Assessment of the National Action Plan for Employment 2002 from a Gender Perspective

Spain

Copyright Disclaimer: This report was produced as part of the work of the European Commission’s Expert Group on Gender and Employment (EGGE) and was funded by the European Commission. The European Commission has granted permission for this report to be published in this website. The opinions and views expressed in this report remain the responsibility of the authors and authors alone, and should not be taken to be representative of the views of the European Commission.
ASSESSMENT OF THE 2002 NAP
FROM A GENDER PERSPECTIVE.
Spain.

María Luisa Moltó, Universitat de Valencia.

May 2002

Report for the European Commission’s Group of Experts
“Gender and Employment”
Introductory Note.

The objective of this brief report is to provide a summary assessment from the gender perspective of the Spanish NAP 2002. This will be done by answering the following questionnaire:

1/ Have the gender equality bodies been involved in the NAP’s preparation and how?

The gender equality bodies, mainly the central body Instituto de la Mujer, but also the regional ones, have provided statistical information and on the budget associated to the actions related to pillar IV of equal opportunities. However, they are not explicitly mentioned in the interministerial commission in charge of drawing up the NAP 2002, which is co-ordinated by the Ministry of Labour and Social Affairs.

A. National employment policy in context

1/ Assessment of how far this chapter addressed the specific gender gaps and gender developments in the national economic and employment context

No specific gender gaps are addressed in the NAP. Gender disaggregation of the active population, employed and unemployed does not give rise to comments on the gender gaps, neither to employment targets for women, despite the fact that Spain is one of the EU countries with wider gender gaps and further away from the Lisbon objective. There are just a few references to the use of working time in collective bargaining, the Observatory of Equal Opportunities for monitoring gender developments, and the social security rebates to promote female employment, that appear as key measures for gender equality.

B. National action to raise employment rates and improve quality at work

1/ Is the gender dimension taken into consideration

- in the analysis of the national strengths and weaknesses in terms of raising employment and identification of the main challenges between now and 2010? How?

There is no in depth analysis of weaknesses and strengths for rising employment. However, the gender dimension is taken into consideration as it is stated explicitly in the NAP 2002, that job creation has benefited, above all, women, but the rate of unemployment for women still doubles that of men.

The description of key measures to increase women’s employment is centered in job creation through social security rebates for contracting women; support to part-time employment; job finding measures for unemployed women and measures to help women enter the labour market such as public schooling for children 3 years old and reduction (though not complete elimination) of tax disincentives.

- in the initiatives undertaken to improve quality at work? How?

Women are indirectly benefiting from the reduction in the number of temporary contracts provided by the changes in labour regulations in 1997 and 2001. The high degree of temporality is seen as the main problem for improving quality at work, but no gender dimension is considered in this respect.
2/ Does the NAP set national medium-term targets in terms of employment rates overall and for women?
No employment targets are set in the NAP, neither overall nor for women.

C. Response to recommendations

1/ Does the NAP respond to the gender equality recommendations?

- Overall quality of the responses
Overall, the quality of the response to the gender equality recommendation is fairly satisfactory, as it treats both demand and supply side factors.

- Key measures undertaken to respond to specific recommendations
The measures undertaken relate to the supply and demand side of the labour market. Special training programmes for unemployed women; stable employment programmes, introduction of clauses in collective agreements tackling wage and promotion discrimination as well as leaves for family reasons, together with the integrated family support plan (p.11-12) are some of the measures undertaken to respond to specific recommendations.

D. Progress Report

1/ Analysis of gender mainstreaming in terms of

a) mechanisms
The most important mechanism for gender mainstreaming is the Observatory for Equal opportunities of women and men, that is still in the starting stage of planning its activities, with three commissions already being established (employment, education and social exclusion). More information appears in the report for the EGGE of Moltó on April 2002. Surprisingly, the NAP 2002 does not provide information on the Observatory neither in the assessment of 2001, nor in the measures proposed for 2002, related to guideline 16 of gender mainstreaming (p.62).

Other mechanisms exist such as the sectoral conference on women formed by all the regional equality bodies (p.61). Also the Agreement for Collective Bargaining, signed on December 2001 by the trade unions CCOO and UGT and the employer’s organisations CEOE and CEPYME includes recommendations for the application of equal opportunities between women and men. (p.18).

b) Policies: gender mainstreaming in the three first pillars:

- Are active labour market policies made available for women in proportion to their share of unemployment?
Women benefit from active labour market policies in proportion to the share of unemployment, as 58.7% of all actions for the unemployed had women as beneficiaries (p.22). The follow up of the unemployed participating in the different training and employment programmes show that despite the fact that a higher proportion of men (72%) than of women found a job in the following year, the percentage of women that found employment is relatively high (64%). In addition, the rate of women participating in training programmes finding jobs is 10.4 points higher than that of non-participating women. (p.28).

- Does the NAP pay attention to the gender impact of tax and benefit systems?
No in-depth analysis of the gender impact of the tax system appears in the NAP 2002, except for a brief comment on the reduction of disincentives to women’s participation
under the current income tax system, that allows the possibility of separate income
taxes of the members of the couple. On the other hand, part-time permanent contracts
benefit from a higher reduction of social security contributions for women than for
men. (p.49-50)

-Does the Naps include measures to improve women entrepreneurship?
The measures for improving women entrepreneurship are basically training (p.44) and
only pilot programmes affecting a relatively small number of women offer financial
help to set up a new business.

-Does the Nap include measures facilitating the access of women to lifelong
learning and in particular to IT training?
The NAP only indirectly facilitates the access of women to lifelong learning and
information technologies. There are 50,000 new places available for young people 16-
24 years old, but no specific target for women, except for a loose statement on equal
gender opportunities (p.33). In addition, there is no gender consideration in the
measures to increase the number of workers with atypical contracts in company
training plans, neither in training of the unemployed on information and
communication technologies (p. 34-35).

2/ Analysis per guideline of the IV Pillar
The analysis should contain a clear list of key measures and their assessment. The
analysis should highlight

-progress made in implementing previously announced measures, their results
impact and effectiveness

<table>
<thead>
<tr>
<th>Key measure</th>
<th>Assessment in 2001</th>
<th>Proposal for 2002</th>
</tr>
</thead>
<tbody>
<tr>
<td>Job placement actions for unemployed women</td>
<td>58.4% of the total number of actions. 1.4 actions per woman, on average.</td>
<td>Just to be continued.</td>
</tr>
<tr>
<td>Optima programme on recruitment and promotion of women in companies.</td>
<td>56 companies from different sectors affecting 107,878 employees.</td>
<td>Creation of an Equal Opportunities Certificate for companies.</td>
</tr>
<tr>
<td>Advice and guidance for self-employment of women.</td>
<td>68% of the total number of actions of self-employment. Guidance provided to 233 women; 112 business created.</td>
<td>To be continued and increased</td>
</tr>
<tr>
<td>Financial assistance to set up as business women</td>
<td>Affecting 200,000 women. 186 microcredits were provided</td>
<td>To be continued and increased</td>
</tr>
<tr>
<td>Training for business.</td>
<td>Affecting 23,840 women. 1080 business and 682 jobs were created.</td>
<td>To be continued and increased</td>
</tr>
<tr>
<td>Promotion of permanent contracts of women.</td>
<td>44% of the total number of contracts.</td>
<td>Programme for promoting employment: continuation of previous measures.</td>
</tr>
<tr>
<td>Stable contracts with reductions in social security contributions.</td>
<td>52.8% of contracts went to women.</td>
<td>Programme for promoting employment: continuation of previous measures.</td>
</tr>
<tr>
<td>Gender equality clauses in collective agreements.</td>
<td>Affecting 23,840 women 35.2% of women covered by collective agreements.</td>
<td>The Agreement on Collective Bargaining commits to carry out a study to achieve equal treatment.</td>
</tr>
<tr>
<td>Integrated family support plan, 2001-2004.</td>
<td>It includes 10 strategic lines of action and more than 50 measures; one of them was to increase the net rate of children attending nursery (8.6% for children up to 3; 88.4% for 3</td>
<td>The rate of nursery schooling to be increased substantially (at 15% for 0-2 years old and at 94% for 3 years old).</td>
</tr>
</tbody>
</table>
- new policy initiatives

Generally speaking a continuation of previous policies prevails throughout the NAP 2002, particularly in the equal opportunities pillar, where there appears practically no new relevant policy initiatives.

Only a few new measures can be highlighted. First, the in-depth study of the causes of gender inequalities in employment and the exploration of new measures, second, the creation of the Equal opportunities certificate to stimulate companies in equality policies, third, the promotion of job seeking actions for women victims of domestic violence, and finally, the development of the ISOS programme for the diagnosis of wage discrimination.

- budget allocation

The budget provided by the Instituto de la Mujer, devoted to Pillar IV of equal opportunities has significantly increased by 21%, on average, from 2001 to 2002, amounting to 14,559,551 Euros in 2002. By far the action that has suffered a higher increase (127%) is the advertising campaign for the conciliation of family and professional life, in contrast with only an 11% increase for the set of actions improving the employability of women. The budget for guidelines 16,17 and 18 provides the share contribution of the Structural Funds to all the measures financed by the Instituto de la Mujer or other departments of the Ministry of labour and social Affairs.

E. Statistical Information

1/ Are the requested indicators (see annex) in the NAPs?

Generally speaking the NAP2002 complies with the minimum list of indicators, except for a few of them, as shown in the table below. Further indicators are not submitted, but some additional breakdowns by gender are introduced.

<table>
<thead>
<tr>
<th>Area</th>
<th>Indicator</th>
<th>Source</th>
<th>Comment</th>
</tr>
</thead>
<tbody>
<tr>
<td>Prevention/input</td>
<td>PREV1</td>
<td>Not mentioned, probably INEM, SISPE</td>
<td>Provided in NAP2002 for the period 1 April 2001-31 March 2002</td>
</tr>
<tr>
<td>Prevention/input</td>
<td>PREV2</td>
<td>Not mentioned, probably INEM, SISPE</td>
<td>Provided in NAP2002 for the period 1 April 2001-31 March 2002</td>
</tr>
<tr>
<td>Prevention/output</td>
<td>PREV3</td>
<td>Not mentioned, probably INEM, SISPE</td>
<td>Provided in NAP2002 for the period 1 April 2001-31 March 2002</td>
</tr>
<tr>
<td>Activation/input</td>
<td>ACT1</td>
<td>Not mentioned, probably INEM, SISPE</td>
<td>Provided in NAP2002 for the period 1 April 2001-31 March 2002</td>
</tr>
<tr>
<td>Activation/output</td>
<td>ACT2</td>
<td>Not available</td>
<td>Not available</td>
</tr>
<tr>
<td>Activation/output</td>
<td>ACT3</td>
<td>Not available</td>
<td>Not available</td>
</tr>
<tr>
<td>Disadvantaged</td>
<td>DG1</td>
<td>No definition</td>
<td>Not available</td>
</tr>
<tr>
<td>-disabled</td>
<td>DG3</td>
<td>Breakdown by gender</td>
<td>INEM, Encuesta de Discapacidad</td>
</tr>
<tr>
<td>EO/elderly care</td>
<td>EO C10</td>
<td>Not mentioned</td>
<td>NAP 2002 provides</td>
</tr>
</tbody>
</table>
F. **Example of good practice**

*Is the example give by the member states relevant from a gender point of view?*

The example of good practice given by the NAP 2002 is the promotion of entrepreneurship in Navarra and País Vasco. It has a regional dimension but no gender dimension.