The actual content and extent of the assistance are geared towards the individual participants’ needs.

Following completion of the measure, the participants can take advantage of three-month follow-up assistance in which they are either given further support in their job search or are offered assistance accompanying their work.

SEEs are funded in a mixed way via three different routes:

- (a) the share of revenues they earn themselves (at least 20% of all costs),
- (b) AMS subsidies (where necessary, complemented by funds provided by the European Social Fund),
- (c) and contributions by provinces and/or municipalities.

Here AMS is by far the main funding authority. The AMS funds cover the following costs, among others: the employment of transit staff, the qualification of the employed transit staff and their socio-pedagogical assistance, support for

⁽¹⁹⁾ One example is the KOMKOM project (“competence expansion by competence assessment”), which identifies the occupation-specific and interdisciplinary competences of transit employees in social integration enterprises. Abilities and skills they already have and those they have acquired in the course of their employment are made visible as learning outcomes based on specific assessment features (cf. Kastner, M. and Bock, M. 2014).

integration (job placement) for the transit employees, and the costs of follow-up assistance and for the required key employees for occupation-specific instruction and training of the transit staff as well as for the orderly management of the business enterprise (cf. AMS, 2014a). The services that need to be provided by an SEE for AMS as well as the costs borne by AMS for this purpose are laid down in a binding manner in an agreement – the agreement on subsidisation. The AMS funding guidelines on SEEs specify that the goal should be participation of public bodies (provinces, municipalities) to an extent of at least one third of the entire need for support. SEEs are mainly responsible for this: they need to negotiate this financial support with the competent authorities in the provinces or municipalities before the beginning of a project. AMS can support them in these negotiations. Where no or only a small participation of the province or municipality can be obtained, AMS will decide (based on the importance of the project in terms of labour market policy) if the SEE should be funded exclusively or to a large extent with AMS funds.

Subsidies are only possible where quality standards based on a relevant federal guideline of AMS are observed (cf. AMS, 2015). The costs for the implementation of a quality management system and any follow-up costs can also be funded. Specific key performance indicators have been laid down to evaluate the performance of an SEE and its sustainable impact, in addition a survey is conducted on the participants' satisfaction (cf. Frischeis St., 2014).

Evaluations on SEEs have shown overall positive effects for the participants' employability and reintegration into the regular labour market and the development of their income (cf. Lechner F. et al., 2000; Eppel, R. et al., 2014).

4.2. A measure for NEET youths: youth coaching and production schools

In the following section, the two complementary measures youth coaching and production schools, which are part of the “Training up to the age of 18” initiative (cf. Chapter 3), will be described. They are implemented through the Social Ministry Service (SMS) and Public Employment Service Austria (AMS).

4.2.1. Youth coaching

Youth coaching is a measure which has been offered on a nationwide basis since 2013 and which addresses the following target groups:

- (a) pupils in the ninth (i.e. last) year of compulsory schooling who are at risk of dropping out,

- (b) young people between the ages of 15 and 19 who are not in employment, education or training (NEET),
- (c) young people with special educational needs ⁽²⁰⁾ up to the age of 24.

Youth coaching aims to identify problems impeding lasting integration into an initial vocational and training system beyond compulsory schooling and to elaborate relevant solutions jointly with the young people and their social environment. For this purpose, networks are formed on a case-to-case basis between the programmes offered by relevant institutions. In 2016 around 45,000 participants and 488 youth coaches were counted nationwide at a total of 35 provider institutions (cf. Bundesweite Koordinierungsstelle, 2017). These institutions are active in the non-profit welfare sector or they are other private non-profit associations that provide social services. Whether or not an institution is suited and given the mandate by SMS to implement youth coaching measures is decided based on relevant subsidisation criteria and specifications which focus on contents and are laid down in a guideline issued by the Ministry of Social Affairs (cf. Sozialministerium, 2011).

The youth coaches working for this measure need to prove either

- (a) completion of a programme in the fields of social work, social management or psychology/sociology/education and ideally professional experience in labour market policy or, however,
- (b) a comparable vocational qualification in the social sphere and at least three years of professional experience in labour market policy.

In addition, they need to have basic knowledge of the regional infrastructure and practical knowledge of professional life.

Essentially there are two ways to identify young people eligible for a coaching measure:

- (a) The first and, in quantitative terms, the currently more important track to identify young people at risk is via an early warning system at schools ⁽²¹⁾: by using a standardised questionnaire ⁽²²⁾ the form teachers who are responsible in the respective case are able to identify pupils from the ninth school year onwards who are at risk of dropping out based on eight criteria. The questionnaire is filled in by the form teachers for all pupils. Afterwards

⁽²⁰⁾ Special educational needs means that a child cannot follow instruction due to an impairment and therefore needs support by applying specific measures.

⁽²¹⁾ Most young people in youth coaching measures enter an assistance scheme via this school-based identification instrument: in 2016 this was 82% of all participants (cf. Bundesweite Koordinierungsstelle 2017).

⁽²²⁾ Cf. https://www.bmb.gv.at/schulen/pwi/pa/jc_erhebungsblatt_25225.pdf?5te5ko (retrieved on 14.7.2017).

the names of the pupils who are rated as at risk of dropping out based on the questionnaire criteria are passed on with the parents' consent to the youth coaches ⁽²³⁾ It is within the sphere of responsibility of the school management to ensure smooth cooperation between the school and youth coaching at the school location. For this purpose, it is also possible to nominate a person who is specifically responsible for this task at the school. For practical implementation within the school system a decree has been issued by the Ministry of Education ⁽²⁴⁾ which regulates the procedure to be taken by the teachers in their cooperation with youth coaching.

- (b) Young people who cannot be identified using the school-based early warning system need to be addressed with a low-threshold approach: in this case, the young people (for instance those who are in a career guidance or in an education and training programme and are at risk of dropping out as well as NEETs) are identified thanks to cooperation of youth coaches with open youth work (OYW, cf. Chapter 3), the staff of AMS or other provider institutions. In this connection, the youth and social workers play a major role: often they have already built up a relationship based on trust with the target group and therefore have better chances of motivating the young people to take part in youth coaching.

The youth coaching process is organised in a three-level model.

Level 1 – initial talks (timeframe about two months)

- (a) Initial personal advisory talk (such as in the form of mobile counselling at the school locations or OYW institutions as well as youth coaching advice centres);
- (b) Involvement of parents/legal guardians, teachers and youth workers also constitutes a major element of the process;
- (c) The aims of these initial talks include clarification of the young people's current problems and resources (anamnesis), collection of relevant data, clarification of expectations/ideas, provision of information, referral or assistance of the young people to/at a place that is relevant for them, and clarification whether any further counselling/assistance is needed. It is also possible to refer them to higher-level assistance and/or education and training systems in a coordinated manner (such as (supra-)company apprenticeship training, AMS assistance).

⁽²³⁾ But the youth coaching scheme is basically open to every young person from the age of 15 years independent of any referral by a teacher.

⁽²⁴⁾ Cf. https://www.bmb.gv.at/schulen/pwi/pa/jc_erlass_vollausbau.pdf?5te5ko (retrieved on 14.7.2017).

Level 2 – counselling with case management approach (timeframe max. six months)

- (a) In-depth clarification of problems impeding (vocational) education and training or beginning of an employment. Here the focus is on individual and family-based resources. Counselling at this level is mainly intended for young people who need more than initial talks but do not yet suffer from any chronic multi-dimensional problems.
- (b) Elements of Level 2: agreement on objectives, detailed clarification of the current situation, indication of and assistance in higher-level services and programmes, analysis of strengths and weaknesses, targeted placement in existing support and assistance programmes (such as Career Guidance Centres ⁽²⁵⁾, learning support, etc.), career guidance and organisation of job trial programmes ⁽²⁶⁾ (at least one to two days)
- (c) At the end there is a final talk and the participants are handed over the youth coaching folder ⁽²⁷⁾ including the “expert statement” ⁽²⁸⁾.

Level 3 – support in the sense of case management (timeframe max. twelve months)

- (d) For young people with particular need for support
- (e) Elements of Level 3: agreement on objectives, career guidance, organisation of job trial programmes (at least three to five days), contacts with companies and potential employers/training providers, analysis of strengths and weaknesses, talent and ability profile, coordinated and target use of external counselling and assistance institutions and services.

⁽²⁵⁾ Career Guidance Centres are offered by AMS; at around 70 locations in the whole of Austria they provide comprehensive information and counselling services related to occupations, employment options, as well as possibilities of initial and continuing education and training free of charge.

⁽²⁶⁾ Job trial programmes constitute major elements of the service range of the SMS and aim to enable the participants to obtain realistic pictures of different occupations in companies.

⁽²⁷⁾ All young people who take part in the youth coaching scheme from Level 2 are handed over a youth coaching folder, which includes the most important documents (agreement on objectives, expert statement (for Level 2) or final report (for Level 3), declaration of understanding according to data protection legislation if data is passed on to third parties, certificates of completed job trial programmes).

⁽²⁸⁾ The counsellors issue their recommendation in the form of an “expert statement”. This includes – as well as the main contact details and facts about the person – also the jointly drawn up agreement on objectives as well as the result including the statement of reasons for the youth coaching scheme.

At the end, a final talk is held, including the handing-over of the final report, which summarises relevant data of the anamnesis and the results of the analysis of strengths and weaknesses and the talent and ability profile.

As part of youth coaching, a wide range of methods are applied which are geared towards the respective needs of the young people. They include

- (a) communication techniques (self-assessment and assessment by other people, observation of behaviour, solution-oriented counselling techniques, biographical work, support for relatives, etc.);
- (b) assessment and appraisal (behaviour at work, motivation to work, observation at the workplace and in social systems, evaluation of questionnaires, etc.);
- (c) theoretical tasks, worksheets, checklists (professional interests, leisure time interests, attitude towards life, work attitudes, etc.);
- (d) various training programmes (social skills training, CV, job application and job interview training, etc.);
- (e) testing procedures (different psychological testing procedures, abilities profiles, test assignments for career choice, etc.);
- (f) information material (job application video, job profiles, career information, various information brochures and websites, etc.); multilingual information material aims to enhance accessibility for people with a migration background.

For quality assurance, specifically defined standards which facilitate the targeted governance of the programme and its further development in line with requirements apply at the different levels (processes, methods, requirement profile of the youth coaches, attainment of objectives). An evaluation carried out in 2013 (cf. Steiner M. et al., 2013) shows that in 2012 around 93% of the participants in youth coaching measures also completed them. For three quarters of the participants it was possible to demonstrate that their initial problems had improved by the end of the assistance period. The effects can be found in particular in the core area of youth coaching interventions, that is career guidance, motivation and self-image.

Youth coaching is financed via the SMS with federal funds and funds of the tax compensation fund ⁽²⁹⁾, where necessary using ESF funds (cf. BMASK,

⁽²⁹⁾ According to the Act on the employment of people with disabilities (*Behinderteneinstellungsgesetz*), employers who employ 25 or more employees are obliged in Austria to employ one “preferred person with disabilities” per every 25 employees (employment obligation). Where employers fail to do so, they need to pay a compensation tax. “Preferred people with disabilities” are people with a degree of disability of at least 50%.

2012). Support is provided in the form of financial aid to the provider institutions which offer youth coaching measures (cf. Sozialministerium, 2011). The selection and the implementation of the projects in a content-related and technical/administrative respect are within the sphere of responsibility of the respective competent provincial SMS office. Funding prerequisites also include ongoing project evaluation in the course of the measure to review attainment of the desired success as well as, following completion of the supported scheme, an examination of the use of the funds as designated. In addition, the applicant is obliged to submit a performance, cost, time and funding plan before the beginning of the project.

4.2.2. Production schools

The sustainable effect of youth coaching also depends on high-quality follow-up measures. Such a measure is the production schools, for which the SMS is mainly responsible (i.e. awarding of contract, funding). Production schools offer support and competence development for young people in company-oriented structures and thus form a bridge between school and the world of work. The prerequisite for participation in such a school is completion of youth coaching and registered unemployment with AMS.

Young people who cannot take up any higher-level training without being extensively trained in social and basic skills (including new media) beforehand have the possibility to acquire missing basic qualifications and social skills subsequently at production schools. These schools combine practical work with cognitive learning, supplemented by social learning in a group, sport and individualised coaching.

Production schools are offered in the whole of Austria: in 2016 there were 41 such schools nationwide, especially in the sectors wood and metal, hotel, restaurant and catering, retail, textiles, motor vehicle technology, IT/office, tourism, graphic design and multimedia, with over 3,000 participants. These schools are run by non-profit institutions (non-profit associations, companies) which are active in providing help for professional integration.

The target group of production schools basically corresponds to the target group of the youth coaching scheme. Almost half of all participants have a mother tongue other than German, around half of them special educational needs. Many of these young people have dropped out from school or an apprenticeship programme. Access to production schools is regulated in a spirit of partnership in close cooperation between youth coaching and AMS. Here the young people are identified and granted access as follows:

- (a) The youth coaches recommend referral to production school of those young people whom they assist in the youth coaching scheme and, in their opinion, need to catch up in the fields of social skills and the three Rs. At the basis of this recommendation there are the experiences gathered in the youth coaching process. Therefore youth coaching has a “gatekeeping function” regarding participation in production schools. To achieve ideal matching of target group and offers, the youth coaches maintain close contacts with the staff of production schools.
- (b) Following the selection of potential participants, a so-called transfer talk is held between the youth coach, the participant and the responsible coach at the production school.
- (c) The youth coach or coach at the production school clarifies with the responsible AMS the young person’s participation in production school.

The duration of participation depends on the individual needs of the respective young person, but the minimum duration is three months, the maximum duration twelve months. As a rule, the participants spend an average of ten months in a production school. If the development objectives of the young person have not yet been reached after twelve months, there is the possibility to extend participation two times by a maximum of six months in each case.

Implementation of production schools builds on four pillars:

- (a) one-on-one coaching,
- (b) practical, work-oriented training modules,
- (c) the knowledge workshop, where basic qualifications are taught, and
- (d) sports activities.

(1) At the centre of production school there is individual planning and support for the development process of the young people by means of coaching. The coaches play a major role as reference persons for the young people, with every participant at production school having one specific coach. When entering production school, the coach – jointly with the young person – works on the following topics:

- (a) the individual objectives of participation for every young person,
- (b) a development plan based on the objectives of participation (in coordination with the responsible people of the knowledge workshop, training modules and sports activities),
- (c) specification of the planned individual duration of participation of the young person (based on the objectives of participation, the development plan and existing offers).

(2) The training modules are broken down into three groups with different focuses:

- (a) Training modules with a focus on stimulation: these serve to give young people initial assistance in the training and work process. Many of the participants need to be familiarised again slowly with structures.
- (b) Training modules with a focus on practice: this is about training work ethics and experiencing existing and newly acquired skills in practice.
- (c) Training modules with a focus on specialisation: these have a high degree of labour market orientation and serve to prepare the participants for specific VET programmes. They are mainly held outside the production schools in the form of job trial programmes; production school is characterised by this proximity to the regional economy.

These training modules strengthen the existing abilities of the young people and extend their competences. This is done, wherever possible, in the work processes required within the individual training module. The training modules can be held in the production school, or however at a business enterprise, a state institution, public space, or in a partner company in the social sphere.

(3) In the knowledge workshop the participants train competences in the field of the three Rs and new media. Forms of knowledge acquisition which are appropriate to the target group are supplemented by practice units. This aims to reach a competence level in the fields of reading, writing and arithmetic as well as IT applications that is sufficient for taking up a VET programme in the participant's respective desired occupational field. The teaching and learning methods used in the knowledge workshops are varied and comprise one-on-one and group work, workshops, excursions, interdisciplinary projects, creative projects and experience-based learning.

(4) The sports activities enhance team-building, serve to strengthen self-confidence, personal development and reduction of aggression and therefore constitute a major part of the measure. Here it is also possible to establish cooperations with regional sports associations, fitness studios, schools, etc.

Every three months quarterly talks are held between the responsible coach, the trainer and the participant. These talks ensure the continual documentation of progress, comparing agreements on objectives with the progress made or any adjustments to the development plan.

Following completion of participation, the young people are handed over a so-called future folder. It contains:

- (a) the competence profile ⁽³⁰⁾ of the young person when entering the measure,
- (b) the competence profile when leaving production school,
- (c) the development plan that was agreed on between the responsible coach and the young person at the beginning of the measure, and
- (d) the final report: it comprises information on the objectives of participation at production school, the progression, the job trial programmes completed by the participants, the personal objectives and abilities of the participants, their social and life skills, work-related abilities, etc.

In addition, the coach establishes contacts for further assistance of the young people before completion of the measure to focus on their training plans and makes sure that this assistance is successful.

The staff at production schools comprises coaches and trainers. The tasks and competence fields of the coaches include building up a professional relationship based on trust with the young people, regular formation of networks with all relevant external people and institutions, knowledge about the regional range of programmes and companies, the documentation of the process of the measure, close cooperation with the trainers in the training modules and with the coaches from the knowledge workshop, as well as establishing contacts with the economy.

The coaches at production schools need to have the following qualifications:

- (a) completion of a programme in the fields of social work, social management or psychology/sociology/education and, if possible, three years of professional experience in labour market policy or
- (b) a comparable vocational qualification in the social sphere and, if possible, three years of professional experience in labour market policy.

The trainers need to fulfil the following tasks, among others: giving specialist instructions to the young people, teaching and training the respective activities and practising the competences in the specialist field and in the area of general work ethics. They do all of this in close cooperation with the coaches and the knowledge workshop. The trainers need to have a professional qualification in the field they teach and be able to prove relevant professional experience. The IVET trainer qualification is also an advantage.

Previous experiences with the diverse target groups of production school and – for groups with a high share of young people with a migration background

⁽³⁰⁾ A competence profile provides a structured picture of a person's competences. It portrays all of a person's knowledge, skills and competences.

– related foreign language command/having a migration background themselves are an advantage both for the coaches and for the trainers.

The funding of production schools is mainly effected via the SMS from federal funds, funds of the tax compensation fund (cf. Section 4.2) and of the ESF. AMS contributes an allowance for the participants to cover their living expenses ⁽³¹⁾. The youth coaches and the coaches from production school support the young people in applying for allowances to cover their living expenses. In addition, the participants can also receive an allowance from AMS to cover incidental expenses connected with the scheme (such as travel expenses).

Quality assurance already starts with the awarding of the contract by the SMS: all the institutions or organisations which apply to run a production school need to comply with certain formal quality criteria, which are laid down in binding form in a guideline (cf. Sozialministerium, 2015). Requirements include, for instance, that an assistance ratio (ratio between participants and specialist staff) and the number of successful assistances to be achieved need to be laid down jointly by the SMS and the production school before the beginning of the measure. A relevant evaluation (cf. Bergmann N. und Schelepa, S., 2011) from the year 2011 shows that participation in a production school promotes re-entry to the labour market or the initial and continuing education and training system: one year after attending the measure, for example, half of all participants are employed and another 9% are in initial or continuing education and training. Moreover, a considerable number of young people return to the school system. In addition, participation also contributes towards longer-term stabilisation of the young people.

⁽³¹⁾ This allowance can be granted to unemployed people for labour market policy measures that contribute towards enhancing their placement chances on the labour market. Everyone who receives this allowance is covered by sickness, accident and pension insurance.

Appendix

Table A 1. Number of NEET youths in Austria over time

Year	Absolute figures	Shares of 16- to 24-year-olds overall
2006	77,000	8.6
2007	85,000	9.4
2008	71,000	7.8
2009	83,000	9.0
2010	84,000	9.1
2011	70,000	7.6
Average	78,000	8.6

Source: Bacher et. al. 2014; own presentation

Table A 2. Composition of the group of NEET youths in Austria based on a cluster analysis, 2006-2011

Cluster	Socio-demographic composition	Share of all NEET youths in %
1	Unemployed young early school leavers	21
2	Apprenticeship graduates in rural areas	20
3	Older unemployed	18
4	Young mothers with a migration background	15
5	School graduates in waiting position	10
6	People with illnesses	9
7	Young mothers without a migration background	8

Source: Bacher J. et. al. 2014; own presentation

Table A 3. Typology of NEET progression in Austria for the period of five quarters, 2006-2011

Type of NEET progression	Number of quarters in which NEET occurs	NEET status at the end of the observation period of five quarters	Share of all NEET youths in %
Permanent NEET	4-5 quarters	Not relevant	38
Commuter	3 quarters	Not relevant	5
Partial dropout	Max. 2 quarters	In the last two quarters at least once in a NEET situation	10
Dropout	Max. 3 quarters	In the last two quarters no NEET situation	47

Source: Bacher J. et. al. 2014; own presentation

Table A 4. Total number of unemployed, LTU and LZBL in Austria over time

Year (in November)	Total number of unemployed	Share of long-term unemployed (LTU)	Share of long-term unemployed (LZBL)
2007	223,610	2.7	16.5
2008	225,590	2.4	13.7
2009	257,745	2.9	14.5
2010	244,346	2.3	17.8
2011	253,422	1.8	16.6
2012	270,436	2.2	17.9
2013	301,898	2.5	20.7
2014	331,756	5.0	27.0
2015	359,293	13.3	31.6
2016	355,669	16.2	34.2
2017 (April)	337,923	17.5	35.9

Source: Public Employment Service Austria 2015; in-house presentation and in-house calculations (2016/2017)

Table A 5. Total number of unemployed and long-term unemployment (LZBL) in Austria by province, end of November 2015

Province	Total number of unemployed	Long-term unemployed (LZBL)	
		absolute	in %
Burgenland	9,740	3,306	33.9
Carinthia	26,647	7,170	26.9
Lower Austria	56,294	20,536	36.5
Upper Austria	39,680	10,633	26.8
Salzburg	18,211	2,584	14.2
Styria	42,694	12,739	29.8
Tyrol	29,789	3,765	12.6
Vorarlberg	11,290	1,966	17.4
Vienna	124,948	50,960	40.8
Austria	359,293	113,659	31.6

Source: Public Employment Service Austria 2015; in-house presentation

Table A 6. Total number of unemployed and long-term unemployment in Austria over time

Year	Total number of unemployed	Long-term unemployed	
		absolute	in %
2006	211,700	27,964	28.0
2007	200,400	27,246	27.2
2008	171,900	24,316	24.3
2009	222,900	21,669	21.7
2010	203,500	25,455	25.5
2011	193,800	26,264	26.3
2012	208,900	24,892	24.9
2013	231,300	24,600	24.6
2014	244,900	27,195	27.2
2015	251,800	29,230	29.2
2016	270,100	32,284	32.3

Source: Statistics Austria, STATcube database query, European Labour Force Survey; in-house calculations

Table A 7. Typology of unemployment in Austria, 2009-2013

Type	Total volume of unemployment in the five-year period 2009-2013	Duration of the longest unemployment episode in the five-year period 2009-2013	Frequency of unemployment (number of unemployment episodes) in the five-year period 2009-2013	Share of all 16- to 65-year-old unemployed (2013)
1	Overall small	Short	Seldom	12.9
2	Overall small	Long	Seldom	10.4
3	Overall small	Short	Frequent	6.1
4	Overall high	Short	Frequent	7.1
5	Overall high (1 to 2.5 years)	Long	Seldom	16.7
6	Overall high (1 to 2.5 years)	Long	Frequent	13.1
7	Overall very high (>2.5 years)	Long	-	33.6

Legend: Measured by the average number of people, 33.6% of unemployed people in 2013 came under Unemployed Type 7. In other words: on a typical reporting date, one third of the unemployed counted among the group designated as Type 7 in the first column of the table.

Source: Public Employment Service Austria 2014; in-house presentation

Table A 8. Socio-demographic features of long-term unemployed (LZBL) in Austria, end of November 2015

Socio-demographic feature	Share of unemployed (LZBL) in %
Gender	
Women	28.4
Men	34.2
Age	
< 25 years	15.9
25 to 44 years	29.0
>= 45 years	39.9
Highest educational attainment	
Academic qualification	26.6
Upper secondary qualification	28.1
Intermediate qualification	26.5
Apprenticeship	28.8
Compulsory schooling	35.7
Health	
Without any health-related obstacles to placement	26.6
With health-related obstacle to placement	52.9
Total	31.6

Legend: Among the women registered as unemployed at AMS, 28.4% come under the category of the long-term unemployed (LZBL).

Source: Public Employment Service Austria 2015; in-house presentation

Table A 9. Factors influencing the probability of being long-term unemployed* in Austria, 25- to 64-year-olds, 2013

Socio-demographic feature	Deviation from the average probability of being long-term unemployed (in percent)
Nationality	
Foreigner	+ 13
Austrian	- 2
Qualification	
Low	+ 129
Medium	- 12
High	- 60
Age groups in years	
25 to 34	- 50
35 to 49	- 42
50 to 64	+ 35
Health impairment	+ 47

(*) unemployment of one year or longer

Legend: The probability that a foreigner in Austria counts among the long-term unemployed is 13% higher compared to the population overall.

Source: Konle-Seidel 2016; own presentation

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