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# GUIDE FOR THE MEASUREMENT OF EMPLOYMENT AND ECONOMIC RECOVERY POLICIES IMPACT ON WOMEN





GUIDE FOR THE MEASUREMENT  
OF EMPLOYMENT  
AND ECONOMIC RECOVERY POLICIES  
IMPACT ON WOMEN

# GUIDE FOR THE MEASUREMENT OF EMPLOYMENT AND ECONOMIC RECOVERY POLICIES IMPACT ON WOMEN

## Project

“Reinforcing employment and economic recovery  
with a gender approach”

## Progress

(Improvement of *Mainstreaming* in national policies  
and programmes)

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# Presentation

This **GUIDE FOR THE MEASUREMENT OF EMPLOYMENT AND ECONOMIC RECOVERY POLICIES ON WOMEN**, is framed in the bosom of the project “Strengthening Employment and Economic Recovery Policies Focusing on Gender” developed by SEI Secretaría de Estado de Servicios Sociales e Igualdad inside the framework of PROGRESS (Increase of the Gender Mainstreaming in National Policies and Programmes of the European Commission).

This document is tries to answer to questions such as the following:

- Which is exactly the impact that employment policies have in women, in such a moment as the current economic crisis, and which will be the right instruments to keep it under review?
- Which are the most suitable gender indicators to monitor and to assess the designed projects, programmes, plans and measures?
- Which are the main sources of information in order to measure its impact? Will they be feasible in economical and effort terms?

The aim of this publication is mainly to have a bearing on policy makers and deciders, concerning Public Policies of Employment and Economic Recovery in such a current economic crisis, where women have seen specially affected.



It consist of providing public institutions with suitable and effective instruments to help them to anticipate and to measure the impact of those policies affecting women, with wider and more effective indicators that those which only refer to paid work, in a context that extends the meaning of “work” to a more rational point of view that only the classical *“human activity aimed at producing goods and services to satisfy human needs”<sup>1</sup>*.

Nowadays, when new productivity models are trying to be implanted, it is essential to provide us with new indicators to allow us to be alert about inequalities in order to reorient Employment and Economic Recovery Policies towards the real equality between men and women.

1. Carrasco C. “Employ Policies and Economic Recovery in Spain 2011: analysis from a gender approach. Working group program: Strengthening employ policies and Economic Recovery from a Gender Approach” equality Estate Ministry 2011 (not edited).



# Introduction

Both Europe 2020 and the Strategy for Equality Between Women and Men 2010-2015 of the European Commission state that gender inequalities are not only a grave violation of fundamental rights, but also impose a heavy burden on the economy because they represent a waste of talent.

At the same time, the conclusions of the European Union on “Gender equality: strengthening growth and employment” insist that the promotion of greater equality between the sexes can provide economic and business advantages.

The objectives of Europe 2020 necessarily require a more extensive and effective use of the potential and talents of women. Therefore, the incorporation of the gender perspective or “gender mainstreaming” in the design and evaluation of public policies is essential to achieve that real equality between women and men becomes a political and social priority.

Developing this approach involves educating and sensitizing the people involved in the development of public policies on gender equality and mainstreaming, and secondly, developing specific materials and tools that facilitate the incorporation of this new perspective.

In line with these priorities, the Ministry of Health, Social Services and Equality, through the General Directorate for Equal Opportunities has launched the project “Strengthening Employment

and Economic Recovery Policies with a Gender Perspective” within the framework of the 2008-2011 Strategic Plan for Equal Opportunity (3rd Guiding Principle: Gender mainstreaming, Line of Action 2: Economic participation) as well as within the objectives of the European Commission’s PROGRESS Program.

In the context of the current economic crisis, whose consequences more strongly affect women, especially those belonging to vulnerable groups (women with disabilities, immigrants, ethnic minorities, women at risk of poverty or social exclusion, etc ...) , greater emphasis must be put on the need to include the gender perspective in the design, implementation and evaluation of employment and economic recovery policies.

With this project we intend to address this challenge by providing various tools, such as the document presented here: the “Guide for the measurement of Employment and Economic Recovery Policies Impact on Women”, a tool that allows stakeholders to analyze to what extent the inclusion of gender in employment policies contributes to the achievement of real equality between women and men in the workplace.

# one



CONTEXTUAL FRAMEWORK  
OF EMPLOYMENT  
AND ECONOMIC RECOVERY  
POLICIES





# Contextual framework of employment and economic recovery policies

## A. Approach to the current socio-economic situation

Two years ago the Spanish economy, after a long growing period with a wide creation of employment, went into a very different situation. Despite of the measures taken both in employment and in economic recovery, at the first quarter of 2012 unemployment rose to more than five million people (5.639.500) representing an unemployment rate of 24,44% (Working Population Survey -third term- by the National Statistics Institute).

Nevertheless, the rise of unemployment during all this year long has affected specially women because of the disappearance of female employment as well as for the increase in the number of “available people.” The economic crisis that at the beginning hit essentially professional sectors such as construction, extinguishing a great number of male jobs, during the last months has, nevertheless, extended to other groups of population such as women (ages between 16 to 64 years old) that reaches 24.86%<sup>2</sup>.

With this background, during the last years, and especially since the second semester of 2011 a series of measures are being implemented with the objective of reducing public expending and promoting economic recovery. Concretely, over the last months an intense reform process is being developed, including the Royal Decree Law 3/2012 of February 10, of urgent measures for the **labour market reform**.

It is quite evident that we find ourselves in a very delicate position in relation to the economic and financial level and that measures are being generated continuously in order to overcome it. Within this context, it becomes necessary to evaluate the changes these public policies are having in order to know not only their efficiency in relation to the objectives that have been set but to see if they are complying with the equality laws so they become an example of efficiency and so that they contribute to growth and competitiveness and that, at the end, they achieve the elimination of inequalities, especially of the most vulnerable groups.

2. Active Population Survey (National Statistics Institute). 1st quarter 2012

Single political will is not enough to get this goal so it is necessary to provide authorities and stakeholders with suitable instruments to assess the impact, to be aware of them in the managing of public programs and to support key institutions, social agents and different administrations.

Our starting point is the idea that all action or lack of it within the area of public policies in general and specifically employment policies have a direct impact on both male and female citizens, and since they depart from different situations and have different particularities, the impact will be quite different. There are no gender neutral policies and for this reason it becomes necessary the evaluation of their impact in order to prevent non desired effects.

This work consists on the selection of a group of indicators and the elaboration of this Guide (mainly practical) to allow the assessment of the impact that the employment and the economic recovery public policies on women's labour situation. To this aim, we take into account the ensemble of measures that have already been (or are going to be) in place in the medium and long term.

In this social and economic framework, we cannot forget that the permanent use of economic models that usually forget questions related to social, environmental and innovative production systems, carry us to overshadow the role of women as economic agents. In this way, the presence of women in many of economic sectors is still being too low, wasting the profits that the incorporation of their talent would mean to the improvement of the production system.

Therefore it is necessary to achieve the full incorporation of women in the new economic models as an essential key, and to analyze the effects produced by their incorporation through a system of indicators suitable to measure them in the context of all economic recovery policies.

## **B. Employment and economic recovery policies**

Spain, as many other members of the European Union, has been boosting a package of measures to revive and adjust the economy since the crisis started, with the aim of reducing its effects,, recovering the economy and creating employment.

The measures that have been implanted in the first four-month period 2011 have been the main objective of the Group of experts<sup>3</sup> (both men and women) that have been working together in the definition of this Guide. The implemented laws that have been observed within this study are:

1. Social and Economic Agreement to the Growth, Employment and Guaranty of Pensions, February 2, 2011.
2. Urgent Measures Boosting the Transition to Steady Jobs and Professional Requalification of Unemployed People Royal Decree Law, 1/2011, February 11.
3. Urgent Measures to Increase Employability and to Update Active Employment Policies Royal Decree Law, 3/2011, February 18.
4. Sustainable Economy Law, 2/2011, March 4.
5. Social Economy Law, 5/2011, March 29.
6. Measures for the Regularization and Control of Informal Economy and to Boost Building Restoration Royal Decree Law, 5/2011, April 29.

The measures can be the subject of alterations. Although this circumstance does not prevent them to have all the specific indicators to assess their efficacy, so despite of being the basis of this research, our purpose consist of the creation of indicators valubles for about ten years on, suitable to be used during the policy designing stage, as well as in the final assess of any policy implanted during that period.

Besides, the Working Group compound of experts both men and women that have analyzed those measures, consider that they represent a significant step forward the inclusion of gender perspective, but that still many challenges have to be faced in order to make their impact more evident and visible. Here you are a summary about the challenges we are meaning:

3. Carrasco C. "Employ Policies and Economic Recovery in Spain 2011: analysis from a gender approach. Working group program: Strengthening employ policies and Economic Recovery from a Gender Approach" equality Estate Ministry 2011 (not edited).

1. **Reaching a global and inclusive approach about the meaning of “work” in the employment and economic policies:** production economy is not only based in labour market, where there are many women directly excluded, but also at home, in the informal spheres and in the private services. Although the gender approach in economic and employment policies has to be complemented by permanent budgetary support partial analysis and traditional indicators should not be used in their plans and managements since they do not include the global reality of economy and society.
2. **Implementation of the gender approach in the implementation of legislative measures:** We mean that the measures taken to develop the laws should make an effort to integrate the gender approach, taking account of the need to plan specific actions and their results, in order to get the inclusion of women in equal conditions as men.
3. **Deepening in the study of gender impact in all the public policies and programmes:** recently sanctioned laws include the Report of Legal Impact<sup>4</sup> that analyzes specifically the matters related to women, although it may be insufficient<sup>5</sup> because it is not always done seriously elaborated just consisting of a mere formality. This circumstance means a loss of the effects that those laws could have in order to strengthen inequalities, and their contribution to help real equal opportunities and equal treatment between men and women.
4. **Boosting a larger participation of women in technical education** (both in the university range and in the professional training level) through specific measures of information, orientation and support able to promote the integration of women in new technologies education (TIC, renewable energy, eco-industries, biotechnologies...) to avoid female employment to focus mainly in Social Services as usually happens.
5. **Increasing the female share in the technological activities (TIC and I+D+i)** (investigation, development and innovation) as well as in the middle management jobs in the enterprises of the sector, through mainstreaming measures and actions including the goal of make inequalities between men and women disappear in all the public programmes related to the Information Society.

4. Royal Decree 1083/2009 July 2003. It regularise the report of the analysis for the regulative impact.

5. Employ Policies and Economic Recovery in Spain 2011: analysis from a gender approach. Working group program: Strengthening employ policies and Economic Recovery from a Gender Approach” equality Estate Ministry 2011 (not edited).



6. **Reinforcing policies and measures to boost equal incomes, between men and women,** designing and developing measures of transparency and objectivity about wages criteria, professional promotion, incentives... As for example is contained in the Sustainable Economy Law, when refers to transparency concerning the board's wages in financial and "on the stock exchange" companies.
7. **Boosting the creation of companies by women, as well as supporting businesswomen and self-employed women:** through financial support and providing technical (advising and helping), educational (enterprising and business education) resources, as well as through the development of social infrastructures dedicated to childcare and elderly people care.
8. **Deepening into the study of the circumstances that informal economy presents when affecting women:** their kinds, causes, and effects, and how this affects them. As well as the measures that could be taken in order to avoid it, since the recent measures taken to regulate undeclared work have not insisted enough on the real circumstances, that very often are in the edge between precarious and legal working (domestic workers, family caring, help in the family business...)
9. **Knowing the situation of women affected by multiple discrimination and coordinate the actions** it is necessary to reinforce the instruments of collaboration and cooperation between Public Authorities and between these and the third sector.
10. **Boosting a culture of assessment of public policies that includes the gender approach.** An assessment including the gender approach is essential in order to measure the impacts and reorient the policies. To this aim, better systems of information are required to get relevant and detailed information divided into genders. At the same time the definition of right, specific, quantifiable, and realistic indicators is an essential task to assess public policies. In order to analyze the gender impacts and measure the progress, programmes and measures should add the "gap indicators" and how they have changed, since the most relevant task is to compare the measures at the beginning and at the end, this is after the implementation of a certain policy.



two



CONCEPTUAL FRAMEWORK  
FOR THE INCORPORATION  
OF GENDER MAINSTREAMING  
AND IMPACT MEASUREMENT  
IN EMPLOYMENT POLICIES





# Conceptual framework for the incorporation of gender mainstreaming and impact measurement in employment policies

## **A. Key concepts for the analysis of women's situation in the labour market**

Prior knowledge of the situation of women in the labour market is essential for both the incorporation of gender mainstreaming into employment policies as well as for the measurement of the gender impact of those policies. The starting point is the idea that has been discussed before that no action is neutral, that if we do, for example training for women and men we are not necessarily including gender, and that there is no reason for including the gender perspective when we do that action aimed exclusively at women.

Therefore, we must know what the situation of women in the labour market is, especially in the crisis context in which we find ourselves, in order to design or evaluate the impact of employment policies for women.

We must know what we want to fight, what are our main objectives are, and only by defining and analyzing the elements involved, can we design a system that allows the measurement of the impact of our policies in the labour market.

In order to analyze the situation, its causes and consequences, it is necessary to understand the basic gender and employment concepts involved, which will give us the key so that later we can have the tools to measure the impacts of employment and economic recovery policies.

## 1. Productive and reproductive work

As it was stated by the Project<sup>6</sup> Working Group Status Report, it is essential to begin from the traditional **sexual division of work**, that is to say, how women have traditionally been in charge of reproductive work while men have been of productive work, division that remains today and that has significant impact on women's access to paid employment, and in their tenure and promotion.

It is important to consider these concepts because not only do they condition the "status" of women workers but because another of their consequences, even more serious, is the percentage of women who can not enter the labour market because they alone are hold responsible for reproductive work, which the Labour Force Survey Active unfortunately calls "inactive population"<sup>7</sup>.

Inactive Population		
Percentage of inactive women	Reasons for inactiviy	
	% Caring for dependent persons	Other personal or family responsibilities
60,16%	95,85%	95,85%

Spource: Active Population Survey (NE). 2011

## 2. Activity rate: access to employment<sup>8</sup>

Clearly, the situation of women to access employment is very different from that of men. The basic indicator that shows us this reality is **women's activity rate**<sup>9</sup> (the ratio of the population with a paid job

6. Employment policies and economic recovery in Spain 2011: analysis from a gender perspective "Strengthening Employment and Economic Recovery Policies with a gender perspective." (Unpublished).

7. We understand it is a basic population sector for society's support, although it is not incorporated as an element to be considered in formal economy indicators, for example, GDP.

8. Treated as formal economy, paid employment.

9. As defined by the Labour Force Survey itself, we would be talking about women "... 16 or older who, during the reference week (the one before that in which the survey was done), supply labour for the production of goods and services or are available and able to join this production." [www.ines.es](http://www.ines.es)

or unemployed over working-age population). This rate has positively evolved from 27,7% in 1980 to 68,66% in the first quarter of 2012. However and despite this positive evolution, where the economic crisis is also having a very important effect, we must compare it with the 81,02% male activity rate (first quarter of 2012, according to the Labour Force Survey for men and women aged 16-64).

With this concept we would be making visible women who are working or are actively seeking employment as opposed to the concept before, in which we would be working with women who are not in this situation because they have to care for dependent people because in addition to the lack of sharing family responsibilities, in many cases there is no adequate public services that allow the access to the formal economy.

### 3. Unemployment rate

In this case, the crisis has broken the trend that the unemployment rate<sup>10</sup> has always had: there has been a variation on the historical evolution of this rate, which was traditionally double for women when compared to men. However, since the beginning of the crisis the rising of male unemployment has been so high (the first sectors where jobs were destroyed were strongly masculinized) that has produced a closing of the male and female gap, although the female rate is still higher.

Unemployment Rate	
Male unemployment rate	24,09%
Female unemployment rate	24,86%

Source: Active Population Survey (INE). 2012, 1st quarter.

10. It is important to bear in mind that depending on the sources we choose, the definitions are different, for example between the state Public Service Employment and the National Institute of Statistics. We selected this data from the EPA.

#### 4. Vertical segregation: glass ceiling or sticky floor

Another of the defining features of women's situation in the market, and one that is difficult to ignore when defining employment policies, is the major difficulties faced in accessing responsibility posts. The main cause is again the first concept, that is, as their career is closely linked to been, in most cases, the exclusive responsible for family and household, as well as motherhood, activities that often coincide chronologically with phases of professional development linked to career advancement.

Other barriers are:

- Stereotypes linked to the lack of "professional ambition."
- Stereotypes in enterprises about "feminine leadership."
- Lack of female referents.

#### 5. Horizontal segregation

The high concentration of women in highly feminized sectors is one of the major handicaps which women face, since these are the sectors socially worse recognized and economically worse valued and which have the highest unemployment rate. It is necessary to expand career objectives for women to other professional sectors without gender bias, the ones that take into account their competencies, attitudes, and skills, as well as other sources of employment where jobs are concentrated.

This segregation also affects women entrepreneurs, who have greater difficulties than men in business development, because, among other causes, theirs are smaller companies, and consequently, bill accordingly less, focusing mainly on the service and care sector.

#### 6. Temporary and partial time

It is another feature of the female labour market. These two elements affect the job precariousness of women, and will condition their future benefits (pensions...), promotion (glass ceiling) ... and will keep women in charge of reproductive tasks, thus wasting the female talent so necessary in times of crisis.



## 7. Gender pay gap

it is necessary to be aware of the gender pay gap because nowadays, the salary of women is around 22% lower than that of men. (Salary Structure Survey of the National Statistic Institute. 2009 data. Published in June 2011).

Awareness and training is crucial here, since there is still the belief that within the framework of labour legislation this can not occur.

The reasons for this situation lie in several variables, among which are:

- The establishment of different categories for the same job (indirect wage discrimination).
- Bonus payments set out in agreements that benefit men, for example time in the firm (temporary contracts is a defining feature as was discussed before), the timetable availability or longer hours (more complicated when women are dealing with family responsibilities)....

## 8. Conciliation of family, personal and professional life

From the perspective of the conciliation of family, personal and professional life it is necessary to recognize that measures have been implanted in this regard, however it is necessary to emphasize the exercising of those rights since they are exercised primarily by women, and it will affect rights such as benefits, pensions... that will be undermined.

Another fact to take into account in the development of public policies again, has to do with the reproductive role which places women in a weaker position, even as they exercise the rights for the conciliation of family, personal and professional life.

**Examples:** According to the EPA in 2011, are women the 96.77% of part-time contracts for child care / as, adults, sick, disabled or greater.

According the same source, were requested by women 84.19% of absence to care for dependents.

## B. Key concepts to mainstream gender in public employment policies

In the previous section we have analyzed the situation of women in the labour market and therefore evidenced the main lines of action to which employment policies should be directed at. In this section we will describe the causes, this is to say, now that we know where the market machinery fails we will find out why it fails.

Without prior knowledge of the “whys” we will not be in proper conditions to mainstream gender in employment policies, let alone designing and implementing tools for measuring the impact on those policies.

In pursuit of those “whys” we find several concepts that explain them and therefore, are the root of the employment situation of women.

### 1. Sex-Gender

**Sex:** They are the biological characteristics (anatomical and physiological) of men and women. Therefore, they are universal characteristics.

**Gender:** It is the cultural construction that, based on these biological differences, a society makes in a given point in time. They are the starting point of **male and female stereotypes** (attitudes, skills, general characteristics, both physical and psychological....) and differentiated **gender roles** (distribution of functions).

With the differentiation of these two concepts two worlds have been created, the masculine and the feminine worlds. Men are characterized by rationality, strength, and competitiveness ... women for greater sensitivity for people care, much more emotional, with maternal instincts during all phases of their life ... From there on, the allocation of roles is inevitable: men (productive sector), women (reproductive area).

Employment policies must interconnect these two areas so that they are not exclusive of any sex, and that both are equal in the two areas.

## 2. Formal equality, real equality and gender equity

Despite the obvious existence of **formal equality** from our laws and fundamentally from Article 14 of our Constitution, it is clear, as it has been made evident in the section where the situation of women in the labour market was developed, real equality is still far from being achieved (wage discrimination, horizontal segregation, vertical segregation...).

To achieve **real equality** is essential to integrate the gender perspective into public policies that take into account the stereotypes and the different roles assigned to each gender, key to the existing employment discriminations.

**Gender equity:** It is linked to justice and social equality, as the need that both men and women have the same possibilities in the control and use of goods and services in the society.

The concept of gender equity is defined as “equality in the differences” so that everyone has the same opportunities.

## 3. Equal opportunities between women and men

This concept refers to ensuring that both men and women participate in the public sphere, politics, economy, social sphere, decision making.... It should, therefore, be the main aim of any public employment policy.

## 4. Sex based discrimination: direct, indirect and multiple discrimination

The definition of the Convention on the Elimination of All Forms of Discrimination Against Women organized by the United Nations General Assembly in December 1979 is more than illustrative. It understands that the concept of Sex Based Discrimination refers to “any distinction, exclusion or restriction based on sex with the purpose or effect of impairing or nullifying the recognition, enjoyment or exercise by women, regardless of their marital status, on the basis of the equality of men and women, of human rights and fundamental freedoms in political, economic, social, cultural, civil or any other field”.

Within this concept we can differentiate:

**Direct discrimination:** “The situation in which a person finds his or her self who is, has been or could be treated less favourably because of his or her sex than another in a comparable situation.

***Example:** A job promotion offered to a male worker instead of a female co-worker in equal conditions.*

**Indirect discrimination:** “It is considered indirect discrimination based on sex any situation in which a provision, criteria or practice that is apparently neutral would put people of one sex with particular disadvantages compared to people of the other sex, unless that provision, criteria or practice is objectively justified in view of a legitimate aim and the means of achieving that goal are necessary and appropriate.”

***Example:** The same job promotion that is offered to both a male candidate and a female one, but conditioned to geographical mobility or to a workload, unjustified and unaffordable by the female candidate because of the non-distribution of the domestic responsibilities.*

**Multiple discrimination:** It is quite common within women, especially in the workplace. It refers to the various obstacles that a woman may face, not only by the fact of being a woman and the assumption of such different roles, but to the fact that if we add elements such as disability, age, ethnic, sexual orientation .... we find women with bigger difficulties to access, retention and promotion in the labour market.

***Only the inclusion of the gender perspective in public policies can sharpen the look for a special way to avoid indirect and multiple discrimination.***

## 5. Positive actions

According to the Council of Europe Committee for Equality Between Women and Men positive actions are “the strategies defined in order to establish equal opportunities through measures that allow the contrast or correction of discriminations resulting from practices or social systems.”

These actions may initially try to fight unfavourable situations suffered by women, or correct situations that are currently more disadvantaged <sup>11</sup>.

***For example:** Training in new technologies for women allows many of them who otherwise would have no access to these courses get this type of training, so we are fighting the digital gap.*

*A positive action to correct inequalities is, other things being equal, the selection of female workers in sectors masculinized.*

## 6. Participation quotas

Women’s participation in decision-making is another concept that must be considered in the incorporation of mainstreaming, as their participation is much lower than men, derived from the glass roof concept, among others.

Our legislation incorporates them as a positive action, establishing in Law 3/2007 a balanced composition in electoral lists for municipal, regional, national and European elections, in the election of members of selection boards, and on the Boards of Directors of companies required to file profit and loss accounts.

## 7. Conciliation of family, personal and professional life

Refers to the need of balancing paid work with home care and care for dependent people.

11. Article 43 of the 3/2007 of March 22 Organic Law, in the framework of collective bargaining states that “it may be established affirmative actions to promote women’s access to employment and the implementation of the principle of equal treatment and non-discrimination in working conditions between men and women ”.

12. No sex may have a greater than 60% or less than 40% presence.

From this point of view, those who assume responsibilities are primarily women, so conciliation measures are identified with measures to allow women to reconcile these responsibilities with the formal labour market.

## **8. Corresponsability**

It represents an improvement of the concept of conciliation because it refers to a division of work in which at least two persons come into play so you can share that responsibility. Therefore, it includes most household members who must juggle responsibilities in both public and private areas.

## **9. Gender gap**

Comparatively, it refers to the different situations of men and women; different gaps occur, for example wage gaps (the differences that occur between men and women) or digital (the different access and use of information and communication technologies).

## **10. Digital gap**

The use of the new technologies is critical because of the sources of knowledge, resources and communication they provide. Nowadays women do not only use them less but their use is different (second digital gap) as women use them for domestic or family management.

The digital gap should certainly be addressed by employment policies as well because it puts women in a situation of greater weakness in the labour market.

## C. Specifics concepts for the inclusion of gender mainstreaming

### 1. Gender perspective

In 1997<sup>13</sup>, the United Nations adopted the concept of “gender mainstreaming” as the strategy by which it should work towards the advancement of women and the goals of gender equality:

*“The mainstreaming of the gender perspective is the process to value the implications that any planned action may have both for men and women, including legislation and policies or programs in all areas and levels. It is a strategy to integrate the issues of interest and experiences of women and men as an integral dimension for the design, implementation, monitoring and evaluation of policies and programs in the political, economic and social spheres, with the aim that both women and men equally benefit from them and that inequality is not perpetuated. The ultimate goal is to achieve gender equity” (United Nations, 1997).*

Both “gender focus” and “gender perspective” terms, although they do not strictly mean the same in Spain and in this document they are used interchangeably.

To include men and women in employment policies, by itself, does not mean the inclusion of the gender perspective, nor do measures targeted exclusively to women. To include the gender perspective requires the inclusion and contemplation of the differentiated situation between men and women in the different fields of public life, as well as the causes of this situation so that their consequences are addressed.

***We will be able to mainstream gender in public employment policies when:***

***1° We carry out a gender analysis:*** Which will let us know the current situation of women within the context of employment policies.

***2 ° We analyze the causes of this situation*** (according to the features discussed in the guide, such as taking responsibility for dependents, differentiated roles .....)

***Only then will we realize the profound changes that are needed in order to achieve equal opportunities for men and women.***

13. Economic and Social Council (ECOSOC) Resolutions and decisions E/1997/97

## 2. Employment statistics

“Employment statistics” can be defined as a quantitative representation of reality regarding the work activity in the bosom of population. In Spain (as in most of the European countries) employment statistics compile information about activity, occupation, employment, labour market, professional training...

The main statistic source, regarding employment, is the Labour Force Survey published every three months by the National Statistics Institute. Other statistical sources relevant for the population and also promoted by the National Statistics Institute are: The Survey on Living Conditions (published once a year) and the Wages Structure Survey (every four year).

We can also refer to other relevant sources of information such as bulletins and yearbooks that compile the registered information, as well as the registration in the Social security System, the level of hiring, the employment regulation plans... All those sources are selected because of their reliability and periodicity.

## 3. Employment indicators

Generally speaking, the indicators are measures that allow settling comparisons in reference to a rule. From this point of view, employment indicators are rates of measurement that attend to many different categories of variables in the labour context that allow knowing, analyzing, and settling different comparisons between categories related to certain groups of population, territorial contexts, and specific moments.

The indicators are the result of previous analysis that usually combines quantitative and qualitative methods with the aim of explaining a specific situation through this information. An indicator has to be reliable and confident so it not only has to be settled over a rigorous calculation but also to measure “what it is supposed to measure” and nothing else.

When possible, employment indicators should be elaborated separately for men and women, to allow measuring a specific situation related to the other gender, in the same territory or with reference to other women’s situation in different territories, to settle comparisons regarding a single rule.

## 4. Structural indicators (COM 2003 CCE)

The continuous assessment that affects the European Employment Strategy has demonstrated that the progress need to be periodical discussed and assessed in order to be sure that the goals are reached.



They are measured in terms of indicators. The indicators are instruments suitable to describe the real socioeconomic situation of the member States as well as to assess their progress in the fulfillment of the objectives decided for each year.

We remark that the guidelines for employment are presented in an integrated way. They are never limited to the active labour market policies and they involve many other subjects concerning social policies, educational policies, taxing policies, enterprising policies and regional policies. For this reason a number of commonly decided indicators (referring to subjects such as employment, innovation and investigation, environment, economic reform, social cohesion, as main areas of intervention) are used.

In this regard, the European Commission has elaborated a list of 14 structural indicators and published the whole data base in internet. Those indicators appear in the document C.E. COM (2003) 585<sup>14</sup>. Once the indicators have been checked and adjusted to the 27 European Union, are shown as follows, emphasizing those which specifically appear in this Guide (\*\*).

Indicator	Meaning
<b>1. Gross National Product.</b>	Gross National Product in terms of purchasing power (Labour Force Survey), EU – 27 = 100.
<b>2. Labour Productivity (per person employed).</b>	GNP in terms of purchasing power (LFS) for person in relation with the EU, EU – 27 = 100.
<b>3. Employment Rate (*) (**).</b>	People between 16 and 64 years old as a percentage out of the whole population in the same age rate.
<b>4. Employment Rate of Older Workers (*) (**).</b>	Employed people aged between 55 and 64, as a percentage out of the whole population in the same age rate.
<b>5. Gross Domestic Expenditure in I + D.</b>	Gross Domestic Expenditure in I + D as a percentage out of the GNP.

14. Commission release :“ Estructural Indicators” COM (2003) 585 final. Brussels,8.10.2003

<b>6. Educational Level in the Young People Range (*) (**).</b>	Percentage of population between 20 and 24 years old that at least have finished Secondary.
<b>7. Price Level Comparison.</b>	Price Level Comparison of participant's final consumption, direct taxes included. EU – 27 = 100.
<b>8. Business Investment.</b>	Gross Fixed Capital Formation for the Private Sector as a percentage of the GNP.
<b>9. Risk-of-Poverty Rate after the Transfers.</b>	Percentage of people with a disposal rent under the poverty line, fixed in 60% of the Average Disposal Income.
<b>10. Long Term Unemployment Rate (*) (**).</b>	Total number of long term unemployed (over 12 months) as a percentage out of the whole active population (between 15 and 65 years old).
<b>11. Dispersion of Regional Employment Rates (*).</b>	Rate of variation between the employment rates in the different regions of a country (level NUTS 2).
<b>12. Total Greenhouse Gas Emissions.</b>	Rate of variation between the objectives settled by the Kyoto Protocol and the total Greenhouse Gas Emission decided by the European Counsel for the period 2008-2012 (real base year = 100).
<b>13. Energy Intensity of the Economy.</b>	Energy Gross Inland Consumption, divided by the GNP in kilograms of equivalence of petrol for 1000 Euro.
<b>14. Volume of Freight Transport related to the GDP.</b>	Rate of the inland volume of freight transport related to the GNP, in tons – Km/GNO (in constant prices, 2000 = 100).

(\*) Sex-disaggregated data. (\*\*) Indicators gathered in this Guide

## 5. Gender statistics

Gender statistics are the quantitative representation of a reality that plays a main role in order to eliminate stereotypes in the design of policies and in their monitoring, to reach the absolute equality between men and women. Generally speaking, the elaboration of gender surveys should be reserved to the National Statistics Institute and should imply the development and actualization of meanings, definitions, classifications and methods.

## 6. Gender indicators

As it was said before, indicators are measures that allow us to make comparisons by reference to a rule. Therefore, gender indicators are measurement rates that regard different categories of variables in the different ranges given, allowing to know, to analyze and to settle comparisons between those categories in reference to a certain population, territorial scopes or specific moments.

Gender indicators are instruments that allow us to measure the changes produced in gender relations. As any measure of comparison, indicators can be suitable to place similar situations on the same level in a specific moment or in a period of time.

Surveys on gender indicators are necessary because<sup>15</sup> they:

- Are a powerful instrument to make evident the magnitude and intensity of the different situations in which gender inequality appears.
- Give an answer to specific questions not answered yet, about the various ways that different situations affect men and women.
- Give information about the magnitude of the contribution made by men and women in specific fields.
- Are suitable instruments to hold the political decision making, to assess the results of policies already implemented, monitoring progresses, backwards and stagnations, in order to adjust them to promote equality between genders.
- Help to identify the different causes of inequality, allowing acting over them to make changes possible.

15. [www.unece.org/stats/gender/web](http://www.unece.org/stats/gender/web)

- They can also be considered a feedback to make any other gender surveys still not identified as a source of equality at the same time that they show the necessity of adapting required methods and classifications to show properly the gender reality.
- They provide a neutral base that can be used as a model of comparison in order to assess the progress towards goals, and to improve women's reality in different International Summits.
- They help to raise public opinion awareness to be conscious of the gender conflicts boosting the change of the roles and stereotypes deeply rooted in our societies.

# three



THE INTEGRATION  
OF THE GENDER  
PERSPECTIVE IN  
EMPLOYMENT POLICIES





# The integration of the gender perspective in employment policies

## A. Methodology and phases

### a. Methodological guidelines

This guide provides technical and policy public servants who are directly and indirectly involved in the design, implementation and evaluation of employment policies with a methodology for the application of gender perspective in all the phases that is clear, concise and eminently practical.

The key to designing, implementing and/or evaluating employment policies with gender perspective is to understand that these policies involve a number of implications for women and men and that these consequences may be different for each one, that is to say, employment policies produce a number of effects and changes, that when gender is mainstreamed, will be positive towards the achievement of equality.

The **requirements** for the design, implementation and evaluation of employment policies with a gender perspective are:

- To have technical knowledge about the development process of employment policies.
- Have basic knowledge about gender.
- To know about the functioning and development process of such policies.
- To know about process and policy analysis.

The **requirements** for detecting the different effects of employment policies that produce on men and women are:

- Sex disaggregated data.

- Disaggregated analysis of the impacts of employment policies
- Disaggregated analysis of the impacts of policies along the time of application
- Report of the use and effects of employment policies with the gender perspective

***For example:** When planning the actions to incorporate into an employment policy, information about the target population to which they are addressed must be contemplated.*

*If, when collecting this information, a methodology that does not disaggregate data by sex is used, and that includes taking the family as the unit of analysis, the results will not take into account that within the family there are people with less access to resources. This is the case of women, who have less time as they spend more time than men on household tasks.*

*Thus, when actions are planned, the calendar might be incompatible with women's schedules or accessing means, producing a discriminatory impact to them.*

The methodology for gender mainstreaming in public policies, and more specifically, public policy jobs, a process that involves at least try to know where we started, at what moment we are, envision where you want to go , plan where and how you want to act and ultimately assess what has been achieved, compared with what we wanted to achieve.

The proposed methodology for the integration of gender perspective is as follows:

- **Systematic:** taking into account all factors as well as internal and external influences when defining a program or policy. This methodology allows knowledge and learning from other experiences which are regarded as good practices.
- **Participatory:** involving all social agents who may be affected in all the phases of design, implementation and evaluation.
- **Balanced participation of women and men:** equilibrated presence of women and men in the teams in charge of decision making.



## **b. The integration of the gender perspective in each stage of employment policies**

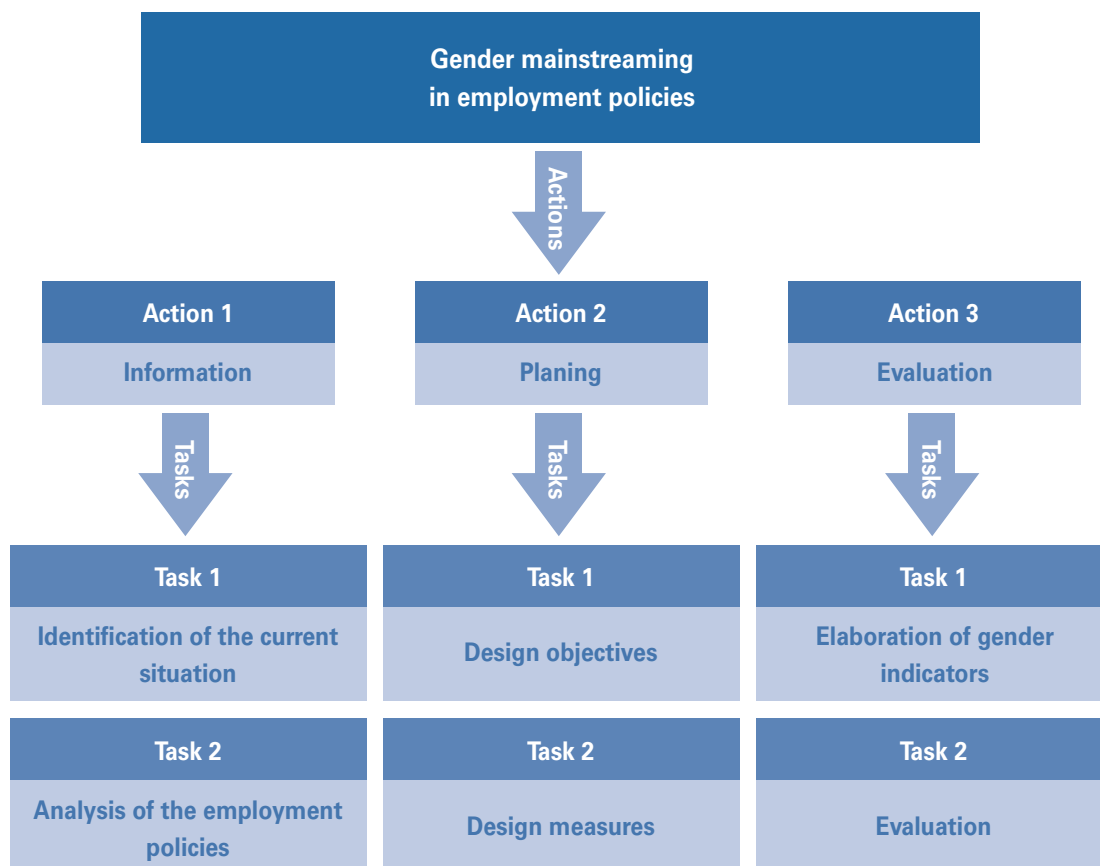
The introduction of the gender perspective in all the stages of employment policies in means the improvement of public policy for two reasons:

- makes visible the diversity of experiences of women and men.
- allows the adjustment of policies to the diverse needs and interests expressed by different citizen groups.

Gender mainstreaming makes employment policies more accurate, effective and inclusive:

- **1. Accurate:**
  - Offers insights into social and labour inequalities defined on the structure of sex/gender.
  - Provides a deeper insight into labour and economic reality.
- **2. Effective:**
  - Adjusts the interventions and actions of programs and employment policies to the demands of both women and men.
  - Facilitates the achievement of the objectives of ending social inequalities set for each specific public policy to.
- **3. Inclusive:**
  - Ensures a better government that responds to the broad reality and situations that exist in the labour market and economic sector.
  - Allows the review of employment policies implemented and modifications in case of disequilibrium.

The different stages within the methodological process of mainstreaming gender in employment policies has been structured in three types of actions:



**Take into consideration that:** The mainstreaming of gender in employment policies, requires thinking the public departments responsible for these policies apply this same gender perspective within their organizations?

The effective implementation of gender mainstreaming in public policy requires a necessary first step which involves an analysis of the organization to answer this question.

An organization that does not incorporate internally a gender perspective can hardly implement successfully a gender-sensitive public policy.

### **Integrating the gender perspective in the Administration itself**

Government organizations guarantee equality between men and women, because of their procedures for accessing different posts. However, there are multiple indications that show that reality is not as ideal as it may seem: the types of jobs that women do, their level of representation in leadership or in positions of political responsibility, appreciation of their work, the differences in ways of working, etc.

In this way, it first should be noted that the principles of equality, merit and ability that at the basis of accessing jobs in the public sector are essential to ensure the access of women to work, specifically in this case of the public sphere.

On the other hand, if one assumes that the Administration has established the gender perspective among its operating procedures, everyone who works in political, technical or administrative positions, that is to say, anyone acting on behalf of the Civil Service, should have a minimum or basic knowledge of the meaning of the operating and performance principles based on gender. In this sense, it would be of great interest that internal training activities integrated the awareness on equal opportunities for women and men.

Another useful recommendation would be the existence of Units of Equal Opportunity and Gender as a stable support structure so the process of the implementation of gender mainstreaming in relevant areas could be initiated and consolidated.

### **Gender mainstreaming in public employment policies**

**Gender mainstreaming** in public policy represents an approach to such policies introducing equal opportunities between men and women right at their center, that is to say, it must become the guiding principle and the action axis of all departments, branches or management centers of each institution so that the concerns, interests and needs of women and men, their different situations, and the effects are taken into consideration when designing, planning, implementing and evaluating a specific policy.

Public policies with gender perspective should ensure equal opportunities for women and men in each of its phases, activities and tasks, as described in the following graphics:



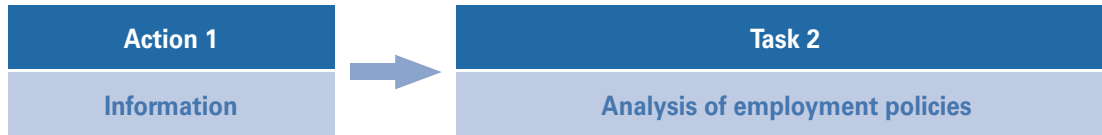
**Information:** The purpose of Action 1 is to obtain data on the actual situation of the women and men to whom employment policies are targeted.

**Identify the current situation:** Information must be gathered about the reality of women and men in order to gain:

- An understanding of the different situation of the target population of the employment policy<sup>16</sup> to be developed, namely:
  - The needs and interests of women and men to whom the specific employment policy will address.
  - The resistances that impede the access to the existing resources in equal opportunity conditions, the balanced participation, the sharing of time and space.
  - The influences and social values regarding the greater or lesser acceptance of equal opportunities that may influence the design of a specific policy which may represent some degree of innovation.
- An understanding of the economic and labour reality on which they wish to intervene.

To obtain reliable and complete information, the data collected should be disaggregated by sex because is this data that will show the disparities that occur between women and men.

16. Refer to this Guide's Conceptual Framework



**Analysis of employment policies:** It is the reviewing of the policies that have been or are being implemented and collecting the impacts that they have had in women and men, and the progress that these policies have meant in terms of equality.

The gathering of information and the analysis of employment policies provide data that:

- Offers knowledge on how existing employment policies affect women and men,
- Allows to foresee how future employment policies may affect women and men,
- Permits the identification of any gaps within these policies that can be modified to prevent unequal uses and results.



**Planning:** The purpose of Action 2 is to establish performance targets and to develop specific action measures to be incorporated in employment policies with a gender perspective based on the information obtained with the previous diagnosis.

**Designing the objectives:** means establishing what we want to achieve when implementing a specific employment policy, placing among these objectives the elimination, correction and prevention of unequal situations between women and men.

The design of employment policy objectives should include:

- The overall objectives to be achieved, that is to say, the impacts to reach in economic and labour matters.

- The specific objectives to be achieved, or more specifically the results to be reached.
- Real equality between women and men in economic and labour spheres will be included as a priority.

In conclusion, the objectives that are to be designed from the gender perspective should<sup>17</sup>:

1. Help meet the needs, interests and motivations of women and men, correcting the disadvantages that may be taking place for both of them.
2. Help transform the values, norms and structures that may hinder reaching gender equality between men and women.



**Designing measures:** It relates to the establishment of specific actions within the policy to implement with the expected result of transforming the real situation that was previously detected in the diagnosis, ensuring the mainstreaming of equal opportunities for women and men.

The formulation of actions within a specific public policy entails:

- Defining the actions that are needed in order to achieve the proposed objectives.
- Choosing the resources that are required in order to implement the specific policy (equipment, financial resources, staff,...).

For the design of effective actions, it is necessary to comply with a very important aspect: **the budget allocation of the employment policy should be gender sensitive**. Budgets allow that that economic resources be allocated for the development of public policies that will materialize through the implementation

17.Taken from: "The incorporation of gender mainstreaming. How to apply a gender perspective in public polic

of plans, programs, projects or specific actions. Without economic resources public policy will not be carried out.

It is important to note that budgets that incorporate the gender perspective are not different for women and men, nor are they aimed exclusively at women.

The elaboration of budgets with the gender perspective represents a better distribution of public resources between women and men. It means looking at any type of public expenditure or method of raising public money from the gender point of view, identifying the implications and impacts for women and comparing them with those of men, that is to say, identifying the consequences and impacts that the budget marked for the implementation and the development of an employment policy will have on women and men.



**Evaluation:** The purpose of Action 3 is to improve the quality of public policy and to ensure its viability and consistency. Quality public policy requires that the reduction of imbalances between women and men is part of its content, outcomes and impacts.

**The definition of gender indicators:** indicators are designed to evaluate the group of projects, programs and actions that are included in the public policy and their effectiveness; as well as indicators for measuring the progress in the elimination of inequalities between women and men as promoted by the implementation of that specific policy.

Evaluation indicators may be:

- **Quantitative:** These are usually the most common and easy to build and achieve.
- **Qualitative:** They tend to be more difficult to build and get, and they are the most useful to make visible the inequalities or, on the other hand, make visible the progress made towards equality.

Indicators	
Quantitative	Qualitative
<ul style="list-style-type: none"> <li>- Are measured in numbers or quantities.</li> <li>- They show the state of some part of the reality that we want to know.</li> <li>- Example: % in the increase in women's participation and % in men's participation, in comparison to those of the previous year in business development services.</li> </ul>	<ul style="list-style-type: none"> <li>- They refer to qualities.</li> <li>- They attempt to measure the opinions and perceptions of people about some aspect.</li> <li>- Example: Opinions of a group of experts about entrepreneurship, on the advances in male and female entrepreneurship during the last year.</li> </ul>

There is a wide variety of indicators. The following classification is not a closed one. When evaluating a public policy the best suited ones should be selected:

- **Status Indicators:** They show how women and men are situated in the social context on which a public policy is going to intervene.

Key question when designing situation indicators: ***What is the starting point and that state of the relationship between women and men regarding the scope of the intervention in which the public policy acts?***

- **Performance indicators:** They measure how the gender perspective has been incorporated regarding the use of resources (both material and human) made available for the public policy.

Key question when designing performance indicators: ***How have the available resources been used and how have men and women participated in the implementation of the public policy?***

- **Impact indicators:** They acknowledge the direct and indirect effects of the public policy on women and men.

Key question when designing impact indicators: ***What direct and indirect impact has the public policy had on particular groups of women and men?***



- **Efficiency indicators:** They measure the changes that have taken place in the gender gap during the time period from the starting of the implementation of public policy until the end of it.

Key question when designing performance indicators: ***Have the goals set in relation to the relationship between women and men been achieved?***

- **Result indicators:** They indicate how women and men have benefited from the actions of the public policy in the short-term.

Key question when designing performance indicators: ***What benefits have the undertaken actions represented for women and men?***

***Take into consideration that:*** When designing the evaluation indicators that we are going to use, it is essential that data is disaggregated by sex. Only in this way can we obtain true and accurate information on the situation of women and men in relation to the employment policy implemented, if it has helped in the elimination of the initial inequality, or on the contrary it has been maintained or even increased.



**To evaluate:** is the follow up of the actions that are being implemented, of the results and the impacts they are having on the group of people targeted by the public policy.

It also allows knowing the effectiveness and efficiency of the proposed objectives, of the measures undertaken in regards of the gender perspective mainstreaming throughout the process.

The completion of the evaluation of the public policy under review includes the following stages:

- Designing the methodology for collecting data and analysis of the information gathered:
  - Establishment of the work team: the team will gathered the staff conducting the evaluation and people who collaborate in it, people involved in the development of the public policy and who will provide quantitative and qualitative information to the evaluation team.
  - Timing of the follow-up and the evaluation.
  - Establishment of the procedures and tools that will be used: for information gathering, processing and systematization of that information, and the elaboration of the evaluation reports.
- Field work: gathering of information according to what was previously defined.
- Information processing: the information collected should be processed, analyzed and interpreted. It is important that this interpretation informs about the impacts that the public policy has meant for women and men.
- Preparation of the evaluation reports. Reports must include the following aspects:
  - The main findings
  - An analysis of the fulfillment of activities and the outcomes of the public policy in relation to the objectives and the evaluation criteria
  - An analysis of the achievements in terms of impacts and changes that have been produced
  - An analysis of the use of the resources
  - Conclusions
  - Suggestions for improvement

**Take into consideration that:** When it comes to gender mainstreaming in evaluation reports it is necessary to mind that the language is inclusive and to avoid ideas or opinions that are responsive for gender stereotypes.

*It should be borne in mind that the fact of incorporating statements about women at the end of each chapter of the report does not provide it the gender perspective.*

*Is necessary to incorporate in all sections sex-disaggregated data as well as qualitative data in relation to equality and the progress achieved in this area throughout the analysis.*

*The recommendations and suggestions for improvement in relation to equal opportunities for women and men should be consistent and not general.*

### **c. Common mistakes that must be considered in gender mainstreaming in employment policies**

When designing, planning and implementing an employment policy that is gender-sensitive certain basic principles should be respected; to show the most common mistakes is perhaps the most illustrative way of taking them into account so as not to make them.

It should be kept in mind that women and men experience the same problems in different ways and in many cases their problems are different.

***For example:** in a family with children where both parents are unemployed, there is a desire to find employment for both of them, but it will probably represent an additional burden for the woman since child caring still falls more heavily on women, so it is likely that her opportunities of going back into the labour market may be hampered by the difficulty of reconciling the working hours of a possible job with family responsibilities.*

Another false premise when planning employment policies derives from the methodology for collecting information, for example, censuses and surveys or in the measurements to determine income and access to goods and resources, where figures may hide important information. Women are hidden behind the figures mainly because those who conduct research to analyze the reality prefer to use general concepts instead of specifying to whom and how problems affect.

It is easier, for example, to use non-specific or generic categories, such as labour, consumers, reference person, unemployed, than to try to see if they are men or women, their ages, what level of academic education they may have and other variables that could clarify different policies and the measures to improve the lives of these people, differentiating their needs by sex.

These biases are particularly evident in the case of women because with respect to them, they operate large number of biases and stereotypes that keep them marginalized from the development processes. For example, if something is planned for men, it automatically includes women. This is an androcentric

bias, that is to say, believing that women are automatically included in policies designed using the masculine as a paradigm. The result is the creation of resources used primarily by men and less used by women because they see their access opportunities limited.

The most common mistakes when planning and public employment policies that do not incorporate the gender perspective are:

- When collecting information the sex variable has not been taken into account, that is to say, information sources are not disaggregated by sex.
- At the time of defining the employment policy, its objectives, measures and actions include women and men in general categories.
- Politicians and technical staff that designed public policies are not conscious of the different effects their actions produce on men and women.
- The teams who design, implement and evaluate employment policies are made exclusively or in greater numbers by men, and in the case of having women fall into the false belief that because they are women they are sensible on gender. Linking this with the previous point, is of great importance that men and women involved in the planning, implementation and evaluation of public policies have training in equal opportunities between women and men.
- Another common mistake is the drafting of employment policies using a language that either abuses of the generic masculine, thus making women invisible in many occasions, or the use of expressions that perpetuate stereotypes and gender roles.
- The formulation of employment policies without gender-sensitive budgets, that is to say not analysing how these budgets may affect women and men, the needs of women and men, and the differentiated impacts that may result.
- When planning an employment policy the differences between women and men, particularly those arising from inequalities in power and access to resources, have not been taken into account. It is not recognised either that women are in subordinate positions in society, from which other social, cultural, economic and political problems derive, for example: because of the subordination of women in society the level of poverty among women is higher than that of men, mainly because of the sexual division of labour, household responsibilities being mostly of women, women's unpaid or poorly paid work ...

- Considering women as a homogeneous group, not recognizing the differences between them, differences such as age, economic status, qualifications, cultural level ... so that the employment policy does not arise the issue that women have different needs among them.
- Putting in place resources and implementing specific actions for women does not mean that gender is mainstreamed in these actions; actions and resources must correspond to previously identified needs, and sometimes the unequal access of women and men to resources can lead to rethinking these resources and not the implementation of specific resources for women. For example, it may be necessary to think about extending opening hours of a given resource when it has been detected it is incompatible for many women because of their greater dedication to family responsibilities; the result might making available a new resource exclusively for them, which involves the duplication of resources and by no means guarantees success in the intended access and use.

#### **d. Gender impact after the integration of the mainstreaming in employment policies**

Gender mainstreaming in employment policy, involves the recognition that these policies should ensure equality, assuming that norms are not gender neutral and that, directly or indirectly, they have an effect on the gender gap.

The approval of an employment policy that integrates the gender perspective will help to shorten, and as a fundamental objective, to eliminate the gender gap in the employment and economic areas.

Prior to the design and the implementation of a public policy the impact it may have on the consequences and the effects on equality between women and men should be analyzed.

The analysis from a gender perspective of existing policies provides great information. Already developed policies provide valuable information as they allow the measurement of the achievement of their objectives, the success or not of their actions, the results that were reached and especially, if they have been useful to reduce inequalities between women and men in the employment and economic areas.

To foresee the gender impact that a given public policy may have offers three valuable advantages:

- **Forecast of effects:** it will allow to predict whether the employment policy to be implemented will have negative or positive effects on equality, so it will necessarily improve the quality of the results of the implementation of the measures.

- **Identification of inequalities:** It will allow knowing the existing inequalities between men and women in the labour and economic areas, and the design of effective actions to correct these inequities.
- **Visibility of women:**
  - To think about women's needs, desires and specific knowledge increases the understanding of their situation.
  - Provides greater information for the designing of an effective policy.

The measurement of the gender impact should:

- Identify the women and men directly and indirectly affected by the employment policy.
- Identify the causes of the inequalities between women and men, that is to say, those produced on the basis of stereotypes and gender roles and that consequently produce a different use and access to resources.
- Identify if there is disequilibrium between both sexes, if the conditions for men's and women's participation regarding the employment policy programs and resources are different.
- Identify whether the actions to be implemented will produce different effects on men and women.
- Once the analysis of the employment policy's gender impact has been done, and when different uses and consequences on women have been observed, that is to say, if there are obstacles to women's participation and benefiting on equal terms - negative impacts- changes and improvements may be introduced in its formulation.

## B. Practical application of gender mainstreaming in each stage of employment policies

### a. Areas or categories of the analysis of employment and economic recovery policies

A classification of employment and economic recovery policies in six broad areas or categories of analysis is proposed as follows:

Areas or analysis categories of employment and economic recovery policy	
<b>1. Improving employment</b>	It is an area related to the activity, occupation, unemployment, social cohesion (poverty risk), the temporal regulation of employment (EREs) and wages.
<b>2. Enhancing conciliation and co-responsibility of working, personal and family life</b>	It is an area related to job quality and the ability to promote the hiring and promotion of women in the workplace, aimed at a woman and the more equitable distribution of personal and family responsibilities between women and men.
<b>3. Social protection measures</b>	It is an area related to benefits to cover the end of working life or job loss situations, which in most cases have a significant bias of inequality mainly due to women's professional careers in respect of men's.
<b>4. Economic recovery measures</b>	It is an area related to the creation, maintenance and survival of difficulties for businesses, as well as the creation of new enterprises in emerging sectors.

### 5. Measures to bring out the hidden economy

It is an area related to the measures adopted by the Government to promote the emergence of the economy, which is the case of women engaged in domestic service, care for dependents and farm owners; in the latter case, despite the large number of women working in this sector they are underrepresented and in all cases their work is not recognized.

### 6. Women in vulnerable groups

It is an area related to women in population groups that are considered vulnerable, which is the case of women in groups of disabled people, agricultural workers, Romani and immigrant population.

Once the areas or categories of analysis of government employment policies are defined, their overall goals can be established.

For the first two areas (Improving employment and Enhancing conciliation and co-responsibility of working, personal and family life) specific quality objectives are added.

## Objectives of each area of employment and economic recovery policies

### 1. Improving employment

#### General objectives

1. To increase the female participation rate (general, by age and Autonomous Community)
2. To increase the female employment rate (aged 16 to 64), in general, by age and by Autonomous Community
3. To reduce the rate of female unemployment
4. To increase the percentage of entrepreneur women: entrepreneurs and self-employed
5. To reduce the wage gap



## 2. Enhancing conciliation and co-responsibility of working, personal and family life

### Specific objectives

1. To reduce women's occupational segregation in sectors and occupations
2. To reduce the differential between women's long-term unemployment rate and that of men
3. To reduce the differential between women's risk of poverty rates and that of men
4. To reduce women's accident rates
5. To increase the number of people and particularly unemployed women who participate in professional training activities in areas that are considered strategic
6. To rebalance the access to vocational education and training of employed people, by sex, age and qualification
7. To improve women's full-time and indefinite contract rates
8. To allow women the access to a professional certification that would allow an improvement in employment quality

### General objectives

1. To reduce the dedication gap to family chores between men and women
2. To reduce the gap between women and men in time dedicated to paid work
3. To reduce the gap between men and women in time spent caring for children
4. To reduce the gap between women and men in time dedicated to study
5. To reduce the differences between women and men in their dedication to social life and leisure

### Specific objectives

1. To increase the number of male workers who enjoy the part of the maternity leave that can be transferred
2. To increase the number of male workers seeking a reduction of working hours and a leave of absence to care for young daughters and sons as well as dependent people
3. To increase the enrolment rates of children 0 to 3 years old

### 3. Social protection measures

#### General objectives

1. To improve the balance by sex of beneficiaries of contributory and non-contributory pensions
2. To improve the balance by sex of unemployment benefits and allowances beneficiaries
3. To increase or at least maintain women's and men's unemployment coverage rate

### 4. Economic recovery measures

#### General objectives

1. To increase the number of enterprises created by women
2. To increase the number of self-employed women
3. To increase the average size of enterprises led by women
4. To increase the average years of life of enterprises led by women
5. To increase the number of enterprises led by women that access to funding

### 5. Measures to bring out the hidden economy

#### General objectives

1. To increase the number of people with contracts registered in Social Security within the process of regularization
2. To increase the number of people registered in Domestic Service
3. To regularize rural women working in agricultural exploitations
4. To analyze women who work as caregivers at home: Contracts and registrations in Social Security

### 6. Women in vulnerable groups

#### General objectives

1. To increase the participation rate of people with disabilities, with special attention to women
2. To reduce unemployment rates of immigrant people, with special attention to women
3. To reduce immigrants' wage gap
4. To promote the integration of victims of domestic violence in the labour market

This classification will be the basis for:

- The development of practical examples for each category of analysis, which describe each of the phases displayed for mainstreaming gender in employment policies.
- The development of a guide with the core indicators applicable to each area in order to measure the impact of employment and economic recovery policies in women, in response to the described objectives.

## **b. Practical examples**

### **1. Improving employment**

We are going to review the described process of gender mainstreaming in employment policies in each area.

In the area of Improving Employment we will develop Action 1, and within it, the first task, “identifying the current situation.”

In order to do so we will establish some key questions that will have to be developed, and subsequently implement the gender perspective, regardless of the variable that we can work with according to the functions and the scope of the public administration staff.

Therefore, they are general questions that may apply to any measure, project or program that is developed within the scope of employment policies, without prejudice, in order to incorporate some specific measures in line with the objectives.

In this first task we must not forget that the purpose is to obtain data in relation to the actual situation of women and men to whom employment policies are targeted.

To do so requires:

- **Information that is disaggregated by sex:** Unfortunately, this information is not available in all sectors and at all levels so the lack of objective data on the status of women and men will impede the analysis of women’s situation in that particular field.

Having information that is disaggregated by sex will allow us to determine the **gender gap** that must be addressed.

In this sense, as an upgrade for this first requirement it would be important to have not only sex-disaggregated data, but also data on age groups, marital status, disability, ethnicity..., all the elements that we understand are important variables in the analysis of the labour market and that somehow may affect it.

***Take into consideration that:** The Labour Force Survey has a methodology and a definition of concepts quite different from those of the Public Employment Service. We cannot use different sources to match or complement data if the concepts are different. For example, “unemployment rate” in the Labour Force Survey is not the same as the Public Employment Service’s concept of “unemployment” .*

- **Knowledge of the different gender relations that occur in the analysis area:** Obviously, an objective description of women’s situation in relation to the area under study is never enough. It is necessary to supplement it with the gender point of view, so that the different roles and stereotypes that society assigns to women and their unequal access to resources... are also taken into account.

***Take into consideration that:** Only with an interpretation from the gender point of view can we understand the situation of the labour force participation by age group, that is to say, the activity rate decreases from 30 to 34 years because that’s when it becomes clearer women’s different roles in relation to caring for dependents and its coincidence with motherhood..*

***For this reason it becomes necessary to incorporate qualitative indicators so that the reality of women in the labour market is taken into account, and therefore designing and implementing employment policies with a gender perspective.***

- **Determination of the ability to involve all stakeholders:** If anything characterizes mainstreaming is because it requires that both men and women are active agents, that is to say, that they value the reasons for a the specific situation they face in the labour market, since our intention is not only a concrete positive action but a holistic change.

This variable requires determining whether the human and material resources needed to involve stakeholders are available within the competence of the Government Administration I work for.

- **Chronological definition of the available quantitative data:** The analysis of the current situation requires a definition of the times supposed to be reasonable in the valuation of the situation of men and women.

***Take into consideration that:** There are measures that, in order to assess their impact, require longer periods than others, therefore no pictures should be taken immediately after the decisions have been made.*

*For example, the balanced participation on the boards of directors of the enterprises required bay law to file profits and losses accounts (Law 3/2007, Art. 75) is a measure that requires certain time for its implementation. The law provides for 8 years for it, so it is reasonable when analyzing the initial situation of women in this area the chronological period is not too close to the measure's adoption.*

- **Define geographically the available quantitative data:** According to local, regional or state competences that may be available, and when possible by geographical characteristics (women workers in rural areas...)

**- Key Questions** to “identify the current situation” within the scope of “Improving Employment” in an employment policy:

## Key Questions

- Are there sources that provide sex-disaggregated data so to determine the gender gap in the measure, program, project which is the purpose of my intervention?
- What variable could complete and affect sex-disaggregated data (age, education, marital status, dependent people...)?
- Do the available statistics present a methodology or a definition of concepts that is appropriate for my analysis?
- What time frame is appropriate to establish evolution comparisons on women's situation in the area of analysis?
- From the point of view of gender relations, what factors influence the gender gap: women's reproductive roles, different access to resources, different uses of time...?
- Who are the actors involved in the measure, program, project ... object of analysis?
- Who are the groups of people that directly or indirectly benefited from the action? (Determine the specific group that I want to address so sources can be narrowed down)

### - Case Study:

A public action is intended to promote women's employment on equal terms so, following the proposed scheme, we perform the first task of identifying the current situation.

First we seek statistic sources with sex-disaggregated data, and if possible those that incorporate some variable that will permit a more accurate dissection of the situation of women in this area.

The source with better data in this case is the Labour Force Survey, which includes quarterly data on sex-disaggregated employment. In order to understand more precisely the implications of the data we analyze we will check the meaning of occupation or employment in the Survey:

*“Employed population: It is made up by all those aged 16 and over who, during the week of reference, held a job as an employee or were self-employed, according to the definitions that follow.*

**A) They are people with paid employment or self-employed**, all those that fall into the following categories:

- *Working: people who during the week of reference have worked, even sporadically or occasionally, at least one hour in exchange of a wage, salary or other related remuneration, be it in cash or in kind.*
- *With a job but not at work: people who, having already worked in their present job, are absent from it during the week of reference but maintain a close relation with him. The strength of this link is determined according to the respondent’s belief about returning or not to the company and in accordance with the period of absence or whether receiving or not some remuneration.*

*People who are absent from work because of illness or accident, holidays or maternity leave are considered employed persons.*

*People with permanent intermittent employment contracts, seasonal workers, or those expecting to join a new job are considered unemployed.*

*People absent for reasons different to the ones mentioned above (for example, those on leave for childbirth, with summer schedules or flexible hours, those responsible for union representation activities, bad weather, short-time technical or economic reasons, file regulations, on strike or labour dispute, those receiving training outside the workplace, for personal reasons or family responsibilities), are considered employed if the employer pays at least 50 percent of their salary or if they will return to their job within the next three months.*

*Apprentices that received payment either in cash or in kind and full or part time employed remunerated students are considered people with salaries and are classified as working or not working on the same basis as other employed people.*

*Active members of the armed forces are also among the working population.*

*The following individuals are not considered employed people:*

- *Entrepreneurs and freelancers, even if they were hired as employees in their own business.*
- *Unpaid family workers (family assistance) and members of cooperatives who work in them.*
- *People absent from work, licensed or suspended who are weakly linked to their jobs.*
  - *Seasonal, occasional or intermittent workers in the time period of less activity who have not worked in the week of reference.*

**B) People included in the following categories are considered **self-employed**:**

- *Working: People who during the reference period worked, even sporadically or occasionally, at least one hour for profit or family gain, in cash or in kind.*
- *With job but not working: people who during the reference period had to do some work in exchange for profit or family gain but have been temporarily absent from work due to illness or accident, vacation, holidays, bad weather or other similar reasons.*

*According to this definition the following people are self-employed: employers, independent workers, members of cooperatives that work in them and unpaid family workers (family assistance).*



*The following individuals are not considered self-employed persons:*

- *House workers without salary, people who carry out social service or unpaid charitable works and other people engaged in unpaid activities outside the economic activity scope.*
- *Self-employed seasonal workers and unpaid family workers seasonal workers during low season that did not work in the week of reference "*

*With the Labour Survey's broad definition we are in a position to comprehensively interpret the data provided.*

*We can add other interesting data to this same source that, as we said before, can make the analysis much richer:*

- *Employment rate by sex and age groups.*
- *Employed population by sex, age group and economic sector.*
- *Full time and part time employed population.*
- *Employed population by Autonomous Communities and Cities.*

*So far we have been able to respond to the existing gender gap, to different variables that is important to take into account, and we have discussed the methodology needed not only to understand the data in a comprehensive manner, but to analyze whether this data reflects the concepts necessary for my intervention as well.*

*The Labour Survey also allows us to value the evolution over time of the employment rate in previous years.*

*It is now necessary to identify the gender parameters involved in the data. For example:*

- *The employment rate is higher in men and women for all age groups, but in detail we can appreciate that the age group from 20 to 24, both men and women present a similar employment rates, and from that age on the gender gap gets larger.*

- *The full-time employment is higher in men than in women, according to the Labour Survey for 2012 first quarter, when 8.933.100 men and 5,944,100 women were employed full-time. Part-time data is quite different: 1.911.800 women and 594.200 men.*

*According to the conceptual framework of this guide, this data is caused by lack of co-responsibility, the greater responsibility of women in the reproductive sphere as they get older. Thus we can conclude that not only are there fewer women employed, but qualitatively they work less hours, with the obvious impact on related benefits, for example unemployment, retirement ...*

*Once all the elements that provide the statistics on the area covered by our study have been interpreted, some of which have been explained here, we have described some as an example, it is necessary to analyze the employment policies that interfere with this parameter. We will discuss this in the analysis of the following subject.*

## **2. Enhancing conciliation and co-responsibility of working, personal and family life**

In this area we will develop Task 2 of the first action of information, **“Analyzing employment policies”**; we start with general parameters that can be implemented regardless of the intended objectives, then develop a practical example in the field of enhancing conciliation and responsibility of working, personal and family life.

For the development of this second task we will describe the key concepts for a substantial analysis of the employment policies. These are:

- **Definition of the concepts that our analysis will address:** it is necessary to conceptually define the objective of our program, measure, action... in order to focus the public policies that are involved, which sometimes may be of functional and jurisdictional areas different from those of the agents who are either implementing the gender perspective or measuring the impact of existing policies.

Only then can we measure the impact without distortions, analyzing employment policies that directly or indirectly affect the concepts we are working on.

**Examples:** *In this area we make reference to two concepts which, as we have said before, are not the same, “conciliation and co-responsibility”, that is to say, my goal may be to promote conciliation, or to promote co-responsibility, depending on how I refer to one or to other, the employment policies that will intervene while may not be radically different, but with different details that must be considered.*

*Within the conceptual framework we have defined these two concepts, because of the evolution of employment policies in our country. Conciliation is a term associated with women, who are traditionally the ones exercising these rights, while co-responsibility refers to an equal division of the duties of both productive and reproductive spheres.*

*Based on this conceptual framework, a clear example of co-responsibility would be to analyze how employment policies have influenced the promotion and incorporation of paternity leaves, a leave that is not transferable to the mother or even the maternity leave also enjoyed by the father. This would be a clear example of the promotion of shared responsibility, joint participation in the care of dependent persons.*

- **Analysis of the extent to which public policies affect men and women.** At this point we work with the first task performed (Identification of the current situation), to determine the impact of the measures that have been taken. We cannot talk of compartments when we refer to one task or the other, while in the first step we analyzed the general situation disaggregated by sex, now is time to define, in the areas of our interest, the impact that the public policies that were adopted may have had on this data.

In order to do so, we will have to look at sources, statistics, studies that will allow us to analyze the consequences of employment policies, through the use of both quantitative and qualitative gender indicators.

**Example:** If we project our focus on leaves of absence for caring for children, a right of both parents, the statistics tell us that in 2011 the total working people who exercised that right, women account for 93.80%. (Source: Institute for Women based on Social Security data).

*It is more than evident here that the same right is more prevalent in women than in men, based on a concrete measure with a right that can be indiscriminately exercised.*

- **Chronological definition of the evolution and the impact of existing employment policies:**

In this case it is necessary to expand the objective of our analysis and look at the chronological evolution since the introduction of certain employment policies. At this point is necessary to define our objective in the short, medium or long term, and according to the objective, determine whether the impact has been positive, negative or insufficient.

**Example:** The statistics that collect data on leaves of absence with the objective of taking care of dependents, show similar results since 2007, with very little changes in percentage from that year when women represented 82.34% of them to find nowadays with 85.07%, but it should be mentioned that that since 2009 the change in the percentage is extremely low.

*With these data, we can analyze much more thoroughly the impact of existing employment policies since they were adopted.*

- **Determine from the gender relations point of view if other policies impact or may impact in order to achieve the intended objectives:** In the analysis of the causes of women's situation in the labour market, we develop cultural and socialization factors that are at the origin of the roles and stereotypes that men and women assume, extremely important when our goal is conciliation and responsibility.

For this reason we believe that the implementation of equality in employment policies will require a joint effort with other public policies that affect in a strategic way the existing gender gaps and their causes.

***Example:** Continuing with the example mentioned above, and contrasting it with other statistics that directly affect them, as the different time uses in the care of dependents, after doing the gender analysis, we can conclude that we must work together on educational issues so to achieve the impact intended with employment policies.*

- **Key Questions** to “analyze employment policies” within the scope of “Enhancing conciliation of working, personal and family life” in an employment policy:

### Key Questions

- Is the objective on which I want to influence clearly defined in the existing employment policy?
- Are there public policies that have addressed the intended purpose (at state, regional or local levels)?
- Are there sources that reflect the consequences of the implementation of employment policies on the subject of my analysis?
- How have they affected the situation of men and women?
- Has the policy under review meant a remarkable quantitative or qualitative change since it was introduced (chronological scope)?
- From the point of view of gender relations, are there gaps in existing employment policies?

### - Case Study:

The field of “Enhancing conciliation and co-responsibility of working, personal and family life” addresses employment quality issues which affect the lives of women and men in the productive and reproductive spheres.

Since our public policy objective is the promotion of conciliation and co-responsibility, we will select a very broad framework and from there we will carry out Task 2 of the analysis of employment policies.

In this area there are concepts which, according to the statistics, vary widely in regard to its exercise if the protagonists are male or female: If we talk about the formal labour market, it is clear that from the point of view of reconciling responsibility it is women who exercise more rights, therefore we propose a clear dissection for the analysis of government employment policies, that will greatly facilitate our work.

- Analyze employment policies affecting the gender gap in the unequal sharing of responsibilities for care of dependents.
- Analyze employment policies affecting the existing gender gap in unequal access, maintenance and working conditions in the formal labour market.

This dissection allows us to incorporate the different existing gender relations, and allows us to address the root causes of the differences because both analyses are closely related.

The fundamental cause of the gender gap in the labour market lies in the **different uses of time** in the care of dependents and the unequal distribution of household chores, the latter area, although forming part of the private sphere, affecting as well the labour market, because statistics tell us that this reason is the main cause of inactivity.

The definition of concepts such as conciliation and co-responsibility has already been discussed, to which we would add that their conceptual development forces us to put the spotlight on men’s situation and how employment policy are promoting co-responsibility among them. At this point it would be very interesting to cross the available statistics and detect if this right has been exercised since it was implemented, and what percentage of men used it (it would be very interesting as well the exercise of the right to maternity leave used by the father).

So far, we would have the concepts for our analysis, we have concluded that there are public policies at all levels that have addressed the intended object, and in this case we have sources that provide both quantitative and qualitative data that show the impact of existing employment policies and the different situation between men and women.

We have also addressed the gender issues and the available statistics with allow a deeper look at these issues.

However, we have not addressed the gender indicators to measure the impact of existing policies, because they will be developed within Action 3 (Evaluation), however it is required to provide two factors due to their implications on this area:

- The importance of incorporating indicators from the reproductive sphere, because otherwise, the analysis of the public policy would be biased.
- In the same line, qualitative indicators will provide more relevant information because it will include the main reasons for that data.

### 3. Social protection measures

In the area of social protection measures we will develop Action 2 ***“Planning”*** and within it, the first task ***“Objective Design”***.

We will define some key questions that will have to be developed initially, and subsequently implement the gender perspective, regardless of the variable that we can work based on the functions and scope of the public administration staff.

- In this first task of Action 2 we must not forget that the purpose is to establish what we want to achieve when implementing an employment policy, contemplating the elimination, correction and prevention of unequal conditions for women and men.

To do so will require as essential the following actions:

- **To measure the impacts we want to achieve when formulating the objectives:** After analyzing the impact of existing employment policies is necessary to determine the corrections that we want to implement in order to achieve the impact we want with the implementation of our public employment policy. For example, we may think we want to improve the gender balance within beneficiaries of contributory pensions, of non-contributory benefits and of unemployment benefits; in order to do so it is essential to know the use of existing pensions and benefits disaggregated by sex and the reasons why this use is different. Once the different uses and its causes are known, it will be necessary to establish the objectives that will correct the unequal use in order to achieve the intended goal of equality.

***Example:** According to the report, “Profile of PNC IMSERSO pensioner, as of December 2011” during 2011 in Madrid, from the 100% of non-contributory pensions, 33,22% were received by men and 66.78% by women.*

*Given that the average amount of non-contributory pensions for that year in Madrid was 31.50 euros, it is clear that the poverty threshold for this group made up mostly of women is high.*

These data allow us to measure the impact of unequal distribution of benefits and pensions by sex, and the establishment of corrective measures that are necessary to achieve equal opportunities between women and men in this area.

- **Help meet the needs, interests and motivations of women and men, correcting the disadvantages that may be occurring to them:** The aim is to improve or at least maintain the rate of unemployment coverage of women and men, and to do so requires to know the unequal situations that hinder women's access to unemployment benefit on equal conditions with men.



**Example:** According to the “Third Report on women’s social and work situation in Spain” at CES, in theory the unemployment benefit protects both men and women but in practice, the labour market inequalities have an unequal protection impact in situations of unemployment, the lower rate of female employment, the larger percentage of part time contracts for women, wage inequalities and differences between men and women workers, marked by precariousness and the feminization of care children / dependents cause “payment gaps” which consequently result in women’s lower amounts of unemployment benefits.

Thus, when setting employment policy objectives within the scope of “Social protection measures” specific objectives to correct these inequities should be included.

- **Key questions** for “objective design” within the scope of “Social protection measures” in a public employment policy:

### Key Questions

- Does the objective specify to whom it is addressed, does it differentiate by sex?
- Does the goal respond to the needs of men and women targeted by the employment policy?
- Does the objective make visible the inequalities between women and men?
- Does the objective help to eliminate the imbalance between women and men subject of the employment policy?
- Does the objective contribute to the improvement of equal opportunities between women and men?
- Have specific targets of reducing and eliminating the unequal situation between women and men been incorporated?

### - Case Study:

The establishment of a social protection measure is proposed; it consists in **improving the gender balance of the beneficiaries of unemployment benefits**. Before designing the objectives, it is important to know:

- Women, because of their unequal job situation with regards to men, are the main beneficiaries of unemployment subsidies because they have not covered the minimum contribution period. These reasons include: more job insecurity, temporary employment rates that are higher than those of men, precarious employment, underemployment, part-time contracts as a means for generating income while they continue addressing family responsibilities, ...
- Women are, to a greater extent than men, still responsible for the care of sons and daughters and dependent persons, which is why leaves of absence for child care fall in a very high proportion on females. The duration of the leave is a time with no contribution, which causes an imbalance and disadvantage situation when compared to men.
- The female unemployment rate is higher than that of males, which causes women to be the main recipients of subsidies, pensions and allowances, although they have smaller access because their jobs involve more precarious conditions (part-time basis, temporary jobs , ...).

The improvement of women's working conditions, the elimination of the pay gap and the promotion of permanent contracts should be set among the objectives of an employment policy that is sensitive to gender,.

Another object of employment policies should be the limitation in hiring part-time workers as a measure that eases conciliation and as a type of work contract directed mainly to women, because this type of contract involves lower income, makes career promotion more difficult and reduces the benefits and amounts of pensions and subsidies.

- To ensure the balance of women and men that receive unemployment subsidies, would require to implement a more flexible management in businesses, rational and conciliatory schedules so that women can have a work life equal to that of men in regards to contribution time, income generating. The public policy should provide an equal and balanced access to subsidies for women and men and maintaining and even improving budgets for the coverage of unemployment benefits.

#### 4. Economic recovery measures

In the sphere of economic recovery measures will develop Action 2 “Planning” and within it, the second task “Formulation of measures.”

- In this second task for Action 2 we must not forget that the purpose is the establishment of concrete actions within the employment policy for the creation, maintenance and overcoming of difficulties for the survival of enterprises, ensuring the integration of the principle of equal opportunities between women and men.

The essential requirements include:

- **Define the actions needed to achieve the objectives:** That is to say, the conceptual definition of the objective will allow us to define the actions or measures needed to achieve it. We can think that the intention is to establish actions and measures to support entrepreneurship, aimed at companies and self-employed people, with emphasis on female entrepreneurship. To do so requires to know the reality of the business scene in Spain, the low female participation in entrepreneurial activity (34.23% of total entrepreneurship) and the unequal opportunities that women and men have to lead and develop businesses and to access financial resources and funding, among other circumstances. The establishment of measures should address, among other actions, the strengthening, encouragement and supporting of women’s entrepreneurship initiatives to balance the percentages of businesswomen and businessmen.

**Example:** According to the Labour Force Survey, in Spain of 100 working women, 3 have their own business, instead of 100 working men, 7 have their own business. The size of the business also sets them apart, companies headed by women are smaller than those led by men.

The business activity sector reproduces as well the differences in paid employment, since predominantly women entrepreneurs are in charge of companies operating in traditionally female sectors.

- Choosing the necessary resources (equipment, financial resources, personnel,...) to implement the specific policy: The intention is to provide adequate resources for the measures that has been decided, giving great importance to the establishment gender sensible budgets for an adequate response to existing needs.

**Example:** *At the institutional level there are lines of credit designed specifically for women. The majority of funds available for women, for example microcredits, are for a business model closer to self-employment and subsistence, which reinforces the idea that women entrepreneurs assume less risk than the entrepreneur, thus perpetuating the profile of female entrepreneurship as small and low risk businesses.*

- **Key questions** in order to “formulate measures” within the scope of “Economic recovery measures” at a public employment policy:

### Key Questions

- With the measures that have been proposed are program objectives are achieved?
- Do the measures include actions to promote the improvement of the equality between women and men?
- Do the measures proposed respond to the identified needs?
- Are the designed measures realistic, effective and efficient?
- Do the employment policies scheduled have enough financial, material and personal resources? How are the economic resources distributed?
- Has a gender sensitive budget distribution been taken into account in the resources for support actions?
- Are there support measures in the employment policy that will eliminate women’s stereotypes?
- Do the measures include support actions to ensure an equal access to resources for both women and men? (For example, measures to support the conciliation of work, personal and family life).

**- Case Study:**

The establishment of an economic recovery measure aimed at **increasing the number of start-ups and adjusting their business sectors to the reality of the labour market** is proposed. Before defining the measures, it is important to know that:

- One of the main obstacles is the difficulty of reconciling working and family life, which limits the effective development of entrepreneurship initiatives, especially female ones, and in situations of crisis like the actual, the budget reduction in public conciliation and co-responsibility policies and programs can compromise the continuity of the business project.
- Most companies led by women operate within in the services, hospitality services, commerce, and counselling and consulting sectors. Women run company with profiles that are much the same as the work activity of women in feminised sectors and more traditional, which makes nonsense when it comes to the implementation of innovative ideas and the incorporation of technological advances in the industry. That is why women-led businesses grow less than those run by men.
- Companies that have no access to external finance grow poorly and in a very long time, which may cause discouragement because the perception may be that the business idea does not succeed as planned. This situation is aggravated when such funding depends on the viability of business. This is often the case of female entrepreneurship, low-risk and small size firms, because they have created with their own resources or with the support of public lines of small amount, such as micro-credit lines.

Support measures in a gender sensitive employment policy aimed at economic recovery should include the implementation of educational programs or “training programs to promote the entrepreneurial spirit.” **Entrepreneurship should be taught at school. The training should include modules directed to students with entrepreneurial potential**, incorporating knowledge about the market, financial management, management of human teams, and even skills.

Other measures needed include the development of conciliation policies in ways that entrepreneurship is encouraged and that it makes it viable. In the long run, female and male

entrepreneurs who show that they can launch a business initiative without sacrificing their personal life will become the best example to break down prejudices that nowadays weigh down the entrepreneurial spirit of the population.

Furthermore, support of women entrepreneurship programs should be reoriented towards the support of quality and sectorial representation of women's entrepreneurship initiatives. Clearly, there is a need to adjust policies and programs with the variables that influence female entrepreneurship, so that it goes beyond the simple goal of achieving a greater presence of women and so they receive help so they contribute effectively to the development of economic competitiveness, innovation and internationalization of Spanish companies.

## 5. Measures to bring out the hidden economy

In this section we will develop Action 3, Task 1: "Development of gender indicators," through measures aimed at bringing out the hidden economy.

The development of this task requires we consider some elements that are considered general guidelines regardless of the measure, action or program that we intend to implement or evaluate.

It is therefore necessary to consider:

- **The need to incorporate not only quantitative but also qualitative indicators:** These last indicators are considered to be essential for assessing the impact of employment policies in the gender mainstreaming; thus we would measure the perceptions and opinions of the various actors involved in our employment policy, both recipients of the measure, workers in the public administration that designs the measure, indirect beneficiaries ...
- **They need to have a direct link with the intended objective:** When designing indicators, it should be borne in mind that our indicator reflects the data as a direct result of our measure, not by the interaction of other elements.

***Example:** Considering the area in which we find ourselves, if we set our aim to increase the number of female domestic workers registered in the Social Security System in order to bring out the hidden economy that exists in this sector, we must consider that the increase in quantity is due to the implementation of our measure, and not for example, that there has been an increase in active women who are engaged in this profession.*

*Therefore it would be necessary to distinguish these two elements to accurately measure the impact of our measure.*

- **They should be appropriate to available and sufficient resources:** It is necessary to assess whether we have the time, personal and economic resources within our functional area in order to achieve the results demanded by the designed indicators.

In the design of our indicators, we may think of one that is very illustrative and gives us much information about the impact of our measure but that it is not feasible.

***Example:** We propose an indicator in which we carry out a survey about the perception of women employed in the domestic sector on the regulation of his sector. This type of survey requires of a lot of time and specialization that we may not have or it is not operative because the data it provides is not immediate.*

Regarding this sense of efficiency, we must also bear in mind that it is not necessary to made up a very extensive list of indicators, what is important is to choose the most effective ones when it comes to measuring the impact of the designed objective.

- **The implication of the people involved in the design of indicators is essential:** They must have receive gender training, and they must feel an active part in the whole evaluation process.

- **The timing in the indicators collection is crucial:** It will depend not only on the objective but also the measures taken, the choice of time for the collection of quantitative and/or qualitative data showed by the indicators.

They must always be reasonable and adequate, precipitation may result in the distortion the indicator results and their subsequent interpretation.

### Key Questions

- What is the starting point and in what state of the relationship between women and men ain relation to the scope of intervention on which the public policy acts directly? (Status indicator)
- How have the available resources been used and how have men and women participated in the implementation of the public policy? (Participation indicator)
- What direct and indirect impact has the public policy had on particular groups of women and men? (Impact indicator)
- Have the goals set at about the relationship between women and men been achieved? (Efficiency indicator)
- What benefits have the undertaken actions had for women and men? (Result indicator)
- What is the most appropriate time to establish the measurement of indicators?

#### - Case Study:

Within this area related to the measures to bring out the hidden economy it seems appropriate to work on changes that have occurred in domestic with the approval of Royal Decree 1620/2011 of 14 November, which regulates the special nature of the



employment of the domestic servants and the social security changes that have occurred in this regard.

This is a Royal Decree eagerly awaited for by the social sectors that have long demanded better conditions for women working in this sector, but without making judgments it is clear that one of the objectives of the new norm is to help women working in the informal sector regularize their situation and have all the rights arising from their professional practice.

For the development of gender indicators is necessary to establish and define the objective we want to evaluate in order to establish the indicators that directly measure this objective.

We have selected one of the objectives sought by the Royal Decree:

***To promote the legalization of women working in the domestic sector.***

Some of the various measures adopted by the norm to achieve this objective are:

- The compulsory registration and contribution to Social Security from the first hour of work.
- If a woman works in several private homes, each employer has the obligation of registering her in Social Security for the hours she works in her/his home.
- It is mandatory (from 4 weeks of work) the signing of a written contract.
- The employer is required to elaborate a payroll.
- Payments to Social Security should be made through a bank.

Once the objective and the measures taken to carry it out have been defined, it would be desirable to determine the gender gap, although in the example we have chosen it may seem obvious, it is important to conclude the relevance of gender.

In this case it would be necessary to include the initial situation of workers in this sector (Status indicator) to assess the gender gap. As we are working on a sector in which there is much hidden economy, an objective data would be through a quantitative indicator that reflects the working people who are affiliated by regime and sex before application of the norm, although in this case we would have the handicap that we cannot account for the hidden economy.

Another relevant indicator is that of realization, which in this case it could measure whether we have destined the necessary resources, both material and human, to achieve the objectives.

The example we have chosen here involves many factors and agencies, besides the fact that it means a profound structural change in these kind of working relations, so that it becomes necessary to inform and sensitize the general public (employers, worker) and administration staff who are directly involved, such as in the Social Security case.

At this point, it would be interesting to incorporate qualitative indicators to assess the perception of all those involved, although as we have emphasized before is necessary to determine the feasibility of an indicator of this kind.

An impact indicator in this example will show the effect of our actions, with the number of registered contracts and number of people enrolled and registered in the Social Security system.

In the latter case, it should be taken into account the chronological scope when getting the information provided by the indicators since it will vary depending on the type of indicators we choose. In this case it must be borne in mind that the legislation itself provides a transition time, the first six months of 2012 to register on a voluntary basis the registrations and social security contributions.

These are some examples of the many indicators that can be included, but it is necessary to be efficient when evaluating, and be careful that we do not make up an endless list of indicators but instead we select those that we believe will be the most effective to measure the impact of an employment policy.

It will also be necessary to consider the evaluation phase in which we find ourselves: the planning stage, the implementation or impact, which will also determine the type of indicators that are required.

## 6. Women in vulnerable groups

In the area of women in vulnerable groups we will develop the Action 2 **“Planning”** and within it, the second task **“Evaluation”**.

In this second task of Action 2, we must not forget that the purpose is to conduct a follow-up of the actions that are being implemented, and the results and impact they are having on the group of people targeted by the intervention of the employment policy. Specifically in this practical example, the development of the evaluation is done in relation to the reduction of unemployment rates of immigrant men and women.

It will also allow us to know the effectiveness and efficiency of the proposed objectives and of the measures undertaken in the field of mainstreaming the gender perspective throughout the process.

The essential requirements include:

- **Evaluation of the employment policy in all its phases:**

- During the planning phase an assessment should be conducted so to evaluate the relevance of the policy in regards to gender, that is to say, that the defined objectives are consistent and responsive to the needs identified in the area of equal opportunities between women and men, as well as its contribution to the elimination of gender disequilibrium.

**Example:** *Because of the current economic crisis, immigrant men and women experience greater difficulties in keeping their jobs, they also have lower levels of unemployment coverage than the native population.*

*Within the immigrant population, women have more precarious jobs, feminized and poorly paid, mainly in the service sector, so in unemployment situations their coverage is of shorter duration and less economic amounts.*

*In the case of immigrant women in irregular situations, domestic service employment remains as the alternative, however the current economic situation has significantly reduced the demand in this sector, which has resulted in more precarious working conditions, long working days with payments that are often below the minimum wage.*

Therefore, the employment policy aimed at reducing unemployment rates of immigrant people, should consider these type of factors that cause greater imbalances for immigrant women both in regular and irregular situations, strengthening support activities that may be needed to balance their situation with that of men.

- During the **implementation** phase an assessment of the effectiveness of the implemented measures should be conducted, that is to say, if the measures respond to the objectives, if the resources used correspond to those envisaged for the development of the measures and if there have been deviations that require corrective actions that may enable the achievement of the goals of the employment policy.
  - In this phase, the priority is to analyze whether the implemented measures respond to the need to balance the identified inequalities between women and men, analyze which are the most effective and propose improvements to correct the measures that being little or non effective.
  - It will end with a **gender impact** evaluation, that is to say, of the effects of the employment policy in promoting the equality of women and men.
- The evaluation of public employment policy, will allow:
    - **To illustrate and understand:** to clarify and shed light on what the real situation of immigrant women is and how projects, programs and measures to support and facilitate the reduction of their unemployment rates.
    - **Feedback and improvement:** it allows “feedback” on the actions that are taking place in the specific policy, so that the evaluation is a learning process of the intervention itself, allowing its improvement and progress.
    - **Control of responsibilities and accountability:** accountability is encompassed by the economics of public policy on employment and social and political responsibility for the development of policies and measures.

- **Key Questions** to “assess” within the scope of the employment policy:

### Key Questions

- Has the gender perspective been incorporated in the previous analysis, carried about in relation to the employment policy?
- Who is targeted by the public employment policy? Is it only women? Is it only men? Are they both targeted without differentiation? Why?
- What were the expected effects on women and men with the implementation and development of the employment policy?
- How was the achievement of these desired effects formulated? Were some obstacles identified in the achievement of these effects? Was the disadvantaged and unequal position of women compared to men taken into account?
- What positive and negative effects were thought the specific employment policy would produce?
- How will the follow up of the employment policy and its effects from the point of view of gender relations be done?
- Have any negative effects that may perpetuate inequalities between women and men or generate new ones been detected?
- Has the impact of the measures and the employment policy been what was expected and intended at the start?

### - Case Study:

In this case, and in order to develop the assessment task, it is necessary to have performed each of the previous phases in a specific employment policy, we will list the sequence of steps that must be included in an evaluation report, with references to the practical example previously developed but where the goal is more specific, focusing in the area of women in **vulnerable groups**:

#### **To promote the legalization of immigrant women working in the domestic sector.**

Therefore the scheme of the evaluation report would be:

1. **Presentation of the report:** a descriptive summary of the contents of the document.
2. **Methodology:** Information sources that have been used, employment policies that have been analyzed, the social actors that have been involved or may be involved in the program, measure, policy or service to be evaluated (stakeholders), the evaluative context and the description of the phases.

**Example:** We could propose as information sources the Labour Force Survey, statistics on foreign population, registration data and Social Security contributions of foreigners, the regulatory framework that applies, not just the Royal Decree 1620/2011, but all applicable laws regarding Social Security and immigration, and related studies.

#### 3. **Setting the time frame**

**Please note:** it is necessary to determine whether there is:

- An appraisal (to which we referred when we analyzed the existing employment policies during the first phase of information): In this case we would be referring to the situation of immigrant women in this profession before the entry into force of the legislation that applies in our analysis.

- An ex post evaluation, which really values the impact of the implemented measures. If the case we are referring to, it should be at least a year, since the legislation already provides a transitional period of 6 months.

4. **Description of the objective to evaluate (evaluation unit):** It is necessary to conceptually define the objective since we have already seen that this point is essential for the design of measures and indicators later.

**Example:** To increase regularized immigrant women in domestic service.

5. **Formulation of the specific of measures designed to achieve the objective:** Already listed in the previous section.

6. **Selection of quantitative and qualitative indicators, as well as verification sources:** questionnaires, surveys, data analysis, for quantitative indicators and group interviews, focus groups, analysis of the contexts ... for qualitative indicators.

7. **Systematization, processing and analysis of information: interpretations and judgements.**

8. **To take into consideration:** The interpretations have to have their causes in the data obtained through quantitative and qualitative indicators. They need to be a direct result of them.

9. **Analysis of the usefulness of the findings:** Related to the objective set initially.

**To take into consideration:** The findings may be positive or negative depending on their contribution to gender equality.

10. **Recommendations:** From which we can implement corrective actions, identify gaps, complement measures to promote the results to achieve gender equality in our employment policies.

**Conclusions.**





# four



IMPACT INDICATORS  
DEPENDING  
ON THE SCOPE





## Impact indicators depending on the scope

The system of indicators proposed in this Guide groups them under six broad areas or categories of analysis related to employment policies and economic recovery:

- a) Employment improvement.**
- b) Improving conciliation between family and professional lives and shared responsibility.**
- c) Social protection measures.**
- d) Economy recovering measures.**
- e) Measures to make informal economy to come into light.**
- f) Women in vulnerable groups.**

The following describes these groups and the corresponding indicators for each group or area.

## a. Employment improvement

### Indicator EMPLOYMENT IMPROVEMENT

INDICATOR	DESCRIPTION AND CALCULATION	SOURCE
<b>1. Active Population (from the economic point of view)</b>		
1.1 Active Population by gender, age, period and region.	Every people over 16 years old ready to work. Unemployed people included.	Labour Force Survey (LFS). National Statistics Institute (NSI). Every three months (Table 7.1).
1.2 Activity rate by gender, age, period and region.	The ratio of the total number of active people to population over 16 years old.	Labour Force Survey (LFS). National Statistics Institute (NSI). Every three months (Table 7.10).
<b>2. Inactive Population (from the economic point of view)</b>		
2.1 Inactive population by main class of inactivity, gender and region.	Every people over 16 years old, not registered neither occupied, neither unemployed nor being registered as particular population during the week of reference, by class of inactivity, gender and region.	Labour Force Survey (LFS) National Statistics Institute (NSI). Every three months (Table 7.51).
2.2 Inactive population by main class of inactivity, gender and age.	Every people over 16 years old, not registered neither occupied neither unemployed nor being registered as particular population during the week of reference, by class of inactivity, gender and age.	Labour Force Survey (LFS) National Statistics Institute (NSI). Every three months (Table 5.12).

2.3 Inactive population by gender, age and reasons to not be looking for a job.	Every people over 16 years old, neither registered nor occupied neither unemployed nor being registered as particular population during the week of reference, by class of inactivity, gender and reasons to not be looking for a job.	Labour Force Survey (LFS) National Statistics Institute (NSI). Every three months (Table 5.17).
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3. Occupied population		
3.1 Occupied population by gender, age, period and region.	Every people over 16 years old that during the week of reference have had a job with an employer, or have developed a self-employment activity.	Labour Force Survey (LFS) National Statistics Institute (NSI). Every three months (Table 7.8).
3.2 Employment rate by gender, age and region.	Result between the total number of unoccupied people and population over 16 years old.	Labour Force Survey (LFS) National Statistics Institute (NSI). Every three months (Table 7.18).
3.3 Occupied people by gender, economic sector and socioeconomic conditions.	Every people over 16 years old that during the week of reference have had a job by gender, economic sector and socioeconomic condition.	Labour Force Survey (LFS) National Statistics Institute (NSI). Every three months (Table 3.28).
3.4 Occupied people by gender, professional situation and activity.	Every people over 16 years old that during the week of reference have had a job by gender, economic sector and socioeconomic condition.	Labour Force Survey (LFS) National Statistics Institute (NSI). Every three months (Table 3.29).
3.5 Occupied people by type of working day, gender, age, activity and professional situation.	Every people over 16 years old that during the week of reference have had a job by type of working day, gender, economic sector and professional situation.	Labour Force Survey (LFS) National Statistics Institute (NSI). Every three months (Table 3.35; 3.36 and 3.37).
3.6 Employed workers by the kind of contract or labour relationship, gender and region.	Every people over 16 years old that during the week of reference have had a job with an employer, by kind of contract or labour relationship, gender and region.	Labour Force Survey (LFS) National Statistics Institute (NSI). Every three months (Table 7.37).

3.7 Registered contracts by gender and level of finished studies.	Number of registered (or just communicated) contracts in the Public Employment Services by gender and level of studies.	Statistical Yearbook (MLR – 17).
3.8 Registered contracts by gender, age, sectors and activity.	Number of registered (or just communicated) contracts in the Public Employment Services by gender, age, sectors and activity.	Statistical Yearbook (MLR – 18).
3.9 Registered contracts by gender, kind of working day, duration and kind of contract.	Number of registered (or just communicated) contracts in the Public Employment Services by gender, kind of working day, duration and kind of contract.	Statistical Yearbook (MLR – 21).
3.10 Permanent contracts (having recourse to the measures to promote employment) by gender and age, and by region and province.	Number of permanent contracts that have had recourse to the measures to promote employment, by gender and age, and by regions and provinces.	Survey over Contracts Having Recourse to the Measures to Promote Employment. Every month. SEPE (Table 37.1M).
3.11 Permanent contracts (having recourse to the measures to promote employment) by gender, kind of contract and group of people.	Number of permanent contracts that have had recourse to the measures to promote employment, by gender, kind of contract and group of people.	Survey over Contracts Having Recourse to the Measures to Promote Employment. Every month. SEPE (Table 14.1M).
3.12 Affiliation to the Social Security System by gender, age, social security scheme and period.	Number of people registered in the Social Security System by gender, age, social security scheme and period, based on the registers taken by the Social Security provincial sites.	Statistics Bulletin. (Ministry of Labour). Every month. (Table AFI – 4).

#### 4. Unemployed population

4.1 Unemployed population by gender, age group and region.	Every people over 16 years old that during the week of reference have not had neither a job with an employer, nor developed a self-employment activity, by gender, age group and Region.	Labour Force Survey (LFS) National Statistics Institute (NSI). Every three months (Table 7.40).
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4.2 Unemployed population by gender, age group and time they have been looking for a job.	Every people over 16 years old that during the week of reference have not had neither a job with an employer, nor developed a self-employment activity, by gender, age group and time they have been looking for a job.	Labour Force Survey (LFS) National Statistics Institute (NSI). Every three months (Table 4.16).
4.3 Unemployment rate by gender, age group and region.	Ratio of the total number of unemployed people to the total number of active people.	Labour Force Survey (LFS) National Statistics Institute (NSI). Every three months (Table 4.2).
4.4 Registered unemployment rate by age of the inscription, gender and age groups.	Number of employment demands still not satisfied the last day of the month in the Public Employment Services, excepting "special groups" such as occupied people, temporary farmers...	Statistical Yearbook (MLR – 12).

## 5. Population Affected by an Employment Regulation Plan (ERE)

5.1 Workers affected by an Employment Regulation Plan, by the importance of the plan, size of the enterprise and gender.	Number of workers affected by the Employment Regulation Plan by its effects (extinction, reduction, suspension), gender and enterprise's size, got from the approved and authorized plans.	Statistical Yearbook (REG - 07).
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## 6. Educated Population

6.1 Workers taking part in Educational Actions addressed to unemployed people by gender and age, and by region and province.	Number of workers that finish Educational Actions addressed to unemployed people by gender and age, and by region and province.	Statistics (Ministry of Labour) (FPE - 16) Statistical Yearbook (Ministry of Labour) (FPE - 13).
6.2 Workers taking part in Educational Actions addressed to unemployed people by gender and age, and by professional groups.	Number of workers that end Educational Actions addressed to unemployed people by gender and age, and by professional groups.	Statistical Yearbook (Ministry of Labour) (FPE – 13).

6.3 Workers taking part in Workshop Schools, Trade Learning Centers and Employment Workshops, by gender, program and region.	Number of workers taking part in Workshop Schools, Trade Learning Centers and Employment Workshops, by gender, program and region.	Statistical Yearbook (Ministry of Labour) (FPE – 13).
6.4 Workers taking part in actions belonging to active employment policies, by kind of action and gender.	Number of workers that the current year, have started an action belonging to active employment policies, by kind of action and gender.	Statistical Yearbook (Ministry of Labour) (PMT – 04).

## 7. Accidents at work

7.1 Accidents at work implying off work time, by seriousness, gender and worker's age.	Number of accidents at work implying off work time, by seriousness, gender and worker's age, out of the information contained in the accident report communicated to the Social Security.	Survey on Accidents at Work and Occupational Diseases. (Ministry of Labour). Once a month (ATE – 1.3).
7.2 Occupational Diseases by gender and worker's age.	Number of occupational diseases implying off work time or not, by gender and worker's age out of the information contained in the accident report communicated to the Social Security.	Survey on Accidents at Work and Occupational Diseases. (Ministry of Labour). Once a month (ATE – 36).

## 8. Social cohesion

8.1 Poverty-risk rate, by age and gender.	Percentage of the population living at homes, and whose total equivalent income is under 60% of the median equivalised income.	Survey on Living Conditions. National Statistics Institute. Once a year (Table 3.1).
8.2 Poverty-risk rate evolution, by gender and age.	Evolution (2004 – 2010) of the poverty-risk rate, by age and gender.	Survey on Living Conditions. National Statistics Institute. Once a year (Table 1.2).



9. Salary gap		
9.1 National Annual Average Income by worker, by gender and main group of occupation.	The National Annual Average Income by worker involves the whole incomes either in cash or in kind. Here are included: gross incomes (before contributions to Social Security System and deductions over the Income Taxes are made) by gender and main group of occupation.	Annual Wages Structure Survey. National Statistics Institute. Every four years (Table 2.2).
9.2 National and regional earning per hour, by gender and group of activity.	National and regional earning per hour by worker, involves either in cash or in kind. Here are included: gross incomes (before contributions to Social Security System and deductions over the Income Taxes are made) by gender and main group of occupation.	Annual Wages Structure Survey. National Statistics Institute. Every four years (Table 4.1).
9.3 Percentage of workers in terms of their incomes related to the minimum wage by kind of working day and gender.	It involves the percentage of workers in terms of their incomes related to the minimum wage (related to the period of incomes) by kind of working day and gender.	Annual Wages Structure Survey. National Statistics Institute. Every four years (Table 1.2).

## b. Improving conciliation and shared responsibility

<b>Indicator</b> <b>IMPROVING CONCILIATION BETWEEN FAMILY, PROFESSIONAL AND PERSONAL LIFE AND SHARED RESPONSIBILITY</b>		
INDICATOR	DESCRIPTION AND CALCULATION	SOURCE
<b>1. Use of time distribution</b>		
1.1 Average minutes dedicated to home and family by gender, age, marital status, educational level, household size, related to the activity and professional situation.	Percentage of people that do their activities the day long and average time (in minutes) dedicated to family and home activities by gender, age, marital status, educational level, household size, related to the activity and professional situation.	Time Use Survey. 2009 – 2010. National Statistics Institute (Table 1.15).
1.2 Average minutes dedicated to develop a paid job by gender, age, marital status, educational level, household size, related to the activity and professional situation.	Percentage of people that do their activities the day long and average time (in minutes) dedicated to develop a paid job by gender, age, marital status, educational level, household size, related to the activity and professional situation.	Time Use Survey. 2009 – 2010. National Statistics Institute (Table 1.8).
1.3 Average minutes dedicated to oneself education by gender, age, marital status, educational level, household size, related to the activity and professional situation.	Percentage of people that do their activities the day long and average time (in minutes) dedicated to oneself education by gender, age, marital status, educational level, household size, related to the activity and professional situation.	Time Use Survey. 2009 – 2010. National Statistics Institute (Table 1.11).

1.4 Average minutes dedicated to spare time by gender, age, marital status, educational level, household size, related to the activity and professional situation.	Percentage of people that do their activities the day long and average time (in minutes) dedicated to spare time by gender, age, marital status, educational level, household size, related to the activity and professional situation.	Time Use Survey. 2009 – 2010. National Statistics Institute (Table 1.30).
1.5 Average minutes dedicated to the main activities by gender, age, marital status, educational level, household size, related to the activity and professional situation.	Percentage of people that do their activities the day long and average time (in minutes) dedicated to the main activities by gender, age, marital status, educational level, household size, related to the activity and professional situation.	Time Use Survey. 2009 – 2010. National Statistics Institute (Table 1.3).
1.6 Average minutes dedicated to the main activities by gender and region.	Percentage of people that do their activities the day long and average time (in minutes) dedicated to the main activities by gender and region.	Time Use Survey. 2009 – 2010. National Statistics Institute (Regional table – 1.3).

## 2. Leaves and paternity / maternity leaves

2.1 Leaves for dependent care by gender, region and province.	Number of leaves demanded to care of a relative by gender, region, province and kind of care: a relative or children.	Statistics Yearbook (Ministry of Labour) (Tables PMA – 03, PMA 04, PMA 05).
2.2 Maternity leaves by gender, region and province.	Number of maternity leaves for both men and women, taking account of the granted economic benefits by gender, region and province.	Social Security Statistics. Other grants. 2010-2011 (Ministry of Labour).
2.3 Paternity leaves, by gender, region and province.	Number of paternity leaves for both men and women, taking account of the granted economic benefits by gender, region and province.	Social Security Statistics. Other grants. 2010-2011 (Ministry of Labour).

### 3. Schooling from 0 to 3 years

<p><b>3.1 Net Enrollment Rate</b> from 0 to 3 years old, by age and region.</p>	<p>Percentage of schooling of child population (0 to 3 years old), by age and region.</p>	<p>Education Statistics. Once a year. (Ministry of Education) (Table D 1.3).</p>
<p><b>3.2 Student body enrolled,</b> from 0 to 3 years old, by gender, age and region.</p>	<p>Percentage of student body enrolled in both private and public Primary Schools by gender, age and region.</p>	<p>Education Statistics. Once a year. (Ministry of Education) (Table 2 Non-university education).</p>

## c. Social Protection Measures

Indicator <b>SOCIAL PROTECTION MEASURES</b>		
INDICATOR	DESCRIPTION AND CALCULATION	SOURCE
<b>1. Contributory and non contributory pensions</b>		
1.1 Early retirement and permanent disability pensions and average grant by seriousness, gender and Social Security scheme.	Involves the number of early retirement and permanent disability pensions and average grant by seriousness, gender and Social Security scheme (general, self-employment, farmers, domestic service).	Statistics Yearbook (Ministry of Labour) (PEN – 04).
1.2 Old-age pensions and average grant, by gender and age.	Number of old-age pensions and average grant, by gender and age.	Statistics Yearbook (Ministry of Labour) (PEN – 06).
1.3 Widowhood pensions and average grant by gender and age.	Number of widowhood pensions and average grant, by gender and age.	Statistics Yearbook (Ministry of Labour) (PEN – 07).
1.4 Orphans' pensions and average grant by gender and age.	Number of orphans' pensions and average grant, by gender and age.	Statistics Yearbook (Ministry of Labour) (Pen – 07).
1.5 People granted with a non contributory pensions by gender, kind and age.	Number of people granted with a non contributory pension and by gender, age and kind.	Statistics Yearbook (Ministry of Labour) (PEN – 01).

## 2. Unemployment benefits

2.1 People granted with an unemployment benefit, by benefit's kind, gender, age and period.	Number of people granted with a unemployment benefit of any kind (contributory, non contributory, temporary).	Social Protection Statistics (National Statistics Institute). Once a year (Table 2.1).
2.2 Unemployment Coverage Rate	Percentage of the population granted with any kind of unemployment benefit (tables out of the information contained in PRD 01/MLR 08).	Statistics Yearbook (Ministry of Labour) (Tables PRD 01 and MLR 08).
2.3 Gross daily average quantity granted to perceivers of unemployment benefits by gender, age and period.	Gross daily average quantity (Social Security contributions included) belonging to people granted with any unemployment benefit by gender, age and period.	Social Protection Statistics (National Statistics Institute). Once a year (Table 2.5).

## 3. Maternity and paternity grants

3.1 Maternity grants by region, gender, quantity and period.	Number of maternity grants by region, gender, quantity and period.	Social Protection Statistics (National Statistics Institute). Once a year (Table 6.1).
3.2 Paternity grants by region, gender of the beneficiary, quantity and period.	Number of paternity grants by region, gender of the beneficiary, quantity and period.	Social Protection Statistics (National Statistics Institute). Once a year (Table 6.2).

## d. Economic recovery measures

Indicator <b>ECONOMY RECOVERY MEASURES</b>		
INDICATOR	DESCRIPTION AND CALCULATION	SOURCE
<b>1. Existing companies. Registrations and deregistration</b>		
1.1 Enterprises with employed people, depending on the enterprise's size, kind and gender.	Number of enterprises with hired workers, by size, legal form, and number of workers classified by genders.	Statistics Yearbook (Ministry of Labour) (EMP – 04).
1.2 Registration and deregistration of enterprises with employees and their workers by gender and kind of enterprise.	Number of registration and deregistration of enterprises with employees and their workers by gender and legal form.	Statistics Yearbook (Ministry of Labour) (EMP – 07).
1.3 Registration and deregistration of enterprises with employees and their workers by gender and size of the enterprise.	Number of r Registration and deregistration of enterprises with employees and their workers by gender and size of the enterprise.	Statistics Yearbook (Ministry of Labour) (EMP – 08B).
1.4 Enterprises with employed people, depending on the enterprise's size, kind and gender, by regions and provinces where they have working centers.	Number of enterprises with employed people, depending on the enterprise's size, kind and gender, by regions and provinces where they have working centers.	Statistics Yearbook (Ministry of Labour) (EMP – 18).

1.5 Registration of enterprises with employed people and their workers, by gender, region, province where they have working centers.	Number of enterprises with employed people, depending on the enterprise's size, kind and gender, by regions and provinces where they have working centers.	Statistics Yearbook (Ministry of Labour) (EMP – 19 y 20).
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## 2. Business creation in emerging sectors

2.1 Registration and deregistration of enterprises and their workers, by sectors and activity.	Number of registration and deregistration of enterprises with employed people and their workers, by sectors and activity.(until two unities of CNAE. 2009).	Statistics Yearbook (Ministry of Labour) (EMP – 06).
2.2 Registration of enterprises by the main activity (emerging sectors).	Number of registrations of enterprises with employed people and their workers, by the main activity (divisions CNAE. 2009) related to emerging sectors, legal form and number of employees.	Central Directory of Companies (CDC) National Statistics Institute. Once a year (Table 3.4).

## 3. Self-employed workers. Registration and deregistration movements

3.1 Workers in the Especial Social Security Scheme for Self-employed, by gender, period, age, Social Security scheme and region.	Number of workers in Especial Social Security Scheme for Self-employed, by gender, period, age, Social Security scheme and region.	Social Security Statistics. Every three months (Ministry of Labour).
3.2 Workers registered in the Social Security System by gender, age, labour dependency and Social Security scheme.	Number of workers registered in the Social Security System by gender, age, labour dependency (employed, self-employed) and Social Security scheme (general, farmers, self-employed, domestic servants).	Statistics Yearbook (Ministry of Labour) (AFI – 01).



<p><b>3.3 Workers registered and deregistered by gender, labour dependency and Social Security scheme.</b></p>	<p>Number of workers registered in the Social Security System as self-employed by gender, age, labour dependency and Social Security scheme (general, farmers, self-employed, domestic servants).</p>	<p>Statistics Yearbook (Ministry of Labour) (AFI – 10).</p>
<p><b>3.4 Registered self-employed workers with or without employees.</b></p>	<p>Number of workers registered in the Social Security System as self-employed with or without employees, by gender and age.</p>	<p>Statistics Yearbook (Ministry of Labour) (AFI – 30).</p>

## e. Measures to bring out the hidden economy

Indicator <b>MEASURES TO BRING OUT THE HIDDEN ECONOMY</b>		
INDICATOR	DESCRIPTION AND CALCULATION	SOURCE
<b>1. Mainly female professional activities</b>		
1.1 Workers registered in the Social Security Special Scheme for domestic servants.	Number of people registered in the Social Security Special Scheme for domestic servants.	Social Security Statistics. Once a month (Ministry of Labour).
1.2 Workers registered in the Social Security System, by scheme and gender, and by professional sector and activity (domestic).	Number of workers registered in the Social Security System, by scheme and gender, and by professional sector and activity (Section 97th: people employing domestic servants at their homes).	Statistics Yearbook (Ministry of Labour) (AFI – 03).
1.3 Workers registered in the Social Security System, by scheme and gender, and by professional sector and activity (social services).	Number of workers registered in the Social Security System, by scheme and gender, and by professional sector and activity (Section 88th: social services activities without accommodation).	Statistics Yearbook (Ministry of Labour) (AFI – 03).
1.4 Non professional dependents caregivers (special convention).	Number of non-professional dependents caregivers (special convention in the context of the IMSERSO) by gender, age, region and province.	Statistics of the System of Independency and Dependent Adult Care. Once a year. (Ministry of Health).

## f. Women in vulnerable groups

Indicator		
WOMEN IN VULNERABLE GROUPS		
INDICATOR	DESCRIPTION AND CALCULATION	SOURCE
<b>1. Disabled women</b>		
1.1 Disabled people over 16 years old occupied or unoccupied, by region, age and gender.	Number of disabled people over 16 years old occupied or unoccupied, by region, age and gender.	Disability, Personal Independence and Dependency Situations Survey (National Statistics Institute) 2008 (Employment and Education by Regions. Table 1.1).
<b>2. Female agricultural workers</b>		
2.1 Occupied people by activity sector (farming) gender and socioeconomic situation.	Number of occupied people by activity sector (farming) gender and socioeconomic situation (land owner, professionals, experts, operators...)	Labour Force Survey (LFS) National Statistics Institute (NSI). Every three months (Table 3.28).
2.2 Unemployed by gender and activity sector (farming). Absolute values and percentages respecting genders.	Number of unemployed people by gender and activity sector (farming). Absolute values and percentages respecting genders.	Labour Force Survey (LFS) National Statistics Institute (NSI). Every three months (Table 4.24).

### 3. Romany people

**3.1** Roma people depending of their socio professional situation, by age, gender and region.

Number of Roma people depending of their socio professional situation (occupied, unoccupied, unemployed) by age, gender and region. (\*).

Roma People Employment Survey (Foundation for Romani Secretariat) 2008.

### 4. Immigrant Population

**4.1** Actives by nationality, gender and age group.

Number of active people by nationality, gender and age group.

Labour Force Survey (LFS) National Statistics Institute (NSI).  
Every three months (Table 2.7).

**4.2** Occupied people by nationality, gender and age group.

Number of occupied people by nationality, gender and age group.

Labour Force Survey (LFS) National Statistics Institute (NSI).  
Every three months (Table 3.4).

(\*) Estimated on the basis of a personal survey (1.500 m.u.) over the total Gypsy population by age, gender and Autonomous Community.

# five



## SUMMARY TABLE





## Summary table

### JOB IMPROVEMENT

#### SELECT INDICATORS

SSGI (\*)

#### 1. Economically Active Population

1.1. Active population by gender, age, period and region. E.1.1

1.2. Activity rate by gender, age, period, and region. E.1.2

#### 2. Economically Inactive Population

2.1. Inactive people by main inactivity, gender and region. E.1.4

2.2. Inactive people by main inactivity, gender and age group. E.1.4

2.3. Inactive people by main inactivity, gender and reasons to not looking for a job. E.1.5

#### 3. Occupied people

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3.2. Employment rate by gender, age and region.

3.3. Occupied people by gender, economic sector and socioeconomic situation. E.2.1

3.4. Occupied people by gender, professional situation and kind of activity. E.2.2

3.5. Occupied people by gender, kind of working day, age, kind of activity and professional situation. E.1.9

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3.7. Registered contracts by gender and finished studies level.

3.8. Registered contracts by gender, age, sectors and activity. E.1.22

3.9. Registered contracts by gender and kind of working day, durability and modality.

3.10. Permanent contracts having recourse to the measures for the promotion of employment, by gender, age, region and province.

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3.12. Social Security System registrations, by gender, age, scheme and period.	E.1.24
<b>4. Unemployed people</b>	
4.1. Unemployed people by gender, age and region.	E.1.14
4.2. Unemployed people by gender, age and time they have been looking for a job.	
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4.4. Registered unemployment by age of the registration, gender and age group.	E.1.16
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5.1. Workers affected by an Employment Regulation Order, by extension, enterprise's size and gender.	
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7.1. Accidents at work with off-work period, depending on the seriousness by gender and age.	T.5.9
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## IMPROVING CONCILIATION BETWEEN FAMILY, PROFESSIONAL AND PERSONAL LIFE AND SHARED RESPONSIBILITY

### SELECT INDICATORS

SSGI (\*)

#### 10. Time use distribution

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10.2. Average minutes dedicated to oneself education by gender, age, marital status, educational level, household size, related to the activity and professional situation. C.1.2

10.3. Average minutes dedicated to oneself education by gender, age, marital status, educational level, household size, related to the activity and professional situation. C.1.3

10.4. Average minutes dedicated to spare time by gender, age, marital status, educational level, household size, related to the activity and professional situation. C.1.6

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SSGI (\*)

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13.2. Old-age pensions and average grant, by gender and age.	P.1.2
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13.3. Widowhood pensions and average grant by gender and age.	P.1.3
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13.4. Orphans' pensions and average grant by gender and age.	P.1.4
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13.5. People granted with a non contributory pensions by gender, kind and age.	
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#### 14. Unemployment benefits

14.1. People granted with an unemployment benefit, by benefit's kind, gender, age and period.	
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## ECONOMY RECOVERY MEASURES

### SELECT INDICATORS

SSGI (\*)

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16.1. Enterprises with employed people, depending on the enterprise's size by legal form and gender.

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16.5. Enterprises with employed people, depending by gender, region and province.

#### 17. Business creation in emerging sectors

17.1. Registration and deregistration of enterprises and its employees by economic sector and kind of activity.

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#### 18. Self-employed workers. Registration and deregistration

18.1. Workers in the Especial Social Security Scheme for Self-employed, by gender, period, age, and region.

18.2. Workers registered in the Social Security System by gender, age, labour dependency and Social Security scheme.

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18.4 Registered self-employed workers with or without employees.

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### SELECT INDICATORS

SSGI (\*)

#### 19. Mainly female activities

19.1. Workers registered in the Social Security Special Scheme for domestic servants.

19.2. Workers registered in the Social Security System, by scheme and gender, and by professional sector and activity (domestic).

19.3. Workers registered in the Social Security System, by scheme and gender, and by professional sector and activity (social services).

19.4. Non professional dependents caregivers (special convention).

## WOMEN IN VULNERABLE GROUPS

### SELECT INDICATORS

SSGI (\*)

#### 20. Disabled women

20.1 Disabled people over 16 years old occupied or unoccupied, by region, age and gender. V.2.1

#### 21. Farmer women

21.1. Occupied people by activity sector (farming) gender and socioeconomic situation.

21.2. Unemployed by gender and activity sector (farming). Absolute values and percentages respecting genders.

#### 22. Roma people

22.1 Roma people depending of their socio professional situation, by age, gender and age group. V.4.7

#### 23. Immigrants

23.1. Active women by nationality, gender and age group.

23.2. Occupied women by nationality, gender and age group.

SSGI (\*). State System of Gender Indicators

# six



## ANNEXES





## Applicable legislation

- Urgent Measures to Update the Labour Market Law, 35/2010, September 17.
- Sustainable Economy Law, 2/2011, March 4.
- Supplementary Organic Law to the Sustainable Economy Law, 2/2011, March 11, that modifies the Organic Law 5/2002, June 19 about "Qualifications and Professional Training"; 2/2006, May 3, about Education and 6/1985, July 1, about "Judicial Authority".
- Urgent Measures to Boost Transition to Steady Jobs and Professional Requalification of Unemployed People Royal Decree Law, 1/2011, February 11.
- Urgent Measures to Increase Employability and Update Active Employment Policies Royal Decree Law, 3/2011, February 18.
- Measures for the Regularization and Control of Informal Economy and to Boost Building Restoration Royal Decree Law, 5/2011, April 29.
- Update, Adaptation and Modernization of the Social Security System Law, 27/2011, August 1.
- Farms Shared Ownership Law, 35/2011, October 4.
- Royal Decree Law 3/2012 of February 10th, for urgent action to reform the labor market.
- Royal Decree 1620/2011 of 14 November, which regulates the special employment relationship characteristic of the private domestic sector.

## Information sources used to elaborate statistics and gender indicators

- **GENERAL DIRECTORY OF COMPANIES.** It involves in a single system of information, every Spanish company and their branches. Its basic aim is to contribute to the elaboration of economic researches by spot checking. It is updated once a year, and the new system starts every January 1st. Statistics about the results, by region, legal form, main economic activity and range of employed people are published. The general directory gives information related to registration and deregistration classified by economic sector, legal situation and range of employees. [www.ine.es](http://www.ine.es)
- **LABOUR FORCE SURVEY.** It consists of a permanent research published every three months for the families that the National Statistics Institute has been publishing since 1964. Its aim is to get information about the labour force and its situation (occupied unemployed...) as well as about people out of the labour market (unoccupied). The initial sample consists of 65.000 families each quarter that in practice reduces to 60.000 interviewed families that mean about 180.000 people. [www.ine.es](http://www.ine.es)
- **WAGE STRUCTURE SURVEY.** Statistical operation carried out every four years (from the results of the 2002 survey) elaborated in the framework of the European Union with commonly determinate methods and contents. Its aim is to get results about wages and their distribution, suitable to be compared between the member States. This survey studies the wages distribution depending on many factors such as gender, profession, activity sector or size of the enterprise, between others. [www.ine.es](http://www.ine.es)
- **LIVING CONDITIONS SURVEY.** Survey published once a year targeted to households in the wider group of coordinated statistics for the members of the European Union. This survey allows the



European Commission to count on a first range instrument to study poverty and inequality, the progress of social cohesion in the Union territory, the study of people's necessities and the impact of economic and social policies over people and households. It is also a big help for the design of new policies. [www.ine.es](http://www.ine.es)

- **SURVEYS ON WORKING CONDITIONS AND LABOUR RELATIONS.** They come from the Labour and Social Affairs Yearbook and from the Labour Statistics Bulletin. In the Labour Relations section, Working Accidents and Occupational Diseases are presented separately, as well as Effective Average Working Day and Overtime, Minimum Wage, Salary Guarantee Fund, Mediation, Arbitration and Conciliation, Employment Regulation, Collective Agreements, Labour Court affairs, Strikes and Lock-outs. [www.ine.es](http://www.ine.es)
- **LABOUR STATISTICS. MINISTRY OF LABOUR STATISTICS YEARBOOK.** The yearbook collects the main social and labour information in Spain and in the European Union divided in seven chapters: Labour Market; Immigration and Emigration; Labour Market Policies, Professional Training and Employment Support; Working Conditions and Labour Relations; Social Security Grants and other kinds of social protection; Economic Information; European Union Summarized Statistics. It is published once a year. [www.ine.es](http://www.ine.es)
- **LABOUR STATISTICS. MONTHLY BULLETIN (Ministry of Labour).** This bulletin collects the main social and labour information in Spain, divided in statistical ranges with information from the last ten years and the last eighteen months in case of information published every month, or from the last sixteen terms when the information is published every three months. Its content is divided into four groups: Labour Market; Working Conditions and Labour Relations; Social Protection and other statistics. Each group is updated as information is gotten at the envisaged date settled for each statistic's publication. [www.ine.es](http://www.ine.es)
- **STATISTICS. NATIONAL EMPLOYMENT SERVICE (SEPE).** Statistic information got out from the Information System of the Public Employment Services SISPE that shares the basic information got by the National and Regional Employment Services in the scopes of Active Employment Policies and Unemployment Benefits. The statistics, monthly published, refers to Jobseekers; Registered Unemployment and Registered Contracts the last day of the current month. [www.ine.es](http://www.ine.es)

- **EDUCATION STATISTICS (Ministry of Education).** Disposal information is introduced as Information and Statistics of the Academic Year and the Figures of Education in Spain, Statistics and Indicators. Both publications are published every year by the Ministry of Education. Education indicators are published by the Assessment Institute. [www.educacion.gob.es](http://www.educacion.gob.es)
- **INDEPENDENCE SYTEM AND DEPENDENT ADULT CARE PROGRAMMEMES. STATISTICS (SAAD) (Ministry of Health).** Statistics about SAAD management are introduced by the different Public Authorities implied in their management. [www.msps.es](http://www.msps.es)

## Level of disaggregation of the gender indicators and statistics

From the gender point of view disaggregation of information aims at distinguishing available information over the different situations, in gender or geographical terms. Besides, it allows to highlight situations that are not clear when information is aggregated so differences or gender inequalities are hidden as happens when classifications are too many aggregated, when talking about level of occupation, death, diseases... Thus the importance that each organism analyzes the disaggregated information after studying them under the shape of general categories to allow them to be observed under the light of reality experimented by specific groups of men and women.

In the geographical scope, for instance, many indicators can show no relevant gaps between men and women if the information refers to the whole national population.

To the disaggregation of the information, when possible, it is necessary to take account of:

- Rural and urban scopes.
- Regions, provinces, municipalities.
- Age groups.
- Socioeconomic classifications.
- Subgroups of specially discriminated women (disabled, immigrants, women in risk of being excluded...)

# List of European Labour Indicators

## Key Structural Indicators

1. Unemployment Rate.
2. Employment Rate (total).
3. People Between 55 and 65 years old Employment Rate.
4. Activity Rate.
5. Long Term Unemployment Rate.
6. Creation of Businesses.
7. Survival Rate of the Newly-born Enterprises.
8. Employment Increase.
9. Trends in Matter of Working Accidents.
10. Participation in Education and Formation.
11. Educational Resources Investment.
12. Continuous Professional Training Participation.
13. Average Age to Get Out of The Labour Market.
14. Salary Gap Between Men And Women
15. Early School Leavers.
16. Unemployment Trap.
17. Tax Burden of the Lowest Incomes.
18. Regional Differences. Variation Coefficient.

## Key Non-structural Indicators

1. Transitions in Function of Wages Level.
2. Increase of Labour Productivity Per Capita.
3. Increase of Labour Productivity Per Working Hour.
4. Transitions in Function of Employment Situation.
5. Preventive Actions.
6. New Beginning (A).
7. New Beginning (B).
8. Activation Measures for Long Term Unemployed People.
9. Monitoring of the Participants In An Active Measure.
10. Diversity of Working Modalities 1 (part-time + fixed-term contracts + self employment).
11. Diversity of Working Modalities 2 (atypical job).
12. Diversity of Working Modalities 3 (self employment).
13. Transitions for Kind of Contract.
14. Trends in Occupational Diseases Matters.
15. Transparency in Employment Offers.
16. Level of Studies in 22 years old People.
17. Gender Inequalities in Employment.
18. Gender inequalities in Unemployment.
19. Effects that Parental Responsibility has over employment.
20. Childcare.
21. Differences in the Unemployment Rate Affecting Disadvantaged people.
22. Differences in the unemployment rate between European Union countries and third countries.

# Glossary

## A

### **Activity Rate**

Relation between active population and labour force (ages from 16 to 64 years old).

### **Analysis by gender**

Study of the different conditions, necessities, participation rates, access to resources, development, active control, decision power... between men and women as a consequence of their traditional roles.

### **Assisting Spouses**

People married with (usually) self-employed people that help him or she with his / her work neither being paid nor registered in the Social Security System.

### **Associated Rights**

Social Security or permanent residence rights that belong to someone as a result of his /her relationship with another subject.

## B

### **Balancing Participation of Men and Women**

Distribution of power and decision-making positions (between 40 to 60% per gender) between men and women in all the spheres, that means an important step towards equality.

## C

### **Civil Society**

Voluntary and community groups, non-governmental organizations (NGO) trade unions...

### **Comparative Assessment**

Settle of a rule, criteria, preference, that allows objectives to be fixed and the assessment of the progresses.

### **Conciliation (between professional and family lives)**

Introduction of leaves for family and parental reasons to childcare and elderly care; creation of a working environment that makes easy both men and women to combine professional and family responsibilities.

**Childcare**

Provision of services both public and private, supplied individually or collectively to attend children's necessities, as well as their parents'.

**D****Democratic Deficit**

Consequences that over the democratic system has an unequal participation of men and women.

**Dependent care**

Assistance to young, elderly or disabled people who depend on others.

**Different Roles Depending on Genders**

Attitudes and behaviors attributed to men and women, following the rules of the "Gender Social Contract".

**Direct Discrimination**

Situation where a person is discriminated because of his / her gender, ethnic origin, religious beliefs, disability, age or sexual orientation.

**Disaggregated Information by Gender**

Collect and exposition of statistics by gender that make possible a comparative analyses taking account of the gender peculiarities.

**Disaggregation of the Labour Market**

Policies whose aim is to reduce or to eliminate both vertical and horizontal segregation in the labour market.

**Disaggregated Statistics by Gender**

Collect and exposure of statistical information by gender to get to a comparative analysis.

**Diversity**

Attitudes, culture, believing, ethnic origins, sexual orientation, skills, and abilities or in short life experience of people in a group. Diversity is one of the main principles in the European Union and was one of the aims when integration process was boosted. It refers to a group of conscious practices that recognizes and tolerates differences. Nowadays, European Union values boost a wider knowledge about diversity advantages and the fight against discrimination in the bosom of societies. The main objectives of the European Commission are avoiding people to suffer any kind of discrimination because of their ethnic origin, religion, believes, disability, age or sexual orientation.

**Division of Labour (depending on the gender)**

Division of paid and unpaid jobs between men and women, in private and public spheres, depending on the roles that traditionally have been allocated.

**Domestic Violence**

Every kind of physical, sexual or psychological violence putting in danger safety or wellbeing in a family. Having recourse to physical force or to emotional blackmailing; menaces or sexual violence, in the bosom of a family or at

home in general. Here, are included child abuse, incest, wife beating, sexual abuses or any kind of abuse, against anyone living under the same roof.

## E

### **Employment (paid, irregular and low quality job)**

Occasional and usually not ruled by a legal contract job, not protected neither by an incomes agreement nor by social protection.

### **Equal Opportunities Between Men and Women**

Elimination of every gender barrier to economical, political and social participation.

### **Equal Pay for Equal Work**

Equality in the incomes for a work equally valued, avoiding discrimination for gender or marital status reasons, in no aspect related to job or economical conditions.

### **Equal Treatment**

Right implied in the European Citizenship. The Treaty of Amsterdam added a new article to the Treaty, reinforcing the non-discrimination principle. With this new article the Council is able to start up actions to fight against discrimination for gender, ethnic origin, religion or ideology, disability, age or social orientation reasons.

### **Equal Treatment Between Men and Women**

Inexistence of direct or indirect discrimination for gender reasons.

### **Equality Between Genders**

Situation in which every human being is able to develop its personal capacities and to take decisions without any limit coming from traditional roles, and where necessities and aims of both men and women are valued and promoted equally.

### **Equality Dimension**

Related to equality under any circumstances.

### **Ethnic Group**

Group of people that shares a genealogical inheritance. The ethnic groups with the same historic past are related to a culture, a language and sometimes a religion or a belief or a common tradition.

### **European Directives Promoting Equality Between Men and Women**

Directives that extend the principle of "equal treatment" that in the Treaty of Rome only referred to incomes. This principle has extended to: employment access, education, professional promotion, working conditions (Directive 76/207/CEE), to the Social Security legal schemes (Directive 79/7/CEE), to the Social Security professional schemes (Directive 86/378/CEE), to self employed people (Directive 86/613/CEE); to the pregnant workers or new-mother or in breastfeeding time (Directive 92/85/CEE) and to the parental leave (Directive 96/34/CE). Between the legislation recently implemented, we highlight: Directive 2004/113/CE that applies equal treatment to the access of goods and services and their supply; Directive 2006/54/CE about the application of the "equal treatment" principle to the equal



opportunities, in jobs and occupations; Directive 2010/41/UE about equal treatment between elf employed men and women, that repeals the Directive 86/613/CEE.

## F

### **Family Helping**

Member of a family that works in a family business such as a farm, a shop, a little business or a professional trade. They are usually wives, sons or daughters.

### **Family Reasons Leave**

Right to leave work for family reasons, shared or not between parents.

### **Female Human Rights**

Women and girls rights, including reproduction ones, as an inalienable and indivisible part of the Universal Human Rights.

### **Feminization of Poverty**

Trend to the increase of the incidence and permanence of poverty among women.

### **Fleible Timetable**

Working-day formula that offers different possibilities to define worked hours, turnovers or working timetables by day, by week, by month or by year.

## G

### **Gender**

Social differences between men and women (not biological) that have been implemented in our societies. They can change with time and are very different from a culture to another.

### **Gender Analysis**

Analysis and assessment of policies, programmes and institutions in reference to their application of gender criteria.

### **Gender Audit**

Policies, programmes and institutions analysis and assessment, in reference to their application of gender criteria.

### **Gender Differences**

Differences between men and women in connection with their levels of participation, access to the resources, rights, incomes or benefits.

### **Gender Digital Gap**

Differences between genders, respecting to the use of information and communication technologies main indicators.

### **Gender Dimension**

In any situation, related to differences in gender's lives originated by the traditional roles.

### **Gender Equity**

Equality of treatment between men and women. Can mean exactly the same treatment or a different one if the difference means equivalence in terms of rights, benefits, obligations and opportunities.

### **Gender Mainstreaming**

Integration of the gender perspective in all the policies in order to boost effective equality between men and women.

### **Gender Perspective**

Taking account on differences between men and women in any activity or policy scope.

### **Gender Sensitive Planning**

Active plans approach that includes as variable or as key criteria the differences that affect men and women and that try to incorporate positively those differences in policies and actions.

### **Gender System**

Socioeconomic and politic structure that keeps and extends the traditional male / female role, as well as those activities traditionally attributed to men and to women.

### **Glass Ceiling**

Invisible barrier as a result of a complexity made of structures and organizations controlled by men that prevents women to reach decision-making jobs.

## **H**

### **Hidden Unemployment**

Unemployed people that do not fulfill the demands to register in the National Employment Services.

### **Home Working**

Paid job that anyone does at home or anywhere, excepting the enterprise buildings, whose result is a product or service ordered by the enterprise, independently to who supplies equipments, materials or anything the employer may need.

## **I**

### **Illegal Employment**

Not-full-time and permanent job, but part-time, at nights, or at weekends, with a fixed-term contract, temporary job or subcontracted, at oneself home, tele-work or home-based work.

**Impact Evaluation by Gender**

Assessment of the future policies to analyze if they may affect women differently than men, in order to adapt them and to neutralize the discriminatory effects as well as to boost equality between men and women.

**Inactivity Rate**

Percentage of the population in working age (between 16 and 64 years old) out of the ensemble of people not registered as employed or unemployed.

**Income Differences between Men and Women**

Salary gap existing between men and women as a result of segregation in the labour market and of direct discrimination.

**Indirect Discrimination**

Situation that appears when a law, a regulation, a police, a practice... apparently neutral nevertheless has a disproportionate impact over the members of one or another gender, affects people by ethnic, religious, disability, age or social orientation, excepting if the given practice can be justified attending to a fair reason.

**Individual Rights**

Right directly linked to the person (opposite to associated rights)

**Informal Economy (undeclared work)**

Non-paid economic activities in direct profit of own, family, or friends household on a reciprocal basis, daily housekeeping included and a great amount of self-provisioning activities. Main or secondary professional activity, not very often registered in the Social Security System. Criminal activities not included.

**Integration of the Gender Perspective / Mainstreaming**

Systematic integration of situations, priorities and necessities related to men and women in every policy, regarding to promote equity between men and women and have recourse to every policy and general measures with the aim of reach real equality, taking account openly, from the draft stage its effects over the situations of men and women, when the moment of implementation, revision, and assessment, arrive.

**Integration of the Equality of Opportunities / Gender Perspective**

See "Integration of equality in the ensemble of policies."

**Invisible Barriers**

Attitudes that as a result of traditional rules and values prevent women to take part in society in general and in decision making process in particular.

## L

**Labour Force**

Every people that develop a job to produce economic goods or services, regarding the accounting system proposed by UN, in a determined period.

**Labour Market Segregation**

see "Segregation at work"

## M

### **Maternity Leave**

Women's right before or after giving birth for a time depending on law and national regulations.

### **Minimum Wage**

Salary level settled by law or agreement that means the lowest incomes than an employee may perceive.

### **Multiple Discrimination**

When different causes interact (birth, ethnic origin, religion or believes, disability, age or social orientation...) producing a specific form of discrimination.

## N

### **Non Discriminatory**

(referring to gender, not sexist) Without consequences (positive or negative) that make any treatment different between men and women.

### **Not Bothered by Gender Differences**

Related to policies, programmes and institutions that do not take account on particularities between men and women.

## P

### **Paid Job**

A job that implies the perception of an income in cash or in kind.

### **Parental Leave**

Workers individual right (non transferable) both for men and women to leave work for birth or adoption of a child.

### **Parity Democracy**

Society compound equally by men and women, where equal representation in policy decision centers is a previous condition to the general enjoyment of citizenship and where an equivalent participation rate (about 40 to 60%) is a democratic principle.

### **Part-time Job**

Job which timetable is shorter than usual or standard.

Shared Job: Situation where a job, incomes and conditions are shared (usually by two people) working according to determinate plans or turnovers.

### **Participation Rate**

Participation of a group (men, women, single parent families) as a percentage out of the global participation. It is usually used when talking about unemployment.

**Paternity Leave**

Men's right that can be enjoyed at once or in parts through one or various years, from the moment of the birth of a child, to carry out paternity responsibilities towards his child.

**Positive Action**

measures in favor of a given group in order to prevent and to avoid discriminations or to compensate disadvantages already existent. Sometimes they are known as "positive discrimination".

**Positive Discrimination**

See Positive Action.

**Preferential Treatment**

Treatment given to a person or to a group to allow them to get more advantages, rights, opportunities or better access to a situation par comparison with another person or group. Can be used positively through a positive action intended to eliminate a previous discriminatory practice, or negatively when is used to keep differences between a person or a group over the others.

**Prejudice**

Rushed opinion or preconception towards another human being or group of people, without knowing the facts or without assess them. Prejudices use to be reinforced by stereotypes and based in facts, beliefs or sensations that can extend their influence over the perception and the behavior.

**Professional Training**

Every kind of education regarding to get a qualification to develop a profession, a job, a task... or that gives their required skills.

## R

**Racist Group**

Organized groups that boost offensive attitudes and sometimes violent acts against people belonging to an ethnic, religious or social group.

**Recognition and Measurement of Unpaid Work**

Quantitative measure with valuation and included in National Supplementary Accounts (UN Accounting System) such as housekeeping, childcare, dependents care, cooking for the family and many other voluntary jobs.

**Regarding Genders Suitability**

When a policy or specific action is suitable regarding relations between genders, or equality between them.

**Regulation of Part-time Work**

Rules than order the scope and application of part-time jobs, to avoid every kind of discrimination of those workers, to increase its quality and to make it development in terms of personal option, easier.

**Relations Between Men and Women**

Relation and unequal distribution of men's and women's prerogatives that characterizes every sexist system.

### **Reproduction Rights**

The right that anyone or any couple has to decide how many children want to have and when to have them, as well as having the information to carry his / her / their decision out, and to reach the highest level of sexual and reproductive health.

### **Rights Individualization**

Development of tax and Social Security systems that gives rights directly to each person.

## **S**

### **Salary gap**

Differences in the average income between men and women.

### **Segregation**

Consist of separate or discriminate people belonging to different ethnics or social origins, and refers to this practice in the context of schools or public places. It means discrimination.

### **Segregation at work**

Men and women concentration in different kinds and levels of activity where usually women are in a lower range of activities (horizontal segregation) and to a lower range of jobs (vertical segregation).

### **Sensibility Regarding Genders**

That takes account on equality as a value.

### **Sex (biological sense)**

Biological characteristics that difference male and female.

### **Sexist or Sexual Violence**

Every kind of violence (through menaces, physical force, emotional blackmailing) Rape, abuse, sexual harassment, incest and pedophilia are included.

### **Share**

Part of something that must be given compulsory to a specific group following certain rules or criteria in order to save a misbalance. Usually appears in decision making processes, in education or in jobs.

### **Social Economy**

Group of economical activities that in the private sphere are carried out by entities that according to the principles of the Article number 4 of the Law 5/2011, March 29, on "Social Economy", following the common interest of their members, the general economic or social interest or both.

### **Social Gender ContractSegregation at Work**

Group of patterns (explicit and implied) that rule the relations between genders giving one another different values, jobs, responsibilities and obligations. This situation is divided into three levels: cultural superstructure (society rules

and values), institutions (protection systems for families, education and employment) and socialization process (in the bosom of the families).

**Statistical Discrimination**

Economic theory about inequality based on stereotypes against people or groups of people with whom one is not directly related. Statistical discrimination usually appears in the labour context. This theory says that it is possible that jobseekers not sharing the same values as the employer will not be hired in the first time or will be paid a lower income.

**Stereotype**

Opinions or ideas about the members of a group, or about a category of people completely based on the belonging to a certain group or category. Most of stereotypes imply negative points of view and prejudices.

**Studies on Women**

Academic approach, generally multidisciplinary about the female condition and about differences between men and women in every scope.

**Supplementary Account**

Official Account different from the General System of Accounting.

## T

**Time-use Survey**

Measurement about how people use their time, specially related to paid and not paid jobs, mercantile and non mercantile activities, spare time and time dedicated to oneself.

**Tolerance**

capacity to accept or respect the other's ideologies or values.

**Training (to a total incorporation to the decision making process)**

Access to resources and personal capacities development in order to take active part in the design of oneself life and community life in economic, social and politic terms.

## U

**Unemployment**

Percentage of people out of the Labour Force that are registered as unemployed, and ready to work.

**Unpaid Job**

A job that does not imply direct incomes.

## W

### **Wife Beating**

Violence over the women committed by their partners.

### **Working Dignity**

Right to be respected and especially right to work in a working environment free of sexual harassment or any other kind of harassment.











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