

# Gender Equality, Employment Policies and the Crisis in EU Member States

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## Synthesis Report 2009

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### **List of acronyms**

ALMP	Active Labour Market Policies
CEC	Commission of the European Communities
D/SFA	Department of Social and Family Affairs ( <i>Ireland</i> )
EGGE	Expert Group on Gender and Employment
ELQ	Equivalent or Lower Qualification ( <i>UK</i> )
EO	Equal Opportunity
ESF	European Social Fund
EU	European Union
GIA	Gender Impact Assessment
GM	Gender Mainstreaming
GYED	Child Care Benefit ( <i>Hungary</i> )
IEFP	Institute for the Employment and Vocational Training ( <i>Portugal</i> )
ILO	International Labour Organization
JA	Jobseeker's Allowance ( <i>Ireland</i> )
JB	Jobseeker's Benefit ( <i>Ireland</i> )
MEC	Ministry of Education and Culture ( <i>Cyprus</i> )
MEE	Ministry of the Employment and the Economy ( <i>Finland</i> )
MLSI	Ministry of Labour and Social Insurance ( <i>Cyprus</i> )
MLSA	Ministry of Labour and Social Affairs ( <i>Czech Republic</i> )
MS	Member States
NAP	National Action Plan
NRP	National Reforms Programme
p.p	Percentage points
PES	Public Employment Services
PTW	Points to Watch
R&D	Research and Development
SME	Small and Medium size Enterprises
SWS	Social Welfare Services
VAT	Value Added Tax
WWC	Women and Work Commission ( <i>UK</i> )

### **Country abbreviations**

AT	Austria	IT	Italy
BE	Belgium	LT	Lithuania
BG	Bulgaria	LU	Luxembourg
CY	Cyprus	LV	Latvia
CZ	Czech Republic	MT	Malta
DK	Denmark	NL	The Netherlands
DE	Germany	PL	Poland
EE	Estonia	PT	Portugal
EL	Greece	RO	Romania
ES	Spain	SI	Slovenia
FI	Finland	SK	Slovakia
FR	France	SE	Sweden
HU	Hungary	UK	United Kingdom
IE	Ireland		

## **EXECUTIVE SUMMARY**

In 2010 we find ourselves in a crucial period for gender equality where steps have been made in raising the profile of equality between women and men within the framework of the Employment Strategy yet the economic downturn presents a challenge to progress made. This report presents an analysis of the employment situation from a gender perspective. We have been fortunate to be able to rely on the expert assessment of members of the EGGE network on the situation in their own country and in synthesising this work we draw heavily on their views and opinions. The information in this report is rich and detailed and, in reviewing both quantitative trends in key employment measures and the evolution of policy, we have tried to synthesise the key Europe-wide issues while also capturing some of the particularities at the Member State level.

The impact of the crisis is consistent with previous crises, in that men suffer first because of their concentration in traded sectors and then women secondly when demand falls in consumer services and when cuts are made in public spending. However, unlike in previous crises, and thanks to their greater share of employment, women have also been hit in the first wave of this crisis – albeit to a lesser extent than men – and will be hit again as public spending is cut. The segregated nature of employment means that the crisis has a gendered impact on the labour markets for men and women, affecting the timing and nature of the repercussions.

The gendered impact of the recession underlines why it is important to keep gender equality central to responses at both the European and Member State level since losing sight of equality issues risks undermining EU long-term strategic goals. Gender mainstreaming in labour market analyses and policy reactions can be considered an important tool in this time of crisis for effective responses to help both men and women on European labour markets. Gender equality on the labour market is a key component for the successful implementation of the Lisbon Strategy and, as the Swedish Presidency of the EU highlighted, future economic growth.

The clearest impact of the economic downturn on the labour market is in rising unemployment rates and falling employment rates. For men and women there have been employment rate declines in nearly all Member States – there were three Member States where female employment rates rose while they fell for men and one Member State where the opposite was the case.

Our gender-disaggregated analysis illustrates how the impact of the crisis may be felt more severely by sub-groups of women and men. The negative trends in employment experienced across EU labour markets are mirrored and amplified for non-nationals – employment rates for non-nationals have fallen more dramatically than for other groups, for both women and men. The falls in youth EU employment rate have also been more pronounced, particularly for men, but the picture across Member States is more mixed – in some States both young women and men were equally affected and in others the impact was greater on one sex. At the other end of the age distribution, declines in employment among the 55-64 age group risk progress against the Lisbon 50% target. For older-age employment rates there were more mixed gendered responses to the crisis, with rising female rates bolstering falling male rates at the EU level but female older-age employment rates suffering more than men's in some Member States.

Across the EU rapidly rising male unemployment rates have been a common feature and in 2009 they reached parity with the female rate at the EU level – at the end of 2009 there were 13 states where male rates were higher than for women, thirteen where women's were higher and one where rates were equal. However, it is important to note the relationship between falling employment and rising unemployment is stronger for men than women so that falls in female employment do not necessarily translate directly into unemployment but into inactivity.

The economic crisis has boosted part-time work with the rise of short-time working and part-timers who could not find full-time work, including many men. It is important to remember that many of the new male part-timers have been compensated for their shorter working hours through partial unemployment schemes while others, female part-timers, are not necessarily compensated for having “chosen” part-time work to reconcile work and family life. Unlike the trends in part-time work, the patterns for fixed term and temporary agency work tend to show a rapid decline at the onset of an economic downturn. Country variations appear to be more important than differences between women and men in determining trends nevertheless women have higher rates of temporary working in 19 of the 26 States that we have data for in 2009.

The Commission's 2010 report on Equality between Women and Men highlights the persistence of gender gaps in the European Union and describes progress as “slow” with gender gaps remaining in employment rates, pay, working hours, positions of responsibility, share of care and household duties, and risk of poverty (CEC 2009). Two particular gaps remain hard to shift yet are also important for promoting greater equality on the labour market – greater equality in unpaid work and inequality in pay.

Parenthood still has a different impact upon women and men – fatherhood tends to boost male employment rates while motherhood has the opposite effect on women. In the majority of Member States, we do, however, see the gap in employment rates between fathers and non-fathers closing while for women the trends are mixed with a widening of the employment rate gap between mothers and non-mothers in the EU26 since 2005. The gender pay gap remains perhaps the most significant issues to address. There have been advances in European level data collection to promote effective monitoring but the most recently released data confirm the stability of the gender pay gap. The Commission's assessment of recent measures at the Member State level reports that the pay gap has received insufficient attention and there are few new initiatives.

#### *CRISIS-SPECIFIC RESPONSES AND POLICIES*

The current situation represents both an opportunity and a potential threat for gender equality and employment: an opportunity for radical change in the organisation of the labour market and supporting institutions to promote more gender-equal outcomes; a threat from the risk of policy makers ‘reverting to type’ and giving little attention to gender and gender mainstreaming tools.

Although the response to the crisis has demonstrated a strong level of European cooperation, the profile of gender mainstreaming seems to have dropped further down the priority list in the “urgency” to respond to the crisis: neither the *European Economic Recovery Plan* nor subsequent Prague Summit made a mention of “gender”, “women” or “equality”. While the resulting policy recommendations are likely to benefit both men and women, gender mainstreaming remains vital to assess gendered labour market challenges and the differential



impact of the policy responses on women and men. The Communication on a *Shared Commitment for Employment* included some discussion of a gender dimension to European labour markets but did not develop a full gender-sensitive analysis of the situation, nor, therefore, policy responses – such an analysis and implementation of policy could deliver effective responses for the benefit of women and men affected without risking equality goals.

Reflecting the initial impact in male-dominated employment areas there has been extensive use of policies to bolster demand through consumer and business confidence as well as promoting demand in specific sectors such as construction and automobiles. Other measures such as tax relief on restaurants may have positive effects in more gender-mixed sectors. Whereas for some measures gender implications are hard to predict, with cuts in public finances it is easier to anticipate or even view the effects on women and men of cuts in public sector jobs and/or services. Nevertheless there are some examples of investments in physical infrastructure also creating capacity for ‘social’ infrastructure, for example in the construction of crèches. Such investments not only create short-term jobs but also, if backed by adequate funding, create jobs and services that support wider Lisbon goals of reconciliation and higher employment rates.

Our analyses report a wide range of labour market policies, many of which map onto those identified in the *European Economic Recovery Plan*, Prague Summit and *Shared Commitment* Communication. However, few Member State policies show evidence of having been gender mainstreamed or designed to have a positive impact on gender equality. Across all Member States’ crisis-related policies there are important gender issues to take into account, including:

- *Policies to keep people in work* need to recognise the impact of gender segregation of sectors and occupations on the allocation and use of public funds to support threaten jobs – women are underrepresented among recipients and there are risks of reinforcing lines of segmentation between women and men.
- *Flexicurity policies* need to be gender mainstreamed to avoid reinforcing disadvantage on some groups and further segmenting the labour market along gender lines.
- *Policies towards non-nationals*, that prioritise work for nationals, need to recognise that non-nationals – both women and men – have been disproportionately impacted upon by the crisis.
- *Policies towards low-wage earners* can help address overall gender inequalities since women are concentrated among the low paid.
- *Activation policies for the unemployed* risk being focused on those who have recently lost jobs at the expense of the wider non-employed working-age population and a holistic view of potential labour supply. Similarly policies to activate people through education and training are also affected by, and risk reinforcing, the sex segregation of employment opportunities.

It is important to stress that policies that help men are not necessarily out of line with gender equality goals. However, the lack of gender mainstreaming of policy responses to the crisis means that policies that could have specifically aided men – for example, male unemployed youth – lack a clear focus on their target group. Adopting a stronger mainstreaming approach would permit policy makers to take advantage of the wave of new crisis-specific policies to restructure labour markets while also addressing long-standing problems of inequality, segmentation and segregation of employment opportunities, at the same time as dealing with the short-term effects of the economic downturn.

#### *DEVELOPMENTS IN GENDER EQUALITY POLICY INFRASTRUCTURE AT NATIONAL LEVEL*

At the European level a number of activities have recently built on the impetus created by *Roadmap for equality between women and men* and the *European Pact for Gender Equality*, notably in the areas of reconciliation and the gender pay gap. Key advances include the Communication on the gender pay gap and subsequent publicity campaign and a package of initiatives on Work Life Balance, including legislative proposals related to maternity leave and equal treatment for the self employment and their assisting spouses and a successful consultation of the European social partners that lead to an improvement of the parental leave directive. In advance of the revised *Road Map* and *EU2020 Strategy* the Commission acknowledges that, despite some progress on gender equality, significant gaps still remain.

Our review of recent developments in gender equality policy infrastructure at the national level finds that gender mainstreaming is not yet consistently and fully integrated into the process of producing policy measures that directly or indirectly affect the position of men and women on the labour market. In the area of institutional arrangements for gender equality, developments have been marked by patchy progress. There are examples of important positive developments but also examples of changes that might dilute the focus on gender equality, hence reducing the commitment to eradicate persistent gender gaps. Some EGGE experts signalled shortcomings in recent changes in gender equality infrastructure from the perspective of effective, stable and independent pursuit of gender equality. Furthermore the economic crisis has had serious repercussions on public finances, with the risk of downgrading the status of equality policies or reducing budgets allocated to these policies.

Our review identifies 109 policies (for 26 Member States), planned at the national level with the explicit goal to improve the position of women in the labour market. EGGE experts' assessments reveals that reconciliation was the theme receiving the greatest attention, with 29 policies focused on childcare services and 17 on work-life balance; followed by female participation (17 policies), segregation (11 policies), gender pay gap (7 policies), governance (7 policies), key legal changes (6 policies) and national action plan on gender equality (5 policies).

#### *POLICY NEEDS AND CHALLENGES WITH RESPECT TO GENDER*

A gender-sensitive analysis to the labour market challenges facing Europe goes beyond policies aimed at promoting equality and addresses all policies impacting upon the labour market. We report on the Experts' assessment of 505 policy initiatives – this is a higher number than in our 2008 review and the economic crisis seems to have led to a renewed attention towards employment policies, resulting in a significant number of short-term measures.

As in 2008, employment policies have been classified in four main priority groups. About 40% of assessed employment policies fall under Priority Area 1 (*Attract and retain more people in employment*), 15.8% in Priority Area 2 (*Improve the adaptability of workers and enterprises*), 21.6% in Priority Area 3 (*Increase investment in human capital through better education and skills*) and almost all countries record a small number of policy initiatives in Priority Area 4 (*The general labour market situation and flexicurity*).

The attention towards crisis-specific policy measures has somehow displaced the focus from the structural reforms dealing with the regulation of the labour market, including promoting a more gender equal labour market.

The overall assessment of the 505 policy initiatives in terms of gender mainstreaming is rather unsatisfactory: 60.4% of policies were considered to lack any gender mainstreaming, followed by 21.8% being adequate and 17% partly adequate – it is worth pointing out a moderate increase with respect to our 2008 assessment.

The overall assessment of the 505 employment policies in terms of gender impact assessment is also unsatisfactory: only 32.1% of all policies were considered to have a positive impact. Another quarter (24%) of policies have a “neutral” impact, that is they leave unchanged existing gender inequalities, while another 9.5% of policies were assessed as having a negative impact, that is they tend to reinforce existing inequalities. For the remaining policies (34.5%), experts were unable to provide an assessment, either because of lack of information (data availability is frequently a problem) and/or mixed effects.

### *POLICY HIGHS AND LOWS*

Against the background of weak gender mainstreaming of national policies in the context of the crisis we still identify positive examples of policy development as governments propose and implement policies in line with the Lisbon agenda. The employment rate and childcare targets remain important drivers at the Member State level with the development of childcare services, leave arrangements and activation policies prominent among policies assessed by experts as positive for gender equality. Positive policy developments include horizontal framework policies or strategies that aim to promote gender equality, policies aimed at reducing inequalities in employment and particularly raising female employment rates, policies around parental leave and reconciliation. There are also policies that address particular gendered disadvantages in pay and the segregation of employment opportunities.

Almost all policies recorded as favourable to gender equality qualify as gender-specific policies compared to initiatives introduced as part of the crisis, which tended to be assessed as unfavourable. The lack of gender mainstreaming of crisis-specific responses is a dominant theme among the policy low points with regard to gender equality. The lack of a gender dimension to these policy responses demonstrates the low adoption of gender mainstreaming in the machinery of policy development and how many Member States have missed an opportunity to use this tool at a time of crisis. Indeed policies do not inherently set out to reduce or limit gender equality but a lack of gender mainstreaming can lead to unintended consequences or missed opportunities – for men as well as women. Some apparently gender neutral policies can have gendered impacts that need to be explored during policy development while others risk potential negative effects on equality since gender seems to have been ignored – for example, reinforcing women’s position in the home, reinforcing gender segregation, or reinforcing disadvantages associated with non-linear career trajectories and concentration in non-standard jobs.

### *OVERVIEW OF NATIONAL REFORM PROGRAMMES (NRPs)*

Although the crisis has, quite rightly in many Member States, dominated the NRPs there remain strong links with the European Employment Strategy and the influence of the Lisbon Process is still evident in the reporting of policy developments. For example, the legacy of the Country Specific Recommendations (CSR) and Points to Watch (PtW) still promotes activity and discussion across Member States: inspiring policy development in EES priority areas.

One consistent theme across the 2009 NRPs is that the overall integration of gender mainstreaming is relatively weak and less prominent than in previous years. The impact of the

crisis on policy seems to be ‘crowding out’ of other priorities and to have particularly impacted upon gender mainstreaming. Where gender is discussed it is often isolated to certain sub sections of the NRPs, particularly the employment chapters. The low profile of gender means that many gender issues are ignored or overlooked in NRPs and in some cases good innovations at the Member State level in the area of gender equality are not even mentioned.

More generally it is possible to identify five broad groupings of NRP reports.

- A minority of NRPs where there is some recognition of the gendered impact of the recession, although gender mainstreaming remains unsystematic or not fully embedded in the NRP process
- Those NRPs where there is a stronger gender-related content (but not in crisis-related fields), often accompanied with positive statements, but the extent of gender mainstreaming remains weak or inconsistent
- Those NRPs where there is no evidence of gender mainstreaming and gender is isolated to the employment chapter, often focusing on reconciliation
- Those NRPs where there is no evidence of genuine gender mainstreaming, but where gender is mentioned to address various elements of gendered disadvantage
- A minority of NRPs where the gender perspective is lacking: gender is invisible in the analysis, the identification of policy priorities and in employment policies.

The four-step framework previously developed for the Commission (Plantenga et al. 2008 and Commission’s *Manual for gender mainstreaming in employment policies*) highlights the potential contribution gender mainstreaming can make to effective policy analysis and design in the National Reform Programmes. In Step One the development of *ownership* of gender issues makes gender mainstreaming part of tasks and responsibilities among those working on the NRP. In Step Two gender differences come to light as *gender disaggregated statistics* are presented and analysed in the NRP. In Step Three the *impact* of NRP policies on women and men is taken into account. Finally, the fourth step is to *redesign* NRP policies based on the analysis of gender differences (Step Two) and the impact of the proposals (Step Three). Clearly gender mainstreaming has a positive contribution to make in developing coherent policies, particularly in response to the crisis, and so should be regarded as a useful tool for analysis and prescription rather than an issue to postpone.

#### *REFLECTIONS ON LISBON SINCE 2005*

The European Strategy for Jobs and Growth set the target of reaching an employment rate for women of 60% and a total employment rate of 70% by 2010. Over the last few years, until the economic and financial crisis, female employment had increased steadily at a rate that was consistently higher than that for men – closing the gender employment gap and nearly reaching the 60% target in 2008 before employment rates fell back. In the majority of Member States trends in employment over the recent years have been more favourable to women with respect to men, although the narrowing of the gender gap in employment rates may also be the result of the differentiated impact of the crisis on women and men. Still, there are four Member States where trends have been more favourable to men, resulting in a widening of gender gaps. These gender gaps are particularly pronounced among older cohorts and are highest among 55-64 age groups. However, over the last four years, an increase in the employment rate of women aged above 55 has been recorded in all but two Member States while there was a decrease in the employment rate of men in the same age bracket in ten Member States. The diversity of “starting points” for women’s employment and gender equality across the EU means that significant numerical and qualitative gender equality challenges remain.

Although the rise in female employment rates since 2005 does reflect some progress in gender equality, at least in numerical terms, all countries are still grappling with the issues of gender segregation on the labour market, gender pay gap, difficulties in reconciliation of work and family life, under-representation of women in decision-making positions, as well as higher exposure of women to the risk of poverty. Unfortunately due to the crisis, some measures for gender equality have been delayed or cancelled, while other gender-specific measures have suffered from budget cuts. In addition to the low level of gender mainstreaming, these policy trends jeopardise longer-term EU goals.

The EGGE experts have all highlighted one major issue during the most recent Lisbon phase, that of lack of gender mainstreaming. The absence of gender mainstreaming has been evident in the responses to the crisis but also in the national flexicurity debates – this is a key concern given the gender segmented labour market. The need for a gender dimension to flexicurity policies is as urgent as in crisis-specific responses. The low adoption of gender mainstreaming in the machinery of policy development is a concern for maintaining gender equality priorities in future policy developments.

However, against the background of weak gender mainstreaming of national policies, we still identify positive examples of policy development as national governments propose and implement policies in line with the Lisbon agenda. The employment rate and childcare targets remain important drivers at the Member State level. Similarly Member States' Points to Watch and Country-Specific Recommendations remain important motivators. These are all key mechanisms to help strengthen the position of gender in the EU2020 framework, for example in relation to the gender pay gap.

Women's employment and gender mainstreaming had risen to prominence in the Lisbon process as a result of the recognition of the importance of gender in understanding labour market processes and the pivotal role that women play in developing a competitive European Union. It is important that gender equality and gender mainstreaming is consolidated in the EU2020 strategy both at the European level and in Member States. Beyond the current economic crisis and its effects on men and women, it necessary to consider the longer-term challenges affecting gender equality in the labour market – to address long-standing problems of inequality, segmentation and segregation of employment opportunities, while dealing with the short-term effects of the economic crisis. The paradoxical situation is that a gender mainstreamed approach has much to offer men as well women. Indeed concerns over male unemployment would be assisted by a gender-disaggregated analysis and policy prescription in relation to the crisis.

At this time of change and EU2020 policy development, gender mainstreaming is even more critical since the risks for the position of gender equality and of gender-blind analyses are heightened for three reasons. Firstly, the goal of gender equality risks being marginalised, jeopardising wider European goals. Secondly, a gender-blind approach risks failing to understand the gendered processes on the labour market and forgetting the bigger picture of high sustainable employment rates for both women and men. And thirdly, a gender-blind approach risks policies that at best have no impact on gender equality and at worst exacerbate inequalities for both men and women without achieving wider goals.

## RÉSUMÉ

Nous traversons en 2010 une période cruciale pour l'égalité des sexes, qui a vu des étapes franchies avec l'élévation du niveau d'égalité entre les femmes et les hommes dans le cadre de la Stratégie pour l'Emploi, mais qui connaît un ralentissement de l'activité économique constituant un défi au regard des progrès accomplis. Le présent rapport donne une analyse de la situation de l'emploi du point de vue des genres. Nous sommes heureux d'avoir pu compter sur l'évaluation d'expert de membres du réseau EGGE quant à la situation dans leur propre pays et notre synthèse reprend largement leurs avis et opinions. Le présent rapport est riche en informations détaillées et, en étudiant à la fois les tendances quantitatives des mesures clé en faveur de l'emploi et l'évolution de la politique, nous avons essayé de synthétiser les questions essentielles communes à travers l'Europe tout en saisissant également certaines particularités propres à chaque État membre.

L'incidence de la crise est semblable à celle des crises antérieures, en ceci que les hommes sont les premiers touchés en raison de leur concentration dans les secteurs commerciaux et qu'ensuite les femmes sont à leur tour affectées lorsque la demande baisse dans les services aux consommateurs et que des coupes sont faites dans les dépenses publiques. A la différence des crises précédentes, et grâce à leur plus grande part de l'emploi, les femmes ont également été frappées par la première vague de la crise - bien que dans une moindre mesure que les hommes - et elles seront à nouveau frappées lors des coupes dans les dépenses publiques. Cependant, la ségrégation qui caractérise l'emploi signifie que la crise a une incidence différente selon les genres sur les marchés du travail des hommes et des femmes, en affectant le rythme et la nature des répercussions.

L'incidence de la récession selon les genres souligne pourquoi il est important de maintenir le thème de l'égalité des sexes au cœur des mesures tant à l'échelon européen qu'à celui de chaque État membre, puisque le fait de perdre de vue les questions d'égalité risque d'amoinrir les buts stratégiques à long terme de l'UE. L'intégration de la dimension de genre dans les analyses du marché de l'emploi et les mesures prises en réaction peuvent être considérés comme un outil important en ces temps de crise permettant d'obtenir des réponses efficaces pour aider tant les hommes que les femmes sur les marchés de l'emploi européens. L'égalité des sexes sur le marché du travail est un élément clé du succès de la mise en œuvre de la Stratégie de Lisbonne et, comme la présidence suédoise l'a mis en évidence, de la croissance économique à venir.

L'incidence la plus manifeste du ralentissement de l'activité économique sur le marché de l'emploi est la hausse des taux de chômage et la baisse des taux d'emploi. Des baisses du taux d'emploi des hommes et des femmes ont été observées dans presque tous les États membres – trois États membres ont connu une hausse du taux d'emploi des femmes et une baisse de celui des hommes, un État membre ayant connu la situation inverse.

Notre analyse désagrégée par genre illustre la façon dont l'incidence de la crise peut être ressentie plus sévèrement par des sous-groupes de femmes et d'hommes. Les tendances négatives dans l'emploi rencontrées sur les marchés de l'emploi de l'UE se sont reflétées et amplifiées pour les non-nationaux – les taux d'emploi des non-nationaux ont chuté de manière plus spectaculaire pour ces groupes, tant chez les femmes que chez les hommes. Les baisses du taux d'emploi des jeunes dans l'UE ont également été plus prononcées, en particulier pour les hommes, mais le tableau se dégageant des États membres est plus mélangé – dans certains

États, les jeunes femmes et jeunes hommes ont été pareillement affectés et dans d'autres États, l'incidence a été plus forte chez l'un des deux sexes. A l'autre bout de la chaîne générationnelle, les baisses d'emploi chez les 55-64 ans risquent de progresser au regard de l'objectif de 50 % fixé par Lisbonne. Sur ce point, les taux d'emploi des seniors ont fourni des réponses à la crise plus mélangées en matière de genres, l'augmentation des taux chez les femmes contrebalançant la baisse des taux chez les hommes à l'échelon de l'UE, mais les taux d'emploi des femmes âgées étant davantage affectés que ceux des hommes dans certains États membres.

Les taux de chômage en croissance rapide chez les hommes à travers l'UE ont constitué une caractéristique commune et ils ont atteint en 2009 la parité avec les taux des femmes à l'échelon de l'UE – à la fin 2009, les taux des hommes étaient supérieurs à ceux des femmes dans treize états, inférieurs dans treize autres et la parité était atteinte dans un état. Il est toutefois important de noter que le lien entre baisse d'emploi et hausse du chômage est plus fort pour les hommes que pour les femmes, de telle sorte que des baisses d'emploi chez les femmes ne se traduisent pas nécessairement en termes de chômage. La crise économique a développé le travail à temps partiel à travers l'augmentation du chômage partiel et des travailleurs à temps partiel qui ne pouvaient pas trouver de travail à temps complet, en ce y compris un grand nombre d'hommes. Il est important de rappeler que bon nombre des nouveaux travailleurs hommes à temps partiel seront indemnisés au titre de la baisse de leur nombre d'heures de travail par des dispositifs de chômage partiel alors que d'autres, travailleurs femmes à temps partiel, ne sont pas nécessairement indemnisés pour avoir "choisi" de travailler à temps partiel afin de concilier vie professionnelle et vie de famille. A la différence des tendances du travail à temps partiel, les modèles de travail à durée indéterminée et de travail intérimaire tendent à témoigner d'un déclin rapide à l'aube d'un ralentissement de l'activité économique. L'influence d'un État membre sur les genres apparaît plus important dans la détermination des tendances mais les femmes connaissent toujours un taux de travail intérimaire plus élevé dans 19 des 26 États pour lesquels nous disposons de données pour 2009.

Le rapport 2010 de la Commission sur l'Égalité entre les femmes et les hommes met en évidence la persistance de disparités liées au genre dans l'Union européenne et qualifie de "lents" les progrès accomplis, des disparités subsistant pour ce qui est du taux d'emploi, du salaire, du temps de travail, de l'occupation de postes à responsabilité, de la prise en charge des tâches ménagères et des personnes dépendantes et du risque de pauvreté (CEC 2009). Deux types de disparités particuliers demeurent difficiles à faire évoluer mais sont également la clé d'une plus grande égalité sur le marché du travail – une plus grande égalité en matière de travail non rémunéré et l'inégalité des salaires.

La parentalité a toujours une incidence différente sur les femmes et les hommes – la paternité tend à augmenter le taux d'emploi des hommes tandis que la maternité produit l'effet contraire sur les femmes. Toutefois, dans la majorité des États membres, nous constatons véritablement une réduction des disparités entre les hommes qui sont pères et ceux qui ne le sont pas au regard du taux d'emploi, tandis que pour les femmes les tendances sont mélangées avec un élargissement du fossé séparant les femmes qui sont mères de celles qui ne le sont pas dans l'UE des 26 depuis 2005. Le fossé en matière d'inégalité salariale entre les hommes et les femmes demeure sans doute la question la plus importante à aborder. Des progrès ont été réalisés dans le recueil de données à l'échelon européen pour promouvoir un suivi efficace, mais les toutes dernières données publiées confirment la stabilité des écarts de rémunération entre les hommes et les femmes. L'évaluation par la Commission des mesures récemment

prises à l'échelon de État membre indique que la question des écarts de rémunération n'a pas fait l'objet d'une attention suffisante et que peu de nouvelles initiatives ont été lancées sur ce point.

## MESURES DE LUTTE CONTRE LA CRISE

La situation actuelle constitue à la fois une chance à saisir et une menace potentielle pour l'égalité des sexes et l'emploi : une chance d'introduire des changements radicaux dans l'organisation du marché du travail et de soutenir des institutions ayant des effets favorisant l'égalité entre les hommes et les femmes ; une menace en raison du risque de voir le "naturel" des décideurs reprendre le dessus et que ceux-ci accordent peu d'attention au genre et aux outils d'intégration de la dimension de genre.

Bien que la réponse apportée à la crise ait témoigné d'un niveau élevé de coopération européenne, la question de l'intégration de la dimension de genre semble avoir perdu plusieurs places sur la liste des priorités dans "l'urgence" à lutter contre la crise : ni le *Plan de relance économique européen*, ni le sommet de Prague qui a suivi n'ont mentionné les mots "genre", "femmes" ou "égalité". Alors que les mesures préconisées qui en résultent sont susceptibles de bénéficier à la fois aux hommes et aux femmes, l'intégration de la dimension de genre demeure essentielle pour évaluer les défis liés au genre sur le marché du travail et les incidences différenciées des mesures prises sur les femmes et les hommes. La Communication sur un *Engagement commun en faveur de l'Emploi* prévoyait de discuter de la dimension de genre sur les marchés du travail européens mais elle n'a pas non plus exposé d'analyse complète de la situation tenant compte des aspects liés au sexe, ni, par conséquent, de mesures à prendre – une telle analyse et l'application de telles mesures pourraient fournir des réponses efficaces au profit des femmes et des hommes concernés sans menacer les objectifs d'égalité.

L'incidence initiale dans les secteurs d'emploi dominés par les hommes a suscité un recours important aux politiques de soutien de la demande à travers la confiance des consommateurs et du monde économique ainsi que de promotion de la demande dans des secteurs spécifiques tels que ceux du bâtiment et de l'automobile. D'autres mesures telles que des allègements fiscaux pour les restaurants peuvent avoir des effets positifs dans des secteurs caractérisés par davantage de mixité liée au genre. Alors que pour certaines mesures les implications sur le genre sont difficiles à prévoir, en ce qui concerne les coupes dans les finances publiques il est plutôt facile d'anticiper ou même d'envisager les effets sur les femmes et les hommes de coupes dans les emplois et/ou services du secteur public. Il existe néanmoins des exemples d'investissements dans des infrastructures physiques créant également des capacités pour une infrastructure "sociale", comme par exemple la construction de crèches. De tels investissements non seulement créent des emplois à court terme mais en outre, s'ils sont renforcés par des financements adéquats, ils créent des emplois et des services qui soutiennent plus largement les objectifs de Lisbonne de conciliation de la vie professionnelle et de la vie privée et d'augmentation du taux d'emploi.

Nos analyses font état d'un large éventail de mesures prises en faveur du marché du travail, dont bon nombre reprennent celles identifiées dans le *Plan de relance économique européen*, le sommet de Prague et la Communication sur *l'Engagement commun*. Cependant, peu de mesures prises par les États membres témoignent d'une intégration de la dimension de genre ou de ce qu'elles auraient été conçues pour avoir un effet positif sur l'égalité des sexes. L'ensemble des mesures prises par les États membres pour lutter contre la crise font ressortir d'importantes questions liées au genre à prendre en considération, notamment :



- Les *mesures destinées à maintenir les gens au travail* doivent reconnaître l'incidence de la ségrégation sur l'allocation et l'utilisation des fonds publics afin de soutenir les emplois menacés – les femmes sont sous-représentées parmi les bénéficiaires et le risque existe de voir se renforcer les lignes de segmentation entre les femmes et les hommes.
- Les *mesures en matière de flexicurité* doivent intégrer la dimension de genre pour éviter de rendre certains groupes plus défavorisés et d'accroître la segmentation du marché du travail pour des raisons de genre.
- Les *mesures prises à l'égard des non-nationaux*, qui donnent la priorité de l'emploi aux nationaux, doivent reconnaître que les non-nationaux – tant les femmes que les hommes – ont subi de manière disproportionnée les effets de la crise.
- Les *mesures prises en matière de bas salaires* peuvent permettre d'aborder de manière générale les inégalités entre les sexes puisque la plupart des femmes se retrouvent parmi les salariés peu rémunérés.
- Des *mesures de participation en faveur des chômeurs* risquent de se concentrer sur ceux qui ont récemment perdu leur emploi au détriment d'une plus large population de chômeurs en âge de travailler et de la vision globale d'une offre potentielle de main d'œuvre. De même la ségrégation selon le genre en matière de perspectives d'emploi a une incidence sur les mesures destinées à faire participer les gens grâce l'éducation et la formation, et risque de s'en trouver renforcée.

Il est important de souligner que les mesures en faveur des hommes ne sont pas nécessairement contraires aux objectifs d'égalité des sexes. Cependant, l'absence d'intégration de la dimension de genre dans les mesures de lutte contre la crise signifie que les mesures qui auraient pu aider des hommes en particulier – par exemple des jeunes hommes au chômage – sont privées d'un point de mire clair sur le groupe ciblé. Le fait d'adopter une plus forte approche d'intégration permettrait aux décideurs de tirer parti de la vague de nouvelles mesures de lutte contre la crise et de restructurer les marchés du travail tout en abordant également les problèmes de longue date d'inégalité, de segmentation et de ségrégation dans les perspectives d'emploi, et de traiter en même temps des effets à court terme du ralentissement de l'activité économique.

## ÉVOLUTIONS DE L'INFRASTRUCTURE DES MESURES EN FAVEUR DE L'ÉGALITÉ DES SEXES À L'ÉCHELON NATIONAL

À l'échelon européen, un certain nombre d'activités ont récemment vu le jour sous l'impulsion suscitée par la *Feuille de route pour l'égalité entre les femmes et les hommes* et le *Pacte européen pour l'égalité entre les hommes et les femmes*, notamment dans les domaines de conciliation de la vie professionnelle et de la vie privée et d'écarts de rémunération. Les progrès les plus importants incluent la Communication sur les écarts de rémunération entre les hommes et les femmes et la campagne publicitaire qui a suivi, ainsi qu'une série d'initiatives en matière d'Équilibre entre la vie professionnelle et la vie familiale, en ce y compris des propositions de loi en matière de congé maternité et d'égalité de traitement des travailleurs indépendants et des conjoints aidants, ainsi qu'une consultation réussie des partenaires sociaux européens, qui permettent d'améliorer la directive sur le congé parental. En avance sur la *Feuille de route* révisée et la Stratégie "UE 2020", la Commission reconnaît qu'en dépit de certains progrès accomplis en matière d'égalité des sexes, des disparités importantes demeurent.

Notre étude des évolutions récentes de l'infrastructure des mesures en faveur de l'égalité des sexes à l'échelon national fait apparaître que la dimension de genre n'est pas encore intégrée de manière pleine et entière dans le processus d'élaboration des mesures qui ont une incidence directe ou indirecte sur la situation des hommes et des femmes sur le marché du travail. L'évolution des systèmes institutionnels en faveur de l'égalité des sexes a été marquée par des avancées inégales. Il existe des exemples d'évolution positive importants mais aussi des exemples de changements susceptibles de brouiller l'attention portée à l'égalité des sexes, réduisant dès lors l'engagement d'éradiquer les disparités tenaces existant entre les hommes et les femmes. Certains experts du réseau EGGE ont signalé des défauts dans les changements récents intervenus dans des infrastructures en faveur de l'égalité des sexes dans l'optique d'une recherche efficace, stable et indépendante de l'égalité des sexes. En outre, la crise économique a eu de sérieuses répercussions sur les finances publiques, incluant un risque de détérioration du statut des politiques égalitaires ou de réduction des budgets alloués à ces politiques.

Notre étude identifie 109 politiques (pour 26 États membres), planifiées à l'échelon national dans le but explicite d'améliorer la situation des femmes sur le marché du travail. Les évaluations des experts du réseau EGGE révèlent que la conciliation de la vie professionnelle et de la vie privée était le sujet ayant reçu la plus grande attention, avec 29 politiques consacrées aux services de soins aux enfants et 17 sur l'équilibre entre la vie professionnelle et la vie familiale ; suivent la participation des femmes (17 politiques), la ségrégation (11 politiques), les écarts de rémunération entre les hommes et les femmes (7 politiques), la gouvernance (7 politiques), les évolutions législatives essentielles (6 politiques) et un plan d'action national en faveur de l'égalité des sexes (5 politiques).

## BESOINS ET DÉFIS STRATÉGIQUES AU REGARD DES GENRES

Une analyse tenant compte des aspects liés au genre dans son examen des défis du marché du travail auxquels l'Europe doit faire face va au-delà des mesures visant à promouvoir l'égalité et traite l'ensemble des politiques ayant une incidence sur le marché du travail. Nous établissons un rapport sur l'évaluation de 505 initiatives stratégiques par des experts – ce nombre est plus élevé que celui de notre étude de 2008 et la crise économique semble avoir permis de renouveler l'attention accordée aux politiques en faveur de l'emploi, ce qui a donné lieu à un nombre important de mesures à court terme.

Environ 40 % des politiques en faveur de l'emploi ayant fait l'objet de l'évaluation relèvent du Domaine prioritaire 1 (*Attirer et maintenir davantage de gens au travail*), 15,8 % relèvent du Domaine prioritaire 2 (*Améliorer l'adaptabilité des travailleurs et des entreprises*), 21,6 % relèvent du Domaine prioritaire 3 (*Accroître l'investissement dans les compétences et le capital humain par une meilleure formation*) et la quasi totalité des pays enregistrent un faible nombre d'initiatives stratégiques relevant du Domaine prioritaire 4 (*La situation générale du marché du travail et la flexicurité*).

Les mesures de lutte contre la crise ont d'une certaine manière écarté du centre de l'attention les réformes structurelles traitant de la régulation du marché du travail, en ce y compris celles favorisant un marché du travail plus égalitaire entre les hommes et les femmes.

L'évaluation globale des 505 initiatives stratégiques en termes d'intégration de la dimension de genre n'est en général pas satisfaisante : 60,4 % des mesures ne présentent aucune

intégration de la dimension de genre, 21,8 % sont satisfaisantes sur ce plan et 17 % partiellement satisfaisantes – il convient de noter une légère augmentation par rapport à notre évaluation de 2008.

L'évaluation globale des 505 mesures en faveur de l'emploi en termes d'évaluation de l'incidence sur les hommes et les femmes n'est pas non plus satisfaisante : une incidence positive n'a été enregistrée que dans 32,1 % des cas. Un autre quart (24 %) des mesures ont une incidence "neutre", ce qui signifie qu'elles laissent en l'état les inégalités existant entre les hommes et les femmes, tandis que 9,5 % des mesures ont une incidence négative, ce qui signifie qu'elles tendent à renforcer les inégalités existantes. Les experts n'ont pas été capables de fournir une évaluation des mesures restantes (34,5 %), en raison soit d'un manque d'informations (la disponibilité de données est un problème récurrent) et/ou d'effets mêlés.

### *ASPECTS POSITIFS ET NÉGATIFS DES MESURES PRISES*

Par opposition au contexte général de faible intégration de la dimension de genre dans les politiques nationales en ces temps de crise, nous identifions tout de même des exemples positifs d'évolution stratégique puisque les gouvernements proposent et appliquent des politiques conformes au programme de Lisbonne. Le taux d'emploi et les objectifs en matière de soins aux enfants continuent à être d'importants pilotes à l'échelon de l'État membre à travers le développement de services de soins aux enfants, de systèmes de congé et de mesures de participation importants parmi les mesures évaluées par les experts comme favorables à l'égalité des sexes. Les évolutions stratégiques positives incluent des stratégies ou des mesures-cadre horizontales visant à promouvoir l'égalité des sexes, des mesures destinées à réduire les inégalités en matière d'emploi et en particulier à augmenter le taux d'emploi des femmes, des mesures relatives au congé parental et à la conciliation de la vie professionnelle et de la vie privée. Il existe également d'autres mesures visant des désavantages particuliers entre les hommes et les femmes dans les salaires et la ségrégation dans les perspectives d'emploi.

La quasi-totalité des mesures jugées favorables à l'égalité des sexes remplissent les conditions des mesures spécifiques au genre à l'inverse des initiatives introduites dans le cadre de la crise et qui tendaient à être jugées défavorables. L'absence d'intégration de la dimension de genre dans les mesures de lutte contre la crise est un thème dominant parmi leurs points négatifs au regard de l'égalité entre les hommes et les femmes. L'absence de dimension de genre de ces mesures témoigne de la faible adoption de l'intégration de la dimension de genre dans les rouages de l'évolution des mesures et de la manière dont un bon nombre d'État membres ont laissé passer une chance d'utiliser cet outil en ces temps de crise. En effet, les mesures ne cherchent pas par elles-mêmes à réduire ou à limiter l'égalité des sexes, mais un manque d'intégration de la dimension de genre peut entraîner des conséquences involontaires ou des opportunités manquées – pour les hommes comme pour les femmes. Certaines mesures apparemment neutres au regard du genre peuvent avoir des incidences sur les hommes et sur les femmes qui doivent être examinées durant l'évolution de la mesure alors que d'autres encourent des effets potentiellement négatifs sur l'égalité puisque le genre semble avoir été ignoré – par exemple, en renforçant la situation des femmes à la maison, la ségrégation selon le genre, ou les désavantages liés à des parcours professionnels non linéaires et un cantonnement dans des emplois atypiques.

## VUE D'ENSEMBLE DES PROGRAMMES NATIONAUX DE RÉFORME

Bien que la crise ait, fort justement dans de nombreux États membres, pris le pas sur les PNR, des liens étroits subsistent avec la Stratégie européenne pour l'emploi et l'influence du processus de Lisbonne reste évident dans le compte-rendu des orientations stratégiques. Par exemple, l'héritage des Recommandations spécifiques par pays (RSP) et les Points à surveiller (PàS) continue de promouvoir l'activité et le débat à travers les États membres : en inspirant des orientations stratégiques dans les domaines prioritaires de la SEE.

La relative faiblesse et la moindre importance, par rapport aux années précédentes, de l'intégration globale de la dimension de genre constitue un sujet transversal des PNR de 2009. L'incidence de la crise semble "sortir du lot" des autres priorités et avoir eu une répercussion particulière sur l'intégration de la dimension de genre. Lorsqu'ils existent, les débats sur la question du genre sont souvent relégués à certaines sous-sections des PNR, notamment les chapitres sur l'emploi. Le peu d'importance de la question du genre signifie que de nombreux thèmes ayant trait au genre sont ignorés ou négligés dans les PNR et dans certains cas les innovations positives à l'échelon de l'État membre en matière d'égalité des sexes ne sont même pas évoquées.

De manière plus générale, il est possible d'identifier cinq grands types de rapports de PNR.

- Une minorité de PNR qui reconnaissent d'une certaine manière l'incidence de la récession sur les hommes et les femmes, bien que l'intégration de la dimension de genre demeure peu systématique ou fixée de manière incomplète dans le processus des PNR.
- Les PNR dont le contenu est fortement lié au genre (mais non pas dans des domaines liés à la crise), souvent accompagné de déclarations positives mais l'importance de l'intégration de la dimension de genre demeure faible ou inconsistante.
- Les PNR ne laissant apparaître aucune intégration de la dimension de genre, celui-ci étant relégué au chapitre sur l'emploi et visant souvent la conciliation entre la vie professionnelle et la vie privée.
- Les PNR ne laissant apparaître aucune intégration véritable de la dimension de genre, lequel est cependant évoqué pour aborder divers éléments du désavantage lié au genre.
- Une minorité de PNR ne présentant aucune perspective selon le genre : le genre est invisible dans l'analyse, l'identification des mesures prioritaires et les politiques en faveur de l'emploi.

Le plan en quatre points précédemment élaboré pour la Commission (Platenga et al. 2008 et le *Manuel pour l'intégration de l'égalité entre les femmes et les hommes dans les politiques pour l'emploi* élaboré par la Commission) souligne la contribution potentielle que l'intégration de la dimension du genre peut apporter à une analyse et un projet efficaces dans les Programmes nationaux de réforme. A l'étape n° 1, le développement de la *propriété* des questions relatives au genre fait que l'intégration de la dimension de genre devient une partie des tâches et des responsabilités parmi ceux qui travaillent sur les PNR. A l'étape n° 2, les différences selon les genres apparaissent lorsque les *statistiques désagrégées selon les genres* sont présentées et analysées dans le PNR. A l'étape n° 3, *l'incidence* des orientations des PNR sur les femmes et les hommes est prise en compte. Finalement, la quatrième étape vise à *redessiner* les orientations des PNR sur la base de l'analyse des différences selon les genres (Etape n° 2) et de l'incidence des propositions (Etape n° 3). A l'évidence, l'intégration de la dimension de genre a une contribution positive à apporter dans l'élaboration de politiques cohérentes, notamment en réponse à la crise, et devrait donc être considérée comme un outil utile pour

l'analyse et la recommandation plutôt que comme une question dont l'étude est renvoyée à plus tard.

## **RÉFLEXIONS SUR LE PROCESSUS DE LISBONNE DEPUIS 2005**

La Stratégie européenne pour la croissance et l'emploi a fixé comme objectif d'atteindre un taux d'emploi des femmes de 60 % avant 2010. Au cours de ces dernières années, jusqu'à ce que survienne la crise économique et financière, l'emploi des femmes avait augmenté de manière constante à un taux qui était régulièrement supérieur à celui des hommes – refermant le fossé entre les hommes et les femmes en matière d'emploi et atteignant presque l'objectif de 60 % en 2008 avant le recul des taux d'emploi. Dans la majorité des États membres, les tendances dans le domaine de l'emploi au cours des dernières années ont été plus favorables aux femmes qu'aux hommes, bien que la réduction du fossé entre les hommes et les femmes dans les taux d'emploi puisse également découler de l'incidence différenciée de la crise sur les femmes et les hommes. Toutefois, quatre États membres ont connu des tendances plus favorables aux hommes, ce qui a conduit à un élargissement des disparités entre les hommes et les femmes. Ces disparités sont particulièrement prononcées parmi les tranches d'âge plus élevées et sont les plus fortes dans la tranche des 55-64 ans. Cependant, sur les quatre dernières années, la totalité des États membres à l'exception de deux d'entre eux ont enregistré une augmentation du taux d'emploi des femmes âgées de plus de 55 ans, tandis que dix États membres ont connu une baisse du taux d'emploi des hommes de la même tranche d'âge. La diversité des "points de départ" pour l'emploi des femmes et l'égalité des sexes à travers les États membres signifie que de nombreux défis restent à relever en matière d'égalité des sexes sur les plans quantitatif et qualitatif.

Bien que l'augmentation du taux d'emploi des femmes depuis 2005 reflète certains progrès accomplis en matière d'égalité des sexes, du moins en termes quantitatifs, l'ensemble des pays continuent de se débattre avec les questions de ségrégation selon le genre sur le marché du travail, l'écart de rémunération entre les hommes et les femmes, les difficultés à concilier vie professionnelle et vie familiale, la sous-représentation des femmes dans l'occupation de postes décisionnaires, de même que la plus grande exposition des femmes au risque de pauvreté. Malheureusement, en raison de la crise, certaines mesures en faveur de l'égalité des sexes ont été reportées ou annulées, tandis que d'autres mesures spécifiques au genre ont subi des coupes budgétaires. Venant s'ajouter au faible niveau d'intégration de la dimension de genre, ces tendances menacent les objectifs à long terme de l'UE.

Les experts du réseau EGGE ont mis en lumière un problème majeur, durant la dernière phase du processus de Lisbonne, à savoir le manque d'intégration de la dimension de genre. L'absence d'intégration de la dimension de genre a été manifeste dans les réponses apportées à la crise mais également dans les débats nationaux sur la flexicurité – il s'agit là d'une source d'inquiétude fondamentale compte tenu de la segmentation du marché du travail selon le genre. La nécessité d'une dimension de genre dans les politiques de flexicurité est aussi urgente que les mesures de lutte contre la crise. La faible adoption de l'intégration de la dimension de genre dans les rouages de l'orientation stratégique est un facteur d'inquiétude en vue du maintien des priorités d'égalité des sexes dans les orientations stratégiques futures.

Toutefois, par opposition au contexte général de faible intégration de la dimension de genre dans les politiques nationales, nous identifions tout de même des exemples positifs d'évolution stratégique puisque les gouvernements proposent et appliquent des politiques conformes au programme de Lisbonne. Le taux d'emploi et les objectifs en matière de soins

aux enfants continuent à être d'importants pilotes à l'échelon de l'État membre. De même, les Points à surveiller des États membres et les Recommandations spécifiques par pays continuent à être d'importantes sources de motivation. Ce sont tous des mécanismes essentiels permettant de renforcer la place du genre dans le cadre UE 2020, par exemple en ce qui concerne l'écart de rémunération entre les hommes et les femmes.

L'emploi des femmes et l'intégration de la dimension de genre avaient pris de l'importance dans le processus de Lisbonne en conséquence de la reconnaissance de l'importance du genre dans la compréhension des processus de marché du travail et du rôle pivot que jouent les femmes dans le développement d'une Union européenne compétitive. Il est important que l'égalité des sexes et l'intégration de la dimension de genre soient consolidés dans la stratégie UE 2020 tant à l'échelon européen qu'à celui des États membres. Au-delà de la crise économique actuelle et de ses répercussions sur les hommes et les femmes, il est nécessaire de prendre en considération les défis à long terme touchant l'égalité des sexes sur le marché du travail – pour aborder les problèmes de longue date d'inégalité, de segmentation et de ségrégation des perspectives d'emploi, tout en traitant les effets à court terme de la crise économique. Le paradoxe de la situation est qu'une approche intégrant la dimension de genre a beaucoup à offrir aux hommes comme aux femmes. En effet, une analyse désagrégée selon le genre et une recommandation de mesures en relation avec la crise viendraient calmer les inquiétudes concernant le chômage des hommes.

En ces temps de changements et d'orientation stratégique UE 2020, l'intégration de la dimension de genre est encore plus cruciale puisque les risques menaçant la place de l'égalité des sexes et des analyses indépendantes du genre sont accrus pour trois raisons. En premier lieu, l'objectif de l'égalité des sexes encourt la marginalisation, compromettant de plus larges objectifs européens. En deuxième lieu, une approche indépendante du genre risque de ne pas parvenir à comprendre les processus liés au genre sur le marché du travail et d'oublier le tableau général des taux d'emploi durablement élevés tant pour les femmes que pour les hommes. En troisième lieu, une approche indépendante du genre risque d'entraîner des mesures qui, au mieux, seront sans effet sur l'égalité des sexes et, au pire, exacerberont les inégalités tant pour les hommes que pour les femmes sans parvenir à réaliser des objectifs plus larges.

## KURZFASSUNG

Wir befinden uns im Jahr 2010 in einer für die Gleichstellung der Geschlechter entscheidenden Phase: Zur Erhöhung des Stellenwerts der Gleichbehandlung von Frauen und Männern innerhalb der Europäischen Beschäftigungsstrategie wurden Schritte in die richtige Richtung gemacht, doch die negative wirtschaftliche Entwicklung stellt diese Fortschritte nun in Frage. Dieser Bericht liefert eine Analyse der Beschäftigungssituation aus geschlechtsspezifischer Sicht. Wir hatten das Glück, uns bei der Beurteilung der Situation in den einzelnen Mitgliedsstaaten auf die fachmännische Mitarbeit der Mitglieder des EGGE-Netzwerkes in den jeweiligen Ländern verlassen zu können und nehmen bei der Erstellung des zusammenfassenden Überblicks intensiv Bezug auf die von ihnen geäußerte Meinung. Der Bericht liefert reiche und detaillierte Angaben, und bei der Besprechung quantifizierbarer Tendenzen der zentralen Beschäftigungsmaßnahmen und politischer Entwicklungen haben wir versucht, die für ganz Europa wichtigsten Probleme herauszufiltern und zugleich einige Eigenheiten auf Ebene der Mitgliedsstaaten einzubeziehen.

Die Auswirkungen der derzeitigen Krise stehen in einer Linie mit denen vorhergehender, insofern als dass sie die männliche Bevölkerung aufgrund deren Konzentration in den vom Handel erfassten Sektoren zuerst betrifft und erst anschließend, wenn die Nachfrage an Dienstleistungen sinkt und Kürzungen der öffentlichen Mittel vorgenommen werden, auch die weibliche Bevölkerung. Anders als in früheren Krisen und aufgrund des Zuwachses ihrer Beschäftigungsquote haben Frauen jedoch nun auch die erste Welle der Krise zu spüren bekommen, wenn auch in geringerem Ausmaß als Männer, und werden erneut betroffen sein, wenn die Kürzungen der öffentlichen Mittel erfolgen. Doch die geschlechtsspezifische Spaltung der Beschäftigungssituation führt dazu, dass sich die Divergenzen zwischen den Geschlechtern auch in den Krisenauswirkungen auf die Arbeitsmärkte zeigen und dies insbesondere in zeitlicher und qualitativer Hinsicht.

Die geschlechtsspezifisch unterschiedlichen Auswirkungen der wirtschaftlichen Rezession heben deutlich hervor, warum die Frage der Gleichstellung der Geschlechter sowohl auf europäischer Ebene als auch auf Ebene der Mitgliedsstaaten eine Schlüsselposition unter den Lösungsansätzen einnehmen muss. Die durchgängige Berücksichtigung der Gleichstellungsfrage bei Arbeitsmarktanalysen und politischen Initiativen kann in Zeiten einer Krise wie der derzeitigen ein wichtiges Werkzeug zur Gestaltung effizienter Maßnahmen sein, um sowohl Männern als auch Frauen auf den europäischen Arbeitsmärkten zu helfen. Die Gleichstellung der Geschlechter auf dem Arbeitsmarkt ist ein zentrales Element für die erfolgreiche Umsetzung der Strategie von Lissabon und darüber hinaus, wie die Periode der schwedischen EU-Ratspräsidentschaft gezeigt hat, für das wirtschaftliche Wachstum in der Zukunft.

Die deutlichste Auswirkung des wirtschaftlichen Rückgangs auf die Arbeitsmärkte zeigt sich in steigenden Arbeitslosenquoten und sinkenden Beschäftigungsraten. Die männliche wie auch die weibliche Bevölkerung verzeichnet einen Rückgang der Beschäftigungsraten in nahezu allen Mitgliedsstaaten – in drei Mitgliedsstaaten stieg die Beschäftigungsrate der weiblichen Bevölkerung an, während sie unter der männlichen Bevölkerung zurückging. In einem Mitgliedsstaat zeigte sich eine genau entgegengesetzte Entwicklung.

Unsere geschlechtsspezifisch gegliederte Analyse zeigt auf, dass sich die Krise in Untergruppen sowohl der männlichen als auch der weiblichen Bevölkerung spürbarer

auswirkt. Die negativen Tendenzen auf den Arbeitsmärkten sämtlicher EU-Mitgliedsstaaten zeigen sich ebenso und noch verstärkt unter den ausländischen Bevölkerungsgruppen, deren Beschäftigungsraten für Männer wie Frauen einen sehr viel drastischeren Rückgang verzeichnen. Gleichfalls sind die Beschäftigungsraten unter Jugendlichen in der Europäischen Union deutlicher gesunken, insbesondere für junge Männer. In den einzelnen Mitgliedsstaaten zeigt sich jedoch ein stark gemischtes Bild – in einigen Ländern sind junge Frauen und junge Männer gleichermaßen betroffen, in anderen zeigt sich eine deutliche Verlagerung hin zum einen oder zum anderen Geschlecht. Am anderen Ende der Altersskala stellt ein Rückgang der Beschäftigung in der Altersgruppe der 55 bis 64-Jährigen das Erreichen des 50%-Ziels von Lissabon in Frage. Auf die Beschäftigungsrate innerhalb dieser Altersgruppe wirkte sich die Krise weniger geschlechtsspezifisch aus und auf EU-Ebene konnte ein Zuwachs der Beschäftigungsrate der weiblichen Bevölkerung die rückläufige Entwicklung unter der männlichen Bevölkerung auffangen. In einigen Mitgliedsstaaten gingen die Beschäftigungsraten unter den Frauen jedoch stärker zurück als unter den Männern.

In der gesamten Europäischen Union stiegen die Arbeitslosenquoten unter der männlichen Bevölkerung rasant an und erreichten 2009 auf EU-Ebene den gleichen Stand wie die Arbeitslosenquoten unter der weiblichen Bevölkerung – Ende 2009 lag die Arbeitslosenquote unter Männern in 13 Mitgliedsstaaten über der der Frauen, in weiteren dreizehn lag die Quote unter den Frauen höher, und in einem Land wiesen beide Quoten gleiche Werte auf. Es muss jedoch darauf hingewiesen werden, dass das Verhältnis zwischen rückläufiger Erwerbstätigkeit und steigender Erwerbslosigkeit unter der männlichen Bevölkerung stärker ausgeprägt ist als unter der weiblichen, so dass ein Rückgang der weiblichen Beschäftigungsrate nicht zwangsläufig mit Erwerbslosigkeit in Verbindung steht.

Die Wirtschaftskrise hat der Teilzeitarbeit Auftrieb geleistet. Verstärkt kamen Fälle von Kurz- und Teilzeitarbeit auf, dies häufig unter Männern, wenn keine Vollbeschäftigung gefunden werden konnte. Es sollte bedacht werden, dass viele Männer, die neu in Teilzeitarbeit eintreten, in Form von Programmen zur teilweisen Arbeitslosenunterstützung einen Ausgleich für die verkürzte Arbeitszeit erhalten, wohingegen Frauen in Teilzeitarbeit für die zur Vereinbarung von Beruf und Familie „selbstgewählte“ Teilzeitposition nicht unbedingt Ausgleichszahlungen erhalten. Im Gegensatz zu den Tendenzen im Bereich der Teilzeitarbeit zeigen sich für befristete und Zeitarbeitsverhältnisse zu Beginn einer Rezessionsphase tendenziell stark rückläufige Muster. Auf tendenzielle Entwicklungen scheinen sich eher Einflüsse der nationalstaatlichen Ebene als geschlechtsspezifische Divergenzen auszuwirken, doch der Anteil der Frauen in Teilzeitarbeit liegt in 19 der 26 Mitgliedsstaaten, für die uns 2009 die Daten vorlagen, nach wie vor höher als der der Männer.

Der EU-Kommissionsbericht 2010 zur Gleichstellung von Frauen und Männern macht klar auf das Fortbestehen von geschlechtsspezifischen Gefällen in der Europäischen Union aufmerksam, beschreibt die Fortschritte in diesem Bereich als „langsam“ und benennt nach wie vor bestehende geschlechtsspezifische Gefälle bei den Beschäftigungsquoten, den Einkommen, der Arbeitszeit, dem beruflichen Verantwortlichkeitsgrad, der Verteilung von Betreuungs- und Haushaltspflichten sowie beim Armutsrisiko (CEC 2009). Zwei Bereiche stellen sich als besonders resistent gegenüber Veränderungen dar, doch gerade diese Bereiche spielen eine zentrale Rolle bei der Förderung der Gleichstellung auf dem Arbeitsmarkt: eine ausgeglichene Verteilung der unbezahlten Arbeit und Einkommensunterschiede.

Auch die Elternschaft wirkt sich noch verschieden auf Frauen und Männer aus: Vaterschaften fördern die Beschäftigungsquote unter der männlichen Bevölkerung, Mutterschaften zeigen



unter Frauen den entgegengesetzten Effekt. In der Mehrheit der Mitgliedsstaaten schließt sich jedoch derzeit die Schere zwischen den Beschäftigungsquoten von Vätern und Nicht-Vätern. In der weiblichen Bevölkerung zeigen sich hingegen gemischte Tendenzen, wobei sich jedoch seit 2005 in der EU der 26 das Beschäftigungsgefälle zwischen Müttern und Nicht-Müttern verstärkt hat. Das geschlechtsspezifische Lohngefälle bleibt wohl die wichtigste zu lösende Problemsituation. Bei der Datenerhebung auf europäischer Ebene wurden Fortschritte hin zu einer aussagekräftigeren Darstellung gemacht, doch auch die jüngsten veröffentlichten Zahlen bestätigen die hartnäckige Stabilität des geschlechtsspezifischen Lohngefälles. Die Beurteilung der jüngsten Maßnahmen auf Ebene der Mitgliedsstaaten durch die Kommission stellt heraus, dass dem Lohngefälle nur ungenügend Aufmerksamkeit gewidmet wurde und wenige neue Initiativen angerollt sind.

#### *AUF DIE KRISE ZUGESCHNITTENE LÖSUNGEN UND STRATEGIEN*

Die gegenwärtige Situation stellt für die Gleichstellung der Geschlechter im Hinblick auf die Beschäftigungssituation sowohl eine Chance als auch eine potentielle Bedrohung dar: Eine Chance für grundlegende Veränderungen bei der Organisation des Arbeitsmarktes und der angegliederten Institutionen mit dem Ziel einer stärkeren Gleichstellung der Geschlechter, eine Bedrohung durch das Risiko, dass die Gestalter der Politik in überkommen geglaubte Muster zurückverfallen und dem Einsatz von Strategien zur Gleichstellung und zur durchgängigen Berücksichtigung der Gleichstellungsfrage wenig Aufmerksamkeit schenken.

Obgleich bei der Reaktion auf die Wirtschaftskrise ein hoher Grad an europäischer Zusammenarbeit bewiesen wurde, scheint sich angesichts der „Notsituation“, wie der Krise zu begegnen sei, der Stellenwert der durchgängigen Berücksichtigung der Gleichstellungsfrage innerhalb der Prioritäten verringert zu haben: Weder das *Europäische Konjunkturprogramm* noch der darauffolgende Beschäftigungsgipfel in Prag haben Bezug genommen auf „Geschlechter“, „Frauen“ oder „Gleichstellung“. Während die Empfehlungen für politische Maßnahmen wohl Männern wie Frauen zugute kommen werden, bleibt doch die durchgehende Berücksichtigung der Gleichstellungsfrage unerlässlich für eine geschlechtsspezifische Beurteilung der Herausforderungen des Arbeitsmarktes und der differenzierten Auswirkungen der Maßnahmen für Frauen und Männer. In der Mitteilung *Ein gemeinsames Engagement für Beschäftigung* finden sich zwar kurze Besprechungen der geschlechtsspezifischen Dimension auf den europäischen Arbeitsmärkten, doch auch hier erfolgt weder eine durchgehend geschlechtsdifferenzierte Analyse der Situation noch werden, infolgedessen, Lösungsstrategien aufgezeigt. Eine solche Analyse und Umsetzung politischer Strategien könnte jedoch effiziente Antworten zugunsten der betroffenen Männer und Frauen liefern ohne dabei die Gleichstellungsziele zu gefährden.

Als Reaktion auf die anfänglichen Auswirkungen in männlich dominierten Beschäftigungsbereichen kamen vielfach Maßnahmen zur Nachfragestützung durch das Verbraucher- und Unternehmerv Vertrauen zum Einsatz, und in bestimmten Bereichen, wie der Bau- und Automobilbranche fand eine Nachfrageförderung statt. Weitere Maßnahmen, wie Steuererleichterungen für Gastbetriebe, könnten sich in gemischtgeschlechtlichen Sektoren positiv auswirken. Während für einige Maßnahmen die geschlechtsspezifischen Begleiterscheinungen nur schwer vorhersagbar sind, sind die Auswirkungen von Kürzungen der öffentlichen Mittel auf Frauen und Männer, durch einen Rückgang der Angebote aus öffentlicher Arbeit oder Dienstleistungen leichter absehbar bzw. direkt beobachtbar. Dennoch gibt es einige Beispiele von Investitionen in physische Infrastruktur, die zugleich neue Kapazitäten für die ‚soziale‘ Infrastruktur schafft, so die Einrichtung von Kinderkrippen.

Solche Investitionen schaffen nicht nur kurzzeitig Arbeitsplätze, sondern auch Arbeitsstellen und Bedarf an Dienstleistungen, die die weiter gefassten Lissabon-Ziele von Vereinbarkeit von Familie und Beruf und einer höheren Beschäftigungsquote unterstützen.

Unsere Analysen führen eine große Vielfalt arbeitspolitischer Maßnahmen an, von denen sich viele mit den im *Europäischen Konjunkturprogramm*, dem Prager Gipfel und der Mitteilung zum *Gemeinsamen Engagement* ausgearbeiteten Maßnahmen decken. Nur wenige betreiben jedoch eine Politik, deren Gestaltung eine durchgehende Berücksichtigung der Gleichstellungsfrage oder das Ziel der Förderung der Gleichstellung der Geschlechter erkennen lässt. In allen Mitgliedsstaaten müssen bei der krisenbezogenen Politikgestaltung wichtige Fragestellungen der Gleichstellung der Geschlechter berücksichtigt werden, darunter

- *Strategien zur Erhaltung von Arbeitsplätzen* müssen die Auswirkungen geschlechtsspezifischer Segregation auf die Vergabe und Verwendung öffentlicher Mittel zur Unterstützung bedrohter Arbeitsplätze kennen und anerkennen – Frauen sind als Empfänger solcher Unterstützungen unterrepräsentiert und es bestehen Risiken, die die Spaltung zwischen Frauen und Männern weiter verstärken könnten.
- *Flexicurity-Strategien* müssen Maßnahmen umfassen, bei denen die Gleichstellungsfrage durchgehend berücksichtigt wird, um eine Verstärkung der Benachteiligung bestimmter Gruppen und eine zunehmende Segmentierung des Arbeitsmarktes entlang der Geschlechterlinie zu vermeiden.
- *Ausländerpolitik* muss, wenn sie arbeitspolitischen Maßnahmen für Inländer besonderes Gewicht einräumt, berücksichtigen, dass Ausländer – Männer wie Frauen – in überdurchschnittlichem Maß von der Wirtschaftskrise betroffen sind.
- *Maßnahmen für Geringverdiener* können beim Umgang mit grundlegenden Ungleichheiten zwischen den Geschlechtern hilfreich sein, da sich unter den Geringverdienern besonders viele Frauen finden.
- *Aktivierungsmaßnahmen für Erwerbslose* können das Risiko bergen, auf Kosten der allgemeinen, nicht erwerbstätigen Bevölkerung im arbeitsfähigen Alter auf diejenigen Erwerbslosen ausgerichtet zu sein, die erst vor kurzem ihre Arbeitsstelle verloren haben und so das Gesamtbild des Arbeitskräfteangebots verzerren. Politische Aktivierungsmaßnahmen durch Fort- und Weiterbildung und Schulungen können in vergleichbarer Weise von der geschlechtsspezifischen Segregation der Beschäftigungsmöglichkeiten beeinflusst sein und die Gefahr bergen, sie zu verstärken.

Es muss unterstrichen werden, dass Maßnahmen zugunsten der männlichen Bevölkerung nicht unbedingt gegenläufig zu den Zielen der Gleichstellung der Geschlechter sind. Die Tatsache, dass in den Antworten, mit denen die Politik der Krise begegnet, die Gleichstellungsfrage nicht durchgehend berücksichtigt ist, bedeutet jedoch auch, dass es an politischen Maßnahmen, die insbesondere für die männliche Bevölkerung von Nutzen sein könnten – so z.B. für erwerbslose junge Männer – mit einer klaren Schwerpunktlegung auf die Zielgruppe mangelt. Von einem Standpunkt aus, der die durchgehende Berücksichtigung der Gleichstellungsfrage stärker betont, könnten Entscheidungsträger die Wege neuer, krisenspezifischer Strategien nutzen und die Arbeitsmärkte umstrukturieren während gleichzeitig der Umgang sowohl mit den zähen Problemstellungen der Ungleichheit, Segmentierung und Segregation beim Zugang zu Beschäftigungsmöglichkeiten als auch mit den kurzfristigen Auswirkungen des wirtschaftlichen Rückgangs möglich ist.

## ENTWICKLUNG DER MASSNAHMENSTRUKTUR ZUR GLEICHSTELLUNG DER GESCHLECHTER AUF NATIONALER EBENE

In jüngster Zeit haben viele Maßnahmen auf europäischer Ebene, insbesondere im Hinblick auf die Vereinbarkeit von Familie und Beruf und das geschlechtsspezifische Lohngefälle den Impuls genutzt, der vom *Fahrplan für die Gleichstellung von Frauen und Männern* und vom *Europäischen Pakt für die Gleichstellung der Geschlechter* ausging. Zu den wichtigsten Schritten nach vorn zählen die Mitteilung und ein Maßnahmenpaket zur Work-Life-Balance, in dem Gesetzesvorschläge zu Mutterschaftsurlaub und Gleichbehandlung selbständig Erwerbstätiger und deren mithelfender Ehegatten sowie die erfolgreiche Konsultation der europäischen Sozialpartner, die zu einer Verbesserung der Richtlinien für die Elternzeit geführt hat. Im Vorfeld der Veröffentlichung der revidierten Fassung des *Fahrplans* und der *EU-2020-Strategie* bestätigt die EU-Kommission, dass trotz der gemachten Fortschritte nach wie vor deutliche Diskrepanzen bei der Gleichstellung der Geschlechter bestehen.

Unser Überblick über die jüngsten Entwicklungen der Maßnahmenstruktur zur Gleichstellung der Geschlechter auf nationaler Ebene stellt heraus, dass bei der Gestaltung politischer Maßnahmen, die sich direkt oder indirekt auf die Stellung von Männern und Frauen am Arbeitsmarkt auswirken, die durchgängige Berücksichtigung der Gleichstellungsfrage noch nicht konsequent und vollständig umgesetzt ist. Im Bereich institutioneller Lösungen und Angebote zur Gleichstellung der Geschlechter wurden bruchstückweise Fortschritte erzielt. Es finden sich Beispiele bedeutender positiver Entwicklungen, aber ebenso Veränderungen, die den Fokus auf die Gleichstellung der Geschlechter verwässern und so jegliches Engagement zur Behebung bestehender geschlechtsspezifischer Ungleichheiten zunichte machen könnten. Einige Experten des EGGE-Netzwerkes haben hinsichtlich einer effizienten, konsequenten und unabhängigen Verfolgung der Ziele der Gleichstellung der Geschlechter auf Mängel bei den jüngsten Entwicklungen der gleichstellungsassoziierten Infrastruktur hingewiesen. Darüber hinaus hat sich die Wirtschaftskrise stark auf die öffentlichen Finanzen ausgewirkt, was den Stellenwert der Gleichstellungspolitik oder den Umfang der ihr zugewendeten Mittel beeinträchtigen könnte.

Im Rahmen unserer Studie konnten wir in 26 Mitgliedsstaaten 109 verschiedene nationale politische Ansatzpunkte ermitteln, die ausdrücklich die Verbesserung der Stellung von Frauen auf dem Arbeitsmarkt zum Ziel haben. Die Beurteilungen der Experten des EGGE-Netzwerkes zeigen, dass der Vereinbarkeit von Familie und Beruf die größte Aufmerksamkeit geschenkt wurde: Allein 29 Initiativen konzentrierten sich auf die Kinderbetreuung und weitere 17 auf die Work-Life-Balance, gefolgt von der Erwerbsquote der Frauen (17 Initiativen), der Segregation (11 Initiativen), dem geschlechtsspezifischen Lohngefälle (7 Initiativen), der Regierungsführung (7 Initiativen), zentrale Änderungen gesetzlicher Grundlagen (6 Initiativen) und nationalen Aktionsplänen zur Gleichstellung der Geschlechter (5 Initiativen).

## ANFORDERUNGEN AN DIE POLITIK UND HERAUSFORDERUNGEN DURCH DIE GESCHLECHTERFRAGE

Eine geschlechtsdifferenzierte Analyse der Herausforderungen des Arbeitsmarktes vor denen Europa derzeit steht, geht über politische Maßnahmen zur Förderung der Gleichstellung hinaus und wendet sich sämtlichen Politikfeldern zu, die den Arbeitsmarkt beeinflussen. Grundlage unseres Berichts sind die Beurteilungen von 505 politischen Initiativen durch die

Experten des EGGE-Netzwerkes – die Anzahl ist höher als im Bericht des Jahres 2008, und die Krise hat die Aufmerksamkeit gegenüber beschäftigungspolitischen Maßnahmen offenbar wieder erhöht, was sich in einer deutlich höheren Anzahl kurzfristiger Maßnahmen niederschlägt.

Rund 40% der bewerteten beschäftigungspolitischen Strategien fallen unter den Schwerpunktbereich 1 (*mehr Menschen für eine Erwerbstätigkeit gewinnen und Arbeitsplätze erhalten*), 15,8% fallen unter den Schwerpunktbereich 2 (*Steigerung der Anpassungsfähigkeit von Arbeitnehmern und Unternehmen*), 21,6% unter Schwerpunktbereich 3 (*höhere Investitionen in das Humankapital durch verbesserte Ausbildung und größere Fertigkeiten*). Zudem verzeichnen nahezu alle Länder einen geringen Anteil an politischen Initiativen im Schwerpunktbereich 4 (*allgemeine Arbeitsmarktsituation und Flexicurity*).

Die große Aufmerksamkeit für krisenspezifische Maßnahmen hat die zentrale Wahrnehmung von strukturellen Reformen zur Regulierung des Arbeitsmarktes einschließlich der Förderung eines stärker geschlechtsunspezifischen Arbeitsmarktes weggeführt.

Die globale Beurteilung der 505 politischen Initiativen im Hinblick auf die durchgehende Berücksichtigung der Gleichstellungsfrage fällt eher unbefriedigend aus: in 60,4% der Initiativen fehlt sie vollends, 21,8% zeigen einen akzeptablen, 17% einen teilweise akzeptablen Grad der durchgehenden Berücksichtigung der Gleichstellungsfrage. Gegenüber der Beurteilung im Jahr 2008 kann ein leichter Anstieg verzeichnet werden.

Die globale Beurteilung der 505 beschäftigungspolitischen Initiativen im Hinblick auf die Bewertung der Wirkung auf die Gleichstellungsfrage fällt ebenso unbefriedigend aus: Nur 32,1% aller Initiativen können positive Auswirkungen vorweisen. Ein weiteres Viertel (24%) verzeichnet „neutrale“ Auswirkungen, hat also keinen Einfluss auf die bestehenden Ungleichheiten zwischen den Geschlechtern, während weitere 9,5% der Initiativen negative Auswirkungen haben, also bestehende Ungleichheiten zusätzlich verstärken. Zu den verbleibenden 34,5% der Initiativen konnten die Experten keine Beurteilung abgeben, da es entweder an Informationen mangelte (die Verfügbarkeit von Daten ist ein häufig anzutreffendes Problem) und/oder die Auswirkungen gemischter Natur waren.

#### *STÄRKEN UND SCHWÄCHEN POLITISCHER MASSNAHMEN*

Vor dem Hintergrund der Schwächung der durchgehenden Berücksichtigung der Gleichstellungsfrage in den krisenbezogenen politischen Initiativen auf nationaler Ebene lassen sich dennoch positive Beispiele politischer Entwicklungen herausfiltern, in denen Regierungen Strategien im Einklang mit der Lissabon-Agenda entwerfen und umsetzen. Die Beschäftigungsrate und die Ziele für die Kinderbetreuung bleiben ein wichtiger Antrieb auf Ebene der Mitgliedsstaaten. Die Schaffung von Möglichkeiten zur Kinderbetreuung, Elternzeitmodellen und Aktivierungsmaßnahmen hat dabei unter den von den Experten im Hinblick auf die Gleichstellung der Geschlechter als positiv beurteilten Initiativen deutlich Vorrang. Positive politische Entwicklungen umfassen die Schaffung eines horizontalen strategischen Rahmens, der ausgerichtet ist auf die Förderung der Gleichstellung der Geschlechter, auf Maßnahmen zur Verringerung der Diskrepanzen im Beschäftigungssektor und hier insbesondere zur Steigerung der weiblichen Beschäftigungsrate, auf Initiativen im Zusammenhang mit der Elternzeit sowie auf die Vereinbarkeit von Familie und Beruf. Darüberhinaus gibt es Initiativen, die sich auf bestimmte geschlechtsspezifische

Benachteiligungen bei den Einkommen und der Segregation der Erwerbsmöglichkeiten konzentrieren.

Beinahe alle Initiativen, die als förderlich für die Gleichstellung der Geschlechter beurteilt wurden, können als gleichstellungsspezifisch erachtet werden. Ihnen gegenüber stehen Initiativen, die als Teil der Reaktion auf die Wirtschaftskrise eingeführt wurden und tendenziell als ungünstig bewertet wurden. Das Fehlen einer durchgehenden Berücksichtigung der Gleichstellungsfrage ist im Hinblick auf die Gleichstellung der Geschlechter die häufigste Schwäche der krisenspezifisch gestalteten Initiativen. Das Fehlen einer Gleichstellungsdimension in diesen Reaktionen auf die Krisensituation offenbart den geringen Anpassungsgrad des *gender mainstreaming* an die Gestaltungsmechanismen politischer Initiativen und lässt erkennen, wie viele Mitgliedsstaaten die Möglichkeit verpasst haben, sich dieses Werkzeug zur Zeit einer wirtschaftlichen Krise zu Nutze zu machen. Politische Maßnahmen sind nicht von sich aus darauf angelegt, den Grad der Gleichstellung der Geschlechter einzugrenzen oder zu verringern, doch eine mangelnde durchgehende Berücksichtigung der Gleichstellungsfrage kann unbeabsichtigte Auswirkungen oder verpasste Chancen mit sich bringen – sowohl für Männer als auch für Frauen. Eine Reihe augenscheinlich geschlechtsneutraler Initiativen kann geschlechtsdifferenzierte Auswirkungen haben, die im Rahmen der politischen Gestaltung ausgelotet werden müssen, während andere potentiell negative Auswirkungen auf die Gleichstellung der Geschlechter hervorrufen können, da sie anscheinend die Gleichstellungsfrage ignorieren – Beispiele hierfür sind die Stärkung der Stellung der Frau im Haushalt, die Stärkung der Geschlechtertrennung oder die Stärkung der Benachteiligung im Zusammenhang mit nicht-linearen Karriereentwürfen und Fokussierung auf unregelmäßige Erwerbssituationen.

#### *ÜBERBLICK ÜBER DIE NATIONALEN REFORMPROGRAMME*

Obwohl der Umgang mit der Wirtschaftskrise, in vielen Mitgliedstaaten allerdings zurecht, die Nationalen Reformprogramme bestimmt hat, bestehen dennoch starke Verknüpfungen mit der Europäischen Beschäftigungsstrategie, und der Einfluss des Lissabon-Prozesses ist in den politischen Entwicklungen nach wie vor deutlich erkennbar. Die Nachwirkungen der länderspezifischen Empfehlungen und Points to Watch fördert beispielsweise noch immer die Aktivität und den Austausch zwischen den Mitgliedsstaaten und geben so Anstoß zu neuen politischen Entwicklungen in den Schwerpunktbereichen der Europäischen Beschäftigungsstrategie.

Ein konstanter Kritikpunkt an den Nationalen Reformprogrammen des Jahres 2009 ist, dass die durchgehende Berücksichtigung der Gleichstellungsfrage schwächer ausgeprägt und von geringerem Stellenwert ist, als in den Jahren zuvor. Die Krise scheint sich auf die politischen Entscheidungen in Form einer Aussondierung von Prioritäten auszuwirken und dies insbesondere im Hinblick auf die durchgehende Berücksichtigung der Gleichstellungsfrage. Wird die Gleichstellungsfrage angesprochen, so geschieht dies häufig im Rahmen isolierter Subkategorien der Nationalen Reformprogramme, insbesondere in den Kapiteln zur Beschäftigung. Der geringe Stellenwert der Geschlechter- und Gleichstellungsfrage bedeutet auch, dass geschlechtsspezifische Problemstellungen in den Nationalen Reformprogrammen ignoriert oder übersehen werden und vielversprechende Neuerungen im Bereich der Gleichstellung der Geschlechter auf nationaler Ebene in einigen Fällen nicht einmal Erwähnung finden.

Allgemeiner gefasst können die Nationalen Reformprogramme in fünf Kategorien eingeteilt werden.

- Eine Minderheit Nationaler Reformprogramme, in denen die geschlechtsdifferenzierten Auswirkungen des wirtschaftlichen Rückgangs stellenweise berücksichtigt werden, obgleich die durchgehende Berücksichtigung der Gleichstellungsfrage unsystematisch und nicht vollständig in die Programme eingebettet ist.
- Nationale Reformprogramme, die stärker Bezug auf geschlechtsspezifische Inhalte nehmen (jedoch nicht in krisenspezifischen Bereichen), dies häufig begleitet von positiven Aussagen, in denen jedoch letztlich der Grad der durchgehenden Berücksichtigung der Gleichstellungsfrage gering oder unbeständig ist.
- Nationale Reformprogramme, in denen es keinerlei Hinweise auf eine durchgehende Berücksichtigung der Gleichstellungsfrage gibt und sich die Auseinandersetzung mit geschlechtsspezifischen Problemstellungen auf das Kapitel zur Beschäftigung, häufig in Form der Vereinbarkeit von Familie und Beruf, beschränkt.
- Nationale Reformprogramme, in denen es keine Hinweise auf eine durchgängige Berücksichtigung der Gleichstellungsfrage im eigentlichen Sinne gibt, in denen jedoch die Geschlechterproblematik bei der Auseinandersetzung mit verschiedenen Elementen geschlechtsspezifischer Benachteiligung zur Sprache kommt.
- Eine Minderheit Nationaler Reformprogramme, in denen die geschlechtsdifferenzierende Dimension vollständig fehlt: die assoziierten Problemstellungen finden weder in der Analyse, noch in der Ausarbeitung politischer Prioritäten oder der Beschäftigungspolitik Erwähnung.

Der für die Kommission entwickelte Vier-Punkte-Rahmen (Platenga et al. 2008 und im Leitfaden der Kommission für *Gender Mainstreaming in der Beschäftigungspolitik*) betont den potentiellen Beitrag, den die durchgehende Berücksichtigung der Gleichstellungsfrage zur effizienten Analyse politischer Strategien und zur Gestaltung der Nationalen Reformprogramme zu leisten vermag. Mit der Ausarbeitung der *Einbeziehung* in die Lösung geschlechtsspezifischer Problemstellungen unterstellt Schritt Eins die durchgehende Berücksichtigung der Gleichstellungsfrage dem Auftrag und der Verantwortlichkeit derer, die an den Nationalen Reformprogrammen mitwirken. In Schritt Zwei werden im Nationalen Reformprogramm anhand *geschlechtsdifferenzierter Statistiken* und Analysen die Unterschiede zwischen den Geschlechtern aufgezeigt. In Schritt Drei werden die *Auswirkungen* der politischen Initiativen des Nationalen Reformprogramms auf Frauen und Männer in die Überlegungen einbezogen. Abschließend dient der vierte Schritt der *Umgestaltung* des Nationalen Reformprogramms auf Grundlage der Analyse der Unterschiede zwischen den Geschlechtern (Schritt Zwei) und der Auswirkungen der vorgeschlagenen Strategien (Schritt Drei). Es ist klar ersichtlich, dass die durchgehende Berücksichtigung der Gleichstellungsfrage einen positiven Beitrag zur Entwicklung kohärenter politischer Strategien leistet und dies insbesondere im Rahmen der Reaktionen auf die Wirtschaftskrise. Sie sollte daher als ein nützliches Werkzeug bei der Analyse und Entwicklung erachtet werden und nicht als ein Problem, das auf die lange Bank geschoben wird.

#### ÜBERLEGUNGEN ZUR UMSETZUNG DER LISSABON-AGENDA SEIT 2005

In der Europäischen Strategie für Wachstum und Beschäftigung wurde das Ziel definiert, bis zum Jahr 2010 unter der weiblichen Bevölkerung eine Beschäftigungsrate von 60% zu erreichen. In den vergangenen Jahren hat sich bis zum Einsetzen der Wirtschafts- und Finanzkrise die Beschäftigungsquote der weiblichen Bevölkerung kontinuierlich in einem Maßstab erhöht, der beständig über dem der männlichen Bevölkerung lag, so dass sich das

Erwerbsgefälle zwischen den Geschlechtern schließen und im Jahr 2008 beinahe das Ziel von 60% Beschäftigung erreicht werden konnte, bevor die Beschäftigungsquoten rückläufig wurden. In der Mehrheit der Mitgliedsstaaten zeigten sich über die vergangenen Jahre hinweg bei der Entwicklung der Beschäftigungsraten für Frauen günstigere Tendenzen als für Männer, obgleich die Verringerung des Beschäftigungsgefälles zwischen den Geschlechtern unter anderem durch die geschlechtsdifferenzierten Auswirkungen der Krise bedingt sein kann. In vier Mitgliedsstaaten zeigten sich dennoch Tendenzen zugunsten der männlichen Bevölkerung, was zu einer Vergrößerung der geschlechtsspezifischen Diskrepanzen führte. Diese Diskrepanzen sind besonders in der älteren Bevölkerungsgruppe und hier am stärksten unter den 55- bis 64-Jährigen ausgeprägt. In den vergangenen vier Jahren wurde jedoch mit Ausnahme von zwei Ländern in sämtlichen Mitgliedsstaaten ein Zuwachs der Beschäftigungsraten für die über 55-jährige weiblichen Bevölkerung verzeichnet, während in zehn Mitgliedsstaaten die Beschäftigungsrate der Männer derselben Altersgruppe rückläufig war. Die Vielfalt von Ansatzpunkten bei der Auseinandersetzung mit der weiblichen Erwerbstätigkeit und der Gleichstellung der Geschlechter in den einzelnen Mitgliedsstaaten zeigt, dass quantitativ wie qualitativ immer noch in großem Umfang Herausforderungen an die Umsetzung der Gleichstellung der Geschlechter bestehen.

Obgleich der Zuwachs der weiblichen Beschäftigungsrate seit 2005 zumindest zahlenmäßig Fortschritte bei der Gleichstellung der Geschlechter erkennen lässt, haben sämtliche Mitgliedsstaaten nach wie vor mit der geschlechtsspezifischen Segregation des Arbeitsmarktes und dem geschlechtsspezifischen Lohngefälle, mit Schwierigkeiten bei der Vereinbarkeit von Beruf und Familie, einer Unterrepräsentation von Frauen in Positionen mit Entscheidungsverantwortung und zudem mit einem erhöhten Armutsrisiko für die weibliche Bevölkerung zu kämpfen. Infolge der Wirtschaftskrise wurden bedauerlicherweise einige Initiativen zur Gleichstellung der Geschlechter aufgeschoben oder gestrichen, andere geschlechtsspezifische Maßnahmen sind Budgetkürzungen zum Opfer gefallen. Diese Tendenzen gefährden das Erreichen der längerfristigen Ziele der Europäischen Union zusätzlich zum geringen Grad der durchgehenden Berücksichtigung der Gleichstellungsfrage.

Sämtliche Experten des EGGE-Netzwerks haben während der zuletzt angelaufenen Lissabon-Phase auf die nicht durchgängigen Berücksichtigung der Gleichstellungsfrage als Hauptproblem hingewiesen. Dieser Mangel hat sich in den Reaktionen auf die Wirtschaftskrise gezeigt, aber auch in den Diskussionen um nationale Strategien für Flexibilität und Sicherheit – einem Schlüsselement angesichts der geschlechtsspezifischen Segmentierung des Arbeitsmarktes. Die Notwendigkeit einer Geschlechter- und Gleichstellungsdimension besteht für Initiativen für Flexibilität und Sicherheit in gleichem Maße wie für krisenbezogene Reaktionen. Der geringe Grad der durchgängigen Berücksichtigung der Gleichstellungsfrage bei den Gestaltungsmechanismen politischer Initiativen stellt für den Erhalt der vorrangigen Position der Gleichstellung der Geschlechter in kommenden politischen Entwicklungen ein Problem dar.

Vor dem Hintergrund der Schwächung der durchgehenden Berücksichtigung der Gleichstellungsfrage in den politischen Initiativen auf nationaler Ebene lassen sich dennoch positive Beispiele politischer Entwicklungen herausfiltern, in denen Regierungen Strategien im Einklang mit der Lissabon-Agenda entwerfen und umsetzen. Auf Ebene der Mitgliedsstaaten bleiben die Wachstumsziele für die Beschäftigungsraten und die Kinderbetreuung wichtige Triebfedern. Die Points to Watch und die länderspezifischen Empfehlungen der einzelnen Mitgliedsstaaten sind ebenso bedeutende Motivatoren. Allesamt können sie, beispielsweise im Hinblick auf das geschlechtsspezifische Lohngefälle, als

Schlüsselmechanismen für die Stärkung des Stellenwertes der Geschlechter- und Gleichstellungsproblematik im Rahmenplan EU 2020 gelten.

Infolge der Anerkennung der Bedeutung geschlechtsspezifischer Fragestellungen für das Verständnis von Arbeitsmarktprozessen und der Schlüsselrolle der Frauen im Ausbau einer wettbewerbsfähigen Europäischen Union wurden die weibliche Erwerbstätigkeit und die durchgehende Berücksichtigung der Gleichstellungsfrage im Lissabon-Prozess erstmals deutlich betont. Es ist von Bedeutung, dass die Gleichstellung der Geschlechter und die durchgängige Berücksichtigung der Gleichstellungsfrage sowohl auf europäischer Ebene als auch auf Ebene der Mitgliedsstaaten in der Strategie EU 2020 verankert werden. Über die gegenwärtige Wirtschaftskrise und ihre Auswirkungen auf Männer und Frauen hinausgehend müssen längerfristige Herausforderungen berücksichtigt werden, die die Gleichstellung der Geschlechter auf dem Arbeitsmarkt gefährden – und während hartnäckige Probleme von Ungleichheit, Segmentierung und Segregation von Erwerbsmöglichkeiten angegangen werden müssen, muss zugleich den kurzfristigen Auswirkungen der Wirtschaftskrise begegnet werden. Das Paradoxe an der Situation ist, dass eine durchgängige Berücksichtigung der Gleichstellungsfrage sowohl Männern als auch Frauen vielfältige Möglichkeiten bietet. Schwierigkeiten mit der Erwerbslosigkeit unter der männlichen Bevölkerung würden durch geschlechtsdifferenzierte Analysen und krisenbezogene Initiativen positiv beeinflusst.

Zum derzeitigen Zeitpunkt der Veränderungen und der Ausarbeitung der politischen Strategien des Programms EU 2020 ist die durchgängige Berücksichtigung der Gleichstellungsfrage noch entscheidender, da die Risiken für den Stellenwert der Gleichstellung der Geschlechter und für die Ausarbeitung gleichstellungsindifferenter Analysen aus drei Gründen erhöht sind. Erstens besteht die Gefahr, dass das Ziel der Gleichstellung der Geschlechter marginalisiert wird und so weitreichendere europäische Ziele aufs Spiel gesetzt werden. Zweitens besteht die Gefahr, dass das Verständnis gleichstellungsindifferenter Ansätze bei geschlechtsdifferenzierten Prozesse auf dem Arbeitsmarkt versagt und der größer gefasste Rahmen dauerhaft hoher Beschäftigungsraten für Frauen und Männer aus den Augen verloren werden. Drittens schließlich besteht die Gefahr, dass gleichstellungsindifferente Ansätze politische Initiativen und Strategien hervorbringen, die im besten Falle keinerlei Auswirkungen auf die Gleichstellung der Geschlechter haben, im schlimmsten Falle aber die Ungleichheiten sowohl für Männer als auch für Frauen verschärfen, ohne weitergefasste Ziele überhaupt zu erreichen.



## Introduction

This report presents an analysis of the employment situation for women and men at the end of 2009. We review both quantitative trends in key employment measures and the evolution of policy at the Member State level. At the end of the first decade of the 21<sup>st</sup> century we find ourselves in a crucial period for gender equality where steps have been made in raising the profile of equality between women and men within the framework of the European Employment Strategy yet the economic downturn and difficult economic conditions present a challenge to progress made in previous years. While the initial impact of the recession appears to have affected male employment more it is important to keep gender equality central to responses at both the European and Member State level. Losing sight of the gender equality issues risks undermining long-term strategic goals of becoming the world's leading knowledge economy, making the most of the whole population. Furthermore in this time of crisis, gender mainstreaming in labour market analyses and policy reactions can be considered an important tool for effective responses to help both men and women on European labour markets.

The information in this report is rich and detailed and we have tried to synthesize the key issues across Member States while also capturing some of the particularities at the Member State level. The text between the boxes and grids in this report provide the synthesis and highlight key country examples – this can be read alone or with the boxes and grids that act as reference for detail on individual Member States. Methodologically our analysis is based on the work of the 26 national experts of the European Commission's *Expert Group on Gender and Employment* (EGGE). The report from Latvia was unfortunately not available at the time of writing so information relating to this Member State has been supplemented from published sources. A full list of expert members of the group is on the cover page of this report and their reports are also listed in a separate bibliography. Each expert prepared their report to the specification of a standard work programme, developed earlier in 2009, designed to elicit relevant comparative data from the 2009 NRPs in their Member State. The timing of the delivery of the NRPs in relation to the synthesising process was unexpectedly consistent, with no significant delays in the national delivery of the NRPs, with the only exception of Greece (due to political elections). As in previous years, some challenges arose from the timing of recent elections across the EU that meant governments of different political persuasions (and approaches to gender equality) occupied positions of power in the periods before and after the NRP process. Expert's policy analyses were conducted in two steps: firstly an overview of the policy environment in advance of publication of the implementation reports of the National Reform Programmes (Part A, September 2009) and secondly an analysis of the position of gender in the implementation reports (Part B, November 2009).

Our report is divided into seven sections. After this introduction, Chapter 1 continues with a review of the key trends in European labour markets from a gender perspective. Although gendered employment rate targets have held an important position in the most recent phase of the Employment Strategy this chapter helps fill a gap in some European documentation that has not always presented gender disaggregated figures and or gender-sensitive analyses in the context of the crisis.

Chapter 2 analyses the policy responses to the crisis by both looking at the European-level developments and, more importantly, the analysis of Member States' policies labelled crisis-specific by national experts. The review of both European and Member State crisis-specific responses unfortunately shows an absence of gender mainstreaming and frequent gender-blind

approach to the raft of new policies announced or implemented in 2008-09. Such measures risk exacerbating gender divisions to the cost of both women and men.

Chapter 3 focuses specifically on gender-specific policies, reviewing both European developments and the analysis of Member State policies labelled gender-specific by national experts. Here experts of the network identified 110 gender-specific policies with the explicit goal to raise the level of gender equality on the labour market and also policies related to gender infrastructure.

Chapter 4 develops a quantitative analysis of the crisis-specific and gender-specific policies and also all other employment policies at the Member State level and the position of gender. We find 2009 was a fertile year for policy development but that the extent of gender mainstreaming remained rather low, as we found in our first quantitative analysis for 2008 (Villa and Smith 2009).

Chapter 5 presents a more detailed analysis of specific policies likely to be favourable or unfavourable to gender equality, based on national experts' assessment of policy high and low points. Here we find the low level of gender mainstreaming of policies identified in earlier chapters often carried through into those policies likely to have an unfavourable impact upon equality between women and men. However, we also find evidence of positive impacts from policies tied to promoting gender equality, particularly where gender differences have been taken into account and among those initiatives related to the Lisbon process.

Chapter 6 focuses on the position of gender in the 2009 NRPs. The Lisbon reporting process for 2009 was heavily dominated by concerns around the crisis and Member State responses to the economic conditions. Perhaps unsurprisingly the implementation reports for 2009 show an even lower profile position for gender than in previous years.

Finally, concluding this report, chapter 7 steps back from the crisis of 2008-09 and looks at the progress against gender equality targets since the European Employment Strategy re-launch in 2005. Here we show how women's employment has made positive progress against Lisbon quantitative targets in many Member States but that significant gaps in the quality of women's labour market experience remain – not least in relation to the gender pay gap and reconciliation – a series of country fiches in the annex of the report provide additional Member State detail. The next phase of the Employment Strategy will need to consider these gender gaps in pay, working hours, involvement in unpaid work, decision making positions and precarious forms of work in order to achieve a more gender equal labour market.

## Chapter 1

### Evolution of European Labour Markets and gender equality

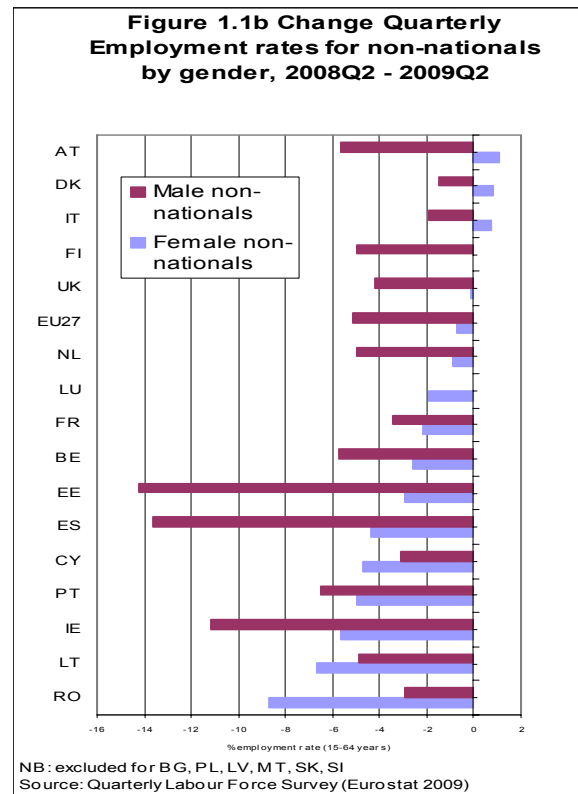
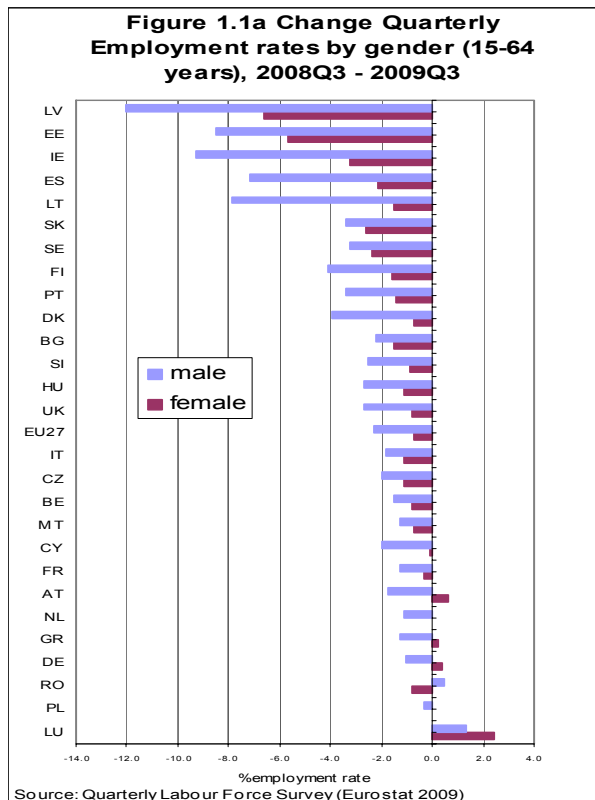
After a period of positive developments since the re-launch of the Lisbon process in 2005, the year 2009 marks a time when European economies were severely impacted upon by the global economic crisis, with serious outcomes across European labour markets. Falling levels of employment have led to rising rates of unemployment and inactivity, and where employees have not lost their jobs there have been increases in involuntary part-time work as short-time working has been widely used to combat the effects of falling demand (EuroFound 2009a). Towards the end of 2009 there was evidence of positive growth in some Member States with European GDP growth reported at 0.3 % in the third quarter but output remains well below previous years (CEC 2009a; CEC 2009b). Labour market indicators tend to have a lagged response to the crisis so that labour market conditions continue to deteriorate while there are ‘green shoots’ of growth in production.

In many Member States the initial impact of the crisis has been largely experienced by male employment and the resulting responses have been heavily focused on male dominated areas of employment. This effect is consistent with previous crisis in that men suffer first because of their concentration in traded sectors and then women secondly when demand falls in consumer services and when cuts are made in public spending. However, unlike previous crisis where women’s employment remained strong and bolstered European labour market performance (Rubery et al. 1999), in this current economic downturn women’s employment has also declined. The protection provided by the sex segregation of employment in previous downturns is less evident in the current economic conditions, perhaps because women now make up a greater share of total employment (Smith 2009a) – in short ‘they have more to lose’ (Rake 2009). This is a rather dramatic change since, thanks to women’s greater share of employment, they have been hit in the first wave of the crisis – albeit to a lesser extent than men – and will be hit again as public spending is cut – chapter 2 presents evidence of the cuts already impacting upon women’s employment and planned spending cuts likely to have more significant effects. Greater equality in employment, at least in numerical terms, seems to have brought greater equality in the impact of the recession but the segregated nature of employment means that the crisis has a gendered impact on the labour market for men and women, affecting the time and nature of the repercussions. The impact of the recession is felt by both women and men but, as the ILO (2009: 32) points out, since women are already at a disadvantaged on the labour market the implications are uneven.

#### 1.1 Trends in employment and unemployment

The clearest impact of the economic downturn on the labour market is in the rising unemployment rates and falling employment rates. Figure 1.1a demonstrates the recent falls in male and female employment rates across the EU. For men there were falls in nearly all Member States between 2008q3 and 2009q3, with Luxembourg and Romania the exceptions. The most dramatic falls for men were experienced in nine countries (DK, ES, EE, FI, LT, LV, PT, SW, SK) where employment rates fell dramatically by between three to 12 percentage points. For women the falls were less marked than for men in 26 of 27 States with the larger

falls – of between three and six percentage points – experienced in three countries (IE, EE, LV) and falls of two percentage points or more in three more states. In the case of Romania the female employment rate fell while rising for men (-0.8 compared to +0.5 percentage points). Compared to the previous downturn, where female employment rates continued to rise in most cases, this is a change of circumstances and between 2008q3 and 2009q3 female employment rates rose in just four countries (AT, DE, LU, EL) although in two the increase was half a percentage point or less. The segregation of male and female employment into different sectors of the economy is particularly important in explaining the nature and timing of these employment effects upon men and women (see Box 1.1). Male areas of employment such as automotive and transport felt the impact before more feminised areas in services.



**Box 1.1 - Uneven impact of crisis across sectors and men and women**

**In Belgium** the automotive industry has been hit gravely by the crisis, due to a drop in the demand for cars and trucks. A worldwide decline in the demand has caused further serious problems in the Belgian steel industry. In the Walloon region, a number of steel-rolling mills and blast-furnaces were forced to close for several months (Meulders 2009).

**In Bulgaria** in the first quarter of 2009 GDP was 33% less for agriculture; 19% less for industry and 27% less for service sector. The declining economic activity and the reduced production began to affect employment significantly in mid-2009. That is not only because of the lag in the transmission of the effects of production on employment level, but also because of the undertaken policy measures to prevent employment decline (Iskra 2009).

In Cyprus data for mid 2009 show a dramatic increase in unemployment compared to the same period in 2008. Compared to August 2008, there was an increase of 64.7% which was mainly in construction (increase of 1,764 unemployed), trade (+ 1,154), the real estate and business (+ 750), hotels and restaurants (+ 587), manufacturing (+ 573), public administration (+ 536) as well as new labour market entrants (669 unemployed) (Ellina 2009).

**In Germany** in May 2009, 1,562,000 women and 1,896,000 men were registered as unemployed and compared to the previous year, male unemployment had risen by 224,000 persons (+13%). In contrast, female unemployment actually decreased by 49,000 persons (-3%). However, the female average

unemployment rate of 2008 was 8.2% compared to a male unemployment rate of 7.5%. Thus relatively more women than men were still registered unemployed (Maier 2009).

In **Denmark** the increase in unemployment rates reflects the economic crises and the drop in employment especially within industry, building and construction. Employment within the building and construction sector has declined by 13.4 % from the third quarter in 2008 to the second quarter in 2009. At the same time the employment in industry has dropped by 11.5 %, in hotel and catering trade 6.0 %, in transport 5.3 %, and in finance and business 4.1% (Emerek 2009).

In **Estonia** the number of collective redundancies almost doubled in the first half year in 2009 compared to the situation a year earlier and the number of employer insolvency cases rose by 2.6 times. A sharp drop in male-dominated sectors like construction and also manufacturing explains the remarkable gender gap in the unemployment. For example in 2008, second quarter, there was 85 thousand employees working in the construction while in 2009 second quarter it had dropped to 55 thousand. The number of employees in manufacturing has dropped from 147.8 thousand to 116.3 thousand in the same period. About 90% of construction workers and about 55% of manufacturing workers were men in 2008 (Karu 2009).

In **Spain** the crisis in Spain has affected the labour market with great intensity with a strong contraction in economic activity: in 2008, 620,010 jobs were destroyed, mainly male-dominated occupations related in the first instance to the construction sector and then spread across the rest of the economy - the number of male workers decreased by 656,500 in 2008, while the number of women increased still by 36,400 (González Gago 2009).

In **Finland** the monthly and quarterly data of Labour Force Survey in 2009 show that men were first to be affected by the economic crisis. In the first quarter of 2009, the male employment rate fell by 1.9 percentage points (to 68.4%) compared to the situation one year earlier, while the female employment rate remained still unchanged (67.8 %) (Sutela 2009).

In **France** “nothing indicates that women will be saved from the crisis”. Certain service sectors are beginning to experience the crisis – above all in the market sector, services to businesses (in reaction to the decline of industry) have dropped significantly; commerce and services to individuals (hotels and catering), where women predominate, have also been affected. Non-market services (education and health) are the only ones to resist for the time being (Silvera 2009).

In **Hungary** the crises has particularly hit male-dominated industries, like construction, car-industry and telecommunication. Companies have tried to adapt to the new conditions through several channels: wage freezes, working hour cuts, getting rid of temporary workers and employees with fix-term contracts. As a result, the number of male unemployed increased much more (by a third) than female unemployment (by 17.5%) (Frey 2009).

In **Ireland** job losses in construction have been predominantly among male workers, a significant proportion of which have been immigrant workers. However, as the decline in employment has spread across the economy job losses among women workers have become more evident. The three sectors which have seen the largest contractions in employment are construction; wholesale and retail; and industry – these account for 77% of the decline over the year to March 2009 (Barry 2009).

In **Poland** for the first half of 2008 employment of men grew faster than that of women – the employment gap between women and men was widest in the 3rd quarter of 2008 at 1,662,000 persons, but men also experienced a slightly faster fall in employment and were affected before women, both in terms of increasing unemployment and decreasing employment. Therefore, the economic crisis has had a greater influence on the unemployment and employment of men, but the balance of unemployment and employment remains negative for women (Plomien 2009).

In **Portugal** the traditional exporting sectors of Portuguese industry have been particularly affected by the world trade crisis, as well as the construction sector – a more attenuated contraction in the services sector is expected. The contraction in the tourist industry and demand from families are having a significant impact on the services sector (Ferreira 2009).

In Romania the most affected activities were clothing manufacture (-44.5 thousand employees); manufacture of fabricated metal products, except machinery and equipment (-17.7 thousand employees); manufacture of furniture (-14.9 thousand employees); manufacture of leather and related products (-13.9 thousand employees); manufacture of motor vehicles, trailers and semi-trailers (-13.7 thousand employees) (Zamfir 2009).

In the **UK** the impact of the recession has been uneven across sectors. Output from production industries has fallen and the construction sector has contracted sharply. Growth in services has slowed, with financial and business services being hit hard while there has also been a fall in retail sales for some consumer goods (Fagan 2009).

Source: National Expert NRP Reports 2009

One particular concern in an economic downturn is that weaker members of the labour market suffer disproportionately (ILO 2009), not least since they may not have the financial security to support themselves during times of hardship. Among these weaker groups are women but also immigrant men and women. The negative trends in employment experienced across EU labour markets are mirrored and amplified for non-nationals. In Figure 1.1b we see how employment rates for non-nationals have fallen dramatically for the Member States for the year to the second quarter of 2009 where we have data – at the European level, for both women and men, working age employment rates for non-nationals fell by more than for nationals (5.4 percentage points compared to 2.2 for men, 2.2 percentage points compared to 1.4 for women). Male employment rates for non-nationals have been hit particularly hard in nine countries (IE, LT, PT, ES, EE, BE, AT, EL CZ) (see Box 1.2). The depressing effect on employment rates of non-national women in figure 1.1b is particularly marked in Ireland, Portugal and Cyprus. In the case of Lithuania and Romania we find the falls in employment rates for women were actually greater than those for men. The disproportionate impact of the crisis on non-nationals presents a risk both for the social exclusion of minority populations in the European Union but also relations between groups within Member States (Smith 2009a). Furthermore the gender disaggregated analysis illustrates how the impact of the crisis may be felt more severely by sub-groups of women and men and this uneven impact needs to be recognised in effective policy responses. The picture painted by these trends in Figure 1.1b and existing levels of disadvantage in employment for non-nationals is reinforced by the Member State examples in Box 1.2 (see also Chapter 2).

#### **Box 1.2 - The impact of economic conditions on migrants and ethnic minorities**

In **Cyprus** immigrant workers are represented in traditionally gender-segregated sectors such as domestic work for women and construction for men. In 2008, there were 65,000 foreigners legally employed accounting for 16.9% of the employed persons in Cyprus (European Union nationals making up 54%). The effect of the crisis is likely to have had an impact on illegal immigrants, especially in a sector such as construction. Although there is no apparent local interest in the type of work legal and illegal immigrants perform, recent public declaration of trade unions – for example SEK and PEO – are increasingly focusing on illegal immigration to fight the rising levels of unemployment (Ellina 2009).

In **Ireland** job losses in construction have been predominantly among male workers, a significant proportion of which have been immigrant workers. The Irish EGGE Network expert also notes that growing tensions across the Irish economy may result in rising racism and discrimination against immigrant workers (Barry 2009).

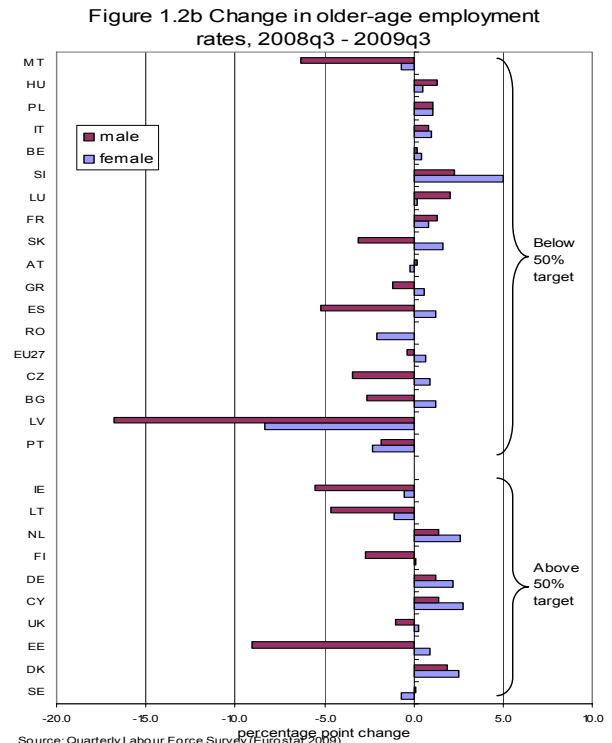
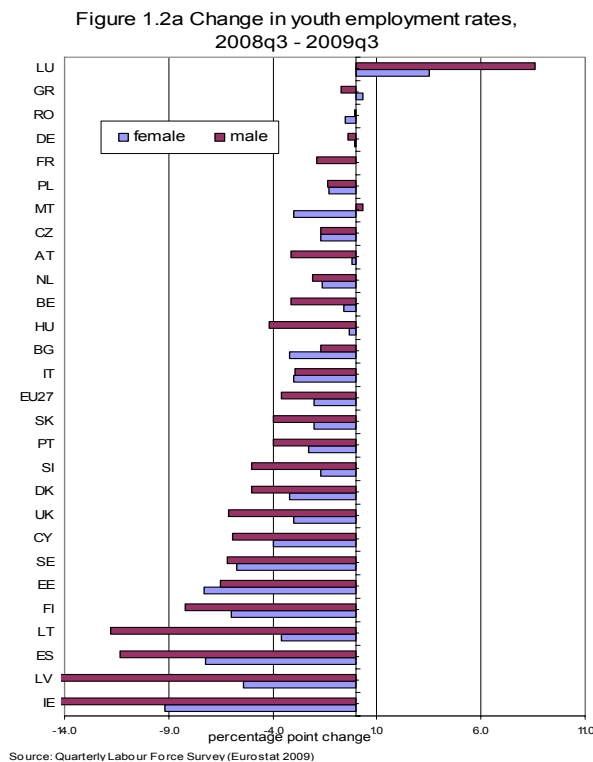
In **Netherlands** women from some ethnic minority groups have the lowest participation rates – national data from 2007 show that the net participation rate of autochthonous women is 59%, whereas it is 47% among women from non-Western origin. The net participation rate in this last group is, however, clearly increasing (in 2005 it was 42%). The participation rates of Turkish and Moroccan women are particularly low: 38% resp. 37%. Women from Surinam, and the Netherlands Antilles and Aruba have higher participation rates (61% resp. 51%) (Plantenga and Remery 2009).

In **Portugal** immigrants have higher unemployment rates than nationals and these have been rising – National sources indicate that unemployment is growing at a higher rate in the immigrant community. The registered unemployment recorded 19,031 immigrant unemployed in 2008 July and 32,155 in 2009 July. The rates of feminization were, respectively, 55.3% and 46%. This means that this group of population is being particularly affected by crisis, but also that men rather than women are being affected (Ferreira 2009).

In the **UK** ethnic minorities continue to have lower employment and higher economic activity rates than the overall population. Between 1987 and 2007 the gap in employment rates between the overall and ethnic minority population only fell by 1.3 percentage points to a 14.2 percentage point gap. In 2007, 69% of ethnic minority men were employed compared to 51% of ethnic minority women. People of Pakistani and Bangladeshi heritage have the lowest employment rate; and within this ethnic minority group the gender gap in employment rates is the highest so that overall women of Bangladeshi or Pakistani heritage have the lowest employment rates among men and women by ethnic origin (Fagan 2009).

Source: National Expert NRP Reports 2009

The crisis has also seen variable impacts across men and women at different stages of the lifecycle and this is another important factor that analysis and response to the crisis needs to take into account. The falls in youth employment rates (15-24 age group) for men have again been more pronounced than for women – 3.6 percentage points compared to 2.0 at the EU27 level between the third quarter of 2008 and 2009. There were particularly dramatic falls in employment for young women and men in Ireland, Latvia, Spain, Finland, Estonia and Sweden, and for young men in Cyprus, the UK, Denmark and Slovenia. However, in six Member States (EE, IT, BG, CZ, MT and RO) the falls for young women were greater than for men (Figure 1.2a). Youth unemployment rates are at an historically high level and while the early rises were predominantly for male youth unemployment – accounting for three quarters of the rise since Spring 2008 – the most recent data show that for the last months of 2009 the unemployment rate for young women rose faster than that for men (CEC 2009b: 5). These rises show no signs of stabilising and reverse progress made against youth unemployment under the Lisbon Strategy.



Declines in older age employment risk progress against the Lisbon target of a 50% employment rate for the 55-64 age group although at the moment older workers face greater risks when it comes to re-employment (CEC 2009d). Figure 1.2b illustrates how there was a more mixed pattern of responses to the crisis from older age employment rates with rising female rates bolstering falling male rates at the EU level. However, in four Member States (SE, PT, RO and AT) female older age employment rates suffered more than men's. Figure 1.2b also illustrates how rates for men fell among four of the ten States that had already achieved the 50% target early in 2009 (nine below target). For women employment rates fell in three of these Member States having achieved the target and in five with rates below the 2010 target. Box 1.3 further illustrates, with Member State examples, how the changing economic conditions have specific impacts upon workers at different ends of the lifecycle.

### Box 1.3 - Trends in unemployment and employment for older and younger women and men

In **Austria** unemployment among older workers, both male and female, declined prior to 2008 but in recent months the rate has gone up sharply, especially for men. Thus, between May 2008 and May 2009 unemployment among women rose from 5% to 5.7% for those aged 50 to 54 and from 6.9% to 7.1% for those aged 55 and 59. The rise in unemployment was even more pronounced among men: from 6.7% to 8.2% among those aged 55 and 59 and from 10.4% to 11.3% among 60-to-64-year-old males. The Ministry of Labour and Social Affairs claims that this rise cannot only be put down to the financial and economic crisis but is also due to a growing workforce of older workers who (due to restrictive pension reforms) remain in the labour market longer (Mairhuber 2009).

In **Estonia** the sharpest drop in employment rates related to prime-age men (25-49 years) with a fall of 12.4 percentage points, down from 91% to 78.6% in a year. The employment rate of older men (age 50-74) dropped to 48% from 56% while the employment rate of men aged 55-64 remained around 63% (Karu 2009).

In **France** as far as older and young people are concerned, major efforts have been felt in the unemployment rate for older women rising by 1.2 percentage points between the first quarter of 2008 and 2009 compared to 0.8 percentage points for men. Only among younger men were unemployment rates higher, 24.8% compared to 21.7% in the first quarter of 2009 (Silvera 2009).

In **Lithuania** the employment rate of older persons has increased – in 2006 the employment rate of persons aged 55-64 was 49,6 %, whereas in 2007 it was 53, 4 %. During 2009 the proportion of older people (above 50 years) who were unemployed decreased to 16 % from 20.6% while unemployment rose for younger groups.

In **Netherlands** the employment rate among older workers (aged 55-64 years) has been clearly increasing. Though this is the case for both men and women, progress is in particular visible among older women. The participation rate in 2008 for this group was 42.2% (men: 63.7%). Yet, the gender gap of is still quite substantial (21.5 percentage points) (Plantenga and Remery 2009a).

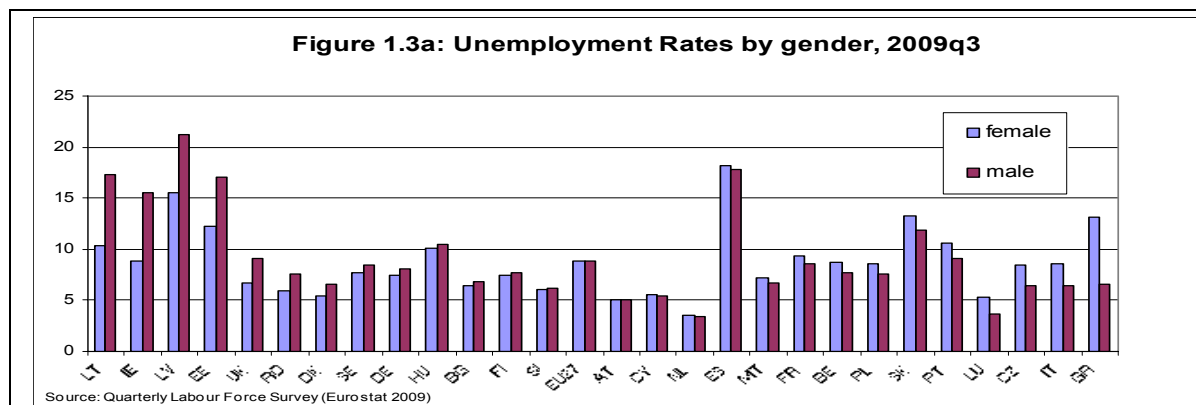
In **Poland** a slight widening of the gender employment gap has been largely driven by the employment developments among older workers (55-64) where the employment of older men has grown much faster (by 3.7%) than among older women (by 1.3%) – pointing to the need of stepping up efforts to facilitate employment of older women in particular (Plomien 2009).

In **Slovenia** significant gender differences in employment rates of the older population (55-64) that were present over recent years increased slightly in 2008 to 23.6 % from 23.1 % in 2007. While male employment rate in this age group was 44.7 %, the female employment rate was just only 21.1 % (Mrčela 2009).

In the **UK** the employment rate for older workers has decreased slightly (by 0.6 percentage points) for men (aged 50-64 years) to 72.1% but increased slightly (by 0.6 percentage points) for women (aged 50-59 years) to 70.7% (Fagan 2009).

Source: National Expert NRP Reports 2009

At least in terms of unemployment rates, the initial impact of the crisis is likely to have a lower impact upon women in the European Union than in other parts of the world where the opposite has tended to be the case (ILO 2009). Across the EU rapidly rising male unemployment rates have been a common feature and by the third quarter of 2009 had reach parity with women's rates (Figure 1.3a).





The trends in unemployment rates are strongly linked to the stage of the downturn in each Member States and our expert assessments show that different Member States have experienced the initial consequences of the crisis at varying times (Chapter 2). Figure 1.3b shows the quarterly trends in unemployment rates by gender for the EU and USA, as well as four countries where the impact of the crisis was felt early on – Iceland, Ireland, Spain, and the UK. At the EU level and Spain we see unemployment rates for women and men converging as male rates caught up with those of women. On the other hand, in the USA, Ireland and the UK there has been more of a divergence as male rates have moved further above those for women. Although the gendered patterns have been somewhat different in Spain and Ireland, the upward trend in unemployment has been much more marked than in other countries. By contrast in Iceland, a country that experienced severe economic consequences, unemployment rates for women and men have begun to fall and re-converge after a sharp rise and divergent trend in 2008-09.

However, it is worth noting two important facts about female unemployment and the relationship between female employment and unemployment.

- Firstly, the female unemployment rates were already higher than men’s in 22 of the 27 Member States before the crisis so in many cases there has simply been a catching up, and, in some, an overtaking.
- Secondly, the relationship between unemployment and employment for women differs to that of men and unemployment does not always capture the full extent of female labour supply – women who lose their jobs or want work may not always appear on the measure.

**Table 1.1 - Trends in European unemployment rates, 2008 Q2 – 2009 Q3**

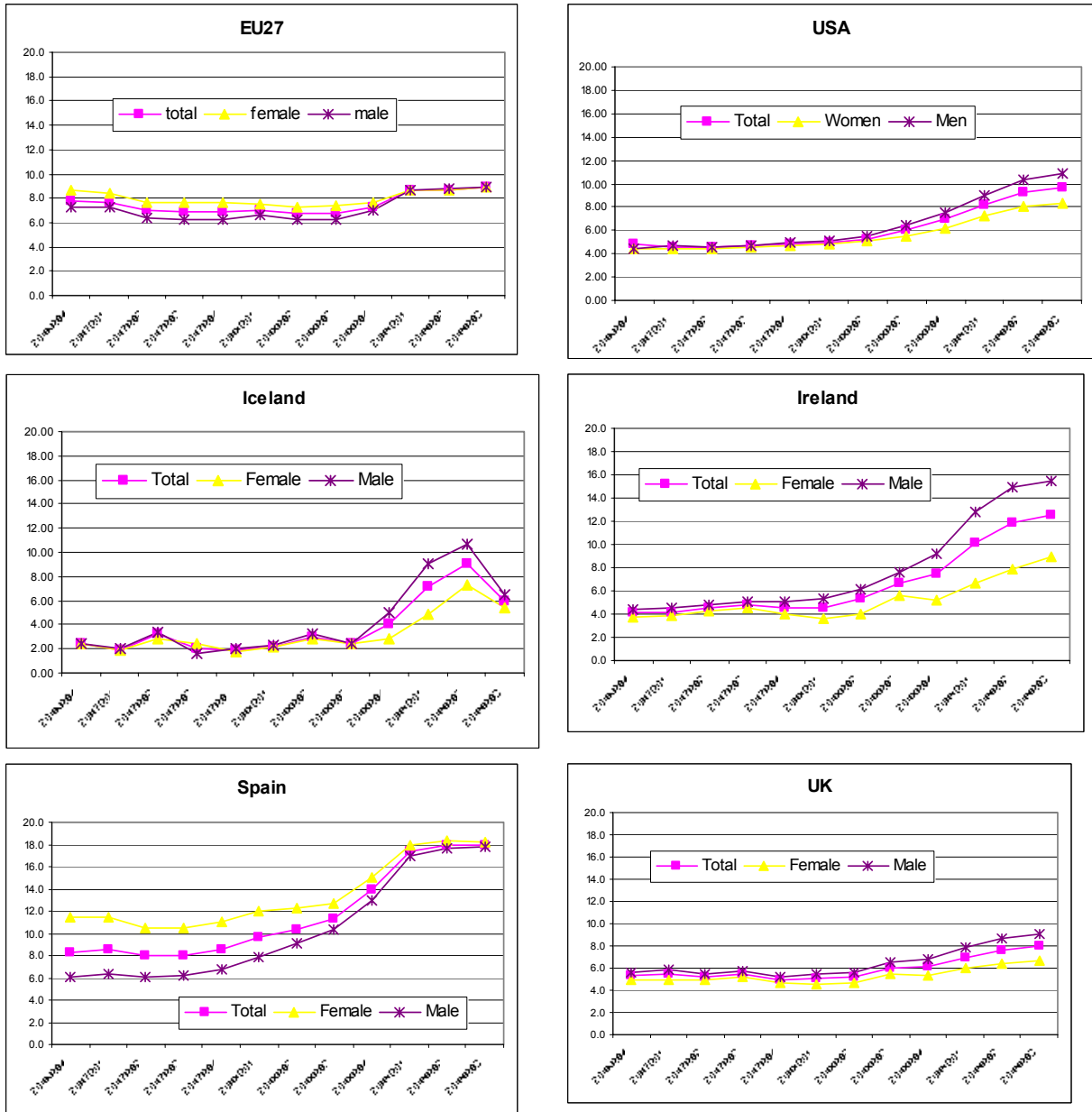
	<i>Female unemployment rate greater than male unemployment rate, 2008 Q2</i>	<i>Male unemployment greater than female unemployment 2008 Q2</i>
<i>Female unemployment rate greater than male unemployment rate, 2009 Q3</i>	Belgium, Czech Republic, Greece, Spain, France, Italy, Cyprus, Luxembourg, Malta, Poland, Portugal, Slovakia Netherlands,	
<i>Female and male unemployment equal, 2009 Q3</i>	Austria,	
<i>Male unemployment rate greater than female unemployment rate, 2009 Q3</i>	Bulgaria, Denmark, Germany, Latvia, Hungary, Finland, Slovenia, Sweden,	Estonia, Ireland, Lithuania, Romania, United Kingdom

Source: Eurostat Quarterly Labour Force Survey 2008 and 2009 (based on Smith 2009a)

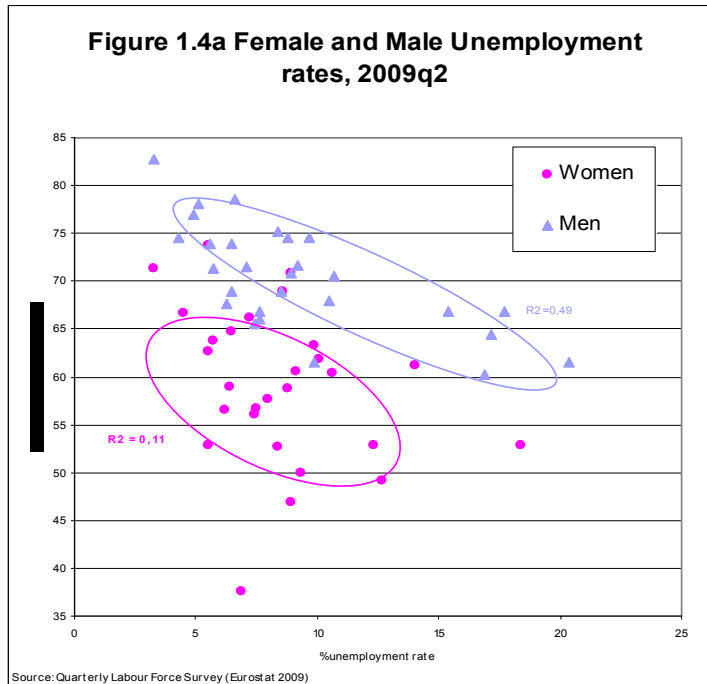
Thus while unemployment rates are often the headline figures, and particularly rising unemployment rates over recent months, a gender disaggregated analysis shows how there are significant differences between men and women in the levels of unemployment and how these unemployment rates are reacting to the crisis – in fact in the second quarter of 2009 there were just two Member States where male and female unemployment rates were the same. In May 2009 the male unemployment rate finally overtook the female rate at the EU27 level (CEC 2009b: 4-5) but since then rates for both women and men have been rising at more or less 0.1 percentage point a month - the most recent data show that women accounted for 44 % of the rise in unemployment for October 2009 (opt cit: 5). Prior to the crisis, in the second

quarter of 2008, women's unemployment rates were higher than men's in almost all Member States (Table 1.1). Over the period to the third quarter of 2009 men's rates have overtaken those for women in eight Member States so that men's rates were higher in 13 Member States and women's rates higher in 13, while they were equal in one.

**Figure 1.3b - Trends in unemployment rates by gender in EU, USA and selected States.  
 2007-2009**



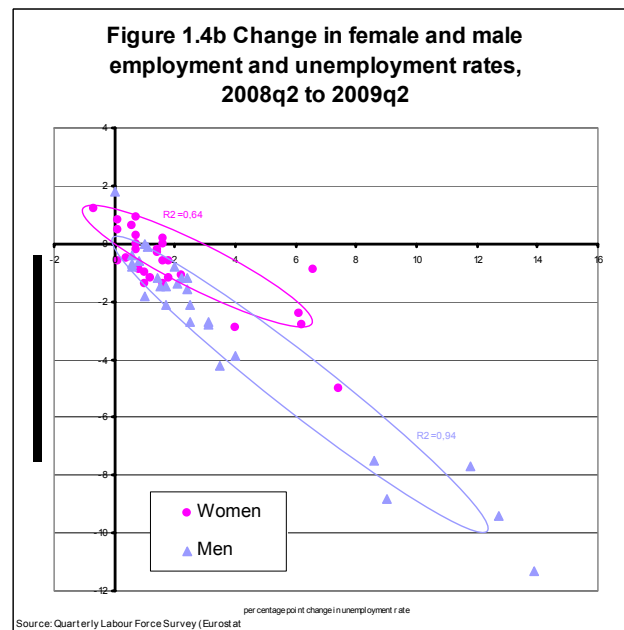
Source: Eurostat Quarterly European Labour Force Survey (2009). Bureau of Labour Statistics (2010)



The gendered differences in the relationship between employment and unemployment can be illustrated with Figure 1.4a. Here we replicate a graphic, in gender disaggregated form, that has been used a number of times in European Commission documents in recent months (CEC 2009c: Graph 2). The non-gender disaggregated graphic disguises how for women the relationship between unemployment and employment rates is much weaker. The strength of this relationship (measured by  $R^2$ , where 0 would be no relationship and 1 a straight line) is much lower for women ( $R^2=0.11$ )

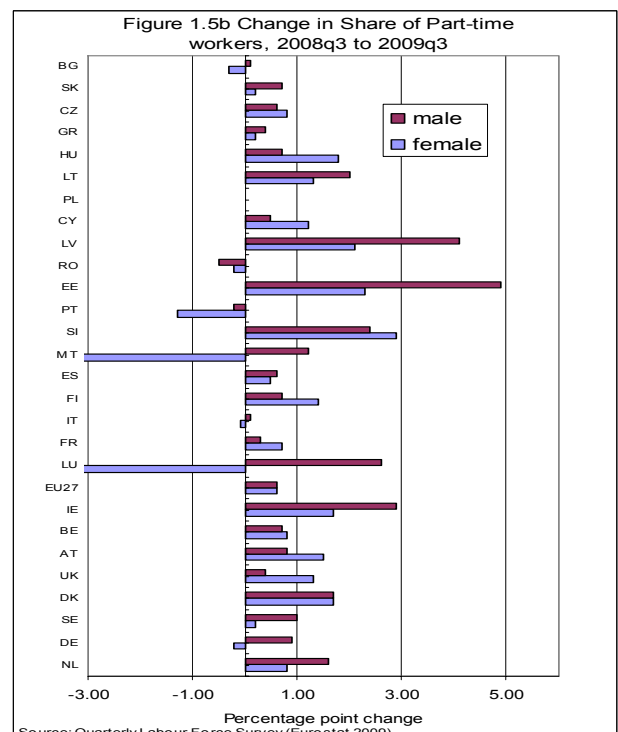
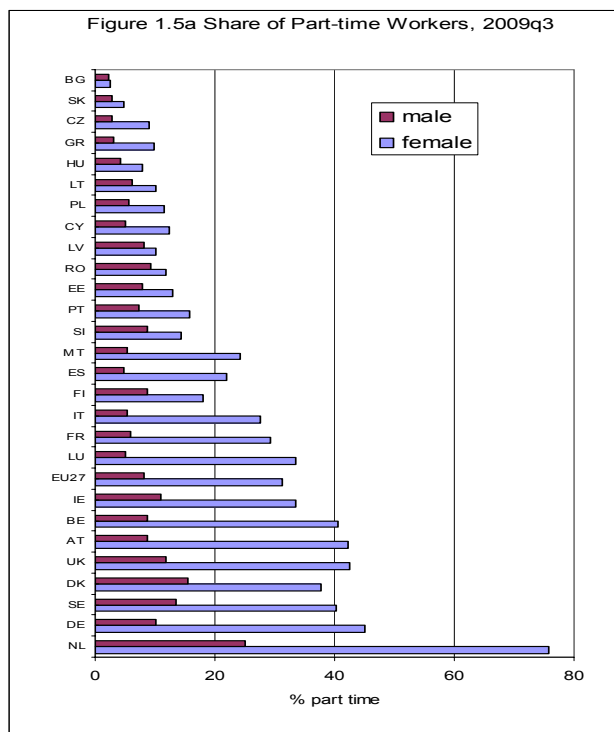
compared to men ( $R^2=0.49$ ). The expansion of female employment in the 1990s, against stable unemployment rates, demonstrates how there is an under recording of women who want to work in published unemployment rates. As such, during a downturn, trends in unemployment should not be considered as the only measure of excess labour supply. We can draw parallels with trends in involuntary part-time work being disguised within employment rate trends (see below and Chapter 2).

We can replicate the analysis in Figure 1.4b with the changes in unemployment and employment over the period 2008q2 and 2009q2. Figure 1.4b shows how employment rates have fallen and unemployment risen for both women and men in nearly all countries (see Figure 1.1a). As we have seen above employment rates have tended to fall, and unemployment rates rise, more sharply for men than women however, the relationship between these two indicators is again much stronger for men. Using the  $R^2$  measure again we see the pattern of data points for men shows an almost straight line ( $R^2=0.94$ ) compared to a weaker relationship for women ( $R^2=0.64$ ) – indicating that movements in the employment rate for women are not mirrored in unemployed rate changes in the same way as for men. The relationship between the percentage point change in unemployment and employment for women has become stronger as the crisis has progressed,  $R^2=0.40$  for the year to 2009q1 rising to  $R^2=0.75$  for the year to 2009q3, but remains weaker than that for men. Both Figures 1.3a and 1.3b illustrate the dual risks of using non-gender-disaggregated analyses in this area and of only focusing on measured unemployment, whether ILO or registered according to national rules, during a crisis or periods of growth.



## 1.2 Working patterns and working time

The growth of part-time work, mainly for women, has been a common feature of European labour markets in recent years and the economic crisis has in fact provided an additional boost with the rise of short-time working and part-timers who could not find full-time work, including many men. In the year to the second quarter of 2009 the proportion of part-time work in all employment rose by half a percentage point at the EU27 level compared to no change in the 12 months to the second quarter of 2008 (Eurostat 2009a). Member States with above average increases included Ireland, Estonia and Lithuania, all recording rises of more than two percentage points. However, the gender disaggregated trends presented here for the year to 2009q3 (Figure 1.5a and 1.5b) reveal an interesting pattern with rates for men rising in all but three Member States (PL, RO, PT) while female part time proportions fell or remain constant in eight Member States, including both low (RO, PT, MT) and high part-time share (DE, LY) countries. Nevertheless female rates remain higher in all Member States and far higher in almost all (Figure 1.5a).



At the Member State level, male part-time employment grew more strongly in 12 of the 27 States. While a more even balance of part-time working could be welcomed as sign of the defeminisation of this form of work, it is also important to remember that many of the new male part-timers will be compensated for their shorter working hours through partial unemployment schemes (see Chapter 2). As such there is a risk of creating new divisions among part-timers along gender lines, between those who are compensated while retaining protection and the benefits of full-time work, and those who are not compensated having “chosen” part-time work to reconcile work and family life (Rubery 1998).

The high rates and expansion of female employment through part-time work can be disguised in headcount measures of employment rates so that apparent progress towards the Lisbon targets might be based on short-hours jobs, not supporting the adult worker model central to the Lisbon Strategy. The full-time equivalent measure of employment rates continues to highlight those Member States with employment rates bolstered by very high levels of part-

time work (for example NL, AT, UK) (CEC 2009e). As well as being disguised in headcount measures of employment, part-time work also continues to reinforce inequalities on the labour market as the examples from our expert illustrate in Box 1.3.

#### **Box 1.4 - Trends and risks of part-time work among Member States**

In **Austria** part-time employment has continued to increase steadily in recent years. The female rate of 42.7% is more than five times higher than that for men (7.6%) – the highest part-time rates found among women with children less than 15 years (64.7%). Marginal part-time employment is a particular problem with women accounting for 69% of all marginally employed. Data show that in 2007 as many as 170,580 women and 75,257 men were marginally employed; 9.8% and 4.1% of all female and male employees respectively (Mairhuber 2009).

In **Germany** the main reason for the increase of the female employment rate has been the expansion of traditional part time as dependent employee and marginal part time employment, so-called *mini jobs*. The vast majority of part time employees are women: In May 2009, 4.2 million (83.6%) of 5.0 million part time employees were female (Maier 2009).

In the **Czech Republic** the level part-time work has remained low since employers have not been encouraged to develop measures for the combination of work and family life among their employees (Křížková 2009).

In **Denmark**, by the end of 2008 women working part time (for more than 30 weeks) can no longer claim unemployment benefit and may no longer be counted as unemployed – two thirds of the persons claiming supplementary benefit in 2008 were women (Emerek, 2009).

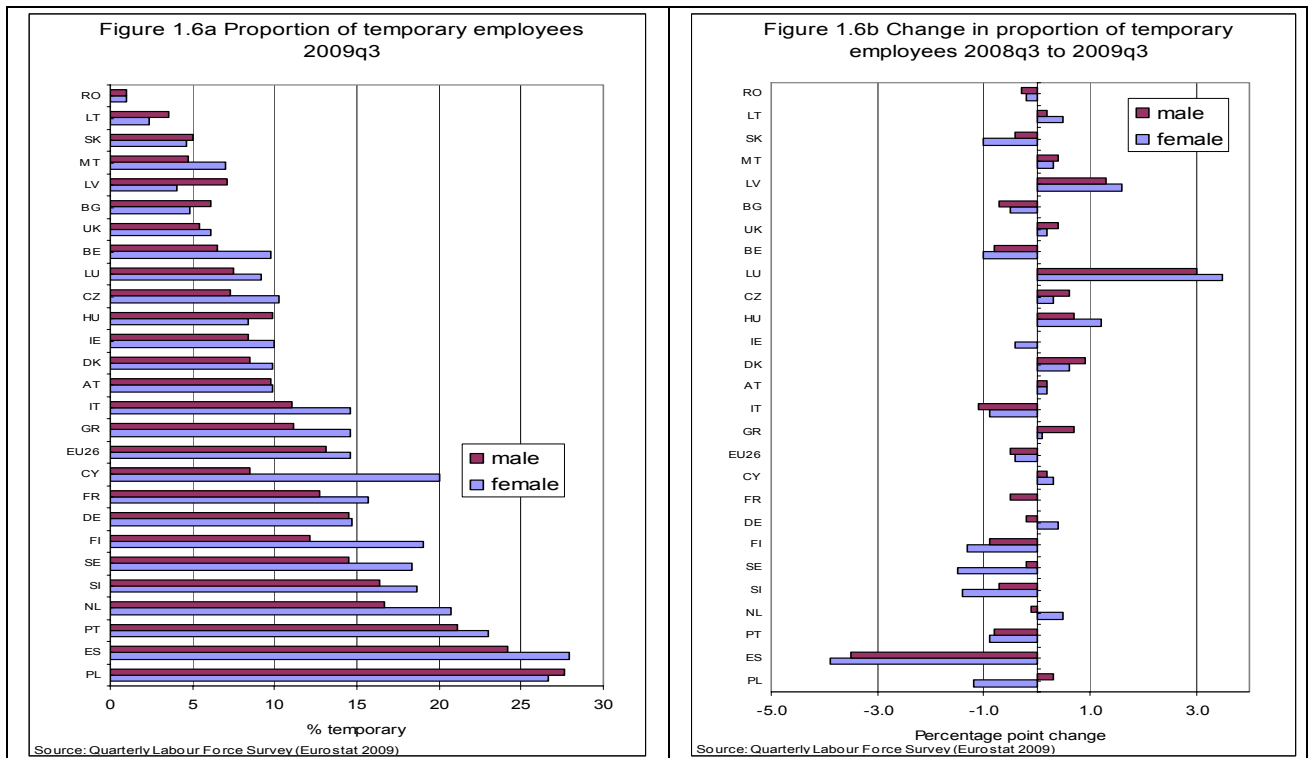
In **Sweden** the pattern of part-timers claiming supplementary benefit reveals a gender bias with two thirds of the persons claiming benefits being women. A change in the rules at the end of 2008 means that many women working part time, for more than 30 weeks a year, are no longer able to claim unemployment benefit and thus may no longer be counted as unemployed (Nyberg 2009).

In **Malta** women are more likely to work in a part-time job or a full-time job ‘on reduced hours’ - for example, 26.5 per cent of employed women in the fourth quarter of 2008 were working atypical hours, similar to the situation the previous year (Camilleri-Casar 2009).

In the **UK** the rate of part-time employment for women has remained stable for several years, while for men the trend appears to be upwards – rising one percentage point over the last year. Part-time employment among men is concentrated amongst the young and older workers. However, the gender inequalities are evident in the quality of employment – part-time work has traditionally been associated with lower-paying occupations with women experiencing occupational downgrading when seeking part-time work (Fagan 2009).

Source: National Expert NRP Reports 2009

Unlike the trends in part-time work, the patterns for fixed term and temporary agency work tend to show a rapid decline at the onset of an economic downturn (Smith 2009a). As the economy slows temporary agency employees are the first to be laid off and fixed-term contracts are not renewed or initiated. While the gendered nature of part-time work is usually acknowledged the gender divisions within temporary work can be given less attention and overlooked. The share of involuntary temporary employees has been used as a measure of labour market segmentation in a number of European documents – for example the 2009 Joint Employment Report (CEC 2009c: Graph 1). Figure 1.6a presents a similar analysis for all employees with the proportion of temporary workers in the EU for both women and men to show how there are important gender differences in the proportion of temporary workers at Member State level. At the EU level 14.6% of female employees have temporary contracts compared to 13.1% for men – women also have higher rates in 19 of the 26 we have data for in 2009 (no data for EE). Of the remaining seven there are four States (BG, LV, LT, HU) where male rates are at least a percentage point higher and one where rates are equal (RO). There are significant gender gaps in the other direction (higher rates for women by a percentage point or more) in 16 Member States, with gender gaps exceeding 3 percentage points in 10 States – the case of Cyprus is particularly startling (Figure 1.6a).



National trends appear more pronounced than the differences between women and men in recent trends in temporary employment, with a minority of Member States having sizable gender differences in the percentage point change in temporary employment in the year to the second quarter of 2009. At the European level (EU26 excluding Estonia) the share of temporary employees fell similarly for women and men, 0.7 and 0.6 percentage points respectively. Those Member States with above average levels of temporary employees also experienced some of the largest drops in the share of temporary employees – Spain and Portugal for both women and men, Poland and Slovenia for women and Finland and France for men. Among those countries where there were notable gender differences in trends in temporary employees we find those with falling rates for women while male temporary shares rose (IE, PL, SI, SK) and those where the opposite was the case and the rise in temporary employment was experienced by women (LU, BG). While a secular decline in temporary employment may indicate a decline in the precariousness and segmentation of the labour market, the short-term decrease in response to economic conditions suggests job loss for those who had already experienced a higher level of insecurity. These workers may also be in a weaker position to have built up the resources or indeed the social security contributions, to cope with job loss. The most recent analyses confirms the low demand for temporary agency staff in most Member States but also with some evidence of increased demand as employers recruit for short term periods (CEC 2009b). Box 1.4 provides further evidence of temporary workers experiencing the negative consequences of the recession.

**Box 1.5 - Trends in temporary working**

In **Austria** there has been a decline in fixed-term employment contracts (including apprenticeships) since 2006, with men somewhat outweighing women. However, if apprenticeship contracts are excluded then more women are affected by fixed-term contracts (5.9% compared to 4.3%). Agency work had shown the opposite trends – rising by about 20% between 2005 and 2007 – mostly affecting men (Mairhuber 2009).

In **Belgium** at the end of 2008 the activity of temporary employment agencies slowed down and they registered an annual decrease of -15.9%, particularly affecting male-dominated manual workers. As a result of a fall in production, companies such as those in the automotive sector firstly reduced temporary employment (Meulders

2009).

In **Bulgaria** the current increase in unemployment is mostly the result of seasonal or temporary jobs coming to an end rather than redundancy because of job closure. This result is based on the fact, that between the last quarter of 2008 and first quarter of 2009 30% of the total increase in unemployment was from job losers; 44% were unemployed because of seasonal or temporary job ending, and 7% were unemployed because they were unsatisfied with the working conditions (Beleva 2009).

In **Germany** until now the recession has hit those male-dominated industrial sectors particularly temporary agency work (in 2008 27% of all temporary agency workers were female). Data from previous years show that the companies least likely to apply for short time work are those that employ many temporary agency workers, part time workers and/or low skilled workers – in March 2009 only 19% of 1.2 million short-time employed persons were female (Maier 2009).

In **Spain** the labour market is reacting to the crisis with greater intensity than other EU countries, particularly among temporary workers. The response of the Spanish labour market to the crisis has found its way through the flexibility provided by fixed-term contracts, that have concentrated a great share of the destruction of jobs – the share of temporary employees has decreased by 4.09 percentage points in one year (from 29.33% in the second quarter 2008 [27.93% for men and 31.22% for women] to 25.24% in 2009 [24.8% for men and 26.95% for women]) (Gonzalez Gago 2009).

In **France** the male employment rate is about at the EU27 average, but the female employment rate is higher than EU27 average. However, women are found more often than men to be employed in fixed-term or temporary contracts. The problem prevails especially in the public sector. However, during the crisis it is temporary agency work, where men predominate, that has plummeted (-15,6% in the first quarter of 2009) (Silvera 2009).

In **Portugal** among employees, a decrease was recorded in the number of those with a temporary job (51.5 thousand). The number of those holding a permanent contract or in other contractual arrangements decreased also (by 22.9 and 30.5 thousand, respectively), but these contributed less to the overall decrease in the number of employees (Ferreira 2009).

Source: National Expert NRP Reports 2009

Women's entrepreneurship has had a central position in the Lisbon process but women still remain significantly underrepresented among employers and the self employed – 2008 data show that men are more than two and half times more likely to be employers and 40% more likely to be self employed (Eurostat 2007). Meanwhile women have a much higher chance of being unpaid family workers. Raising women's representation among entrepreneurial class is an important goal for equality but the persistence of gender segregation of employment opportunities and the gendered division of responsibility for reconciliation means that there are risks of creating new lines of segmentation and disadvantage. Furthermore there are risks of creating new forms of self employment that shift the risks of flexibility onto women and men becoming new 'entrepreneurs' (see Box 1.5).

#### **Box 1.6 - Divergent trends in entrepreneurship**

In **Austria** the number of 'new self-employed' (*neue Selbständige*) has risen in recent years, accounting for 22,450 women and 15,630 men in 2007, although the numbers fell by 4.7% in 2008 (Mairhuber 2009).

In the **Czech Republic** the number of employees in the second quarter of 2009 dropped against the second quarter of 2008 by 76,600 to 118,600 and their share in total employment was 83.4%. On the contrary the number of entrepreneurs, including contributing family members, increased against the comparable period of 2008 by 14,800 to 822,700 and their share in total employment increased by 0.5 percentage points to 16.6%. The significant reduction in the number of employees contributed during the first half of 2009 to the decrease of total employment. Gender disaggregated statistics about the recent growth in the entrepreneurship are not yet available (Křížková 2009).

In **Portugal** the decrease in the number of employees, by 104,7 thousand individuals, and, by a smaller amount, in the number of self-employed, by 37,1 thousand (Ferreira 2009).

In **Slovenia** in 2008 the share of women among self-employed persons increased for 2.6 %, but is still much lower than share of men as only 28.8 % of self-employed persons were women. Long existing low participation of women among self-employed persons is thus at least not getting worse (Mrčela 2009).

Source: National Expert NRP Reports 2009



### 1.3 Equality trends

The 2010 report on Equality between women and men highlights the continuance of gender gaps in the European Union and describes progress as “slow” with gender gaps persisting in employment rates, pay, working hours, positions of responsibility, share of care and household duties, and risk of poverty (CEC 2009f: 3). Two particular areas remain particularly intransigent yet also the key to promoting greater equality – greater equality in unpaid work and inequality in pay.

The issue of reconciliation has had a prominent position in the Lisbon Process with the Barcelona targets focusing efforts on childcare provision and legislative developments promoting parental leave – including the recent agreement of the European Council to further enhance parental leave arrangements across the EU (CEC 2009g). There is indeed evidence that the Barcelona targets have promoted a good deal of Member State action around the provision of childcare (Villa and Smith 2009; Smith 2009b) and the Commission’s review of progress under Lisbon for 2009 notes the relative success of some Member States’ in making advances against these targets (CEC 2009h: 64). The targets require a 33% coverage rate for the 0 to 3 years age-group and 90% coverage rate for children between 3 years old and the mandatory school age – five Member States have met the former and eight the latter (op cit). However, it remains important to stress the coverage of these age groups is often on a part-time basis and thus inadequate for many women wishing to work (Plantenga and Remery 2009b). Indeed the Commission has recognised the partial nature of childcare in these age-groups and points out that “the coverage rate for full-time attendance is below 50% in more than half of the countries and not even 30% in a third of them” (CEC 2009h: 64). Part-time care arrangements rely on many parents (mothers) working part-time and thus consign women to the inequalities of lower pay, poor career prospects and lower lifetime earnings. Nevertheless there is evidence that measures to promote reconciliation are having some effect as the participation gap between mothers and non-mothers is closing in some Member States, including for lone mothers (Fagan 2009 for the UK), although parenthood still tends to boost men’s employment rates while the opposite is the case for women in nearly all Member States (Eurostat 2009b: Table 2.5).

The impact of parenthood on employment rates of the 20-49 age group is one of the indicators in the Lisbon Strategy (CEC 2008a); these data confirm that fathers employment rates remain higher than those for non-fathers (9.5 percentage points in 2007 for EU26) but this gap has fallen slightly since 2005 (CEC 2009e). In a number of Member States we do however see the gap in employment rates between fathers and non-fathers closing in 17 of the 26 countries between 2005 and 2007 (as compared to 9 in the previous five years). Motherhood tends to reduce employment rates for the 20-49 age group in all Member States, except Denmark, Portugal and Slovenia. Here, however, the trends are mixed with a widening of the employment rate gap between mothers and non-mothers in the EU26 since 2005 (12.4 to 12.6 pp) (data exclude Sweden). Between 2005 and 2007, 15 countries had a narrowing of the impact of parenthood on female employment rates (compared to 11 in the previous five years), including Denmark where there was a reversal of this relationship from negative to positive. Among the Member States where motherhood has the strongest negative impact on female employment rates the effect weakened in most but in three (AU, CZ, UK) the gap widened, the former with the largest negative impact (mothers employment rates being 43.2 pp lower in 2007). In the two Member States where the impact of motherhood is positive we see a narrowing of the gap in Portugal and an increased the positive impact of mothers on employment in Slovenia; in Denmark the data show a reversal of this relationship between 2005 and 2007 with the employment impact of parenthood becoming positive for women for this age group.

**Table 1.2 - Gender pay gap in the EU using comparable structure of earnings survey estimates, 2002-2008**

	2002	2006	2007	2008
EU27	:	17.7	17.6	18.0
EU15	:	:	:	:
BE	:	9.5	9.1	9.0
BG	18.9	12.4	12.4	13.6
CZ	22.1	23.4	23.6	26.2
DK	:	17.6	17.7	:
DE	:	22.7	23.0	23.2
EE	:	30.3	30.3	:
IE	15.1	17.2	17.1	:
EL	25.5	20.7	21.5	22.0
ES	20.2	17.9	17.1	17.1p
FR	:	15.4	16.9	19.2p
IT	:	4.4	5.1	4.9
CY	22.5	21.8	23.1	21.6p
LV	:	15.1	15.4	13.4
LT	13.2	17.1	20.0	21.6
LU	:	10.7	12.5	12.4
HU	19.1	14.4	16.3	17.5
MT	:	5.2	2.4	9.2
NL	18.7	23.6	23.6	:
AT	:	25.5	25.5	25.5
PL	7.5	7.5	7.5	9.8
PT	:	8.4	8.3	9.2
RO	16	7.8	12.7	9.0
SI	6.1	8	8.3	8.5
SK	27.7	25.8	23.6	20.9
FI	:	21.3	20.0	20.0
SE	:	16.5	17.9	17.1
UK	27.3	24.3	21.1	21.4

Note: 1) Difference between men's and women's average gross hourly earnings as a percentage of men's average gross hourly earnings (for paid employees).

2) b=break in series; p=provisional value; r=revised value; s=Eurostat estimate; : =not available

Source CEC (2009e: table 18M2) ; CEC (2009f:26); Eurostat 2010a

Our expert assessments still report considerable challenges in reconciling work and family life at the Member State level. For example in Austria, although childcare services have been expanded, there are still shortages and variations between the provinces – particular problems rise around limited daily and annual opening hours (for example, many childcare facilities only open in the mornings or close for lunch or for several weeks during school holidays) (Mairhuber 2009). Similarly in the Czech Republic unemployment and inactivity for women in the age group where mothers (or future mothers) of small children are most concentrated remains very high with childcare being an important problem (Krizkova 2009).

The quantitative gap in employment rates disguises gender divisions in pay, hours and promotion that the gender division of care arrangement reinforces. Leave arrangements can support the intensive care periods for young children but measures to encourage men to play a more active role in caring for children are also needed to begin to address this gender division in the home. In spite of the economic conditions there is evidence of some new innovations around leave arrangements, although only in a minority of Member States – these include better replacement income during leave (FI, LV), support for fathers (AT, EL, FI, SE) and new parental leave regulation (CZ, MT, NL) (CEC 2009c: 64). At the end of 2009 the

Council adopted the Commission's recommend changes to parental leave in the EU extending rights to four months for each parent and clarifying availability for fixed term and part-time workers (CEC 2009g). One month of this leave is strictly non-transferable and so lost if one parent, usually the father, does not take it. Furthermore, the Commission has been active in promoting adherence to previous directives around leave, for example in Hungary (CEC 2009i; 2009j).

The link between women's employment situation and reconciliation measures is important but also risks being seen as the main issue given the close links to employment rate targets and the demographic challenges facing many Member States. However, in this context the problems of pay inequality and segregation are at risk of being ignored. Progress against the gender pay gap has been a key priority of the Road Map for Gender equality (CEC 2006a) and over the last two years there have been a number of high-profile initiatives at the European level (CEC 2009k). Effective monitoring is an important element and the Commission and Eurostat have developed a methodology for producing comparative data on the gender pay gap based on the European Structure of Earnings Survey (CEC 2007a; 2009c; Eurostat 2009d). Eurostat recently released the gender pay gap data for 2008 with information for the majority of the 27 Member States (see Table 1.2). These data confirm the stability of the gender pay gap with wider annual variations in some Member States more likely to be related to methodological issues than changes in the underlying structure of women's and men's wages.

In spite of advances in comparative data collection and reporting, the assessment of progress under the Lisbon strategy still reports a lack of concrete actions at the Member State level – (CEC 2009h: 66). Furthermore there has been limited evidence of concrete proposals or new initiatives as targets in the National Reform Programmes (see Chapters 3 and 6). The most recent Joint Employment Report for 2009-2010 points out that the “gender pay gap remains insufficiently addressed” again with few Member States adopting new measures (CEC 2009d: 6). Our expert assessments at the Member State level reinforce this position but also illustrate the need to consider the wider context for the gender pay gap and, in the current economic climate, the impact of recession, growth of low-paid work and increased participation in part-time work (see Box 1.6).

#### **Box 1.7 - Trends in the gender pay gap**

In **Austria**, according to a recent study, the gender pay gap, measured by the gross hourly earnings of women and men, has slightly converged in recent years - declining from 27.2% to 26.1% between 2004 and 2007. However, gross monthly and annual earnings have drifted further apart due the growing rate of female part-timers – increasing from 31.4% in 2004 to 33.6% in 2007 for monthly earnings (37.7% to 38.6% for annual) (Mairhuber 2009).

In **Germany** the gender pay gap is one of the largest within the EU and has remained rather stable. Unfortunately employers have recently argued that they are not able to modify the existing pay systems in the context of the economic crisis so future progress may be limited (Maier 2009).

In **Denmark** the gender pay gap persists at around 17-18 %, which is relatively high given the compressed Danish wage structure. The latest national research shows that the gender pay gap did not change in the period 1997-2006. The first gender-disaggregated, enterprise-level pay statistics were published in 2008 but these are yet to be analysed (Emerek 2009).

In **Portugal** the gender pay gap showed a reduction in 2008 since women's earnings grew at a higher rate than men's. By contrast, upward wage flexibility for top management and higher skilled positions has affected mainly men as the primary beneficiaries of these human resources management policies (Ferreira 2009).

In **Slovenia** the gender pay gap is still much lower than the EU average of 17.4 % in spite of a slight increase from between 2007 and 2008 from 8.0 % to 8.3 % (Mrčela).

In the **UK** the gender pay gap remains one of the largest in the EU, particularly when female part-time pay is compared to male full-time pay. After a long-term gradual reduction in the gender pay gap among full-timers, the most recent data show a widening gap between 2007 and 2008 – 12.8% in 2008 up from 12.5% in 2007. One

explanation is that the increased gap is due to greater numbers of women taking up low-paid full-time jobs thus reducing the overall growth in earnings for female full-timers (Fagan 2009).

Source: National Expert NRP Reports 2009

## 1.4 Summary

Our review of the employment situation for women and men at the end of 2009 confirms the rather deteriorating labour market situation across the EU reported elsewhere (CEC 2009a; 2009b; 2009d; Eurofound 2009a; Eurostat 2009a). However, our gender sensitive analysis underlies the importance of analysing the situation for women and men separately. A gender disaggregated analysis shows how male employment rates have tended to fall more dramatically than those for women but also how, unlike previous downturns, women are experiencing negative outcomes in terms of employment and unemployment, along-side men. Furthermore when these trends are explored among different age groups or among different nationalities these gender patterns do not always hold and there are certain groups of women and men at particular disadvantage.

Women now account for a much greater proportion of the labour market than in previous recessions and as a result this current crisis has characteristics that are different to earlier downturns in a number of important respects. As such it is more important than ever to recognise the gendered processes on European labour markets. While male unemployment rates have risen, in many cases closing gender gaps with female unemployment, therefore now rates for both are similarly high. Furthermore the measured level of unemployment contains inherent gender differences since the link between employment and unemployment rates for women and men is not the same. The sectoral distribution of female and male employment underlies many of the observed differences in the timing and nature of the impact of the downturn and appreciating these is essential. Men have experienced rapid falls in employment as construction and traded sectors are impacted upon while women experience a lagged impact in services and then an additional impact of changes to public spending will extend the impact of the crisis on women's employment while men's employment is likely to rebound.

The Lisbon process has placed targets for women's employment at the heart of raising overall employment rates and gender equality on the labour market is an important component for this. Indeed the focus of the Swedish presidency in 2009 highlighted the important links between gender equality and economic growth in the EU (CEC 2009l; Löfström 2009). Although there is no evidence of women's employment being impacted upon disproportionately, the combined effect of early falls in female employment in this recession plus the potential extended impact of changes in public sector financing means equality gains are at risk and progress against Lisbon targets in jeopardy. In this context the continued gender gaps in employment, the responsibility for unpaid work and pay represent inequalities that not only need to be closed but also need to be monitored so that gaps do not open up further. This point is recognised in the recently adopted Joint Employment Report for 2009-2010 where the Commission points out that "gender mainstreaming should be more actively applied in employment policies, notably when defining and implementing recovery policies" (CEC 2009d: 6). As such policy responses that recognise the 'equality' of this recession are required and it is to these policies that we now turn in Chapter 2.

## Chapter 2

### CRISIS-SPECIFIC RESPONSES AND POLICIES

The fact that Europe remains in the grips of the financial crises has two implications for a gendered analysis of the impact of the current economic situation. Firstly, the overall impact continues to unfold and, as is clear from the additional waves of crisis packages announced across Europe, the extent of the impact on Member State economies is still developing (see also Chapter 1). This live situation has an important impact on the availability of information for any study but in the case of a gender-sensitive analysis, where short-term indicators are frequently not published in a gender disaggregated format, the problems are exacerbated. Secondly, gender segregation of the labour market means that the timing of the impact of the economic conditions upon women and men are quite different: the full extent of the gendered impact will only become clear over the medium term both in employment terms and from changes in the direction of policies. The lagged effect of the downturn on labour markets indicators (CEC 2009b), and in particular female-dominated areas, means that the repercussions are likely to take some years to unfold. While it is clear that the initial impact of the crisis has been heavily focused on male employment and male-dominated sectors the impact has spread to other mixed and female-dominated areas (see Chapter 1; Smith 2009a; Bettio et al. 2009). As the Commission pointed out in 2009:

... while unemployment seems to hit the male sectors hardest (construction work, finance etc.) in the first instance, highly feminised services (e.g. public services, health, and education) may be next if the crisis worsens” (CEC 2009n:18).

Only as the full extent of budget cuts are carried through will the final impact upon women and men begin to become clear but even then this may take some time – an analysis of the impact of policy changes from the 1990s recession on women’s employment showed the repercussions extended almost into the next decade (Smith 2009a). Even in the shorter-term horizon, the knock-on effects of the crisis on some sectors (for example, tourism in MT, ES, EL and CY) are still to unfold.

What is clear is that the current situation represents both “an opportunity and a potential threat” for gender equality and women's and men’s employment (CEC 2009n: 18). Indeed it has been described as a “transformative moment” since there is the opportunity for radical change in the organisation of the labour market and supporting institutions to promote more gender-equal outcomes (Seguino 2009). However, such an opportunity requires an explicit strategy that integrates gender equality throughout European and Member State level responses to the crisis, with the goal of pushing forward to a more gender equal labour market.

The threat element of the crisis comes from the risk of policy makers ‘reverting to type’ and giving “little attention” to gender in the urgency of the crisis (Advisory Committee 2009: 2). The focus on increases in (male) unemployment and high-profile sectors could be at the expense of longer-term goals of the Lisbon Strategy, the European Pact for Gender equality and the Roadmap for equality between women and men. Implicit and explicit priority given to male breadwinners risks moves towards policies that do not reflect the realities of dual earning for many European households (Smith 2009a). This is not to say that policies should not address increases in male unemployment observed in Chapter 1 but rather a gender-sensitive analysis and implementation of policy could deliver effective responses for the men effective without risking equality goals – the threat can be addressed by integrated gender

mainstreaming of policies (CEC 2009d). The evidence we present in this chapter shows that this gender-sensitive approach has unfortunately not always been evident. Nevertheless the importance of paying “attention to the gender impacts when designing policies both at EU and at national level” in response to the crisis was noted by the Commission (CEC 2009n: 18). At more or less the same time as the publication of the European Economic Recovery Plan, the Commission's mid-term assessment of the Road Map neatly pointed out the need for a more integrated, and widespread approach to gender equality issues in the EU (CEC 2008b) – unfortunately a gender dimension to the former document was absent. The gendered nature of the timing and extent of the crisis means that a gender-sensitive approach has much to offer both men and women in the recovery. As we show in Chapter 1, a gender-sensitive analysis shows how sub groups of women and men within Member States have experienced the recession in different ways and it is important for policy responses to recognise these differences.

The evidence collected in this chapter suggests that there has often been a gender-blind approach at the European and Member State level. The fact that the crisis is still unravelling on European labour markets means that there is still an opportunity for policies to address gender gaps, or at least reduce the risk of increasing inequalities, and make sure that in recovery wider European equality goals for women and men are still met (CEC 2009m). This chapter brings together the various policy responses to the crisis at the European and Member State level. Firstly, we outline the coordinated European response and consider the profile of gender and implications for gender equality. Secondly, we use the EGGE expert's analysis of individual Member's State responses to develop a more detailed analysis of the different types of labour market policies that have been implemented in the wake of the economic downturn and their impacts upon men and women.

## **2.1 The EU response**

The integrated nature of European economies supports the logic of a coordinated response from the European Union towards the crisis induced by the near collapse of the world's banking sector. However, the competencies of the European Union in this area are relatively limited so the European Economic Recovery Plan demonstrates an attempt to coordinate a macroeconomic response to the crisis (EuroFound 2009b) while relying heavily on Member States for funding, development and implementation.

The European Economic Recovery Plan was focused on restoring consumer and business confidence, boosting lending and investment, creating jobs and helping the unemployed back into work, with actions in four areas – monetary and credit policies, fiscal policy, Lisbon-type structural reform and external co-operation. The document was more of a framework to encourage Member States to reach a rapid agreement when they met in December 2008 and the €200bn agreement was unprecedented response in terms of coordination among Member States (85% coming from Member States). The labour market elements of the Recovery Plan included reducing social security contributions on lower incomes, reducing indirect taxation on labour-intensive services, accelerating investments in infrastructure, and investments in R&D, innovation and education. The common points of various Member State responses show that they tend to be pulling in the same direction set out in the European Economic Recovery Plan with widespread public works programmes as well as reduced VAT on restaurants in some countries, and reductions on social payments for the low paid in many Member States (CEC 2010a). Financial meltdown predicted at the end of 2008 has been averted and Europe has returned to positive, albeit weak, growth (Chapter 1).

However, despite the guidance about gender mainstreaming, the European Economic Recovery Plan made no mention of “gender”, “women” or “equality” (CEC 2008c). Similarly the European Parliament’s response followed suit and while recognising that the current recession was “an opportunity to promote 'green' investments and create 'green' jobs” said nothing about the opportunity to transform European labour markets and address gender inequalities (European Parliament 2009a). The Parliament highlighted the need to remain focused on long-term objectives – for example, around the EU becoming the “most competitive knowledge economy” and climate change – but did not include gender equality among these goals. However, the Parliament did have one mention each for investments in the “social economy” and for smart investments that include “services for children and older people”, although a lot more space was devoted to energy, transport, and industrial sectors with no mention of “gender”, “women” or “equality”.

The Commission emphasised labour market issues much more strongly in their subsequent Communication to Council in March (CEC 2009m: 13-5) the main EU response to the specific labour market challenges of the crisis came in the ten points developed at the Prague Summit in May 2009. The focus on creating jobs and reducing unemployment was based around (CEC 2009o):

At national level:

1. Maintain as many people as possible in jobs, with temporary adjustment of working hours combined with retraining and supported by public funding (including from the European Social Fund).
2. Encourage entrepreneurship and job creation, e.g. by lowering non-wage labour costs and flexicurity;
3. Improve the efficiency of national employment services by providing intensive counselling, training and job search in the first weeks of unemployment, especially for the young unemployed.
4. Increase significantly the number of high quality apprenticeships and traineeships by the end of 2009.
5. Promote more inclusive labour markets by ensuring work incentives, effective active labour market policies and modernisation of social protection systems that also lead to a better integration of disadvantaged groups including the disabled, the low-skilled and migrants.
6. Upgrade skills at all levels with lifelong learning, in particular giving all school leavers the necessary skills to find a job.
7. Use labour mobility to match supply and demand of labour to best effect. At European level:
8. Identify job opportunities and skills requirements, and improve skills forecasting to get the training offer right.
9. Assist the unemployed and young people in starting their own business, e.g. by providing business support training and starting capital, or by lowering or eliminating taxation on start-ups.
10. Anticipate and manage restructuring through mutual learning and exchange of good practice.

As with the European Economic Recovery Plan and the Spring Communication, there was no reference to “gender”, “women” or “equality” anywhere in the memo following the Prague Summit. While the Prague policy recommendations are likely to benefit both men and women, gender mainstreaming remains vital to assess gendered labour market challenges and the differential impact of the policy responses on women and men.

In June 2009 the Commission followed up the Prague Summit with the publication of the Communication on a *Shared Commitment for Employment* which outlined a plan to redirect European Social Fund and other funding towards addressing the crisis (CEC 2009p). Unlike the early European responses, there was a mention for “gender” and “women” in the opening section of the Communication, stating that, in tackling the recession, Europe must turn it into an opportunity for, among other things, cohesion and equality and “jobs that are responsive to age, gender equality and work/life balance concerns” (op cit: 2). The Communication proposed:

- Accelerating €19 billion of planned funding to help people to stay in work or move towards new jobs
- Funding of €500 million for the creation of a new EU micro credit facility.
- Committing to at least five million apprenticeships across the EU for young people facing unemployment.
- Support for short-time work and training schemes.
- Help for the unemployed to avoid the risk of long-term unemployment and the loss of relevant skills (particularly for the young).
- Get the most disadvantaged back into jobs (through lower non-wage labour costs, recruitment incentives and the promotion of low-skilled job opportunities in household and care services).
- Help for jobseekers match their skills with job vacancies throughout and across Europe.
- A sector-by-sector analysis of EU labour market needs today and for the future including green skills.
- A practical toolkit to better manage and anticipate business restructuring.
- Training in small businesses to help SMEs maintain and obtain the skills.

As the eleven key points of the Communication show, the position of gender across the concrete measures was rather limited but the mention of gender was an improvement on the earlier documents. In terms of a gender-sensitive analysis the Communication did recognise the role of gender in segmentation of precarious contracts (CEC 2009p: 9) but there was no explicit mention of how men had been disproportionately impacted upon in the first wave of the crisis or the impact upon women and men of constrained public finances. For specific measures, there were none identified for women or men – as compared to young people and older workers for example – although the promotion of “low skilled labour” via service cheques for household and care services is likely to affect mainly women (see Section 2.2 and Chapter 5). However, the Member State examples highlighted by the Commission in the Annex to the Shared Commitment Communication included the use of ESF funds to promote female entrepreneurship and the integration of women returning from maternity leave (CEC 2009q: 16, 18). Similarly female entrepreneurship gets explicit mentions in the main Communication. Finally the section on increasing access to employment stresses the need for reinforcing gender equality in the area of precarious contracts and those outside of the labour market (CEC 2009p: 9). The position of gender in a *Shared Commitment for Employment* is stronger than in the earlier responses but it is also some way from requirements set out in the Road Map and the Commission’s own acceptance of the need to remain vigilant of gender impacts (CEC 2009n) and focused on long-term goals (European Parliament 2009a).

The Commission’s Advisory Committee on Equal Opportunities for Women and Men clearly sets out the low visibility of gender in these European-level responses and the need to take into account the gender dimension in current and future initiatives to tackle the crisis (Advisory Committee 2009: 8-9). More specifically Box 2.1 highlights the main points from the Advisory Committee’s document to the Commission.

**Box 2.1 - Recommendations of the European Commission’s Advisory Committee on Equal Opportunities for Women and Men**

In June of 2009 the European Commission’s Advisory Committee on Equal Opportunities for Women and Men published an opinion on the gender perspective on the response to the economic and financial crisis. As well as pointing out the low profile of gender in responses to date, the Committee made a series of recommendations to the Commission and Member States. The recommendations to the Commission included:

- emphasise the importance of maintaining the current commitment to gender equality;
- take into account the gender dimension in future initiatives taken to counteract the crisis or limit its impact;
- ensure that a gender perspective is built into the future revision of the Lisbon Strategy after 2010;
- shape post-2010 framework for gender equality with a clear priority on measures to promote gender equality in the economic and financial crisis (including commitment to equal pay);
- ensure that all proposed policies are subject routinely to gender impact assessment, as a matter of good policy making;



- analyse and publish key employment data by gender;
- target policies in a gender-sensitive way;
- build a gender budget mechanism into the Commission’s work;
- improve women’s participation at all levels of decision making (including the European Central Bank);
- support for the EU Network of women in decision-making in politics and the economy;
- adapt the European Structural Funds, to focus on additional support for areas of women’s employment likely to be affected by the crisis;
- continue work to combat stereotyping which may impact on women’s experience of the crisis;
- continue focus on reconciliation measures;
- recognise the impact of multiple disadvantage in the context of the economic crisis;
- encourage the European Institute for Gender Equality and others to undertake an analysis of the gender impact of economic crisis;
- recognise and support the contribution that civil society can play in addressing the financial/economic crisis;
- provide additional resources, to enable civil society organisations (including especially women’s organisations) to respond to the crisis.

Source: Advisory Committee (2009: 8-10)

It is vitally important to recognise the differential effects of the policy proposals on women and men caused by segregation (see Chapter 1) since segregation largely determines the gendered effects of proposed infrastructure investments, access to training and apprenticeships and short-time working that were all central to the Recovery Plan and subsequent proposals. Training measures frequently reinforce lines of gender segregation (see Section 2.2) and it is these lines of segregation that also determine who can access apprenticeships and quality training jobs involved – often in sectors where women are underrepresented. The Commission has stressed the importance of short-time working and while the Communication’s Annex on the *Effective Short-Time Working Arrangements* does stress that such measures “should not be discriminatory on any ground, including gender and the contractual status of the worker concerned (CEC 2009q: 13) there are risks for gender equality. Short-time working can be seen as a more positive response than the dismissal of valued staff but it is widely recognised that these measures are much more common in male-dominated manufacturing sectors (EuroFound 2009c). Thus the sex segregation of employment between industrial and service activities means that there are unequal benefits from these public funds and the enhanced security they provide.

There is a risk that the profile of gender mainstreaming seems to have dropped further down the priority list in the “urgency” to respond to the crisis (Advisory Committee 2009). For example, one of the simplest gender mainstreaming tools is to present gender disaggregated statistics (Plantenga et al. 2007 and Commission’s Manual for gender mainstreaming in employment policies) yet many analyses and documents have not done this in the presentation of data (for example CEC 2009c: 2009p). The absence of gender does not appear to be simply a presentational issue but rather symbolic of the low visibility of gender in documentation relating to the crisis over the last 12 months. However, the draft Joint Employment Report adopted by Council at the beginning of 2010 (CEC 2010b) presented a stronger position for gender with women being identified among the groups at risk in a period of rising unemployment and the importance of the need to avoid permanent inactivity resulting loss of human capital (op cit: 3). Similarly the Commission recognised the impact of the crisis on gender equality policies stating that “some measures for gender equality have been delayed or cancelled and no new measure have been taken except support to new jobs in the care sector” (op cit: 5). The need for gender mainstreaming to be “more actively applied in employment policies, notably when defining and implementing recovery policies” is also explicitly recognised (op cit: 5). This higher profile and stronger recognition of role gender equality

policies can play in recovery needs to be pushed through into existing responses to ensure both effective policy responses and that gender gaps do not open up further. The Commission assessment of the European Economic Recovery Plan stresses the need to renew long-term labour market reform agendas (CEC 2010a) and the integration of a gender equal labour market into these goals would also help renew commitment to equality between women and men.

However, these goals also require implementation and coordination of gender equality policy at the Member State level. The Commission's Road Map (CEC 2006a) had been used to encourage "coherence and visibility" for gender equality for the Commission and Member States (CEC 2008b: 8) but this has not necessarily been the case in 2009 responses to the crisis. Unfortunately the "reference for Member States" provided by the Road Map has also been lost in the many of the common responses of the Member State to the crisis and it is to these Member State responses that we now turn.

## 2.2 Member State macro economic responses

Here we provide a brief overview of Member State policies to the crisis before exploring in more depth particular measures focused on the labour market.

In most Member States government policy initially focused on the financial sector with large injections of liquidity and even temporary nationalisation to support ailing banks. In line with the European Economic Recovery Plan these policies have been supported by policies to encourage lending to SMEs and micro credit as well as raising thresholds for guarantees of personal bank accounts (CEC 2009m). The next phase of the responses tended to focus on bolstering demand through consumer and business confidence as well as promoting demand in specific sectors such as construction and automobiles. As we point out above, the segregation of the labour market has a strong role in determining the impact of these demand-related measures. In the automobile sector a number of Member States have introduced car scrappage schemes to bolster demand, often under the banner of the efficiency gains associated with reduced emissions of new cars. Twelve Member States have offered such schemes (AT, FR, DE, ES, IT, LU, NL, PT, RO, SI, SK, UK) to a hard-hit, male-dominated sector. Similarly the financial support for exporting companies may have a differential gender effect depending on the structure of the economic and the nature of export trade, in the EU men tend to be dominated in export-related sectors (Box 2.2; see also ILO 2009). Tax relief on restaurants is an example where the positive effects in a more gender mixed sector, for example in France and Finland. On the other hand, there are many demand-side measures – for example, access to credit for firms – related to the financing of firms that may subsequently promote employment but where a gender impact assessment is a complex and difficult exercise beyond the scope of our report.

### Box 2.2 - Demand management measures in response to the crisis

	Description	Status	GM	GIA	Comment
DK	<i>Credit-package for firms hit by the crisis. It is to supplement the already introduced special bank packets.</i>	1	no	na	It is a question if there will be any gender mainstreaming of the purpose.
EE	<i>Financial support to exporting companies</i>	3	no	-	A support plan has been introduced to exporting companies. aimed at relieving the financing problems of Estonian exporting companies in manufacturing, construction, wholesale and retail trade, transport and communication,

					accommodation, catering and business services. Thus, mainly male dominated sectors are covered
<b>DK</b>	<i>Release of the Special Pension (SP) savings.</i>	3	no	na	The crisis can also be seen as a pretext for the government to get rid of the SP-scheme, which they have been against since it was introduced by the former government.
<b>EL</b>	<i>Easing the access of firms to credit.</i> European Investment Bank and European Investment Fund loans to SMEs	3	no	na	Demand-side measure positive to employment. Gender impact assessment is a complex and difficult exercise.
<b>HU</b>	<i>Re-location programme for new investments</i>	3	no	na	New initiative, not taking into account gender dimension.
<b>HU</b>	<i>Micro-credit programme for SMEs</i>	3	no	na	This measure should not have a gendered impact.
<b>PL</b>	<i>Improve access to finances</i> (support credit to firms)	2	no	na	As there is no information on timelines, budgets, targets, gender disaggregated statistics, GM/GIA are not utilised, it is not clear what the potential outcome for gender equality might be. This is compounded by difficulties predicting the length / scale of the crisis, thus the severity of the unfolding labour market challenges. In so far as these measures are supportive of economic and employment growth, they may soften or counteract the impact of the recession.
<b>PT</b>	<i>Financial support to enterprises</i> (in exporting sectors)	3	no	-	The gender pay gap in the cork industry remains difficult to close.
<b>SE</b>	<i>Credit guarantees during construction of housing</i> (to support construction)	3	no	=	Supports male employment in a very male-dominated sector of the economy. On the other hand men's employment is (now) higher than women's.
<b>SE</b>	<i>Financial capital to a state owned company</i> (in automobile industry)	3	no	na	

**LEGEND**

**Status of policy initiative.** 1 announced; 2 enacted; 3 implemented; 4 evaluated

**GM.** *yes*: adequate; *some*: partly adequate; *no*: not gender mainstreamed

**GIA.** + positive; = neutral; - negative

Source: National Expert NRP Reports 2009

Whereas for some measures gender implications are hard to predict, with cuts in public finances it is rather easier to anticipate or even view the effects on women and men of cuts in jobs and/or services. The concentration of women in the public sector means that changes in conditions there can affect women's overall employment opportunities directly and often negatively in the context of cuts to services. The substantial cut to the budget of Equality Authority in Ireland is a stark example whereby the body with "responsibility for monitoring legislation on equality covering gender and eight other grounds of discrimination and also promoting equality has had its budget cut by 43%" (Barry 2009). Elsewhere public sector wage freezes (HU, IE) and cuts in teachers (FI) all illustrate the impact of public sector policy decisions upon women (Box 2.3). In Estonia wage cuts have been used in the public sector but so far they have been more severe in male-dominated construction, mining and quarrying and agriculture, forestry and fishing (Karu 2009).

**Box 2.3 - Public spending cut backs in response to the crisis**

	Description	Status	GM	GIA	Comment
<b>BG</b>	<i>Decrease in social security contribution</i> (by 2%)	1	no	=	The suggested measure provokes warm public discussion. Most of the actors (trade unions, researchers) in the discussion do not support it, outlining the existing deficit of

					the Public Pension Fund and the already relatively low level of the contributions.
EE	<i>Unemployment insurance premiums</i> (increasing premiums)	3	no	na	
EE	<i>Sickness benefit</i> (decrease in benefits)	3	no	na	Changes in sickness benefit include reducing the care allowance e.g. in case of illness of a child is still paid from the first day, but the coverage was decreased from 100% to 80%. As it is usually women who take the care leave and stay home with sick child this has a significant impact on the women. Also it may further discourage men to take care leave.
HU	<i>Restructuring of the public sector's wage compensation</i> (wage freeze)	2	no	-	As the majority of employees in the public sector are women, restrictions hit them more than the men.
IE	<i>Cut in Early Childhood Supplement (ECS)</i>	3	no	-	Parents of young children, but particularly women in employment and full-time in the home will feel this loss, given the high costs of childcare services in Ireland. The government has promised a year pre-school place for every 3-4 year old in place of the supplement but there are no details of such a programme and especially in the current climate it is highly unlikely that it will be in place for 2010.
IE	<i>Public sector freeze</i> (on recruitment) and <i>Pension Levy</i> (10% on gross pay of public sector employees).	3	no	-	Women account for the majority of public sector employees and many are in a position to combine job security and flexible working arrangements. The loss of job opportunities and reduction in public sector pay levels will have a serious negative effect on women.
NL	<i>Fundamental policy reconsiderations</i> (19 working groups to advice on savings)	2	no	na	It seems likely that the policy reconsiderations will have a gender impact.

**LEGEND**

**Status of policy initiative.** 1 announced; 2 enacted; 3 implemented; 4 evaluated

**GM.** *yes:* adequate; *some:* partly adequate; *no:* not gender mainstreamed

**GIA.** + positive; = neutral; - negative

Source: National Expert NRP Reports 2009

Some Member States have used financial transfers to households to mitigate the impact of the crisis – these include family allowances and child benefits (BE, BG, CZ), bonuses for low-income households (IT), assistance with childcare (BE, FR), increased pensions (BE), one-off payments for parents (DE) and support for family expenses (PT). Since women are more likely to be in low-income households and also take on the primary role in caring for children these measures are likely to have a positive impact (Box 2.4), although they do little to address structural issues around low pay and the sexual division of unpaid work. However, elsewhere some Member States have cut or frozen such transfers – these include child benefits (HU) and Early Childhood Supplement (IE).

**Box 2.4 - Public transfers in response to the crisis**

	Description	Status	GM	GIA	Comment
AT	<i>Unemployment benefit.</i> Valorisation of the assessment basis for unemployment benefit.	2	no	=	Due to the very low replacement rate, improvements are marginal.
BE	<i>Temporary unemployment.</i> An extension of the system and a rise in corresponding unemployment benefits.	3	no	+	This policy is targeted at blue-collar workers and sectors with labour shortages and as such concerns more men than women. Nevertheless, the increased benefits are a good thing and particularly the fact that they are subject to the same tax rule regardless the marital

					status of their beneficiary. Any move away from the household and towards an individual assessment of needs is to be applauded from a gender perspective.
<b>BE</b>	<i>Unemployment benefits</i>	3	no	+	As of July 1, 2008, the amount a partner can earn is pulled up from € 414 to € 600 gross per month. This change has decreased the negative impact on women's activity of the former system. As far as the unemployment allowance is not individualised in Belgium, the female partners of unemployed men are discouraged to take on work because that implies that their partners lose part of their unemployment allowance.
<b>BE</b>	<i>Increase in family allowances (supplement for low-income single parent families).</i>	3	no	+	Given that most single parents are women; this policy measure will positively impact on more women than men.
<b>CZ</b>	<i>Increase in tax deductions on children and temporarily increase in child benefits</i>	2	no	+	These measures might have a positive impact on gender equality even though very low as the amounts are extremely low. It gives more incentives to work yet it depends on which parent will use the tax deduction and which parent is disposing with the child benefit. This measure is only mentioned in the Macroeconomic chapter of the NRP, it is not mentioned in the Employment chapter at all.
<b>DK</b>	<i>Keeping the unemployment benefit system (not reducing unemployment benefit period).</i>	1	no	na	This was not because of the lack of the gender mainstreaming in the commission's report.
<b>ES</b>	<i>Improvement of protection of the unemployed Intensification of protection of unemployed with family responsibilities and those that have exhausted the unemployment benefits.</i>	3	no	+	Women will particularly benefit from this measure: the share of women having exhausted their unemployment benefits is higher and will increase, since they are entitled to shorter periods of benefits.
<b>HU</b>	<i>Regrouping of EU funds.</i>	3	no	na	As the crisis has liquidated more male dominated jobs, the raise of funds for handling unemployment would provide advantages for them, at least in the short run
<b>IT</b>	<i>"Extraordinary bonus" for poor households: A temporary provision for poor households. It takes the form of a lump-sum: €200-1.000 per household (depending on its composition)</i>	3	no	=	The measure is intended to help poor households during the economic crisis. The temporary character of this provision and the modest amount of money involved will have a marginal impact on the economic difficulties of poor households.
<b>IT</b>	<i>Social card (for households in extreme poverty): A permanent provision for groups of household in extreme poverty</i>	3	no	=	The measure is intended to fight extreme poverty. Only two groups of households (those with a small child and old age households) are entitled to the social card. Poor household with children aged over 3yrs are excluded. Also foreigners (hence poor households of regular migrants with small children) are excluded.
<b>IT</b>	<i>"Social shock absorbers": temporary and partial adjustments</i>	3	no	-	Notwithstanding the overall increase in the financial resources made available for income support in case of job loss and the temporary changes introduced in the "social shock absorbers", there are still a very large number of workers without any income protection in case of loss of their job. These are employees with atypical contracts; collaborators and project workers. Among these workers women are over-represented. The changes of the "social shock absorbers" enacted so far to face the economic recession are marginal and temporary, contributing to the endurance of a dual regime. A universal system of unemployment benefit still lacks.
	<i>Law on social insurance of unemployed (amendments to extend by 2 months benefits for</i>	3	some	+	Positive gender indirect effects

	unemployed in municipalities with the highest rates)				
<b>PT</b>	Combating poverty (extra unemployment benefit, measures to prevent child poverty)	2	no	na	Positive in what concerns combating poverty; potential perverse effects on female labour force supply.
<b>RO</b>	Active inclusion of disadvantaged groups and promoting equal opportunities	1	no	na	In the context of the economic crisis the solutions brought forward are conceptual projects centred on creating typologies and classification rather than offering support services for the inclusion of people at risk. These projects lack a package of solutions to help reduce inequalities in opportunities. The overall impression is that these projects only bring false hopes within the present crisis.

**LEGEND**

**Status of policy initiative.** 1 announced; 2 enacted; 3 implemented; 4 evaluated

**GM.** *yes*: adequate; *some*: partly adequate; *no*: not gender mainstreamed

**GIA.** + positive; = neutral; - negative

Source: National Expert NRP Reports 2009

There has been widespread use of capital works programmes (for example DE, ES, FI, SE) and tax breaks for renovations on private homes (for example DK, SE) to promote demand in the construction sector (Box 2.5). As we pointed out above these programmes are something that tends to favour a hard-hit, male-dominated sector but in a few Member States, among the dams and roads infrastructure projects, they have included building capacity for what we might call social infrastructure. In Germany some building investment will target childcare facilities (Maier 2009) while in Portugal the infrastructure investment has included creating places for childcare and long-term care – in June 2009 215 new crèches were being built in Portugal (Feria 2009). Similarly in Slovenia public works programmes are to be expanded to promote public services in education and care for the elderly or children, as well as environmental protection. These approaches are the exceptions that prove the rule but are also very much in line with the ILO proposal that:

“recovery could include investing in physical infrastructure as well as ‘social infrastructure’. An opportunity for employment generation is through construction and rehabilitation of physical infrastructure, such as roads, bridges, schools, hospitals and clinics, social care and community social infrastructure upgrading, in particular through labour based approaches that include women” (ILO 2009:33).

With investments in social infrastructure like these we can see Recovery Plans supporting longer-term goals and promoting gender equality while also addressing the collapse in demand in construction.

While the support for various male-dominated industrial sectors is widespread there are few Member States that have also provided support to municipalities to address falling tax revenues and the potential impact on employment in local public services. For example, in Sweden temporary payments and state grants have been announced for municipalities where 79% of employees are women (Nyberg 2009b). Similarly in Finland the state has provided €90 million for the local government sector although closer inspection shows that two thirds is for renovation works (Sutela 2009). By contrast, in Slovenia investment in public works has been interpreted as public works schemes to promote public service with the potential to employ men in feminised job areas. In the UK and Netherlands job creation has extended to the care sector too and in France help to regularise work in private homes (as recommended in the Prague Summit, CEC 2009o).

**Box 2.5 - National job creation measures in response to the crisis**

	Description	Status	GM	GIA	Comment
<b>DK</b>	<i>Renovation pool for investment in private houses.</i> This is aimed at preventing or easing the effects of crisis in the building and construction sector	3	no	=	This initiative has a clear gender bias by helping the most male dominated sector
<b>EE</b>	<i>Social jobs</i> (subsidies for employment creation)	3	no	na	This measure should not have a gendered impact
<b>EE</b>	<i>Public and social jobs</i> (direct creation)	2	no	=	
<b>EE</b>	<i>Financial support to companies for job creation.</i>	3	no	na	
<b>EL</b>	<i>Expansion of the programme of social housing</i>	2	no	na	Demand-side measure positive to employment. Gender impact assessment is a complex and difficult exercise.
<b>EL</b>	<i>Expansion of the programme of social tourism</i>	3	no	na	Demand-side measure positive to employment. Gender impact assessment is a complex and difficult exercise.
<b>ES</b>	<i>State Fund for Local Development</i> (“low”). Financing of newly planned public works at a local level to absorb the idle labour force from the construction sector	3	no	=	Very gender biased, as it is aimed to maintaining jobs in sectors in which women have very low representation. A new State Fund for Local Investment has announced for 2010, focussed on productive investment that would have a more equilibrated gender perspective.
<b>FI</b>	<i>Bringing forward investments in construction and renovation works</i>	3	no	-	Male-dominated construction sector has been the first to suffer from crisis, which makes these investments justifiable. However, there is also a lack of work (although less visible) in female-dominated private sector industries as retail trade, hotel and restaurants, where working hours and income are resized.
<b>FR</b>	<i>Service jobs.</i> Development of service jobs with help for families (20 hours are “offered”).	3	no	na	The development of service jobs (cleaners, personal services and so forth) has already been an integral part of French employment policy for many years. Its impact is contradictory in terms of equality: on the one hand, it creates sources of employment for women, which is significant given the crisis; but on the other hand, as there is no GM approach, it creates jobs that are exclusively feminised with unfavourable status and working conditions.
<b>LU</b>	<i>Public investment in research and development</i>	3	yes	=	Should require an appropriate study in order to see if specific measures should be adapted to encourage creation of innovating SME by women.
<b>NL</b>	<i>Employment in care</i> (strengthened)	2	yes	+	
<b>RO</b>	<i>State aid schemes to support employment</i>	2	no	na	These are measures for employment taken under the pressures and the special conditions for employees during the economic crisis. According to the expert these measures could be sustainable in the next years.
<b>SE</b>	<i>Tax-reduction for repairs, maintenance, rebuilding and extensions</i> (to support construction)	3	no	=	Supports male employment in a very male-dominated sector of the economy. On the other hand men’s employment is (now) higher than women’s.
<b>SE</b>	<i>Investments in infrastructure</i>	3	no	=	Supports male employment in a very male-dominated sector of the economy. On the other hand men’s employment is (now) higher than women’s.
<b>SE</b>	<i>Additional resources to the Municipalities</i> (to alleviate the economic crisis)	1	no	+	79% of the employees in the municipalities are women and 21% are men. 42% of the employed women and 11% of the men work in the municipalities. This sector is therefore extremely important for women’s employment.

<b>SI</b>	<i>Public works schemes to promote public services</i>	2	some	+	This measure could also have several positive effects: on employing long-term unemployed women; employing men in traditionally female activities and in decreasing burden of unpaid care work on women.
<b>SK</b>	<i>Job creation subsidy (amendment)</i>	2	yes	na	At present stage it is difficult to identify the effects. The effect can be very positive for potentially higher flexibility of the labour force. On the other side removing the 3months period can entice the employers to manipulate with the employees.
<b>SK</b>	<i>Financial contribution to employers for job creation</i>	3	some	=	Only indirect gender impact
<b>UK</b>	<i>Tackling unemployment through job creation</i>	1	no	na	Women are likely to be the main beneficiaries of job creation in the social care sector ('Carefirst') but the impact of the other programmes is uncertain.

**LEGEND**

**Status of policy initiative.** 1 announced; 2 enacted; 3 implemented; 4 evaluated

**GM.** *yes*: adequate; *some*: partly adequate; *no*: not gender mainstreamed

**GIA.** + positive; = neutral; - negative

Source: National Expert NRP Reports 2009

Unfortunately the balance of these measures has tended to favour male-dominated sectors and while the initial impact of the crisis has hit these sectors heavily, the crisis has also affected, and will continue in the future, feminised job areas (see Chapter 1). The concentration of efforts on male-dominated sectors risks an implicit prioritisation of male job loss, potentially limiting resources for future female job loss and reinforcing gender gaps in job quality and labour market integration. Box 2.6 illustrates for Sweden the disparity in budgets allocated for female and male job areas (see also Box 2.5).

**Box 2.6 Gender budgeting of crisis-specific measures**

An analysis of the crisis-specific budgets allocated to male- and female-dominated sectors by the Swedish EGGE expert clearly illustrates the imbalance of resources allocated to male and female employment areas. The initial effects of the economic crisis were gendered but the extent to which policy responses have implicitly focused on men demonstrates the risks of a gender blind approach to these rapidly-implemented policies.

	<i>Swedish Crowns</i>
<b>Male-dominated measures</b>	<b>52.3 billion</b>
Special measures in the vehicle industry	28 billion
Guarantees during the construction period of buildings	20 billion
Tax deductions for repairs and rebuilding in private homes	3.6 billion
Maintenance of roads and railroads	1 billion
<b>Mixed measures</b>	<b>1.4 billion</b>
“New-start jobs”	0.9 billion
Vocational training (mainly men) and adult education (mainly women)	0.5 billion
<b>Female-dominated measures</b>	<b>17 billion</b>
Support to the municipalities	17 billion

Source: Nyberg (2009a)

As we pointed out above the crisis has induced a sense of urgency to the extent that some longer-term goals have been at risk of being sidelined. In most Member States’ policy making and their NRPs longer-term goals are almost invisible but there are a few Member States that have still kept a focus on longer-run targets and challenges. For example, the “greying of the labour market” in the Netherlands or the demographic shortages in Finland still inform policy



development (Plantenga and Remery 2009b; Sutela 2009). This need to focus beyond the crisis on longer run goals is also stressed in the Commission's Communications but they only mention structural reforms, low-carbon economy, and a review of the Lisbon Strategy (CEC 2009m: 11; see also CEC 2010a) and long-term goals relating to employment, including gender or a more equal labour market are not mentioned (CEC 2009p). Elsewhere wider goals seem a long way off and gains made in recent years may be at risk. The Romanian expert sums up the risk saying;

...there is an urgent need for a set of qualitative and quantitative indicators to be fixed for an objective evaluation of the work and activities of men and women... This is a necessity, especially in the new economic context of crisis, when the job market has become problematic for everybody. It is very important to keep and conserve the achievements to date in the field of equal opportunities policy. (Zamfir 2009: 8)

The remainder of this chapter focuses on the crisis-specific policies for the labour market that EGGE experts analysed in their national reports.

### **2.3 Member State labour-market responses**

In the context of the overall crisis and macro economic responses to its impact it is somewhat arbitrary to make the distinction between labour market and non-labour market policies. Indeed the blurred boundaries of this distinction highlights how gender mainstreaming needs to be integrated throughout Member State and European policies and not simply to the confines of what is defined as 'labour market policy'. The responses to the crisis illustrates how macro-economic levers have been used to stimulate the labour market – creating demand for cars, public investments, tax breaks, job creation, etc. – yet mainstreaming requirements are often beyond these policy options and so therefore are the risks for increasing gender gaps.

Nevertheless, reflecting our focus on labour market outcomes, we can find a wide range of what we might call focused labour market policies used in response to the crisis, many of which map onto those identified in the European Economic Recovery Plan and subsequent Prague Summit and Communications (CEC 2008c: 2009m: 2009o: 2009p). Unfortunately, following the format of these European documents, few Member State policies show evidence of having been gender mainstreamed or designed to have a positive impact on gender equality. This is not to say that men and women will not benefit from some measures but rather the inclusion of gender in the process has been weak and there are genuine risks of negatively impacting on equality and/or undesired effects. Chapter 4 has a more detailed quantitative analysis of the position of gender in the policies reviewed by the EGGE experts but of the 183 crisis-specific policies analysed here only 39 have at least some gender mainstreaming and just 29 are assessed as having a positive impact upon gender equality. More worryingly some 20 were assessed as having a potentially negative effect on gender equality.

It is worth pointing out that a complete gendered analysis has been hampered by the limited amount of data available on a gender disaggregated basis. Improving the availability and publication of labour market data is a key first step for gender mainstreaming of policies and will aid with the analysis of employment problems as well as forecasting labour market needs more generally. There are some examples of Member States developing capacities in this area (Box 2.7). However, the problem remains that such measures are not gender mainstreamed so the extent to which improvements feed into improved labour market analysis and gender impact assessments may be limited.

**Box 2.7 - Labour market analysis and support measures in response to the crisis**

	Description	Stat Us	GM	GIA	Comment
<b>BG</b>	Efforts to improve the information system (on labour demand and labour supply)	1	no	=	The need of such system has been outlined in the last five years, but its progress is difficult.
<b>DE</b>	Strengthening staff capacities of Federal Agency of Employment.	2	no	na	
<b>FI</b>	Examining the need of tailored measures for (especially) young men.	2	some	+	A working group set up in 02/2009 issued its proposals in May 2009. In the meantime the female youth unemployment had increased as well. It is positive that the specific problems of young men more commonly than women in threat of exclusion are taken seriously.
<b>SE</b>	Personal coaching (PES staff)	3	no	na	
<b>SE</b>	Additional resources to PES	3	no	=	

**LEGEND**

**Status of policy initiative.** 1 announced; 2 enacted; 3 implemented; 4 evaluated

**GM.** *yes*: adequate; *some*: partly adequate; *no*: not gender mainstreamed

**GIA.** + positive; = neutral; - negative

Source: National Expert NRP Reports 2009

The remainder of this section groups crisis-specific policies into the following areas which map more or less onto priorities identified in the European level responses outlined above - policies to keep people in work, flexicurity, activation through education and training, activation of the unemployed, entrepreneurship and policies towards non-nationals. The final section briefly reflects on the missed opportunity for long-term equality goals in the battery of new policies implemented across Member States.

*2.3.1 Policies to keep people in work*

Retaining people in jobs rather than using external flexibility measures is a hallmark of the European approach to economic downturns and particularly this down turn (EuroFound 2009b). Short-time working models have been promoted at the European level (CEC 2009o; 2009p) and widely taken up (EuroFound 2009b). Member States with existing partial unemployment or short-time working schemes have extended these models of part-time working and as a result there has been an increase in part-time working (see Chapter 1), albeit on an involuntary basis.

There are a number of gender related challenges in the promotion of part-time work in this manner that are worth noting.

- Firstly, the segregation of employment opportunities has an important impact on the proportions of women and men benefiting from short-time working models. For example, in Luxembourg few of the 16 thousand workers affected by short-time working are women since it is mainly used in the manufacturing sector (Plasman 2009). In the Netherlands the evidence suggests that those women who do work in sectors affected by short-time working are not considered as a priority since the focus is on key positions (Plantenga and Remery 2009b). In March of 2009 just less than a fifth of short-time employed workers were women (Maier 2009). Similarly in Spain the social security benefits to maintain employment for workers affected by adjustment plans primarily benefit men: between January to June 2009 men accounted for four fifths of participants (Gago-Gonzalez 2009).

- Secondly, such schemes create a group of part-timers who are effectively compensated for working part-time by virtue of their employer or sector applying such a scheme while others are not (Rubery 1998). In short, we then have compensated ‘involuntary’ part-timers (mostly men in sectors affected by the crisis) and uncompensated ‘involuntary’ part-timers (women and men in other sectors).
- Thirdly, there is a risk of division between insiders and outsiders with part-time unemployment available to the former while the latter are subject to external flexibility methods. In Germany all employees – including temporary workers and fixed term contracts – are eligible for short-time working but, as elsewhere, most companies applying such measures are in male-dominated sectors and less likely to be those companies with high shares of temporary workers and part-timers.

Among national EGGE experts there is no clear agreement about the impact of short-time working on gender equality. While most agree that women are less likely to benefit as a result of the segregation of the labour market, there are both neutral and negative effects reported (Box 2.8) For example, in Lithuania a number of employment retention and promotion packages also contain some gender mainstreaming and include positive measures for vulnerable and inactive groups with gender positive effects.

**Box 2.8 - Policies to keep people in work in response to the crisis**

	Description	Stat us	GM	GIA	Comment
AT	<i>Part-time work for older workers. (retirement phase)</i>	2	some	=	No gender mainstreaming of the measure, which is mainly used by men.
AT	<i>Short-time work (“low”). (to avoid redundancies)</i>	3	no	=	Mainly applied in economic sectors with predominately male employment. In order to cope with the economic crisis ‘short-time work’ was reform twice in 2009.
AT	<i>Free counselling for companies (affected by the economic crisis)</i>	3	no	=	No gender mainstreaming of the measure or explicit female target set
BG	<i>Temporary employment schemes. (To support employees’ income during 3 months part-time employment)</i>	3	some	=	Neutral gender impact. An anti-crisis measure introduced with National Action plan for employment 2009. It is planned to keep in employment 18,759 people for 3 months.
BG	<i>Compensations paid to workers with reduced working time (in manufacturing and services)</i>	3	no	=	Under this measure the incomes of 19 482 workers have been supported. The measure will continue in 2010.
CZ	<i>Programme "RESTART" (counselling, retraining, etc. to help employees at risk of losing their job or already fired)</i>	1	no	=	It might have mixed effects – women might be discriminated in access to this program but it might help some women not to lose a job, get more qualification or find a new job. Not enough information.
DE	<i>Short time work. All employees including temporary agency workers and workers on fixed term employment contracts are eligible for a short time work allowance if their employer has a decrease in earnings of at least 10%.</i>	3	no	=	Most of the companies applying for short time work support are male dominated and active in metal manufacturing, construction, wholesale and retail trade, and manufacture of machinery, as well as temporary agency work. Data from previous years show that companies are less likely to apply for short time work if they employ many temporary agency workers, part time workers and/or low skilled workers. In March 2009 only 242,133 (19%) of 1.2 million short-time employed persons were female.
DE	<i>Older and unskilled workers. Wage subsidies and training subsidies programme for older and unskilled workers aged over 25 years extended</i>	2	no	=	
EL	<i>Maintaining employment in hotels</i>	3	no	na	Men represent 54% of the employees in the

	<i>with seasonal activity.</i> Hotels with seasonal activity that maintained the same number of seasonal employees in April-May 2009 as in April-May 2008 received a job subsidy for each unemployed person hired				sector but we do not know if they have also a higher share than women in hotels with seasonal activity and if they have benefited more than the latter by job subsidies, given that data on beneficiaries are unavailable.
<b>EL</b>	<i>Prolongation of the employment of employees in hotels with seasonal activity.</i> Job subsidies available to hotels with seasonal activity that maintain their seasonal personnel after the 31st of October for each employee who would be entitled to unemployment benefit if he/she were dismissed	1	no	na	Ex-ante gender impact assessment is hampered by the same problems stated in 1b.
<b>EL</b>	<i>Training schemes</i> in SME that have reduced working time or have temporarily laid-off their personnel because of the crisis. 8.000 employees will participate in the scheme	1	no	na	We cannot assess because of lack of data.
<b>ES</b>	<i>Royal Decree-Law 2/2009 (Labour force adjustment plan)</i> (“low”). Social Security benefits to maintain the employment and increase social protection for those workers affected by labour force adjustment plans.	3	no	=	Very gender biased: Beneficiaries are in the largest part men (from January to June 2009 230,000 men were affected against 47,469 women).
<b>FR</b>	<i>Partial unemployment.</i> Improved pay for partial unemployment - resulting from the crisis - with training	3	no	=	This measure would have a positive GIA if sectors where women predominate were taken into account.
<b>HU</b>	<i>Part-time employment</i> (instead of dismissal)	4	no	na	Due to this measure, the number of part-time employees has increased by 40 thousand while that of full-timers reduced by 90 thousand between Q2 2008-2009. The Statistical Office stated that the proportion of part-time employees is now 5,6% , higher than ever in Hungary. However, part-time work is not a correct name for this scheme. Short-time working would be more appropriate.
<b>HU</b>	<i>Active labour market policies</i> (supporting reduced working time combined with training)	3	no	=	There are no targets or guidelines set in Hungary with regard to gender equality of active labour market policies. Despite, men and women seem to have equitable access to active labour market programmes, including training. Moreover, there are special measures addressing the needs of women returners after long-term caring by offering training facilities.
<b>IE</b>	<i>Short Time Working Training Programme</i> (STWTP)	2	no	na	The stated aim of this programme is to establish more flexible administrative systems in D/SFA that will allow short-time working to be recognised and supported within the welfare system. Details of its implementation are not yet available.
<b>LU</b>	<i>Extension of the part-time unemployment</i> (instead of dismissals)	3	yes	=	Concerning short-time unemployment, 135 companies introduced a demand in August 2009 to the <i>Comité de Conjoncture</i> either for cyclical or structural reasons or because of their economic dependence to a company in difficulties. Finally the <i>Comité de Conjoncture</i> accorded the financial help for short-time to 133 companies that concerns 9,950 workers who will work part-time on a total of 16,134. The budget allocated to this short-time

					measures amounts to 9.6 million euros. Few women are concerned, since short-time unemployment is mainly used in the manufacturing sector where very few women are occupied.
<b>MT</b>	<i>State temporarily aid aimed at companies affected by the crisis (to support employment)</i>	3	no	na	This policy aims to support the employment of workers who would otherwise be faced with redundancy, and is gender neutral.
<b>NL</b>	<i>Part-time unemployment (for firms hit by the crisis)</i>	3	no	na	It seems likely that particularly male-dominated sectors will use part-time unemployment. In addition, there are indications that women in these sectors are not taken into account on a pro-rata basis because this measure particularly focuses on key positions and not on auxiliary staff.
<b>PL</b>	<i>Changes of public assistance principles</i>	1	no	na	Assistance to firms in difficult economic circumstances with aid up to € 500 000; and extend support for training and advisory services is likely to benefit all workers, but w/o details of the policy and starting points potential GIA is difficult.
<b>SI</b>	<i>Co-financing of employees training</i>	2	yes	=	This measure will have no gender impact
<b>SI</b>	<i>Partially subsidising reduced working time</i>	3	no	=	This measure will have no gender impact
<b>SI</b>	<i>Subsidised temporarily lay-offs</i>	3	no	=	This measure will have no gender impact
<b>SI</b>	<i>Training during temporary lay-offs</i>	2	yes	=	As measure is not gender mainstreamed it can not be expected that it will have any effect on gender equality.
<b>SE</b>	<i>Lyft (lift): to support employment in environment, forestry, cultural heritage, school, care</i>	1	no	na	

**LEGEND**

**Status of policy initiative.** 1 announced; 2 enacted; 3 implemented; 4 evaluated

**GM.** *yes:* adequate; *some:* partly adequate; *no:* not gender mainstreamed

**GIA.** + positive; = neutral; - negative

Source: National Expert NRP Reports 2009

### 2.3.2 Flexibility and flexicurity

The European Commission has stated that flexicurity is still the right way to tackle labour market restructuring in the EU (CEC 2009p) but the visibility of flexicurity measures in national policy making and the 2009 NRPs is limited (see Box 2.9). Only the expert for Malta highlighted the flexicurity Road Map, although developments in Finland could also be categorised in this way (Sutela 2009). There are, however, some examples of the promotion of flexibility but evidence of the security side of the flexicurity equation is limited. This is a similar situation to that noted in previous assessments (Smith and Fagan 2008; Villa and Smith 2009). The lack of gender mainstreaming of flexicurity policies in general is a concern and the promotion of flexibility without security risks exacerbating gender divisions on the labour market. For example, tax reductions for shift and night work in Belgium and overtime in Italy are likely to benefit men more than women. Similarly “time banking” for the employers’ benefit risks reducing employees’ control over their working time – in Poland the time banking reference period has been extended to promote working time flexibility in exchange for some “security” in the form of guaranteed daily and weekly rest periods. On the other hand, the right to request flexible working times, also in Poland, and an extension to the right in the UK, demonstrates that there have also been some policies likely to benefit parents with caring responsibilities.

**Box 2.9 - Flexicurity policies in response to the crisis**

	Description	Stat Us	GM	GIA	Comment
FR	CRP-CTP. The Agreement on personalised redeployment ( <i>Convention de Reclassement Personnalisé</i> ) and the Occupational transition contract ( <i>Contrat de Transition Professionnelle</i> ) will make it possible to make occupational career paths securer.	3	yes	+	If it is ensured that women benefit from this measure in line with their presence in the labour market, it will make it possible to fill in some of the gaps in their careers and will encourage them to stay in the labour market.
SK	Time banking (flexi account within the enterprise)	3	some	+	Time banking was implemented as a crisis measure mainly in large enterprises but there is a potential for implementation of this measure in other spheres too. Time banking is suitable mainly for parents with small children. There are only few experiences with time banking or short-time working and thus it is too early to comment gender impact of this measure.
PL	Flexible time referencing period	3	some	na	In practice it may be difficult for workers with care responsibilities to conform increased demands for time flexibility
RO	Measures to increase the adaptability of enterprises and employees	1	no	na	Referring to the 2009 increase in work accidents, occupational diseases, diseases related to stress on the job, visibly declining indicators on the quality of work in contrast to the expensive programmes in 2008 and 2009 on cost-announced policy initiatives
MT	Flexicurity Roadmap (including measures for training, employability programme, teleworking regulation, work trial scheme)	3	no	na	The Flexicurity Roadmap includes a number of measures e.g. Training Aid Framework, Employment Aid Programme, Employability Programme, Teleworking Regulations, Work Trial Scheme.

**LEGEND**

**Status of policy initiative.** 1 announced; 2 enacted; 3 implemented; 4 evaluated

**GM.** *yes*: adequate; *some*: partly adequate; *no*: not gender mainstreamed

**GIA.** + positive; = neutral; - negative

Source: National Expert NRP Reports 2009

The 2008 assessment of the NRP process from a gender perspective found considerable evidence of policies aimed at promoting self employment and entrepreneurship, particularly policies to address the under-representation of women (Villa and Smith 2009). The use of entrepreneurship to activate some labour market groups and address inequalities has been something the European Employment Strategy has promoted. Indeed in response to the current crisis the promotion of entrepreneurship was a key element of the Prague Summit and female entrepreneurship one of the explicit gendered references in the *Communication on a Shared Commitment for Employment* (CEC 2009d; 2009e). However, among this year's NRP assessments we find relatively little about entrepreneurship (Box 2.10) and only two national experts find examples of the use of self-employment to address the crisis. It is important to note, particularly in the context of crisis, that efforts to raise female self employment while being broadly regarded as a positive needed to be used with caution. It is also important to keep in mind the extent to which some women want to become entrepreneurs particularly in the context of the precariousness associated with the economic conditions (Vosko et al. 2009) and the privatisation of government services (Sutela 2009).

**Box 2.10 - Policies towards entrepreneurship in response to the crisis**

	Description	Stat us	GM	GIA	Comment
FI	Promotion of	3	some	na	It is positive that the specificity of female entrepreneurship

	<i>entrepreneurship</i> (special consideration for female entrepreneurship)				is considered and special measures have been taken to promote it. However, it is an ambiguous question to which extent new female self-employed really have genuinely chosen this option, and to what extent the question is about ‘forced’ self-employment due to, e.g., privatisation of welfare services in local government sector
<b>BE</b>	<i>Improvement of maternity leave and family allowances for the self-employed.</i>	3	no	+	Maternity leave policies by definition affect only women.
<b>IE</b>	<i>Back to Work Scheme (BWS) (supporting self employment)</i>	2	no	na	Emphasis has shifted to enterprise supports and away from supports for employees. Enterprise supports have the potential to benefit women who are increasing their proportions of self-employment and among those setting up new businesses. However the loss of supports to employees will have a negative impact in that the vast majority of women are employees.
<b>PT</b>	<i>ALMP (enlargement of actions towards self-employed)</i>	4	no	-	Female under representation in these programs is not taken into account. According to the expert, the expansion of the definition of the target public is more inclusive, and can promote gender equality. All depends from the vicissitudes of the implementation process (biased assistance by civil servants of the public employment services and biased criteria to evaluate viability of the projects submitted, etc). That is why a gender equality strategy is very important – to know the risks of reproducing old social representations about what it is to be a man or to be a woman.
<b>PL</b>	<i>Simplify regulations (for entrepreneurial activities)</i>	1	no	na	As there is no information on timelines, budgets, targets, gender disaggregated statistics, GM / GIA are not utilised, it is not clear what the potential outcome for gender equality might be. This is compounded by difficulties predicting the length and scale of the crisis and thus the severity of the unfolding labour market challenges. In so far as these measures are supportive of economic and employment growth, they may soften or counteract the impact of the recession.

**LEGEND**

**Status of policy initiative.** 1 announced; 2 enacted; 3 implemented; 4 evaluated

**GM.** *yes*: adequate; *some*: partly adequate; *no*: not gender mainstreamed

**GIA.** + positive; = neutral; - negative

Source: National Expert NRP Reports 2009

### 2.3.4 Policies towards migration and foreign-born workers

The crisis has prompted a range of policies towards migration and migrants (Box 2.11) partly because they have been hit particularly hard by the economic down turn (Chapter 1) but also because of a what might be regarded as ‘prioritising’ jobs for nationals in the context of an oversupply of labour (Smith 2009b). As elsewhere there is limited evidence of gender mainstreaming even though different groups of men and women may be among the beneficiaries or those most impacted upon. For example, in Finland, female migrants are in a worse position than men so any assistance would be welcome but a lack of gender mainstreaming means the particularities of their situation may be lost. On the other hand, in schemes for the voluntary return of migrants there may be negative effects on women since they may remain in work themselves while male partners have lost jobs in areas such as construction. By contrast, the lack of welfare services in Italy has promoted the opposite approach for a mostly female-dominated sector with the regularisation of migrants employed by private households. Policies towards migrants have also, in some cases (BG, SK) included measures for internal migration, but these tend to be in the minority of cases.

**Box 2.11 - Policies towards migration and foreign born workers in response to the crisis**

	Description	Status	GM	GIA	Comment
<b>BE</b>	Service for Economic Migration established (2008).	3	no	na	This Service should better accompany and improve the follow-up of migrants wanting to work
<b>CY</b>	Orderly Management of Foreign Workers Issues to Serve the Economic and Social needs of the Country”	1	no	na	The focus is on combating illegal employment of foreign workers and restricting quotas of foreign workers. One particular measure also discusses training the unemployed to replace foreigners. These measures fail to recognise the contribution of foreign workers and the highly gender segregated labour market of foreign workers in Cyprus. Foreign female domestic workers are largely employed in providing care services supporting in this way local female employability.
<b>CZ</b>	<i>Voluntary return programme for redundant foreign workers and their families</i>	3	no	na	The support for family members might have a positive impact on women who are mostly the accompanying family members of the male workers. Otherwise there is not enough information or evaluation by gender or the conditions for inclusion in the programme.
<b>ES</b>	<i>Plan for voluntary return of immigrants (“low”). Programme that encourages the voluntary return of immigrants to their countries of origins through the provision of unemployment benefits as an anticipated lump sum payment.</i>	3	no	-	This measure is having a negative gender effect for women, and mostly men are benefiting from it: in many families only men are returning and benefiting from this measure, because they are the ones, in many cases, who have lost their employment, while women have kept their jobs, a big part of which they develop in the domestic sector or in the shadow economy.
<b>IT</b>	<i>Regularisation of migrants employed by households: a provision allowing for the regularization of “illegal” migrants employed by Italian households (Law 102/2009, art. 1-ter).</i>	3	no	na	The introduction of the criminal offence of “illegal immigration» has put hundreds of thousands of Italian families in a difficult situation, being responsible of the informal hiring of (female) migrants for elderly care, childcare or domestic work. Given the lack of public services for elderly care, Italian families have been increasingly relying on cheap and flexible female migrants to cope with their frail family members. It is estimated that, at present, around 800-1,000 thousand migrants (mostly women) are employed by Italian households. A large share of these migrants is “irregular” (for different reasons).
<b>NL</b>	Budget to strengthen employment in the care sector	2	yes	+	The budget will, for example, be used to retrain persons that have been working in other branches. In addition, measures should be taken to attract inactive persons not entitled to social benefits, particularly women from ethnic minority groups. Since the participation rate among this group is fairly low, the policy measure may be assessed positively from a gender equality point of view.
<b>RO</b>	<i>A package of measures supporting Romanian workers returning from abroad</i>	1	some	+	Very few concrete measures to help people working in Italy and other countries to come back to Romania by ensuring for them a proper work place
<b>SE</b>	Pilot project to establishment consultations for newly arrived immigrants.	1	no	+	Raising the employment rate of immigrants has previously been a PTW in Sweden and Labour Market Policy Evaluation of policies has included the impact on different groups for example women, immigrants.



**LEGEND**

**Status of policy initiative.** 1 announced; 2 enacted; 3 implemented; 4 evaluated

**GM.** *yes*: adequate; *some*: partly adequate; *no*: not gender mainstreamed

**GIA.** + positive; = neutral; - negative

Source: National Expert NRP Reports 2009

*2.3.5 Policies towards low-wage earners*

Addressing the needs of low-wage workers was one of priorities of the European level approach to the crisis and since women are over-represented among the low paid they are potentially in a position to benefit – even though there are few examples of gender mainstreaming of policies in Box 2.12. In the EU-27 in 2006, 23.1% of all female full-time workers were low-waged earners (20.1% in the Euro area), whereas only 13.5% of all male full-time employees were low-wage earners (Eurostat 2010b: table 3). Minimum wages have been shown to provide a boost to women’s wages and even help close the gender pay gap (Fagan 2008) and in this context the adaptation of the Social Minimum Wage in Luxembourg is a positive for women since around a third are paid at this level compared to around 14% of men. Another approach explicitly advocated by the Prague Summit is the reduction in social contributions for the low paid. For example, the Work Bonus in Belgium exempts social contributions while elsewhere reduced social security for low-wage workers have a similar benefit as long as social protection is not reduced at the same time; in Hungary employer contributions have been cut for employees earning up to twice the minimum wage. Similarly, changes to the tax system can also have a positive effect for low-paid workers, for example in Sweden the new “in-work tax credit” will be more important for women than men and contribute to increasing their income and working time. Unfortunately, as a result of women’s concentration at the bottom of the pay distribution, other measures to address poverty may risk potentially perverse effects on female labour supply for women in low-paid work, such as extra unemployment benefit and measures to prevent child poverty (see Box 2.4).

**Box 2.12 - Policies towards the low paid in response to the crisis**

	Description	Stat Us	GM	GIA	Comment
<b>BE</b>	<i>Work bonus.</i> (high)The exemption from social contribution payments (targeted at low wage earners) has been increased.	3	no	+	Given that this measure is targeted at low wage earners and that women are overrepresented in this group, it will particularly benefit female employees (from the rise in purchasing power brought about by the increased exemption from social contribution payments). Moreover, the work bonus is an individual measure and as such not biased by household type.
<b>BE</b>	<i>Job discount.</i> (To increase purchasing power of wages)	3	no	+	The job discount is higher for low wage workers, a group in which women are overrepresented so that they will particularly benefit from the rise in purchasing power brought about by the job discount.
<b>BE</b>	<i>Measures to reduce labour costs.</i> Measures involve 3 levels : (i) general tax reduction, (ii) tax reductions for night and shift work, (iii) tax reductions for overtime.	3	no	=	Given that women remain over-represented among low-earners, they would benefit particularly from this measure in case employers would respond to the financial incentive by actually creating new jobs. This unfortunately happens only too rarely. Instead, employers use the money saved to different purposes, e.g. to pay higher wages to their top employees.
<b>CZ</b>	<i>Temporary reduction of social security contributions for low wage workers</i> (to lower labour costs and help to maintain them in	3	no	+	Even though this policy has not been gender mainstreamed we might estimate that women prevail among the low wage workers who will be eligible for this reduction on the part of employers

	employment)				and it might have a positive impact on their position in the labour market. The negative is that it is only a very short term measure.
<b>HU</b>	<i>Reduction of the tax wedge.</i> The employer contribution cut by 5 percentage points was introduced up to twice the minimum wage	3	no	na	With falling burden on the employment, entrepreneurs will have more funds remaining to hire further labour force, which offers advantages for both genders.
<b>IT</b>	<i>Tax relief on the variable component of wages.</i> To improve net earnings of private employees a flat tax rate of 10% for the part of the wage related to extra hours worked or linked to productivity	4	no	-	This measure was introduced without considering the different impact on men and women. Given the lower propensity of women to work overtime, it is very likely that this provision has contributed to increase the gap in earnings.
<b>LU</b>	<i>Adaptation of the Social Minimum Wage (SMW) and Minimum Guaranteed Income (RMI)</i>	3	yes	+	Particularly relevant for women since a larger proportion of women are paid at the level of the SMW than men. Following a study of Pamucku (2004) in 2003 30.3% of women were paid at the SMW compared to 14.2 % for men. The RMI is also more important for women, 54%. This is in particular the case for lone parent families that represent 17.8% of the beneficiaries of the RMG from which 94% are women.
<b>LU</b>	<i>Adaptation of the fiscal system</i>	3	yes	+	These measures are mainly positive for the lowest income bracket. In that sense they may be useful for attracting more women in the labour market by making work pay. Nevertheless the effect is unclear and difficult to assess.
<b>SE</b>	<i>4th step in the "in-work tax credit"</i> (lowering tax rates for employed people)	1	some	na	It is argued that since women to a higher degree than men are low- or middle-income wage earners, which partly is a result of more women working part-time. The in-work tax credit will be of greater importance for women than for men and contribute to women increasing their working time and thereby also gender equality.

**LEGEND**

**Status of policy initiative.** 1 announced; 2 enacted; 3 implemented; 4 evaluated

**GM.** *yes*: adequate; *some*: partly adequate; *no*: not gender mainstreamed

**GIA.** + positive; = neutral; - negative

Source: National Expert NRP Reports 2009

### 2.3.6 Activation policies towards the non-employed and unemployed

Activation policies towards the unemployed are important in seeking to address the risk of a growth of long-term unemployment among those without work before the crisis and as well as those displaced by the crisis. However, there are a number of risks for gender equality.

- Firstly, the lack of individualisation can have negative effects on second earners, usually women, as household based assessment systems disadvantage women and act as a disincentive for participation (Meulders 2009).
- Secondly, women's non-linear work histories can disadvantage access to registered unemployment (and associated benefits) which may be a precondition for certain measures.
- Thirdly, a focus on the newly registered unemployed risks a step back to a focus on the unemployed as a major source of labour supply rather than the more broadly-defined 'non-employed' as emphasised in the Lisbon strategy. There is a risk that the focus on the newly unemployed stresses male unemployed recently displaced due to the crisis while ignoring existing female unemployment and inactivity – which was higher than men's in most countries prior to the crisis (see Chapter 1). The focus on men becomes somewhat

clearer with schemes that exclude those looking for part-time work (mostly women) or focus on only those registered as unemployment (which can again exclude some women).

There are nevertheless some policies aimed at activating women or maintaining their position on the labour market even though very few are mainstreamed in the opinion of our experts. In Denmark, the adult apprentice scheme is aimed at those with the lowest qualifications who also have low employment rates – although not gender mainstreamed women are the majority of this group. In Greece there are free childcare services for unemployed mothers – with a valid unemployment card – although this reinforces mothers as the responsible partner for childcare it is a positive measure likely to remain in force after the crisis. Other measures aimed at raising the employment rate of mothers are outlined in Box 2.13.

**Box 2.13 Activation of mothers with young children**

In **Belgium** the ‘income guarantee benefit’ compensates the unemployed who take up a part-time job. This is a measure that concerns many more women than men (unlike short-time working schemes above). In May 2009 women accounted for 79.4% of part-time workers receiving the benefit. However the scheme is not favourable for cohabitants when their part-time job involves less than 21 weekly hours, for singles when they work less than 23 weekly hours and for family heads when they work less than 26.5 weekly hours.

In **Spain**, because of the difficulties of being unemployed with family responsibilities, the Government has approved a regulation that entitles employers to receive a benefit in their corporate contribution to Social Security, for each new hired worker in unemployment with dependent children (€1,500 per year, for two years).

In **Malta** mothers returning to work may opt for one of the following: one year *tax credit* without limit with the birth of every child for income earned through employment; or one year *tax credit* up to a maximum of €5,000 for every child for income earned through self-employment. In each case the *tax credit* is set off only against the income earned through women’s employment or self-employment, and may be utilised in the year that employment is resumed. The women may opt for a full *tax credit* for one year, or choose to spread the €2,000 benefit over 2 years.

Source: National Expert NRP Reports 2009

It is important to stress that policies that help men are not necessarily out of line with gender equality since men and/or some groups of men may be at a disadvantage themselves (see also Chapter 6). The problem is that the focus on one group is often implicit rather than explicit – a gender mainstreamed approach would help identify groups of men and women in disadvantaged positions and then focus policies accordingly. Although policies that disproportionately benefit men normally open up gender gaps it is possible for them to close gender gaps. In Finland we see gender mainstreamed policies aimed at the needs of young unemployed men. Similarly in Denmark gender mainstreaming of policies would have helped young men benefit from activation measures (see Chapter 6). In the UK and Sweden measures focused on youth unemployment similarly lack gender mainstreaming that would have helped young men with higher drop out rates.

Subsidises to hire the unemployed can be regarded as gender neutral but data from some countries shows how men are more likely to benefit from such measures (Box 2.14). For example, in Greece such schemes activate women at a lower rate than their share of unemployment. Here again gender segregation plays a role and, as the expert for Cyprus points out, the impact of schemes for the employment of unemployed women and men will depend on which employers in which sectors apply for the incentives.

**Box 2.14 - Activation policies in response to the crisis**

	Description	Stat	GM	GIA	Comment
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		us			
<b>AT</b>	<i>Campaign 4,000 jobs for Austria (targeted to long-term unemployed)</i>	2	no	na	No gender mainstreaming of the measure or explicit female target mentioned
<b>BE</b>	<i>Re-employment cells.</i>	3	no	=	This measure should not have a gendered impact.
<b>BG</b>	<i>New opportunities for employment. (To provide a number of services to unemployed or dismissed people )</i>	3	yes	=	Neutral gender impact. This program has been implemented with NAP 2009 and aims to ensure employment for 3000 people in 2009. It provides subsidies to employers to hire dismissed or unemployed as well as relevant training.
<b>CY</b>	<i>Scheme providing incentives to private sector employers for employing unemployed persons</i>	2	no	na	Although there is no mention of gender, participation will depend on the occupational segregated sectors applying for this new scheme.
<b>EE</b>	<i>Measures to help job search</i>	3	no	na	
<b>EL</b>	<i>Childcare services free of charge for unemployed mothers. Extension to unemployed mothers with a valid unemployment card of the entitlement of employed mothers to total exemption from nursery fees.</i>	2	some	+	This is a positive measure for gender equality since it allows unemployed mothers to intensify job search and be available for work This is a crisis-driven measure that should become permanent. A negative side effect is that when the entitlement is granted to mothers, this reinforces the role of women as sole or primary carers.
<b>EL</b>	<i>Transformation of unemployment benefits to job subsidies. Increase of beneficiaries and extension of scheme to public agencies/ firms and local government</i>	2	no	-	In 2008, women constituted 61% of all unemployed and 55% of the unemployed on benefits/ allowances. This means that the “activation” of unemployment benefits favours disproportionately men as regards access to jobs.
<b>EL</b>	<i>Integrated training and employment promotion schemes for the unemployed in construction, tourism, “green” occupations. One third of the trained will be hired in firms of the respective sectors and in “green” jobs.</i>	2	no	-	Construction is a male-dominated sector and tourism a mixed-sex one. As for ‘green’ occupations these are not yet defined. For the time being, these large-scale schemes will benefit more to men than to women.
<b>IE</b>	<i>Additional resources to increase job search referral capacity</i>	2	no	=	Additional resources to job search capacity are likely to positively benefit both women and men once it is implemented in a way that those outside the labour market can benefit.
<b>IE</b>	<i>Graduate Scheme (for placement)</i>	1	no	na	This Scheme has been announced but no details are yet available – it is proposed to act as a placement service for new graduates and prevent the drift into unemployment.
<b>LT</b>	<i>Law on employment financing (anti-crisis package)</i>	3	some	+	Secures more favourable and greater possibilities of employment financing for the most socially vulnerable and inactive persons to return to the labour market
<b>LT</b>	<i>A package of 17 targeted prevention measures to mitigate the consequences of redundancies</i>	3	yes	+	This policy is targeted towards promoting female and male employment that have lost their working places due to the Crisis.
<b>LU</b>	<i>Financial help to re-employment</i>	3	yes	=	
<b>RO</b>	<i>Active measures to support employment (intensified)</i>	2	no	na	The forms of retraining advisory programs do not benefit the labour market efficiently when compared to their overall costs. The beneficiaries are not those enrolled in the programmes but those who are pro-active.
<b>RO</b>	<i>Increasing job opportunities for young unemployed people</i>	2	some	=	
<b>SE</b>	<i>Labour market measures (reinforced with 54,000 more places)</i>	1	no	na	
<b>SK</b>	<i>Social enterprises (to favour the employment of long-term</i>	3	some	=	There are 2 kinds of social enterprises: “pilot” enterprises and regular enterprises. The “pilot”

	unemployed and low educated)				enterprises were strongly prioritized in terms of financing from the government. Low transparency. No gendered impact.
SE	<i>New Start Jobs</i> (double reduction in the pay roll tax)	2	no	-	New-start jobs go to a much higher degree to men than to women.

**LEGEND**

**Status of policy initiative.** 1 announced; 2 enacted; 3 implemented; 4 evaluated

**GM.** *yes*: adequate; *some*: partly adequate; *no*: not gender mainstreamed

**GIA.** + positive; = neutral; - negative

Source: National Expert NRP Reports 2009

### 2.3.7 Activation with educational and training policies

Measures in the field of education and training are important in both impact and number in responses to the crisis (CEC 2009d; CEC 2009e). Our national experts identified 33 policies labelled crisis-specific in this area (Box 2.15) but once again the level of gender mainstreaming and gender impact assessment was weak. As the Finnish expert points out an expansion of Active Labour Market Policies (ALMP) may help vulnerable groups but if specific measures are not taken – for example for women, for young men, for ethnic minorities – then access and the resulting impact may be uneven. Even for our current assessment sometimes adequate information is not available in order to make a complete post-hoc analysis of the gender impact. Had policies been gender mainstreamed this type of gender disaggregated information would be available, and would have also been taken into account. For example, in Cyprus the “Accelerated Initial Training” programmes have no gender disaggregated statistics on demand or impact. Likewise in Greece, training schemes in SMEs may help women who tend to be concentrated in SMEs but a lack of data means it is not possible to explore the take up. On the other hand, the integrated training and employment promotion schemes in Greek construction, tourism, and “green” occupations are likely to benefit more men than women, although green jobs remain undefined.

The segregation of employment opportunities is vitally important here – both horizontal segregation between occupations and sectors and vertical within occupations. In the Czech Republic the “Educate Yourself” programme aims to retain employees before they lose their work by funding educational opportunities – here the gendered impact will depend on implementation and take up across sectors and occupations (Křížková 2009). One particular problem is that gender-blind training measures risk reinforcing segregation through recruitment into training programmes or the focus of training programmes on particular sectors (for example, in the automobile sector in Spain, shipping and transport in Austria, etc.). Our expert in Portugal argues that training measures should be complemented with desegregation goals (Ferreira 2009). The example of training for social care workforce in the UK illustrates the potential to reinforce segregation and, without tackling low pay in the sector, inequalities will persist (Fagan 2009). Similarly training for shortages in the care sector in the Netherlands might be expected to have the same effect (Plantenga and Remery 2009a).

#### Box 2.15 - Education and training policies in response to the crisis

	Description	Status	GM	GIA	Comment
AT	<i>Reform of educational leave.</i>	2	no	=	It is a temporary measure, involving a temporary improvement.
AT	<i>Solidarity bonus.</i> Extension of solidarity bonus model to include apprenticeship.	2	no	=	Good measure, but without gender mainstreaming.
AT	<i>The Labour Foundation (AUSPED) offering re-training</i> (in shipping and transport sector)	3	no	=	No gender mainstreaming of the measure, but will mainly impact on men

BG	<i>Extension of the unemployment benefit (extra 3 months) for people participating in education/ training.</i>	1	no	=	Although the measure has been announced, it has to be implemented within a very restrictive 2010 budget.
BG	<i>Vouchers for professional education and training for unemployed people.</i>	3	no	=	Good measure, which can be helpful if there is a relevant infrastructure for professional education. The problem is that the needs of the labour market are not identified. The measure can be successful if supported by timely information concerning the mid-term labour market needs.
CY	<i>Accelerated initial training programmes for newcomers and other unemployed persons in occupations which are in demand</i>	3	no	na	No gender disaggregated statistics provided for the trainees and no specific measures to address existing gender segregation in these occupations.
CY	<i>Promotion of training programmes for upgrading the skills of the unemployed</i>	2	no	na	Specialised training is for gender segregated occupations, but yet no provisions are listed on how to address this segregation though the promotion of practical measures to encourage both men and women trainees
CZ	<i>Educate yourself. Job retention programme: funding for education, transport and wages of employees that will become redundant.</i>	3	no	na	Not enough information. It might have mixed effects. Women might be discriminated in access to this educational tool, but it might help some groups of women not to lose their job.
DE	<i>Young un-skilled people. Additional funds for vocational training of young people without completed training</i>	2	no	=	
DE	<i>Temporary agency workers. Funding of vocational training for people employed in temporary work agencies.</i>	2	no	=	
DK	<i>The adult apprentice scheme (for people with outdated or no vocational training)</i>	1	no	na	An important initiative as the idea is to aim this scheme specifically at those with out-dated or lacking vocational training. The group of persons with low qualification has the lowest employment rates and highest unemployment rates. This applies for women to a higher degree than men.
DK	<i>Investments to expand in practical training places (for vocational education)</i>	1	no	na	There is no gender mainstreaming in this initiative, however boys drop out of vocational education to a higher degree than girls – especially boys from weak social backgrounds. The government's initiative thus has an indirect gender bias and a higher focus on boys' lack of education, which however will help to align the gender gap in education, as boys are lacking behind.
ES	<i>Extraordinary Plan for Orientation, Vocational Training and Labour Insertion ("low"). Maintenance of 1,500 job counsellors included in the Shock Plan for the Improvement of the Spanish PES, launched in 2008. These counsellors, hired initially for one year, will remain in their jobs for two more years until 2011.</i>	3	no	=	Approximately 50% of unemployed are women. It is not expected a gender implication for this measure.
ES	<i>Training programme for unemployed university graduates. € 49 million, to finance the enrolment in official master programmes of public universities, for people between 25 and 40 years old entitled to unemployment benefits.</i>	2	yes	+	The share of women with tertiary studies unemployed is greater than men: Women have in Spain a higher and growing access to higher education. Currently, 54.7% of university students in first and second stage are women, and the percentage of graduate women among the population reaches 70%. Among students of official master programmes women represent 53.6%. Hence, women will particularly benefit by this measure.
ES	<i>Special training programme for the automotive industry ("low"). Incentives for training for employment in the automotive sector through the reduction of social security contributions and</i>	2	no	-	As jobs in the automotive sector are mainly occupied by males, this measure will have unequal implications on skill development for women and men – more men than women will have access to the programmes.

	direct funding.				
FI	<i>Expansion of ALMP and training provisions.</i> Priority is on development the skills of people temporarily laid off and recently made redundant as well as young and recently graduated	3	no	=	It is difficult to assess whether these measures have any gender impact. While young men might be a more vulnerable group than young women, in general, enough attention should be paid to these young women as well. Regarding immigrants, gender-specific measures would be needed.
FI	<i>Expansion and development of vocational basic training</i> (including on-the-job learning, apprenticeship training, consideration of those requiring special support and of adult education)	3	no	na	The increases in student numbers have been directed to growth centres and according top regional labour needs. The development of vocational education system started before the crisis but further measures are taken as response to the crisis.
IE	<i>Job investment programme</i> (training schemes and ALMP)	2	no	=	New active labour market and employment investment has been announced with the emphasis on those newly unemployed. The exclusion of those looking for part-time work from the Live Register (mainly women) will potentially reduce women's access to, and benefit from, such programmes. There is a definite danger that the emphasis on the 'new unemployed' will displace the focus on those who have been unemployed over a long period and others who are marginal or have been absent from the labour market. Women are unlikely to benefit in large numbers in circumstances in which the Live Register and long-term registered unemployment act as a gateway into the system
IE	<i>Job investment programme</i> (to upskill and retrain the 'new unemployed')	2	no	na	There is a danger that policies towards the 'new unemployed' which are important in their own right, may be implemented at the expense of policies towards those who have been off the labour market for extended time period – this could possibly have a negative effect on women potential returners. No gender analysis has been carried out in relation to this programme.
IE	<i>Back to Education Allowance Scheme</i> (BTEA)	2	no	na	This Scheme allows those eligible to access education while continuing to draw welfare payments – it benefits young men and women. More flexible eligibility criteria, particularly in relation to time spent on JB or JA, will make this scheme accessible to more people, both women and men.
IE	<i>Additional education, training and work experience places</i> (€126m, for unemployed people)	2	no	=	There is a continuing problem from a gender equality standpoint with the Irish system of prioritising registration on the Live Register (LR) in order to access certain active labour market and training programmes. Women are significantly less likely to be on the LR because of the eligibility criteria based on 'actively seeking full-time work' thus excluding those seeking part-time employment. No gender disaggregated data is presented in relation to the Training Initiatives Strategy.
LT	<i>Increase in employment possibilities</i> (through vocational training, job rotations etc.)	3	some	+	Positive gender indirect effects
LU	<i>Temporary unemployment benefit</i>	3	yes	=	Among the employment measures managed by the Employment Administration, training is the one where women are more represented than men. This measure should not have a negative impact for women.
NL	<i>Action plan on youth unemployment</i> (to prevent long-term youth unemployment)	2	no	=	There may be a risk that measures focus particularly on sectors in which young men are concentrated
NL	<i>Extra budget</i> (reserved for education) to	1	no	=	

	deal with the crisis				
PL	<i>Effective use of ESF resources</i>	1	no	=	Impact might be neutral or positive as use of ESF resources on activation, skill development and job creation may benefit both men and women/ but no evidence of GM.
PT	<i>Youth employment (strengthening ALMP)</i>	2	no	=	It should be complemented with policies to challenge the sexual segregation patterns of the labour market. Otherwise, the growth of employment in this sector, characterized in general, by the low wage, will reinforce simultaneously the sexual segregation of labour market and the gender pay gap.
PT	<i>Changes in training and education (to help people to stay in school)</i>	2	no	na	It should be complemented with policies to challenge the sexual stereotypes in order to lessen segregation effects on the labour market.
SE	<i>Educational programmes (more places, temporarily)</i>	1	no	na	If men use the possibilities gender equality will increase in education since women's share is today higher than men's. If not, higher education might empower women.
UK	<i>Active labour market programmes</i>	3	some	=	Equal treatment in access can be expected but gender segregated training routes are likely to remain without concerted effort to alter the status quo (as in current ALMP training schemes)
UK	<i>Training for low skilled workers</i>	1	no	na	WWC recommends GIA be undertaken.
UK	<i>Training for social care workers</i>	1	no	+	Partly Positive in that it is likely to produce more jobs and training for women in this female-dominated sector; but the question of low pay is not being addressed.

LEGEND

Status of policy initiative. 1 announced; 2 enacted; 3 implemented; 4 evaluated

GM. *yes*: adequate; *some*: partly adequate; *no*: not gender mainstreamed

GIA. + positive; = neutral; - negative

Source: National Expert NRP Reports 2009

## 2.4 A missed opportunity?

The wave of new policies addressing labour market issues resulting from the crisis marks a significant opportunity to also address long-standing problems of inequality, segmentation and segregation of employment opportunities while also dealing with the short-term effects of the economic downturn. Unfortunately the low level of gender mainstreaming, gender impact assessments, and all round gender blindness (even when compared to previous reports in this series) means this has been something of a missed opportunity to date.

As the Commission itself points out “policies always have an impact on women and men where they involve the citizen, the economy and society” (CEC 2008a: 9) and it would have been useful to keep this phrase in mind in the urgency to address the initial impact of the crisis. While some governments have still maintained their previous policy commitments to gender equality, a more integrated approach to gender and what the Commission calls “vigilance” and “awareness of stakeholders” for gender in “budget decisions” (op cit.: 9) would have helped. A more strategic approach to the crisis responses and national policies could have included...

- state aid for sectors with high levels of inequality could have been made contingent on addressing gender inequalities.
- training schemes could be developed to address both future skill needs and reduce segregation by opening up opportunities for under-represented groups, men and women.



- redesigned welfare systems could reflect dual earners and even female breadwinners created by male job loss in the crisis
- the unprecedented coordination of policies could have been used for a step change in gender mainstreaming by integrating gender into new policy analysis, design and implementation.

Unfortunately most of the crisis specific responses in this chapter have demonstrated a lack of vigilance around gender and so a missed opportunity to address gender inequalities.

## Chapter 3

### Developments in gender equality policy infrastructure at national level

This chapter presents an overview of the developments in gender equality policy in the Member States and the consideration given to gender in the national strategies. This overview is structured around three sections. Section 3.1 considers developments in gender equality policy at the EU level; section 3.2 presents an overview of recent changes in institutional arrangements for gender equality in the Member States on the basis of the assessment provided by the experts in the EGGE network; section 3.3 discusses the gender-specific policies highlighted by national experts on the basis of their assessment of the 2009 NRP process.

#### 3.1 Developments in gender equality policy at the European level

At the European level the period 2007-2009 has not been as momentous as 2006 for development in gender equality policy since 2006 was marked by the launch of the *Roadmap for equality between women and men* and agreement on the *European Pact for Gender Equality* by the Council of Ministers (CEC 2006a; 2006b). In the period following the adoption of the Road Map the Commission has undertaken a number of activities, notably in the areas of reconciliation and the gender pay gap building on the impetus created by the 2006 developments. A mid-term report on the Road Map, adopted in November 2008 (CEC 2008d), takes stock of action in the six priority areas and identifies the challenges for the future. Other developments in the field of Gender Equality policy and infrastructure have included the establishment of the *European Institute for Gender Equality* with a proposed budget of €50 million for the five year period from 2007. The members of the Management Board have been appointed and the Institute provides technical support for gender equality policies. The “2007 European Year of Equal Opportunities for All” saw the first ever European Equality Summit (January 2007) with the second one being staged in September 2008.

In the area of reconciliation in 2007 the Commission launched a formal consultation of the social partners at European level on a possible European approach and action regarding “professional, private and family life, including the promotion of flexible working arrangements, the development of crèche and care services and the possible revision of existing provisions regarding maternity leave and parental leave” (CEC 2007a: 4). Building on the theme of reconciliation, in 2008 the Spring Council also proposed the European Alliance for Families as a platform for exchanging Member State best practice and knowledge around pro-family policies in relation to demographic challenges (CEC 2008b). The European Alliance for Families placed considerable emphasis on the demographic changes facing the EU, a theme stressed by the Commission’s Communication on the demographic future of Europe (CEC 2006a) and the Communication on promoting solidarity between the generations (CEC 2007b). This first Communication recognised the challenges of ageing populations, declining birth rates and the role that policies on gender equality could play in meeting those challenges in raising the employment rate of women and supporting individual

fertility choices of women and men. The second Communication stressed these themes and recognised the importance of the range of policies required to support sustainable fertility and employment levels, stating that:

the countries which have implemented global policies to promote equality between women and men, have developed integrated systems for the supply of services and individual entitlement to parental leave for both men and women, have invested in the quality of childcare services and have moved towards the more flexible organisation of working time generally have both high birth rates and high levels of female employment (CEC 2007b: 5)

In line with these developments, in October 2008 the Commission adopted a comprehensive reconciliation package consisting of four main components: a Communication on Work Life Balance (CEC 2008e), two legislative proposals and a report on progress made by EU countries towards the childcare provision set out at Barcelona. The legislative proposals relate to maternity leave and equal treatment for the self employment and their assisting spouses. Under the maternity leave proposals the Commission has proposed to raise the minimum maternity leave entitlement from 14 to 18 weeks (CEC 2009g). The proposals also include:

- the principle of full pay during the 18 weeks maternity leave (with possible ceilings at the Member State level not below sickness pay).
- the right to ask for flexible work on return from maternity leave arrangements (no obligation for the employer to accept);
- increased flexibility for women over when to take their maternity leave, before or after giving birth.
- tighter restrictions on the preparation for dismissal *during* maternity leave.

The proposal on the self employed seeks to ensure that self-employed women have the choice to be covered by a social security scheme providing for maternity leave (this is currently available in 19 of the 27 Member States) (CEC 2009g). Furthermore the proposed changes seek to extend social security protection, at the level available for the self employed, to assisting spouses who contribute to the activities of the family business without being an employee or partner.

The Commission has not made proposals for other forms of leave and has consulted the European Social partners in 2006 and 2007. In July 2008 the Social Partners decided to launch formal negotiations on updating the existing EU rules on parental leave (currently based on a 1996 Directive).

The Commission has also placed great emphasis on the importance of the gender pay gap by publishing a Communication in July of 2007. The Advisory Committee on equal opportunities between women and men also published an opinion in early 2007 (CEC 2007c; CEC 2007d; Advisory Committee on Equal Opportunities for Women and Men 2009b). Closing the gender gap is one of the key concerns highlighted in the 'Roadmap for equality between women and men 2006-2010' (CEC 2006a). The Commission communication sets out ways that the EU can address the gender pay gap recognising limited improvement in recent years. The Communication identified four fields of action:

- ensuring better application of existing legislation,
- fighting the pay gap as an integral part of Member States' employment policies
- promoting equal pay among employers, especially through social responsibility
- supporting the exchange of good practices between Member States with the involvement of the social partners.

The improved application of the legislation also involves raising awareness and consideration of how current laws could be adapted.

Among the developments in 2009, and following the 2007 Communication, a significant one has been the Commission's launch of an EU-wide campaign to help tackle the gender pay gap in March. The campaign aims at awareness building and promoting good practises from around Europe. The campaign would also develop a toolbox for employers and trade unions at the European as well as the national level.

Meanwhile, a new expert report prepared for the Commission (CEC 2009r) confirms that women are also highly under-represented in economic decision-making and in European politics. The central banks of all 27 EU Member States are led by a male governor. The under-representation of women at the top level is heightened in big business where men account for nearly 90% of the board members in leading companies (constituents of the blue-chip index in each country), a figure which has barely improved in recent years. The proportion of women members of national parliaments (single/lower house) has risen by around half over the last decade, from 16% in 1997 to 24% in 2008. The European Parliament is just above this figure (31% women). On average, men outnumber women among ministers in national governments by around three to one (25% women, 75% men).

Among the actions undertaken by the Commission for gender equality in 2009, is a proposal, and subsequent ministerial approval, for a new Directive on parental leave to give effect to the framework agreement concluded between the European employers and trade union organizations (CEC 2009g). The new rules were agreed by the EU ministers on the 30<sup>th</sup> of November (IP/09/1854), putting into effect the agreement between the European social partners. The revised Directive on Parental Leave will give each working parent the right to at least four months leave after the birth or adoption of a child (up from three months). At least one of the four months cannot be transferred to the other parent – meaning it will be lost if not taken – offering incentives to fathers to take the leave. Moreover, it provides for better protection against discrimination and a smoother return to work.

The last two years have also seen considerable developments in the area of flexicurity with the adoption of common principles (CEC 2007e), promotion under the Portuguese presidency and the output from the Commission's Expert Group established in 2006 (CEC 2007f). The adoption of flexicurity as an overarching principle of the Employment strategy in the Joint Employment Report and of the three priority areas (CEC 2009c) is an area where gender mainstreaming can make an important contribution. The adoption of the European Commission's Common principles on flexicurity recognises the importance of gender equality in one of the eight principles. However, gender mainstreaming is required throughout the full range of flexicurity policies and "concerted action" is required to address gender gaps on the labour market (CEC 2008b: 9) and avoid further gaps opening up.

In March 2009 the Commission presented the annual report on equality between women and men (CEC 2009s), confirming, that despite some progress on gender equality, significant gaps still remain in several areas. While the employment rate of women has been steadily rising over the last years (58.3% for women, 72.5% for men), women still work part-time more often than men (31.2% for women, 7.7% for men) and they predominate in sectors where wages are lower (more than 40% of women work in health, education and public administration, twice as many as men). However, women represent 59% of all new university graduates.

In June 2009, a conference was organised by the Commission in Brussels on "Equality between women and men in a time of change" which took stock of the achievements of the

current EU Roadmap on equality between women and men, coming to an end in 2010, and to discuss future priorities. The conference discussed how to make further progress for gender equality while rebuilding a crisis affected economy. In October 2009, a conference was organised in Stockholm, under the Swedish Presidency of the European Union, on “What does gender equality mean for economic growth and employment?” to discuss how and why gender equality should be viewed as an important factor in achieving long-term sustainable economic growth in the EU.

### **3.2 Gender equality infrastructures and for gender mainstreaming**

Experts of the EGGE network were asked to provide an overview of recent developments in gender equality policy infrastructure at the national level, gender auditing/budgeting and gender analysis. They were also asked to signal equal opportunities policy frameworks, action plan for gender equality or other framework law promoting gender equality. Finally, they had to identify and assess gender-specific policies. In this section (§ 3.2) we discuss developments in gender equality infrastructures and institutional arrangements for gender mainstreaming. In the next section (§ 3.3) we review the gender-specific policies considered by national experts.

Changes in gender equality infrastructure, as reported by the national experts, are summarised in Box 3.1. Our review finds that at the Member State level gender equality infrastructures have been marked by several new developments in the recent years, with only few exceptions (AT, EE, IT, LT, NL, PT). Most of the institutional changes considered take time to be fully implemented and to become effective, for this reason our national experts have taken into account a longer period of time, rather than limiting to report changes recorded during the last year. The changes discussed by experts include the transposition of European Directives (BE, EL), the approval of innovative and effective new framework law (ES, HU, SE), as well as developments in the gender equality infrastructure (CY, CZ, DK, EL, ES, FR, HU, IE, MT, PL, RO, SE, SI, SK, UK).

In the area of institutional arrangements for gender equality, developments have been marked by patchy progress. There are examples of important positive developments (CY, ES, SE, SI, UK), but also examples of changes that might dilute the focus on gender equality, hence reducing the commitment to eradicate persisting gender gaps (DK, FR, IE, PL, RO). Another group of Member States is characterised by a well-developed legal and institutional infrastructure for gender equality (BE, BG, FI, LT), with no recent significant changes, hence a stable and well functioning gender equality infrastructure; but there are also cases in which important developments are recorded but with significant delays, thus revealing the low priority assigned to gender equality issues (CY) or a lack of efficacy in the area (MT, SK).

It is worth reporting some examples of positive developments. In Cyprus officers specialising in gender equality issues have been appointed in the Department of labour and the training of Equality Inspectors has finally been realised; Spain has shown noticeable progress resulting in the creation of new institutional bodies supporting the implementation of the Frame Law for Effective Equality between Men and Women, approved in 2007; Sweden has passed a new Discrimination Act and, at the same time, has established a new agency (*Equality Ombudsman*) to supervise compliance with the new law; Slovenia introduced a programme for the systematic training of the highest representatives of ministries and coordinators of equal opportunities in order to promote and implement gender mainstreaming at the national level; in the UK there have been several important institutional reforms since the enactment of the Equality Act in 2006, representing an important step in the expansion of anti-discrimination law and the promotion of gender equality.

But there are also critical developments: some experts have signalled recent changes in the gender equality infrastructure involving several shortcomings from the perspective of effective, stable and independent pursuit of gender equality. For example, in Denmark the institutions for gender equality set up in 2000 have been radically restructured: the Department for Equality has been substituted by an office under the Ministry of Employment (as a kind of “extra job”), undermining the possibility of an independent assessment of gender equality policy. Similarly, in Poland the appointment of the Plenipotentiary by the Prime Minister links the post (and its philosophy) to the politics of the governing parties and thus institutionalising a volatility in gender equality politics and policies. In France, following a government reshuffling last June, the Ministry of Equality was abolished and replaced by a State Secretariat responsible for the family and solidarity (within the Ministry of Labour, Industrial Relations, the Family and Solidarity). Romania seems to follow a similar path: a proposal has been put forward last August involving the abolition of the National Agency for Equal Opportunities between women and men and its absorption into the Agency for Family Protection. Finally, in Ireland the Gender Equality Unit (Dept. of Justice) was abolished and replaced by a Gender Equality Division; the Combat Poverty Agency has been absorbed into the a unit of the Department of Family and Social Affairs; the National Consultative Committee on Racism and Interculturalism has been abolished; moreover, substantial budget cuts have been experienced by institutions dealing with gender issues (Equality Authority, National Women’s Council, etc.), further limiting their action.

### **Box 3.1 - Gender equality infrastructure**

**AT** – No new significant developments in gender equality policy infrastructure are recorded in Austria.

**BE** - The transposition of the European Directive 2000/78/CE providing for the creation of a general framework in favour of equal employment opportunities for men and women was realised at the federal level through the Law adopted on 10 May 2007. Progress was also made at the level of the federal entities. On 10 July 2008, the Flemish community adopted a decree presenting the framework for Flemish EO policies. The Region of Brussels Capital followed with the adoption of 3 orders in September 2008. Finally, on 6 November 2008, the Walloon Region adopted a decree concerning the fight against various forms of discrimination and on 12 December 2008, the French-speaking community adopted a similar decree. As a result, Belgium disposes of a complete juridical arsenal at the different levels of authority and covering all the subject areas elaborated on in the European Directive.

**BG** - The legal and institutional infrastructure for realizing state policies in the area of gender equality could be considered well-developed. A complete system of institutions has been established at the level of legislative, as well as executive power. In terms of legislative power (the Parliament) the matters of gender equality are discussed in the Commission for protection against discrimination and in the Commission for human rights and religions. These two commissions, together with the Ombudsman and the sub-commission for women rights and gender equality at Parliament, work in close cooperation with the National Council for equality of men and women and the National commission for fighting human trafficking at the Council of Ministers.

**CY** – Two developments in gender equality policy infrastructure are signalled. (i) Appointment of an officer specializing on gender equality issues in the department of Labour. Although much needed, the appointment of a single person (most probably from existing personnel) does not mainstream gender equality in the labour department, but may further isolate gender equality as a separate policy area. (ii) Training of Equality Inspectors to implement the provisions of the 2002 Law “Equal Treatment in Employment and Vocational Training”. Despite the long delay of such training, this was a much needed development to strengthen the institution of inspectors and their effectiveness. It also reveals, however, the low priority suggested by the long delay (since the passing of the law) in the implementation of the equal treatment provisions and the fact that these inspectors were appointed without specific qualifications in this policy area. Besides these developments, there is also an important new development in terms of non-government policy infrastructure: the establishment of the Cyprus Women’s Lobby (CWL) in September 2008. Its stated mission is to “promote the empowerment of women in all their diversity, to advance gender equality, to combat all forms of discrimination and violence against women, and to ensure full access for all women to their human rights through their active involvement in society and in policy development and implementation”.

**CZ** - In the Czech Republic the gender equality infrastructure was set up with the settlement of the *Government Council for Equal Opportunities for Women and Men* (Council) in 2001 and the *gender focal points* in 2002 (a part-time job on the agenda of equal opportunities in each ministry). In 2007 there was a change in the institutional setting: the Government decided that from January 1, 2008 the agenda of equal opportunities for women and men will no longer be coordinated by the Ministry of Employment and Social Affairs, but by the Ministry for Human Rights and National Minorities, which meant moving this agenda item under the Government Office. At the same time a secretariat of the *Government Council for Equal Opportunities for Women and Men* has been created as a part of the Government Office. Since 2008 the Council established a *Committee for Equal Opportunities between Women and Men in family and working life* (Committee). The mission of this Committee is to prepare suggestions for the Council and open discussions between the government, civil society, academia and the public. In 2009 the Council met three times and approved proposals for setting up four new committees (prevention of domestic violence and violence against women, reconciliation, balanced representation of men and women in politics, equal opportunities).

**DK** – The Gender Equality Board [Ligestillingsnævnet] was by 1st of January 2009 replaced by the Board of Equal Treatment [Ligebehandlingsnævnet], placed under the Ministry of Employment, and the National Social Appeals Board functions as secretariat. The Minister of Employment is also the Minister of Equality. The Board of Equal Treatment deals with complaints related to discrimination based on gender, race, colour, religion or belief, political views, sexual orientation, age, disability or national, social or ethnic origin within the labour market. Outside the labour market, the Board deals with complaints related to discrimination based on race, ethnic origin or gender. The Board is independent of the Ministry and decisions made by the Board are final and binding for both parties. In certain situations, the Board may decide that the complaining part is entitled to compensation (e.g. in the case of unjustified dismissal). Anyone being a victim of discrimination may raise a complaint at the board although special rules apply if the person is a member of a trade union. The competence of the Board of Equal Treatment is limited in the sense that it cannot take up cases (e.g. arising from media) by own motivation ex officio but can only take up cases brought to their attention by a complaining part (Law n. 387, 27/05/2008).

In April 2009, Denmark has undergone a cabinet reshuffle. During the summer the Department of Equality, despite protests from equality spokeswomen in the opposition parties and feminist organisations, has been downgraded to an office under the Ministry of Employment, which means that the Department no longer will have the same autonomy. This is even more evident from the recent released budget for 2010, where no moneys have been allocated to the Department of Equality, while the budget for 2009 was 14.4 million DKK.

The original setup (established in 2000 by *The Gender Equality Act*) that included a *Gender Equality Board*, a *Department for Equality*, and a *Knowledge Centre for Equal Opportunities* (with a *Debate Forum*) now has been totally disrupted. The final ‘restructuring’ leaves Denmark without an autonomous unit for the assessment of gender equality. In recent years, the administration of, and safety net for, gender equality has been incorporated into that for equality for minorities.

**EE** – No significant developments in gender equality policy infrastructure are recorded in Estonia.

**EL** – Three are the main developments in gender equality infrastructure:

- 1) the transposition in national law (L. 379/2009) of the Directive 2004/113/EC on “Equal Treatment between Men and Women as regards access to and the provision of goods and services”; the new law designates three authorities/ agencies as responsible for monitoring and supporting the implementation of the equal treatment principle as regards access to and the provision of goods and services in the public sector, in the private sector and in the area of private insurance. These authorities/ agencies are obliged to inform the government and report annually to the parliament on the implementation of the law, investigate and mediate for the solution of the problems that arise, and propose amendments of legislation in their fields of competence;
- 2) the creation of a Special Service in the General Secretariat for Equality (GSE) for the management of big programmes and the implementation of actions included in the 2007-2013 National Strategic Reference Framework (co-funded by the ESF);
- 3) the development of tools for gender impact assessment and gender budgeting. Last summer the GSE announced two open calls for tender, one for the drafting of gender budgeting reports and guides and one for the preparation of impact assessment reports and guides for the budget and the policies of a number of national and local government agencies (Ministry of Health and Social Solidarity, General Secretariat of Public Order, Region of Central Macedonia, Municipality of Marousi). The reports will refer to the 2009 budget and the policies implemented in 2006-2008; the guides will set out gender budgeting and gender impact assessment principles and tools for future budgets and policies. Both are pilot projects meant to develop tools for gender mainstreaming in all fields of public action at both the central and local administration levels.

**ES** - Spain has shown noticeable progress in order to overcome its backwardness regarding gender equality

issues over the last years. The creation in March 2008 of the *Ministry of Equality* (Ministerio de Igualdad), the new legal and institutional framework gathered in the *Frame Law for Effective Equality between Women and Men* (FLEWM) approved in 2007 and the *Strategic Plan of Equal Opportunities 2008-2011* (SPEO) are the bases for posterior developments. The advancements regarding the creation of institutional bodies foreseen by the Law are:

- In February 2009, the Inter-ministerial Commission of Equality between Women and Men was formally created (RD 41/2009) with the representation of all ministries. It agreed to develop a monitoring and indicator system to evaluate both the FLEWM and the SPEO. In March 2009, a Report was presented by the ministry taking stock of two years since the approval of the FLEWM .
- Units for Gender Equality (Unidades de Igualdad). All ministries count at present, with large organisational and endowment differences, with a so called “gender unit” responsible of performing all functions related to the gender parity principle. Moreover, around 30 gender units have been created in the Spanish Universities.
- In March 2009, a proposal for the regulation of the Council for Women’s Participation as a consultative organ was presented, but it is still in a debate phase with women’s organisations.
- In January 2009, the II Sectorial Conference for Equality, the coordination organ between the Ministry and all the regions, took place. The Ministry agreed the distribution among the regions of 5 million Euros to reinforce regional programs to fight gender violence.
- In May 2009, the Ministry has signed an agreement with the Spanish Federation of Municipalities and Provinces in order to collaborate at state and the local level in issues related to gender equality, particularly against gender violence and for increasing women’s participation in local representation bodies.

**FI** – Gender equality policy infrastructure is well established in Finland. The Constitution and the Equality Act are the main bodies of legislation stipulating gender equality. Equality Act stipulates among other things the obligations of authorities on promoting equality in all their activities, quotas in national and municipal organs (the proportion of both women and men has to be at least 40 %), the obligations of employers and educational institutions (e.g. of the use of equality plans), prohibition of discrimination and gender based harassment as well as compensation in discrimination and harassment cases.

The Ministry of Social Affairs and Health (MSAH), the main body in promotion and monitoring gender equality, has four separate authorities: i) the Gender Equality Unit, responsible for policy preparation and coordination; ii) the Ombudsman for Equality, an independent authority that monitors and oversees compliance with legislation concerning gender equality; iii) the Council for Gender Equality, an independent committee that oversees compliance with gender equality legislation and resolves matters related to it; iv) the Equality Board, a parliamentary body that works to promote gender equality in societal matters. In addition, the Parliament has a sub-committee that deals with issues of equality in working life and in gender relations.

Furthermore, occupational safety and health authorities supervise compliance with equality legislation in the working place. *Gender Equality Barometer*, conducted every four years, is one of the key elements of monitoring Government programme’s equality objectives and the general state of gender equality in the country. The latest Gender Equality Barometer was conducted in 2008 and published in 2009.

**FR** - The institutions responsible for gender equality remain under threat in France. The Ministry of equality was abolished and replaced, since the government reshuffle in June 2009, by a State secretariat that is responsible for the Family and Solidarity within the Ministry of Labour, Industrial Relations, Family and Solidarity.

**HU** - Recent years have brought some developments in gender equality infrastructures. In 2003, the *Equal Treatment Act* was enacted, having women as one of the most important target groups. This law introduced the *Equal Treatment Authority*, launched in February 2005, with the responsibility of ensuring observance of the principle of equal treatment. In 2006, the *Council for Gender Equality* was set up as an advisory body comprising representatives of all ministries, NGOs and gender experts (Government Decree n. 1089/2006). The Council makes comments on the relevant issues and bills in preparation of the decisions to be made by the Government, as well as in the preparation of legislative proposals affecting gender equality.

**IE** - Recession in the Irish economy has meant the loss of crucial elements in our equality infrastructure. Severe budget cuts in the *Equality Authority* has seen its expenditure reduced by 43%, resulting in a the resignation of its Chief Executive and a number of board members declaring it ‘no longer viable’ in relation to its remit. The *Gender Equality Unit* in the Dept of Justice Equality and Law Reform is no longer in place and has been replaced with a Gender Equality Division without the same horizontal role, responsibility and resources for gender mainstreaming. The independence of the *Combat Poverty Agency* has been undermined as it has been absorbed into the Social Inclusion Unit of the Dept of Social and Family Affairs (D/SFA). In a similar way the Women’s Health Council has been subsumed into the Department of Health and Children. The *National Consultative Committee on Racism and Interculturalism* has been abolished and substantial cuts have been experienced by the Irish Human Rights Commission, the National Women’s Council, Women’s Aid and others.



**IT** - No significant developments in gender equality policy infrastructure are recorded in Italy.

**LT** - The legal and institutional infrastructure for realizing national policies in the area of gender equality is well-developed in Lithuania. There are no new significant developments in gender equality policy infrastructure since 2008.

**MT** - The *National Commission for the Promotion of Equality* is a government agency that was set up in 2004 to monitor the implementation of gender equality legislation and for promoting gender mainstreaming in government departments; however, it plays little part in shaping and administering policies. Gender issues are not yet explicit in the development and monitoring of policies.

**NL** - There are no major changes in the infrastructure for gender mainstreaming of government policy. The institutional arrangements for gender mainstreaming are limited in the Netherlands.

**PL** - The infrastructure for gender mainstreaming of government policy is closely intertwined with equal opportunities policy frameworks, and both have been politically sensitive as changing governments tend to reform the office and policies for gender equality. In 2001-2005, the Plenipotentiary for Equal Status of Women and Men was a dynamic advocate for gender equality; this was coupled by the Department for Women, Family, and Counteracting Discrimination (DKR) – an office established within the Ministry of Labour and Social Policy – which focused more on family issues. In effect, there are now two governmental offices whose remit includes gender equality in relation to employment and the labour market, but the degree of overlap and cooperation between them is unclear. Media point out the lack of cooperation and conflict, including over the development of the Equal Treatment Act.

**PT** - No significant developments in gender equality policy infrastructure are recorded in Portugal.

**RO** - Some changes in the gender equality policy infrastructure are expected, under the need to foster employment policies during the economic crisis. The *National Agency for Equal Opportunities between men and women* was proposed for abolition in August 2009 and unified with the *Agency for Family protection*. Many regional and local institutions focused on gender will follow the same reorganization as they will be absorbed into some larger structure of new organisations. It is now difficult to foresee the dynamics of the new organisations in their dealing with equal opportunities. What is certain is that issues of gender equality will be tackled within the institutional framework for the family. The risk is a decline of attention towards gender equality policy as well as gender mainstreaming of governmental policy.

**SE** - On 1 January 2009 a new *Discrimination Act* came into force (replacing the previous seven acts). At the same time a new agency, the *Equality Ombudsman*, was established to supervise compliance with the Discrimination Act. In conjunction with the establishment of the new Ombudsman, the four previous offices of the anti-discrimination ombudsmen (dealing with equal opportunities, ethnicity, disability, sexual orientation) will be phased out.

**SI** - The *Office for Equal Opportunities* (OEO) is still the main actor in activities oriented toward rising gender equality and the implementation of the principle of gender mainstreaming in Slovene government policies. The OEO coordinates and implements the activities aimed towards informing about, promoting and implementing the principle of gender mainstreaming. The OEO's work is assisted by the work of *coordinators for equal opportunities* at all ministries and local communities' authorities. The network of coordinators should cooperate with the Office for equal opportunities on planning, decision-making, implementation and evaluation of political directives and measures relevant for equal opportunities for men and women. As gender mainstreaming is not yet adequately integrated in the work of ministries, a model of systematic *training of the highest representatives of ministries and coordinators for EO* has been started in 2008 and it will continue in 2009. The budget of the OEO has been slightly increasing in the last years and there are no signs that it will be reduced because of the crisis

**SK** - In 2007 the Ministry of Labour, Social Affairs and Family created the *Department of Gender Equality and Equal Opportunities* within its ministerial structure (but without relevant competencies). Gender equality infrastructures are very rare at the local level. Gender agenda is usually perceived only as a part of social policy agenda. The present government often underlines gender equality principles, but without concrete or practical commitment. In 2008 the government set up *The Council for Gender Equality*, composed out of high level representatives from the government, public life and non profit organizations. One of its main tasks is the monitoring of gender differences and the analysis of the consequences of proposed measures on gender equality. This task was fulfilled up to now only partially, even if some progress has to be recognizes. The main improvement is in the availability and the extent of gendered statistical data. On the other side, the gender dimension has not become yet an integral part of the policy decision processes neither at the national nor at the local level. There were no new developments or changes in the gender equality infrastructure in 2008.

**UK** - Since 2006 there have been three important developments in the gender equality infrastructure: the *Gender Duty on Public authorities* which came into force in April 2007 under the Equality Act (2006); the ‘*Women and Work Commission*’ (WWC) *government action plan* published in 2006 with a progress report published in 2007; and the recently introduced *Single Equalities Bill* which became law in April 2009 (implemented as part of the WWC action plan). Some institutional reforms have accompanied these developments: in 2007, the Equal Opportunities Commission was incorporated into the newly established *Equality and Human Rights Commission* (EHRC) integrating the previously separate agencies for gender, race and disability, and the government’s Women and Equality Unit was reformed into the *Government Equalities Office* (GEO). The efficacy of the recently established EHRC has been a matter for public debate following the reappointment of the Chair in July 2009, despite widespread criticism about his management style and controversial views. In protest at his reappointment seven commissioners resigned, sparking public debate about whether the Commission is ‘working’ as a single organisation. Nonetheless the creation of one single Commission alongside the implementation of public sector equality duties is still considered to be an important step in the expansion of anti-discrimination law and the promotion of gender equality.

*Source:* National Expert NRP Reports 2009.

Our review finds that gender mainstreaming is not yet consistently and fully integrated into the process of producing policy measures that directly or indirectly affect the position of men and women in the labour market. This appears evident in the analysis of the policy measures approved at the national level in response to the crisis (Chapter 2) as well as in the analysis of the 2009 NRPs (Chapter 6). Box 3.2 presents comments provided by national experts on recent progress and existing difficulties in implementing gender mainstreaming. An increasing number of Member States have recorded significant developments in the legal and institutional structures for gender mainstreaming (for example, AT, BE, ES, FI, LT, LU, PT, SE, SI); notwithstanding progress, some experts point out the lack of real effects (for example, BE and LU). In another large group of Member States, gender mainstreaming of national policies remains weak and/or limited (for example, CZ, DE, FR, HU, IT, MT, RO, SK).

### **Box 3.2 - Progress and difficulties in implementing Gender Mainstreaming**

**AT** – The Austrian Minister of Women’s Affairs emphasises that GM is an important strategy to advance gender equality. According to the Minister, the tools and guidelines developed in recent years, especially in terms of monitoring the gender-specific effects of legislative measures and ‘gender budgeting’ are to be applied extensively and the responsibility for gender equality actions has thus been delegated to the individual departments. Unfortunately, no information on the application of these policies and instruments is available, at least for now.

**BE** - On January 12, 2007, the *Gender mainstreaming law* was adopted (amending the 1996 law). The new law aims at guaranteeing the integration of a gender dimension in all federal policies. It constitutes a huge step forward in terms of gender equality. Given the ambitious nature of this law, the core of the 2008 activities of the Institute for Equality of Women and Men (IEWM) concerned training and awareness-raising (organisation of thematic seminars, publication of information leaflets, and so forth) among policymakers and people responsible for gender mainstreaming in public administration. However, as of today, this law has had no real effect in practice. There is still an overall lack of gender mainstreaming in the NRP process.

**CZ** - The reform of public finances implemented since 2007, as well as the new measures implemented, have not been gender mainstreamed. Reforms have been planned on the basis of certain ad hoc assumptions. The reforms, as they work in practice since the beginning of 2008, are disadvantageous mainly for the following groups: low-income families with children, single parents (women) and mothers of young children in general.

**DE** - The government does no longer use the term “gender mainstreaming” to characterize its leading policy principle at the national level, but instead the term “gender justice” (Geschlechtergerechtigkeit). Gender mainstreaming is now described as an “international strategy” to realize equal opportunities. We have the general impression that the implementation of gender mainstreaming remains static, above all at federal level (see above). Organisations and institutions which have already started to implement gender mainstreaming continue, but less organisations and institutions than before start to put it into practice.

**ES** – Spain has kept noticeable progress in order to overcome its backwardness regarding gender equality issues over the last years. The creation in March 2008 of the Ministry of Equality (*Ministerio de Igualdad*) and the new legal and institutional framework gathered in the Frame Law for Effective Equality between Women and Men (FLEWM) approved in 2007, are the bases for posterior developments, which in 2009 have included an important report about the overall actions in connection to the effectiveness of the gender equality principle. According to this report, several gender impact reports have been adopted, the most relevant of which is the first Gender Impact Report accompanying the General Budget law 2009, in which an assessment of the gender impact of all ministries is included. Other reports within the Ministry for Labour and immigration, the Defence Ministry or the Ministry for Health and Consumption have also been prepared.

**FI** – Gender mainstreaming is one of the priorities set by the Government in the *Action Plan for Gender Equality*. To meet this objective the national project ‘*Introducing Gender Glasses!*’ was launched in December 2007 and completed in November 2008. The objective of the project was to provide basic information on gender mainstreaming and gender impact assessment to as large a number of civil servants as possible in government administration. The project was continued in November 2008 by another, ‘*Gender Glasses in use*’, in order to organise four thematic trainings for the members of the gender equality working groups and to publish a handbook on gender mainstreaming. The project will last until November 2009. (In light of all these efforts, the absence of a visible gender perspective in most of the administrative documents and reports used for this national analysis is somewhat disappointing.)

**FR** - A gender mainstreaming approach is not implemented in France, which would imply observing, before even launching a measure, their possible impact on women's employment. In our view, the most important example during the past 5 years concerns the development of personal service jobs (without any equality policy aimed at creating high-quality jobs) and the *Revenu solidaire d'activité* (RSA, or Active Solidarity Income). Both measures are based on good intentions (job creation and combating poverty), however may turn out to be disadvantageous for women.

**HU** - Limited progress has been made regarding the integration of gender mainstreaming into public policy-making. Gender expertise and knowledge is available, but an effective organisational structure and clear enforcement mechanisms are lacking.

**IT** - Gender mainstreaming of employment policy is completely lacking in Italy.

**LT** – Most legal acts regulating different spheres of life are gender mainstreamed in Lithuania. This is made possible by the activity of the following infrastructures for GM: the Office of Equal Opportunities Ombudsperson (since 1999); the Commission on Equal Opportunities for Women and Men, involving representatives from each ministry as well as from NGOs, coordinating gender mainstreaming in all areas (since 2001); the Department of Equal Opportunities and Social Integration in the Ministry of Labour (since 2007). Moreover, since 1997 the Department of Statistics is obliged to collect, analyse and publish statistical data disaggregated by sex.

For years gender equality has been given priority in Lithuania; consistent and systematic work provides positive results and is acknowledged on international level. According to the data of the World Economic Forum, Lithuania occupies the 14<sup>th</sup> position (in the worldwide gender equality index) in 2007, jumping from the 21<sup>st</sup> position in 2006. The highest recognition of the achievements of Lithuania in gender equality has been the EU decision to establish the European Institute for Gender Equality in Vilnius.

**LU** - A complete set of measures and instruments has been adopted in Luxembourg with the objective of monitoring from a gender perspective each public policy adopted by the government or ministries. Notwithstanding the progress achieved in gender mainstreaming policy and instruments, an external evaluation has recently concluded that “... little progress was made on the objective of embedding equality policies structurally”. This means that even if every policy measure has to be officially and compulsory assessed from a gender perspective, it is not evident that this assessment has been seriously realised. Even if the instrument has been correctly designed, its use still suffers from a lack of comprehensiveness and skill of how to use it. Moreover, the concept itself of ‘gender impact’ seems to be misunderstood by the civil servants in charge of the analysis. The training of civil servants appears thus to be a priority for an effective GIA.

**MT** - There is little evidence of gender mainstreaming policies, or that a gender impact assessment would be carried out to improve the quality and efficiency of measures that attract women to market work.

**NL** - The institutional arrangements for gender mainstreaming are limited in the Netherlands.

**PT** – In 2009, the Commission for Citizenship and Gender Equality (CIG) has published several guides on gender mainstreaming.

**RO** – In spite of announcements in official documents of policy initiatives focusing on gender equality in the last year, there has been no new significant action for their implementation. Moreover, the gender impact assessment

of employment policies is not visible.

**SE** - An extensive process of change to implement gender mainstreaming at the Government Offices began in 2004 and will continue until 2010. The basis of this process is to make permanent changes in the established working methods. Knowledge and experience of gender mainstreaming has been collected, analysed and circulated within the framework of this process. Furthermore, training models for key groups within the Government Offices were developed and tested during 2008. The aim is to incorporate these models into the regular training courses offered by central government administration. The main document for managing the process of gender mainstreaming in Sweden is the *Government Plan for gender mainstreaming*. The plan covers the period from 2004 to 2009. The overall goal of the plan is that the Government Offices should be in the best possible position to make gender equality permeate the whole of Government policy.

**SI** - In recent years numerous activities were undertaken aimed at promoting and implementing the principle of gender mainstreaming. The concept and practice of gender mainstreaming have been supported and promoted by different Slovene and international/European informative, training and educational projects. One important initiative of the OEO (the governmental Office for EO) has been the preparation of the handbook: *Way to gender equality: Effective gender mainstreaming*. The handbook identifies problems, suggests possible solutions, presents legislation, documents and cases of good practices and provides control questions for actors in different areas (social, economic, political, cultural) who should practice gender mainstreaming. In 2008 the handbook was distributed to all the important actors for governmental policies (and made available in the electronic version at the web site of the OEO).

**SK** - The gender dimension has not yet become an integral part of the policy decision process.

*Source:* National Expert NRP Reports 2009.

A majority of Member States have introduced a National Action Plan for gender equality in recent years (AT, CY, CZ, DK, EE, EL, ES, FI, IE, LT, LU, MT, NL, PT, SE, SI, UK), while others have a draft (BG, HU) or have made the announcement that one will be presented in the near future (DE, FR, IT, SK). Thus, there are only a few Member States that have neither a national action plan on gender equality nor an announcement for one in the near future (PL, RO). National Action Plans and Strategies for gender equality are a key instrument for policy framework development and evaluation, though their introduction (or the simple announcement) is not a sufficient condition for effective action, as suggested by some experts (CY, DE, DK, CY, HU, IT, MT). The main characteristics of these general action plans for gender equality, as highlighted by our experts, are presented in Box 3.3.

### **Box 3.3 - General Action Plan for gender equality**

**AT** - The most important innovation with regard to Austria's gender equality policy is the *National Action Plan for Gender Equality (Nationaler Aktionsplan für Gleichstellung)*, which is currently being compiled by the Minister of Women's Affairs. Based on the 'Government Programme 2008-2013' of the present SPÖ/ÖVP government, the Plan calls for the development and implementation over the next 5 years of concrete measures to promote gender equality in the labour market. In addition, annual progress reports are to be submitted. As a first step, a 'Guideline Paper on Gender Equality in the Labour Market' (*Leitpapier für die Gleichstellung von Frauen und Männern am Arbeitsmarkt*) has been prepared by the Minister of Women's Affairs with the involvement of experts and social partners. On the basis of this Guideline Paper, concrete measures will be developed together with the social partners as well as *Laender* representatives, ministries, academics and NGOs. These measures are to be adopted by the Council of Ministers by the end of 2009. The Guideline Paper currently defines five different areas of intervention: a) diversification of educational paths and occupational choice; b) increase in female employment; c) raise of female full-time employment; d) more women in leading positions; e) reduction of the gender pay gap.

**BG** - In 2008, a *Draft National Strategy for gender equality 2009-2015* was presented. In this context, gender mainstreaming becomes a clearer priority, and the main objective is to guarantee gender equality in each stage of the programme cycle of the projects (programming, design, implementation, monitoring, and evaluation). The main goals of the Draft National Strategy for gender equality 2009-2015 include: support the effective implementation of the national policy targeted to improving the quality of life; insuring equal opportunities to men and women for their active participation in all areas of social life; preventing any form of gender

discrimination. The realization of these targets should be based on the joint efforts and activities of all national and regional authorities, as well as on the active collaboration of non-governmental sector and social partners.

**CY** – There is a *National Action Plan on Gender Equality* for 2007-2013, though its implementation remains weak and the public awareness minimal. In 2008, a new announcement was made by the Ministry of Labour and Social Insurance (Annual Report 2008) for an Action Plan on the equality between men and women and the promotion of equal opportunities without regard to age, sexual orientation, ethnicity, race or religion. No specific information was provided (with only new informational leaflets and guides appearing in 2009).

**CZ** – Since 1998, the Czech Republic issues every year an action plan on equal opportunities (*Priorities and Procedures of the Government for Promoting EO for Women and Men*). The Priorities identify the tasks that every ministry has to fulfil during the year. The tasks are defined very generally and do not change each year. The Priorities do not set new policies, rather they define priority areas and the tasks are formulated in terms of analysis requests, monitoring and the promotion of equality, etc.

**DE** – A new report on equal opportunities (*Gleichstellungsbericht der Bundesregierung*) from a life cycle perspective will be published in 2010, one year later than originally planned. The report should contribute to improve the existing equal opportunities policy. The commission in charge of this report is made of 8 persons, including a range of high level experts; however, only a minority is expert in gender equality policies.

**DK** – There exists an action plan for gender mainstreaming of initiatives in politics, planning and administration (Ministry of Equality, 2009). Although this document is impressive and gives statistics for gender differences, it contains no exact goal and no specification of possible political interventions.

**EE** – There is an ESF programme for promoting the gender equality 2008-2010 with a budget of 5.8 million EEK (€370 thousands) coordinated by the Ministry of Social Affairs. The four aims of the programme are: 1) to assure the compliance with legislation on gender equality; 2) to increase the awareness of the employers and employees; 3) to foster the implementation of the gender mainstreaming principles in the policy areas of employment and education; 4) to decrease the negative impact of gender stereotypes. The activities include publishing information booklets and manuals of gender mainstreaming, carrying out studies (on gender pay gap; monitoring the gender equality), carrying out the media campaign, supporting the network on gender equality at work, educating the gender equality consultants, carrying out 2 seminars to employers and employees.

**EL** – The General Secretariat for Equality developed a medium term *action plan for gender equality* for the period 2004-2008. This action plan expired at the end of 2008, but it has not been replaced yet by a new one.

**ES** – The *Strategic Plan of Equal Opportunities 2008-2011* (SPEO) was launched by The Ministry of Equality last year. In March 2009 the Ministry presented a report about the overall actions in connection to the effectiveness of the gender equality principle. Accordingly, several gender impact reports have been adopted.

**FI** – A special *Action Plan for Gender Equality 2008-2011*, started in 2008 with the cooperation of all the ministries, has set the following gender equality policy objectives: gender mainstreaming, reducing gender pay gap, promotion of women's career development, promotion of the awareness of gender equality in schools and reducing gender segregation, improvement of reconciliation of work and family life, reduction of violence against women, strengthening resources in equality work and producing a report on the accomplishment of gender equality in the Finnish society (see also Box 3.5).

**FR** – A new *Report on Equality* has been presented in July 2009. It draws up an assessment of gender inequalities and of actions carried out by all actors (social partners and the State); this report presents 40 proposals with the view of implementing the law adopted in March 2006. In particular, it proposes to introduce *penalties* (1% of the wage bill) for companies failing to comply with the law (i.e. providing a report on the comparative situation of women and men) and to introduce *quotas* in economic and social management bodies.

**HU** – The *Directorate of Gender Equality* - the governmental body to form, mainstream and implement the policy on gender equality - has initiated to prepare the *National Strategy for Gender Equality*, a long-term strategy (for the period 2010-2020), and supplemented by a *two-year National Action Plan*. The first Action Plan (for 2010-2011) will present the main areas of actions to be taken by the Government and other bodies (and the budget required). The process for the drafting of the Strategy and Action Plan started in the late autumn of 2008. After inter-ministerial negotiations, the document will be discussed by the *Council for Gender Equality* (a governmental advisory board); finally, it must be approved by the Government and by the Parliament. This might take a long time. Meanwhile the Government adopted the Decision No. 1004/2010. (I. 21.) on the National Strategy for Gender Equality for the period 2010-2021.

**IE** – The *National Women's Strategy* (NWS), launched in April 2007, states the priorities in relation to the advancement of women in Irish society for the period 2007-2016. The Strategy contains objectives and actions

clustered under three key themes: equalising socio-economic opportunity for women; ensuring the wellbeing of women; and engaging women as equal and active citizens. Its stated objective is to attain: "... an Ireland where all women enjoy equality with men and can achieve their full potential, while enjoying a safe and fulfilling life." An extensive three-year review of progress on the implementation of the NWS is promised to take place in 2010.

**IT** - In May 2009 the Government published a document, the *White Paper on the future of the social model* (WP), which is supposed to outline the vision of the new social model for Italy, on the basis of which the Government and the Parliament will develop new policies. There are references to women and the low female employment rate in the WP, but the document lacks a genuine gender perspective and it does not present a strategy to foster the female employment rate. In July 2009 an announcement has been made (DPEF 2010-1013: 48, 55) that "initial steps have been taken for the launch of an Action Plan for female employment". We will have to wait and see if this is just a generic statement (as similar announcements in the past) or if an effective commitment to do something will follow shortly.

**LT** – The *National Programme on Equal Opportunities for Women and Men 2005–2009*, adopted by the Government in 2005, identifies the main issues related to gender equality. Its main goals are: the gradual, integrated and structural addressing of gender equality issues in all areas; ensuring gender mainstreaming; highlighting specific problems faced by women and men. The Programme seeks to narrow gender gap in the areas of employment, decision-making, education and science, to integrate gender issues into health and environment protection. Its purpose is also to provide better protection of gender equal rights, further develop institutional capacities, tools and methods. All the ministries, working in cooperation with non-governmental organisations and educational institutions, are responsible for the implementation of the Programme; its coordination is carried out by the Commission on Equal Opportunities for Women and Men. On the annual basis, the Commission reports to the Government about the implementation of the Programme. The new National Programme (for the years to come) is under preparation.

**LU** - A *National Action Plan for Equality between Women and Men 2006-2009* was adopted by the Government in 2006. The Action Plan foresees the implementation of a set of measures based on 12 themes according to the action platform of Beijing. In December 2008 a complete evaluation has been realised by a non-governmental research organisation. This evaluation is based on a very detailed analysis of the implementation process within the ministries and on the effectiveness of the instruments aiming at implementing gender mainstreaming in the public administration. This independent report ends with clear conclusions and recommendations. The programme of new government, appointed in July 2009, contains a full chapter on the gender equality, under the responsibility of the new Minister of Equal Opportunities. Some of the most important points are inspired by the evaluation report on the implementation of the Action Plan.

**MT** - According to the NRP 2008-2010 the *Gender Equality Programme* and the biennial *Gender Equality Action Plan 2009–2010* were scheduled to be launched in 2009. While the Action Plan was indeed launched 'for consultation' in June 2009, the Programme remains in the pipeline. It must be emphasised that despite effort in written documents, claims to gender equality cannot be sustained without an aggressive plan for a national childcare policy. Moreover, the Action Plan requires more clear timeframes for meeting targets.

**NL** - The current government issued in 2007 the policy plan titled *More chances for women* for the period 2008-2011. The main focus regarding employment is to increase the labour participation of women and to increase the number of women in top positions in public administration, education and private companies. In addition, the government wants to reduce the gender pay gap. The strict focus on women and their struggle to combine paid and unpaid work received a lot of criticism in Parliament. In response to this criticism the government recognised that the unequal division of paid and unpaid work is an important reason why talents of women remain unused and that a more equal division is essential in this respect. Therefore, an additional policy plan has been developed, titled *Plan of the man*. One of the topics considered refers to companies and their cultures. The central argument is that there is too much pressure on employees to pursue a career within a rather short period of time. Company cultures should become more relaxed in this respect and should offer more flexibility and more leave arrangements. Another important topic refers to the Taskforce *Part-time Plus* (a policy package that should stimulate women to work more hours). Since, from an emancipation point of view, it seems equally important that men reduce their number of working hours, stimulating shorter working hours among men has been added to the goals of the Taskforce, shifting the focus from *Part-time Plus* to *Full-time Minus*.

**PL** – There is no national action plan on gender equality in Poland.

**PT** – There are three national action plans for the period 2007-1010: a plan against domestic violence, a plan for equality, citizenship and gender, and a plan against trafficking in human beings. The implementation of these plans continues.

**RO** - There is no national action plan on gender equality in Romania.

**SE** - In June 2009, the Government presented a strategy for gender equality in the labour market and in the business sector, in the form of a written communication, titled *An Equal Labour Market*. Based on a general all-round perspective, the strategy seeks to coordinate and develop gender-equality measures targeting working life, business, education policy and social policy. The measures for gender equality in these areas have the following aims: counteract gender segregation in the labour market and the business sector; further gender equal conditions for entrepreneurship; gender equal participation in working life and gender equal working conditions. The communication includes analyses and sets out 68 policy aims.

**SI** - In October 2005, the Parliament adopted the *Resolution on the National Programme for Equal Opportunities of women and men*, defining the equal opportunities policy framework for the period 2005-2013. The Resolution states aims and measures to achieve them, as well as responsible actors and indicators for the successful implementation of measures. The four aims stated in the Resolution are the following: decreasing gender discrimination in employment; decreasing gender differences in employment and unemployment; increasing self-employment of women and female entrepreneurship; decreasing vertical and horizontal segregation and the gender pay gap. Based on the Resolution, the Office for Equal Opportunities (OEO) prepared the first *Periodical plan for implementation of the national programme for equal opportunities* (for the period 2006-2007) that determined the priority tasks and activities aimed to accomplish goals set by the national programme in the first two years as well as needed means, responsible actors, a time-table and the expected results of activities. In 2008, the OEO prepared and presented the *Report on implementation of the national programme for equal opportunities* for the period 2006-2007 and presented the second *Periodical Plan* for the period 2008-2009, accepted by the Government in May 2008. The *Resolution* and the biannual *Periodical Plans* are important policy tools. However, The process should be closely monitored in order to assess whether the indicators of the implementation of measures aimed to achieving the stated aims and the performance of responsible actors are in accordance with planned developments.

**SK** - In April 2009 the Slovak government approved the *National Strategy for Gender Equality*. The next step is the preparation of the action plan, based on the national strategy. In the process of drafting the action plan, a wide range of state, public and non governmental authorities and bodies are involved. It is not clear yet the nature of this document: how the activities identified in the action plan will be planned (obligatory? for whom?) and who will be responsible for their implementation.

**UK** - The 2006 Women and Work Commission (WWC) *Government Action Plan* is still a key focus for policy framework development and evaluation. In July 2009 the WWC issued a second progress report on the 2006 government action plan. This report noted positively that the government had made progress in relation to tackling gender stereotyping and occupational segregation among young people (14-19 yrs), in supporting women's continuing access to skills and training measures, in improving childcare and the right to request flexible working, and in promoting gender equality in the public sector with the implementation of the Equality Duty. However, much remains to be done and it made four overarching recommendations containing 43 specific recommendations in relation to education, continuing learning, balancing work and family life and action in the public sector.

*Source: National Expert NRP Reports 2009.*

As pointed out elsewhere (see Chapter 2), the economic crisis has had serious repercussions on the labour market (on employment and unemployment figures) as well as on public finances, with the risk of downgrading the status of equality policies or reducing budget allocated to these policies. Our review (see Box 3.4) shows that in some Member States cuts in public budgets are seriously affecting the promotion of gender equality and the functioning of equality infrastructures. The case of Austria and Ireland are emblematic in this respect. However, good practices have also been recorded in some Member States which have deliberately decided not to reduce or even to increase resources devoted to gender equality institutions and/or projects, as the case of Finland and Sweden highlights.

### **Box 3.4 - The economic crisis, budget cuts and gender equality**

**AT** - The Austrian Minister for Women's Affairs is currently preparing a rather ambitious 'National Action Plan on Gender Equality'. The positive impact on women and gender equality of this plan will, however, strongly depend on the concrete measures, which still need to be developed and implemented (including binding

timetables and financial allocation) in five areas of intervention (i.e. diversification of educational paths and occupational choice; increase of female employment; raising female full-time employment; more women in leading positions; reduction of the gender pay gap). Due to the financial and economic crisis, huge sums have already been spent or allocated. For this reason, it seems rather unlikely that sufficient funding will be available to implement substantial and sustainable gender equality measures within the next few years. This rather pessimistic view is based on the 'Government Programme 2008-2013', which already made a lot of announced measures dependent on the availability of funds. In the meantime, the country's financial situation has dramatically worsened (e.g. due to declining tax revenue), already forcing all federal ministries to cut spending.

**IE** – Recession in the Irish economy has meant the loss of crucial elements in our equality infrastructure. Severe budget cuts in the Equality Authority has seen its expenditure reduced by 43%, resulting in the resignation of its Chief Executive and a number of board members declaring it 'no longer viable' in relation to its remit. The Gender Equality Unit in the Dept of Justice Equality and Law Reform is no longer in place and has been replaced with a Gender Equality Division without the same horizontal role, responsibility and resources for gender mainstreaming. The independence of the Combat Poverty Agency has been undermined as it has been absorbed into the Social Inclusion Unit of the Dept of Social and Family Affairs (D/SFA). This is an organisation that has carried out important research and policy analysis in relation to poverty among women, lone parents, the elderly and children. The National Consultative Committee on Racism and Interculturalism has been abolished and substantial cuts have been experienced by the Irish Human Rights Commission, the National Women's Council, Women's Aid and others (See also Grid 1, 5a: *Cut in budget of Equality Authority*).

**FI** – So far, there has been no decline in resources devoted to gender equality bodies and/or projects due to the economic crisis. For instance the project '*Introducing Gender glasses!*', relating to the implementation of gender mainstreaming in ministries, was granted funds for another year in November 2008. In relation of the same objective, an *information service for gender equality*, monitored by the University of Tampere, will open to public in December 2009.

**SE** - The Government has increased the resources for gender equality policy. For the period 2007-2010, 400 millions per year has been set aside, which is ten times as much as the years before.

*Source:* National Expert NRP Reports 2009.

### 3.3 Gender specific policy measures

National experts from the EGGE network were asked to identify the most significant gender-specific policies announced, introduced or evaluated at the national level over the last year. Our review identifies 110 gender-specific policies, planned at the national level with the explicit goal to improve the position of women in the labour market. These gender specific policies have been described and assessed by national experts with respect to gender mainstreaming and gender impact assessment. In order to organise the discussion, these 110 gender-specific policies have been grouped into nine thematic areas. The following themes are the ones that have received most attention of the policy makers in the 2009 NRP process:

- general action plan on gender equality (and related issues)
- key legal changes
- gender pay gap
- reconciliation (childcare services)
- reconciliation (work-life balance)
- female participation
- segregation
- governance
- other gender specific policies.



Table 3.1 provides some quantitative information on the gender-specific policies identified by our national experts and their distribution by thematic areas. This quantitative overview is followed by nine boxes (from Box 3.5 to Box 3.13), one for each thematic area, summarising the assessment provided by our national experts.

It is important to keep in mind that experts were asked to identify the most relevant national gender-specific policies, providing some assessment from a gender perspective, not to consider all recent gender-specific measures. Thus, figures on the number of policies recorded by thematic area have to be considered in relative terms, as an indicator of the relative importance attached to that specific theme by policy makers. Taking this perspective into account, our review reveals that reconciliation is the theme receiving the greatest attention, with 30 policies focusing on work-life balance and 15 on childcare services; it follows female participation (17 policies), segregation (11 policies), gender pay gap (7 policies), governance (7 policies), key legal changes (6 policies) and national action plan on gender equality (5 policies). Other gender-specific policies (12) complete the review. Most of these policies have been enacted and implemented, but there are also a number of policies which are new announcements (34, almost one third of the total).

**Table 3.1 – Gender specific policies in Member States by thematic area**  
(total number of policies and new announcements\*)

	General action Plans	Key legal changes	Gender pay gap	Reconciliation (childcare services)	Reconciliation (work-life balance)	Female participation	Segregation	Governance	Other gender-specific policies	TOTAL
AT	1 (1)		1 (1)	1	1 (1)					4 (1)
BE		2	1							3
BG		2				3				5
CY			1 (1)	1 (1)	1 (1)	1 (1)	1		1 (1)	6 (5)
CZ					5 (2)		1 (1)			6 (3)
DE			1 (1)	1	1		1			4 (1)
DK							1 (1)	2		3 (1)
EE					1					1
EL				2		2 (1)				4 (1)
ES				1	1			1		3
FI	1		1		1		1		1	5
FR									1 (1)	1 (1)
HU				3	4 (1)	1				8 (1)
IE	1			1 (1)	1	1		1	1 (1)	6 (2)
IT	1 (1)			1	1	2		1 (1)	1	7 (2)
LT				1 (1)	1 (1)		1 (1)			3 (3)
LU			1 (1)							1 (1)
LV										
MT					2	2			1	5
NL						2			1 (1)	3 (1)
PL				1 (1)	3	1			1 (1)	6 (2)
PT				1	1		1		1	4
RO				1 (1)	1					2 (1)
SE	1	1					2	1	1	6
SI									2	2
SK					3 (3)					3 (3)
UK		1 (1)	1 (1)		1	3	2	1 (1)		9 (3)
<b>EU26</b>	<b>5</b>	<b>6</b>	<b>7</b>	<b>15</b>	<b>30</b>	<b>17</b>	<b>11</b>	<b>7</b>	<b>12</b>	<b>110</b>
	(2)	(1)	(5)	(5)	(9)	(2)	(3)	(2)	(5)	(34)

\* Figures in brackets refer to new policy announcements.

Source: National Expert NRP Reports 2009.

*General Action Plan on gender equality (and related issues)*

Under the first thematic area, *general action plans*, five policies have been identified and assessed by our experts (see Box 3.5). General Action Plans and Strategies for gender equality are usually planned with a medium-term perspective, thus covering a few years. This helps to explain the relatively low number of national action plans considered in the assessment exercise compared to the very high number of Member States having a National Programme or Action Plan (see Box 3.3).

The assessment of the general action plans is extremely positive in terms of both gender mainstreaming and gender impact assessment, with the only exception of Italy (where an action plan was simply announced, once more). These documents tend to identify the main problematic areas, the direction of policy action to be taken, targets to be reached and their timing, as well as financial resources. Obviously, the final assessment on gender equality will depend on the effective implementation of concrete measures; nevertheless, the enactment of a National Programme or Action Plan on equal opportunities constitutes a crucial first step as it identifies priorities, type of actions to be pursued, timing and resources. Not surprisingly, the expected impact on gender equality is positive according to our national experts.

**Box 3.5 General Action Plans (5 policies)**

Description	Stat Us	GM	GIA	Comment
<b>1. AT</b> <i>Nap for gender equality.</i> The Plan calls for the development and implementation of concrete measures to promote gender equality in the labour market over the next five years.	1	Yes	+	Positive impact if the measures set are substantial (including binding timetables and financial allocation)
<b>11. FI</b> <i>Action Plan for Gender Equality 2008-2011.</i> Designed to look for concrete measures to realise the Government Programme's gender equality objectives: gender mainstreaming, reducing the gender pay gap, promotion of women's career development, awareness of gender equality in schools and reducing gender segregation, improving reconciliation, reducing violence against women, etc.	3	Yes	+	It is positive that concrete actions and targets are set regarding the main issues in the promotion of gender equality.
<b>14. IE</b> <i>Equality for Women Measure (EWM)</i>	2	yes	+	The EWM is the only positive action economic policy measure aimed at women. Unfortunately the emergency supplemental budget of April 2009 brought in a serious loss of funding of EWM. This crucial – and only – positive action measure for women has had its budget halved from €40 million to €21 million. Funding has not been committed for the coming period and the future structure of the Measure is under review.
<b>15. IT</b> <i>Action Plan for Female Employment</i>	1	Na	na	The government already announced last November that it “will be preparing a national plan based on a wide range of actions in order to ensure greater solidity and visibility to the measures for promoting EO and employability of women” (NRP 2008/en: 106). No plan for action followed, but there was a new

				announcement in July 2009 (DPEF 2010-2013: 48 and 55).
<b>24. SE</b> <i>An Equal Labour Market"</i> (Government's strategy for equality)	3	Yes	+	The goals presented in this communication have been present in the Swedish gender equality policy for a long time; therefore, there should not be any risk of crowding out of medium- to long-term priorities by short-term responses to the crisis.

**LEGEND**

**Status of policy initiative.** 1 announced; 2 enacted; 3 implemented; 4 evaluated

**GM.** *yes:* adequate; *some:* partly adequate; *no:* not gender mainstreamed

**GIA.** + positive; = neutral; - negative

*Source:* National Expert NRP Reports 2009.

### *Key legal changes*

Under the second thematic area, *key legal changes* (see Box 3.6), six gender-specific policies have been identified by national experts, including a gender mainstreaming law and the transposition of a EU Directive (BE), changes in the Labour Code concerning equal treatment of women and men and rights of mothers after maternity leave (BG), a new discrimination act (SE) and an equality bill tackling a range of inequality issues (UK). The assessment of these policies by our experts is extremely positive in terms of both gender mainstreaming and gender impact assessment. The only exception is the new Discrimination Act implemented in Sweden to combat all forms of discrimination: according to the national expert, it is too early to say what the effect on gender equality will be.

Besides the positive developments summarised in Box 3.6, some experts pointed out some difficulties in enacting and implementing important pieces of legislation dealing with gender equality issues (CZ, EE, PL).

In July 2009, the **Czech Republic** finally passed the Antidiscrimination Act (already referred to in the 2006 Labour Code). In 2008, after a very heated debate, the Bill was approved by the Parliament but rejected by the President of the Czech Republic. Subsequently Parliament overruled the presidential veto. As pointed out by the National expert, the lack of this piece of vital legislation in the last three years meant inadequate protection against discrimination.

In **Estonia**, a Bill on Equality (in addition to the 2004 Gender Equality Act) was presented to the Parliament in 2008. The Bill considered the necessary measures to comply with the European directive on gender discrimination (2004/113/EC), as well as other changes, including provisions for prohibiting discrimination at the workplace due to parenthood and family responsibilities. But the Bill was rejected by the Parliament in May 2008. Among the reasons for this rejection was the inclusion of a change in the institutional infrastructure: the position of the Gender Equality Commissioner (introduced by the 2004 Act) would have been abolished and its tasks transferred to the Equality Commissioner (responsible for cases of unequal treatment and discrimination on the basis of race, nationality, religion, age, disability or sexual orientation). In June 2009, the Commission referred Estonia to the ECJ on gender equality legislation for non-transposition of EU rules prohibiting gender discrimination in access to and supply of goods and services (Directive 2004/113/EC).

The European Commission has presented **Poland** with a formal notice of inappropriate or incomplete transposition of four directives (2000/43/EC, 2000/78/EC, 2002/73/EC, 2004/113/EC) and in May 2009 referred Poland to the ECJ for non-transposition of rules prohibiting gender discrimination in access to and supply of goods and services (2004/113/EC). Attempts to pass a bill on equal treatment have a long history – the first in 1996, the second in 1998, the third in 2002-2003 leading to a failure to pass it in the parliament in June

2005. Poland is obliged to adopt an equal status act to conform to EU equality Directives and Polish authorities recognise the need to align domestic laws with EU legal framework. In August 2008 the government stated that the Equal Treatment Act should be adopted by the end of 2008. On August 25<sup>th</sup> 2009, the DKR (Dept. for women, family) posted a new version of the Bill on equal treatment. However, the situation in at the time of writing remains unresolved.

**Box 3.6 - Key legal changes (6 policies)**

Description	Stat Us	GM	GIA	Comment
<p><b>2. BE</b> <i>Gender mainstreaming law (2007)</i>. The law aims at guaranteeing the integration of a gender dimension in all federal policies as well as a gender note in all public budgets. It stipulates that at the beginning of its term the government should present the strategic objectives towards the promotion and/or realisation of gender equality in all policy domains that it will pursue during its term. The financial credits that are reserved within each federal department for gender equality actions need to be explained in a “gender note” (gender budgeting).</p>	3	yes	+	<p>This law has the potential to significantly impact on gender equality. As of today, this law has had no real effect in practice. There is still an overall lack of gender mainstreaming (gender is not mentioned, statistics are not gender disaggregated and policies are never evaluated from a gender point of view).</p>
<p><b>2. BE</b> <i>Transposition of the European Directive 2000/78/CE</i>. The transposition of the European Directive 2000/78/CE of 27 November 2000 providing for the creation of a general framework in favour of equal employment opportunities for men and women was realised at the federal level through the Law adopted on 10 May 2007.</p>	3	Yes	+	<p>Progress was also made at the level of the federal entities. On 10 July 2008, the Flemish community adopted a decree presenting the framework for Flemish EO policies. The Region of Brussels Capital followed with the adoption of 3 orders in September 2008. Finally, on 6 November 2008, the Walloon Region adopted a decree concerning the fight against various forms of discrimination and on 12 December 2008, the French-speaking community adopted a similar decree. As a result, Belgium disposes of a complete juridical arsenal at the different levels of authority and covering all the subject areas elaborated on in the European Directive.</p>
<p><b>3. BG</b> <i>Changes in the Labour Code concerning equal treatment of men and women</i>. In accordance with Directive 2006/54/EO in the field of employment and professions: 15 days father leave in case of child-birth and a transferability of the paid leave for pregnancy and child-birth from the mother to the father after the child reaches age of 6 months and up to one year.</p>	3	Yes	+	<p>Positive gender impact. The changes in the LC are in force since 2009. These legal changes should be considered a step further in gender equality regarding reconciliation of family (incl. child care) and employment.</p>
<p><b>3. BG</b> <i>Changes in the Labour Code related to the right of women after maternity</i>. The right of the women after their maternity leave to get back in employment on their previous working place or at such in an equal position and conditions, as well as access to better working conditions in case of such changes during her maternity.</p>	3	Yes	+	<p>Positive gender impact. The debate about employment conditions after maternity has lasted for many years after the transition. However, they were quite accidentally. Meanwhile, the need of more clear and exact legal frame about employment status of mothers after maternity becomes more and more urgent because in some cases employers used to transform working and employment conditions in a discrimination way. Thus in 2009 the rights of mothers regarding their employment conditions after maternity were legally defined.</p>

<b>24. SE</b> <i>New Discrimination Act and new Discrimination Ombudsman</i>	3	Yes	=	The new Act is to combat discrimination on grounds of sex, transgender identity or expression, ethnic origin, religion or other belief, disability, sexual orientation and age. It is too early to say what the effect will be on gender equality (if any).
<b>27. UK</b> <i>Single Equality Bill (various instruments to tackle a range of inequalities)</i>	1	some	+	Positive but insufficient.

**LEGEND**

**Status of policy initiative.** 1 announced; 2 enacted; 3 implemented; 4 evaluated

**GM.** *yes*: adequate; *some*: partly adequate; *no*: not gender mainstreamed

**GIA.** + positive; = neutral; - negative

*Source*: National Expert NRP Reports 2009.

### *Gender pay gap*

Under the third thematic area, *gender pay gap* (see Box 3.7), seven gender-specific policies have been identified by national experts, including the introduction of instruments for pay transparency (AT), the use of the LOGIB-instrument to measure the gender wage gap at the firm level (DE, LU), a new collective employment agreement on equal pay for women and men (BE), a national programme on equal pay to reduce gender pay differentials hosting several projects (FI), the implementation of a set of measures aiming at reducing the gender pay gap (CY, UK). The assessment of these policies by our experts is extremely positive in terms of both gender mainstreaming and gender impact assessment, although it is stressed that more efforts are needed. It is also important to underline that most of these policies (5 out of 7) are announcements of policies that will have to be implemented. Thus, it will take time to see whether these policies will be effective in reducing the gender pay gap. In the meantime, the gender pay gap remains a persistent problem in the EU, not addressed with sufficient determination in the majority of Member State (CEC 2009d).

As previously underlined (see Chapter 1), there is a persistent gender pay gap in the EU as a result of gender inequalities in the labour market. The gender pay gap (in unadjusted form) was in 2008 at 18% on average in the EU27, but it exceeded 25% in three countries (EE, AT, CZ) and 20% in other seven countries (SK, NL, CZ, CY, DE, UK, EL). Reducing the gender pay gap and tackling the underlining causes can be seen as a strategy to make work pay, encouraging female employment and enabling Member States to take advantage of the full potential labour supply. As recently stated in the 2010 annual report on equality between women and men (CEC 2009d):

“Action in this area should involve all parties concerned and combine all available instruments, including the effective implementation of existing legislation, transparent evaluation of pay systems, raising awareness and combating stereotypes and reviewing job classifications.” (p. 7-8)

To this end, the Commission launched an EU-wide campaign in March 2009 to help tackle the gender pay gap, this campaign will be rolled out to all Member States in 2010. Our review signals a low number of measures explicitly aimed at reducing gender inequalities in pay (only 7) and an extremely low number of policies already enacted (only 2), despite the launch of the Commission’s campaign on the gender pay gap. The lack of attention at the Member State level towards gender inequalities in pay may be due to the shift in focus of national policies towards short-term measures, downgrading the status of equality policies. Member States should intensify efforts to reduce the gender pay gap through specific strategies combining all available instruments, including targets where appropriate.

**Box 3.7 - Gender pay gap (7 policies)**

Description	Stat us	GM	GIA	Comment
<b>1. AT</b> <i>Introduction of instruments for income/pay transparency.</i>	1	Yes	+	Positive impact, but not enough to overcome the persistent gender pay gap
<b>2. BE</b> <i>2009 edition of the Equal Pay Day. It replaces collective employment agreement n°25 (1975) on the subject equal pay for women and men. This collective employment agreement (CEA) replaces CEA n°25 adopted on 15 October 1975 on the subject equal pay for women and men. The major update consists in the fact that the new CEA explicitly constrains sectors of activity and employers to adapt their job evaluation systems in order to make them gender neutral. Such an obligation already existed implicitly but is now explicitly put forth as a fundamental principle.</i>	3	Yes	+	The explicit obligation for sectors of activity and employers to adapt their job evaluation systems should make them gender neutral (eliminating any gender bias towards women). Given the weight of segregation and discrimination in explaining gender pay inequality it is a huge step forward to have sectors and employers formally and explicitly obliged to re-examine existing job evaluation schemes in order to make them gender neutral.
<b>4. CY</b> <i>Implementation of a set of measures aiming at reducing the gender pay gap. (including enhancing Equality Inspectors' skills and knowledge of the gender equality legislation)</i>	1	Yes	+	The Ministry of Labour (MLSI) and the Ministry of Education (MEC) are discussing implementation of measures addressing occupational and sectoral segregation through "interventions in education." The cooperation of the two ministries of labour and education is a step in the direction of gender mainstreaming.
<b>6. DE</b> <i>LOGIB-D. Excel based programme which calculates regressions on base of the data of each employee to identify what the factors which contribute to the firms' gender wage gap. There is still no decision how to implement this instrument which measures the wage gap at the firm level.</i>	1	yes	+	Whereas the German Ministry for Family, Senior Citizens, Women and Youth wants to keep the instrument voluntary in order to make firms sensitive towards gender wage gaps, the German Minister for Labour and Social Affairs announced that he will fight for a solution like in Switzerland, which means using the Federal regulations on public procurement to strengthen the legal obligations. He wants to create a Federal office responsible for equal pay within the Federal agency for anti-discrimination which could use the LOGIB-instrument, the right for work councils to get all information about wages and pay components and to demand the use of LOGIB. Additionally the minister points to the fact, that the wage gap due to low wages in certain sectors and industries needs to be tackled by a minimum-wage regulation.
<b>11. FI</b> <i>Equal Pay Programme. To reduce gender pay differentials; hosts several projects. In particular, a tripartite Equal Pay Programme was launched in August 2007, having the ambitious goal to reduce the gender pay gap from 20 to 15% by 2015. The main measures are to promote the desegregation, to develop pay systems and to support women's careers.</i>	3	Yes	+	The programme hosts several projects on gender sensitive statistics on pay, gender equality planning and reconciliation of work and family. The persistent gender pay gap is one of the most urgent gender equality problems in Finland. It is important that the problem is taken seriously and fought against in several different projects. However, it is dubious whether the target of reducing the gender pay gap to 15% will be achieved by 2015.
<b>17. LU</b> <i>LOGIB (an instrument to measure the gender</i>	1	Yes	+	Logib has been developed on request of the du Swiss Federal Office of Equality between

wage gap at the firm level)				women and men (BFEG). It is based on the method used to check the respect of the wage equality between women and men in the public contracts of the Helvetic Confederation (Strub Silvia, 2005). Basically this method uses an econometric approach, similar to the Oaxaca-Blinder approach for decomposing the wage gap. LOGIB allows employers to check the wage inequality in the firm. It is considered as a first step before using specific tools aiming at analyzing job classification like ABAKABA or VIWIV
<b>27. UK</b> <i>Measures to reduce the gender pay gap</i> (2009 Equalities Bill requires public sector to report annual gender pay audit)	1	some	na	The measure on equal pay reviews should have a positive effect but this will depend on compliance and if government follows through on its intention to make them mandatory if there is insufficient voluntary action.

**LEGEND**

**Status of policy initiative.** 1 announced; 2 enacted; 3 implemented; 4 evaluated

**GM.** *yes*: adequate; *some*: partly adequate; *no*: not gender mainstreamed

**GIA.** + positive; = neutral; - negative

*Source:* National Expert NRP Reports 2009.

*Reconciliation (childcare services)*

Under the fourth thematic area, *childcare services* (see Box 3.8), 15 policies have been identified by national experts. In a large number of cases, policies aim to increase the availability of childcare services for small children (AT, DE, EL, ES, IE, IT, PT, RO); in some Member States the issue of affordability has also been considered (CY, EL, IE, LT). Most of the policies are concerned with small children (0-3 yrs) or in pre-school age, in line with the Barcelona targets. On the other hand, the issue of care services for elderly and people with disabilities has received some attention only in few cases (CY, PT).

The assessment by our experts of these reconciliation policies – focused on care services – is extremely positive in terms of both gender mainstreaming and gender impact assessment, with the only exception of two cases of policy announcements (CY, RO).

As is well known, women with children work less than women without children, while men with children work more than men without children. Traditional gender roles and lack of childcare services in several Member States hinders female participation. Caring for other dependants also has a strong influence on employment participation of women aged 55-64. An increase in the provision of childcare facilities, in line with the Barcelona targets (setting a coverage rate of 90% for pre-school age children and of 33% for children under 3 years of age), should be continued and intensified, paying more attention to the issue of affordability. Policies also need to take into account the difficulties faced by people caring for other dependents. Reconciliation measures should include family-related leaves and flexible working arrangements, at the same time equal sharing of private and family responsibilities should be encouraged. Policies addressing these issues have been grouped under the fifth thematic area (see Box 3.9).

**Box 3.8 - Reconciliation (childcare services) (15 policies)**

Description	Status	GM	GIA	Comment
<b>1. AT</b> <i>Free access to one year kindergarten</i> (half-day). Free access comes with the obligation for all children to attend one	2	Yes	+	Positive impact, but concrete measures (including binding timetable and financial allocation) in order to offset the pressing shortage of childcare services are needed

year of kindergarten before entering compulsory education.				
<b>4. CY</b> <i>Scheme for the promotion of care services.</i> Proposal for subsidization of pre-school age children care to enable mothers facing difficulties entering the labour market and subsidization of care for people with disabilities and for the elderly	1	Yes	Na	It is at the stage of a proposal submitted for approval to be co-financed by the ESF for the programming period 2007-13. The reliance of the SWS on ESF co-funding to implement care services is prevalent in past and new care measures and gives the impression of a piecemeal approach lasting the duration of a programming period rather than a long term approach to care services.
<b>6. DE</b> <i>Provision of childcare services.</i> The amendment of the Law on Child Advancement (in force since January 2009) states that it is planned to increase the coverage rate up to 35% (children <3 yrs) by 2013 (from 18% in 2007). 1 year old children will have a legal entitlement for subsidized child care in 2013.	2	Yes	+	To reach these goals strong efforts are still essential: the creation of 70,000 additional places per year until 2013 will be necessary.
<b>9. EL</b> <i>Increasing availability of childcare services free of charge for working mothers.</i> Increase in the number of subsidised places in private or public nurseries.	2	Some	+	This is a positive measure for gender equality since it allows working mothers to remain employed and unemployed mothers to intensify job search and be available for work. A negative side effect is that when the entitlement is granted to mothers, this reinforces the role of women as sole or primary carers.
<b>9. EL</b> <i>Childcare services free of charge for unemployed mothers.</i> Extension to unemployed mothers with a valid unemployment card of the entitlement of employed mothers to total exemption from nursery fees.	2	Some	+	This is a positive measure for gender equality since it allows unemployed mothers to intensify job search and be available for work. This is a crisis-driven measure that should become permanent. A negative side effect is that when the entitlement is granted to mothers, this reinforces the role of women as sole or primary carers.
<b>10. ES</b> <i>New childcare facilities (0-3 yrs).</i> Approval of € 1.087 million for the creation of new 300,000 places at public kindergartens for children between 0 and 3 years old until 2012.	3	Yes	+	It increases the opportunities of women to enter in the labour market.
<b>13. HU</b> <i>Support pre-school catching up</i> (for children with disadvantages)	3	Yes	+	These three measures may favour more women than men, because nurses are almost exclusively women and parents to be given assistance on bringing up children are by far the greater part the mothers.
<b>13. HU</b> <i>Sure Start programmes</i> (ability development programmes for children with disadvantages)	3	Yes	+	
<b>13. HU</b> <i>Pre-school age training</i> (basic pedagogical training)	3	Yes	+	
<b>14. IE</b> <i>Pre-school places for all</i> (children 3-4 yrs)	1	Yes	+	The announcement of this new initiative has not been accompanied by any plan for its implementation and in the absence of a developed infrastructure there is growing scepticism among women's organisations and others that it will be implemented. This was partially represented as a replacement policy for abolition of the Supplement.
<b>15. IT</b> <i>Extraordinary Plan for developing childcare services 2007-2009</i>	3	Some	+	The GIA of this policy initiative is positive, if one considers the aims of the "extra-ordinary plan". The assessment should be changed to



				negative, if the implementation of the plan is considered. The “extra-ordinary plan” on childcare services has not been monitored. There is no information on the impact of this plan on availability of services. Moreover, there is no information on the resources effectively spent by local authorities to expand the coverage rate.
<b>16. LT</b> <i>Assurance of accessible and affordable childcare facilities</i>	1	Yes	+	Accessible and affordable childcare facilities positively influence possibilities to participate in the labour market GIA positive
<b>21. PL</b> <i>Regulating care facilities for small children (0-3 yrs)</i>	1	Yes	+	Regulations increasing / clarifying options for youngest children important for women returning to the labour market after child-birth – need to attach financial resources to increase positive outcome on gender
<b>22. PT</b> <i>Public investment in the provision of care services (children, elderly, other dependents)</i>	2	Yes	+	It should be complemented with policies to challenge the sexual segregation patterns of the labour market. Otherwise, the growth of employment in this sector, characterized in general, by the low wage, will reinforce simultaneously the sexual segregation of labour market and the gender pay gap.
<b>23. RO</b> <i>Improving social services for small children to support working mothers</i>	1	Yes	Na	Situated only as promises in the gender policies.

**LEGEND**

**Status of policy initiative.** 1 announced; 2 enacted; 3 implemented; 4 evaluated

**GM.** *yes*: adequate; *some*: partly adequate; *no*: not gender mainstreamed

**GIA.** + positive; = neutral; - negative

*Source*: National Expert NRP Reports 2009.

*Reconciliation (work-life balance)*

Besides childcare services, improving the possibilities to reconcile family and work life for men and women is still the very central issue. The policies dealing with *work-life balance* identified by the experts of the EGGE network have been grouped under the fifth thematic area (see Box 3.9). Our review reveals that this is the area having received the greatest attention, with a total of 30 policies. About one third (9 measures) are new announcements, therefore they are yet to produce any effects. Over two thirds (19 measures) are expected to have some positive impact, while eight measures are expected to have a negative impact and two policies could not be assessed by our experts.

Examples of measures having a positive impact include: the reform of childcare benefits, reducing the length of career breaks for mothers and increasing the participation of fathers in childcare (AT); the proposal to have part of the parental leave paid (CY); the introduction or extension of paternity leave (CZ, ES, FI, PL); more flexibility in the use of parental leave also allowing grandparents to take parental leave (DE); finally, the right to part-time to parents returning to work (HU).

Examples of measures having a negative impact include: cuts in sickness benefits and paternity/maternity allowances (CZ); changes from paid to unpaid leaves (CZ, EE), cut in early childhood supplements (IE); and finally, increases in the benefit for parental leave without any attention to reconciliation (SK).

**Box 3.9 - Reconciliation (work-life balance) (30 policies)**

Description	Status	GM	GIA	Comment
<b>1. AT</b> <i>Reform of the childcare benefit.</i> In addition to the three different childcare benefit schemes already available, another scheme will be introduced by January 2010.	1	Yes	+	Positive impact expected (reducing the length of female career breaks and increase in the participation of fathers)
<b>4. CY</b> <i>Extension of maternity leave in adoption cases.</i> Amendment to the Law on Maternity Leave (Law 8(I) 2008) extending the leave in cases of adoption from 14 to 16 weeks.	2	Some	+	As of April 2008, the amendment to the Law on Maternity Leave was put into force.
<b>4. CY</b> <i>Proposed amendment of the parental leave legislation.</i> .	1	Some	+	The 2008 NRP expected that the process leading to an amendment of the parental leave legislation would run in the period 2009-2013. Although the process is still at an initial stage with social partners discussing the issue at the Labour Advisory Board, there are media reports stating that the discussions include rendering part of parental leave as paid. Since 2003, the use of parental leave was dismal. Among the small number that actually made use of the leave, a tiny proportion were men.
<b>5. CZ</b> <i>Paternity/ maternity allowance.</i> 70% of previous salary for mothers and fathers taking care of a child from the 6 <sup>th</sup> week till 6 months of the child	3	Some	+	This policy is promoting equality of mothers and fathers in childcare.
<b>5. CZ</b> <i>Paternity leave</i>	1	Some	+	It is a positive step towards childcare done by fathers but in the current situation not sufficient.
<b>5. CZ</b> <i>Pro-family package (to support families with children):</i> announced but not enacted	1	Some	-	The fact that these measures were not approved by the government and not enacted has negative impact on gender equality. Especially in the situation when other measures decreasing the support of families and vulnerable groups of population are enacted, not implementing these pro-family measures will have negative impact on women with small children, parents returning to work after parental leave looking for childcare services and on gender equality in the families and in the labour market.
<b>5. CZ</b> <i>Cut in sickness benefits and paternity/maternity allowance (from 70% to 60%)</i>	2	No	-	This policy change has not been gender mainstreamed. As maternity allowance is counted identically as sickness benefit there has not been any discussion on the impact of this measure on women who are mostly those on maternity leave. It will have financially negative effect on women. This measure is only mentioned in the Macroeconomic chapter of the NRP, it is not mentioned in the Employment chapter at all.
<b>5. CZ</b> <i>Change from paid to unpaid leave (first 3 days) to care for a sick family member</i>	2	No	-	Given the fact that those who care for family members (mostly children) are mostly women, this policy will have negative impact on the position of women in the labour market. Gender impact assessment has not been carried out. This measure is only mentioned in the Macroeconomic chapter of the NRP, it is not mentioned in the Employment chapter at all.
<b>6. DE</b>	2	Yes	+	The changes introduced aim at more flexibility

<i>Parental allowance. Amendment of parental leave law, in force since January 2009 (grand parents can take parental leave and parents receive allowance etc.).</i>				on the one hand and more male family engagement on the other hand.
<b>8. EE</b> <i>Paternal leave (from paid to unpaid)</i>	3	No	-	The remuneration of paternal leave was increased significantly for a short period and it showed a remarkable effect as the take-up of fathers increased sharply. Losing the remuneration and making paternal leave unpaid will most probably reverse the trend and thus reverse the positive effect the paternal leave may have for gender equality.
<b>10. ES</b> <i>Extension of coverage for paternity leave. Extension of paternity leave and allowance pregnant or nursing women to change jobs if there is a risk for the fetus.</i>	3	Yes	+	Improves the social protection of women and the possibility of a better balance between work and personal life for men and especially for women.
<b>11. FI</b> <i>Reforms in family leave system</i>	2	Yes	+	Reforms in family leave system will hopefully promote the fathers' take-up rates of family leaves. The increase participation of fathers in family leaves would strengthen women's labour market position as well as promote fathers' equal position in the family. As regards the increase of partial home care leave from € 70 to € 90, the compensation will probably still be far to low to encourage parents to shorten their working hours, which, however, would promote their work-life balance.
<b>13. HU</b> <i>Reform of the childcare leave system</i>	2	Yes	+	As the majority of parents on child care leave are women, this reform is a good initiative to close the gender employment gap, currently disadvantageous for women.
<b>13. HU</b> <i>Helping people to reconcile work and family life</i>	2	Yes	+	New childcare facilities open the possibility of free choice for mothers to take up jobs or remain inactive concerning their labour market status.
<b>13. HU</b> <i>Entitlement to part-time working (parents returning after childcare leave)</i>	1	Yes	+	In Hungary, the proportion of part-time workers is one of the lowest in the EU, especially among women. This measure can improve the possibility to combine child care and paid employment. The concept must be criticised because it will be introduced only in the public sector.
<b>13. HU</b> <i>Making the social system more targeted (to social needs) and encouraging employment</i>	2	Some	+	Due to measures concerning family support, the number of parents eligible to GYED and its length will fall. However, the precondition for labour market reintegration of parents hit by this reform is the development of services to combine work with family duties on the one hand, and jobs available for work on the other. The latter is limited by the long-lasting narrow labour demand. While shortening the child care leave there is a need for 40-50 thousand new places in crèches after 2012, in order to help parents to take up work. It might be an exorbitant demand.
<b>14. IE</b> <i>Cut in Early Childhood Supplement (ECS)</i>	3	No	-	Parents of young children, but particularly women in employment and full-time in the home will feel this loss, given the high costs of childcare services in Ireland. The government has promised a year pre-school place for every 3-4 year old in place of the supplement but

				there are no details of such a programme and especially in the current climate it is highly unlikely that it will be in place for 2010.
<b>15. IT</b> <i>Changes in the rules providing funds to organizations introducing positive actions (reconciliation)</i>	2	Some	+	Data on the projects financed by this provision reveal that: (i) the total number of successful applications is on the increase; (ii) the length of the period required to know if a project will be financed has halved (from 2 yrs to 1); the total amount of resources spent is on the increase, though still much below the annual budget (around 30%). In short, something has been done, but more has to be done. The changes introduced (by L. 69/2009) to previous law (art. 9, L.53/2000) should help to improve the implementation of this important policy tool.
<b>16. LT</b> <i>Plan for creating conditions for better reconciliation of work and family life</i>	1	Yes	+	GIA positive
<b>19. MT</b> <i>Family friendly measures in the public sector</i>	2	Some	-	The measure is inclusive of all public sector employees, however, excludes workers in the private sector. The policy has a negative gender impact as men's take-up is low thus reinforcing a traditional gender arrangement.
<b>19. MT</b> <i>Maternity leave on full pay increased</i>	2	Some	+	The measure is partly beneficial: (1) the duration is short for lactating mothers; (2) most women still need to rely on informal childcare.
<b>21. PL</b> <i>Maternity leave extension</i>	3	Some	na	GM only partly adequate as main consideration was raising fertility rates rather than improving labour market conditions for women, also GIA difficult to predict – possibly negative given employers difficulties with long leave and the perception that it increases labour costs and disrupts production; and possibly positive because of option of combining PT leave with PT employment
<b>21. PL</b> <i>Optional paternity leave</i>	2	Some	+	GM partly adequate as optional leave may still be difficult to avail of and so requiring incentives for employees/ employers. But a very good recognition of parental rights/ responsibilities of fathers – a step in the right direction and potentially positive GIA if fathers start to use paternity leave
<b>21. PL</b> <i>Increased contribution for persons on parental leave</i>	2	Some	na	GIA difficult to predict as mostly women avail of parental leave and traditional gender division of labour may be thus reinforced.
<b>22. PT</b> <i>Reform of maternity, paternity and parental leave policy</i>	2	Some	+	Changes introduced should favour reconciliation (work and family life). However, there is some ambiguity related to the fact that only parental leave is considered, condemning to the invisibility the paternity leaves policy initiated during this decade.
<b>23. RO</b> <i>Promoting the balance between family and work (through a financial support to families with small children)</i>	3	Yes	+	This measure had a visible impact in supporting families in bringing up children with some undesirable effects upon the women's careers with low wages.
<b>26. SK</b> <i>Increase of the benefit for parental leave</i>	1	No	-	The motivation of mothers with small children to re-enter labour market will be much lower. Much more attention should be paid to reconciliation of work and family. Mixed or (more) negative gender impact can be expected.

<b>26. SK</b> <i>Change in the conditions for parental leave allowances</i> (exclusion of any form of work)	1	No	-	Parental leave is nearly in 98% used by women. To prevent women to do any form of economic activity can result not only in worsening of the economic situation of the family but also in the worsening of their re-entry to labour market. Negative gender impact.
<b>26. SK</b> <i>Social insurance during maternity leave</i> (entitlement for unemployment subsidy)	1	Yes	+	The policy initiative will remove the discrimination in social security practice. The parent will be after maternity leave (in case of unemployment) entitled for unemployment subsidy. Positive gender impact.
<b>27. UK</b> <i>Reconciliation</i> (extension of ‘Right to Request’ reduced or flexible hours to include parents with older children, to allow women to transfer part of their maternity leave to the father)	3	Yes	+	There has been an impressive expansion of measures but shortfalls in the affordability and quality of childcare remain; and there is the risk that progress will stall or reverse as the budget deficit incurred in the recession kicks in over the next 2-3 years.

**LEGEND**

**Status of policy initiative.** 1 announced; 2 enacted; 3 implemented; 4 evaluated

**GM.** *yes*: adequate; *some*: partly adequate; *no*: not gender mainstreamed

**GIA.** + positive; = neutral; - negative

*Source:* National Expert NRP Reports 2009.

*Female participation*

Under the sixth thematic area, *female participation* (see Box 3.10), 17 policies have been identified by national experts. All policies have been gender mainstreamed either adequately (11) or partially (6). With the only exception of two policies (BG, IT), all the other 15 policies are expected to have a positive impact on gender equality.

The measures consider quite a large variety of action, including: measures aimed at encouraging the participation of women returners and/or lone parents (BG, HU, NL, PL, UK), incentives for business start up (EL), the increase in the retirement age for women in the public sector (EL, IT), and tax credits for women returners (MT).

The target groups include mothers with small children (BG), single mothers and lone parents (BG, NL), female entrepreneurs (EL), women returners (IE, MT), women from ethnic minorities (NL).

**Box 3.10 Female participation (17 policies)**

Description	Status	GM	GIA	Comment
<b>3. BG</b> <i>Support of maternity.</i> It aims at encouraging employment reintegration of mothers with small children and through it – creating more favourable condition for equalization gender labour force participation. The programme provides opportunities for those mothers, who want to return to employment, to have a nanny employed by the labour office from among unemployed people or pensioners.	3	Yes	+	Positive gender impact. The programme was implemented in 2007. Firstly the target group was unemployed grandmothers or pensioners under general conditions. In fact family support in child care is very popular and traditional for Bulgaria, thus, the program not only stimulate young mother reintegration in employment by “legalizing” the child care but also stimulate their “legal” employment. The program was extended in 2008 by expanding the target group with pensioners under different pension schemes (not only general). The extension follows from the LM need and the success of the programme.

<b>3. BG</b> <i>Measures encouraging employers to hire jobless people, incl. single mothers and/or mothers with children &lt; 3yrs.</i> The measures developed under Employment promotion Act (art.53 and 53a). This is a subsidized employment scheme.	3	Yes	+	Expected positive gender impact since some of the target sub-groups are based on gender criteria.
<b>3. BG</b> <i>Active LM services.</i> The aim is to encourage self-employment or employment integration of people from vulnerable groups (youths, people in pre-retirement age, single mothers)	3	Some	=	No gender impact.
<b>4. CY</b> <i>Business subsidy plan for creating new working positions with Flexible Working Arrangements (FWA).</i> Follow-up to past research studies and the pilot project subsidizing businesses to cover the labour cost for hiring inactive women in positions of FWA. This project proposal will be submitted for ESF co-financing with a total budget of €5 million. The new project will use two subsidizing schemes: 1. For business creation of new FWAs positions; 2. For business creation and implementation of FWAs.	1	Some	+	This is a very promising follow-up to the initial exploratory efforts of the first project. One needs to consider the positions of the social partners towards FWAs. The main three trade unions have strong reservations against flexibilisation (PEO); or refuse to take an active role in promoting such forms of employment fearing that such efforts may have a negative impact on the terms and conditions of employment (SEK, DEOK). As the positions of the social partners have not changed, however, one could be sceptical regarding the actual policy impact of the project beyond its completion and the direct participants.
<b>9. EL</b> <i>Investment incentives to women and young entrepreneurs for business start up.</i> State subsidies equal to 50% and bank loans up to 30% of total invested capital.	2	Yes	+	The scheme for women is a positive action measure meant to close the large gender gap in self-employment rates. There are no available data on the sex composition of those participating in the scheme for young entrepreneurs.
<b>9. EL</b> <i>Stricter qualifying conditions for early retirement and increase of retirement age for women in the public sector.</i> Restrictions on early retirement schemes and implementation of the Decision of ECJ on the increase of legal retirement age to 65 y. for all women working in the public sector.	1	Some	+	A measure which is favourable for gender equality in employment and old age may be rejected by certain categories of women who consider that earlier retirement is a fair compensation for their greater investment than men in childrearing.
<b>13. HU</b> <i>"Start Plus" programme (credit to employers hiring parents from childcare leave)</i>	3	Yes	+	This measure is appropriate to fight against the labour market discrimination of mothers with small children. Through the reduction of labour costs, the programme can also effectively promote work experience amongst mothers on child-care leave.
<b>14. IE</b> <i>Expanding the Workforce (ETW) (focused on women returnees)</i>	3	Yes	+	Women are eligible who have been out of the workforce for a period of 12 months or more and are not receiving JB or JA and need assistance to return to work. However, funding has not been committed for the coming period and the future structure of the Measure is under review.
<b>15. IT</b> <i>Increase in the general pension age for female public employees</i>	2	Some	na	The measure has been taken to comply with EC norms (not to eliminate discrimination). A new discrimination now applies to women, as they are treated differently in the private and public sector. The measure does not consider the disadvantages suffered by women in the labour market, neither their double burden; the increase in the old age pension age for women

				could have been accompanied by other provisions (a re-introduction of flexibility in retirement age; a new way to consider motherhood and caring responsibilities).
<b>19. MT</b> <i>Tax credits for women returners</i>	2	Some	+	This measure aims to attract economically inactive women (re) enter the labour market. However, the rate of women's market participation is increasing very slowly due to a childcare deficit that persists due to Malta's strong male breadwinner model regime.
<b>19. MT</b> <i>Part-time threshold</i>	2	Yes	+	This measure is certainly beneficial to part-timers largely women who were often exploited by unscrupulous employers who would employ them for just under the 20-hour threshold.
<b>20. NL</b> <i>Lone parents</i>	2	Yes	+	The measures stimulate the participation of lone parents. As the percentage of women among lone parents is high, the measures may be assessed positively.
<b>20. NL</b> <i>Women from ethnic minorities</i>	2	Yes	+	As the labour market position of women from ethnic minorities is below average, every policy measure which increases the participation rate should be rated positively.
<b>21. PL</b> <i>Exemption from contribution for persons on parental leave</i>	3	Yes	+	GM applied to improve return of parents (mainly women) to employment
<b>27. UK</b> <i>Partners of benefit receipts (increase of job seeking requirements for partners and a new pilot scheme to improve the financial incentives to enter employment)</i>	3	Some	+	The measures increase the job seeking support - as well as requirements - for this female-dominated group, which raises their visibility rather than their unemployment being disguised as non-employed dependency.
<b>27. UK</b> <i>Job matching/skill shortages (to redress skill shortages and to raise women's training opportunities and skills levels)</i>	4	Yes	+	WWC recommends expansion of policy effort to build on good progress to date – see text.
<b>27. UK</b> <i>Lone parents (extending job seeking requirements combined with targeted training and enhanced childcare support)</i>	3	Yes	+	Positive in sense that the lone parent employment rate continues to rise and the government has modified the job seeking requirement somewhat while also targeting increased support to 'make work pay'. A negative aspect is that lone parents may only have poor quality job options open to them to juggle with being the only resident parent of the child(ren)

**LEGEND**

**Status of policy initiative.** 1 announced; 2 enacted; 3 implemented; 4 evaluated

**GM.** *yes:* adequate; *some:* partly adequate; *no:* not gender mainstreamed

**GIA.** + positive; = neutral; - negative

*Source:* National Expert NRP Reports 2009.

### Segregation

Under the seventh thematic area, *segregation* (see Box 3.11), 11 policies were identified by national experts. These policies include initiatives aimed at the promotion of gender equality in higher education, as well as to increase the proportion of women in science and in the position of university professors (CZ, DE, SE); desegregation of the labour market through different initiatives, including training (CY, PT, UK); programmes to foster the share of women as board members in companies (SE); finally, measures to increase to opportunities for quality part-time work (UK).

The assessment by our experts of these policies – focused on segregation – in terms of gender mainstreaming and gender impact assessment, is mixed. Out of 11 policies considered, only five had been adequately gender mainstreamed. Nevertheless, the gender impact assessment is positive in the case of eight policies and undetermined in the case of the remaining three policies.

**Box 3.11 Segregation (11 policies)**

Description	Status	GM	GIA	Comment
<b>4. CY</b> <i>Training of Equality Inspectors and investigation of complaints.</i> Training in regard to the provisions of the Law in Equal Treatment in Employment and Vocational Training and investigation of discrimination complaints on the basis of pregnancy, sex and sexual harassment.	3	Some	+	This was a much needed development to strengthen inspectors' effectiveness. The length of period since the passing of the law also reveals the low priority of implementing the equal treatment provisions and the fact that these inspectors were appointed without specific qualifications in this policy area. Very few complaints of discrimination were recorded (MLSI 2008 Annual Report).
<b>5. CZ</b> <i>Gender equality in education and science research.</i> A plan to create a concept of the MLSA for gender equality. Not implemented yet. Not a concrete plans yet.	1	No	na	Not possible to assess, not enough information.
<b>6. DE</b> <i>Qualification initiative for Germany</i> (a variety of programmes including two specific for women)	2	Some	+	Within this package two programmes aim to increase women's positions as professors and the proportion of women in science, technical and engineering studies at universities. Both programmes are already implemented and (within their limited budget) relatively successful.
<b>7. DK</b> <i>Promoting equality</i> (aimed at migrant single mothers)	1	No	na	It is difficult to tell how this very specific measure will contribute to the total gender balance – also with regard to immigrants.
<b>11. FI</b> <i>Promotion of entrepreneurship</i> (special consideration for female entrepreneurship)	3	Some	na	It is positive that the specificity of female entrepreneurship is considered and special measures have been taken to promote it. However, it is an ambiguous question as to what extent new female self-employed really have genuinely chosen this option, and to what extent the question is about 'forced' self-employment due to, e.g., privatisation of welfare services in local government sector
<b>16. LT</b> <i>Integration of the gender equality aspect in employment policies</i>	1	Yes	+	GIA positive
<b>22. PT</b> <i>Desegregation of the labour market through training actions</i>	2	Yes	+	It could be said that gender equality and mainstreaming has been until now in a kind of initial phase, and is finally arriving to the field (but, not yet to the secretaries of civil servants, i.e., to the design and implementation of public policies).
<b>24. SE</b> <i>Delegation for gender equality in higher education</i>	3	Yes	+	Since the end of the 1970s more women than men have started higher education. However, women and men to a high degree follow different study programmes. Within seven out of nine broad subject fields more women than men take an exam. Also among doctoral students women make up almost 50%. But the higher up in the hierarchy, the more unequal



				becomes the gender distribution.
<b>24. SE</b> <i>Programme to foster women as board members</i>	3	Yes	+	24% of the board members in companies listed on the stock exchange are women. Therefore something has to be done to change this. This government is not in favour quotas for women.
<b>27. UK</b> <i>Measures to promote adaptability</i> (introduction of various measures to increase the opportunities for quality part-time work)	4	Yes	+	WWC notes progress made but recommends further action
<b>27. UK</b> <i>Measures to reduce labour market segmentation</i> (2006 Women and Work Commission Action Plan)	4	Some	+	WWC notes progress made but recommends further action

**LEGEND**

**Status of policy initiative.** 1 announced; 2 enacted; 3 implemented; 4 evaluated

**GM.** *yes*: adequate; *some*: partly adequate; *no*: not gender mainstreamed

**GIA.** + positive; = neutral; - negative

*Source:* National Expert NRP Reports 2009.

### Governance

Under the eighth thematic area, *governance* (see Box 3.12), seven policies were identified by the national experts of the EGGE network. Only three out of seven policies have been gender mainstreamed and are expected to have a positive impact on equality. They include the elaboration of the first gender impact report on the general budget (ES), an increase in resources available for policy measures promoting gender equality (SE) and the publication of recommendations by an independent commission for revision to the government's action plan on gender equality (UK). However, there are also examples of policies introducing changes that are likely to have a negative impact on gender equality, either because they involve a cut in the total resources available or imply less autonomy of action (DK, IE).

#### Box 3.12 Governance (7 policies)

Description	Status	GM	GIA	Comment
<b>7. DK</b> <i>Replacement of the "Gender Equality Board" with the "Board of Equal Treatment"</i>	3	no	-	The Board of Equal Treatment deals with complaints related to discrimination (gender being one of the bases). The competence of the Board of Equal Treatment is limited in the sense that it cannot take up cases (e.g. arising from media attention) by own motivation ex officio but can only take up cases brought to their attention by a complainant.
<b>7. DK</b> <i>Downgrading the Department of Equality to an office under the Ministry of Employment.</i>	3	no	-	There is no longer a Department for Equality with a kind of autonomy and a special budget. The original setup by the social democratic government by The Gender Equality Act from 2000 has been totally changed. It questionable if the Danish setup fulfils the EU-directives.
<b>10. ES</b> <i>Elaboration of the first Gender Impact Report of the General Budget 2009.</i> In the framework of the implementation of the Frame Law for Effective Equality between Women and Men (FLEWM), it has been adopted the first Gender Impact Report accompanying the General Budget Law 2009, in which an assessment of the gender	4	yes	+	This measure will have a positive effect to introduce the principle of gender equality in public policy through the legal standards, facilitating decision-making knowing the possible effects that policies will produce over men and women. It will contribute to the elimination of inequalities and to achieving the objectives of equality of opportunity and treatment between women and men.

impact of all ministries is included.				
<b>14. IE</b> <i>Cut in budget of Equality Authority (EA)</i>	3	no	-	Equality Authority which has responsibility for monitoring legislation on equality covering gender and eight other grounds of discrimination and also promoting equality has had its budget cut by 43%. This has been presented as a crisis related cut-back but has been interpreted by many as an undermining of equality.
<b>15. IT</b> <i>Reception of the EC Directive 2006/EC/54</i>	1	na	na	It has been announced that the implementation of the Directive 2006/54/CE will also call for the restructuring of the existing institutions on equal opportunities between women and men. At present, no information has been made available on the future structure of these institutions. Women's organizations have not been involved in discussing the restructuring of these institutions.
<b>24. SE</b> <i>Increased resources to gender equality policy measures</i>	3	yes	+	
<b>27. UK</b> <i>Women and Work Commission's recommendations for revision to the government's action plan</i>	1	yes	+	If the government accepts the WWC recommendations this will advance GM in a range of policy areas.

**LEGEND**

**Status of policy initiative.** 1 announced; 2 enacted; 3 implemented; 4 evaluated

**GM.** yes: adequate; some: partly adequate; no: not gender mainstreamed

**GIA.** + positive; = neutral; - negative

Source: National Expert NRP Reports 2009.

*Other gender specific policies*

The last thematic area, *other gender-specific policies*, groups the remaining 12 policies identified by national experts. Other developments include research, analysis and other activities (including training) for the advancement of female employment and gender mainstreaming (PL, FI, IE, SE, SI), the promotion of a dialogue with local authorities to strengthen structures of social care (CY), the abolishment of “family advantages” regarding pension contributions (FR), initiatives to increase the visibility of good practices at the company level in the area of reconciliation (IT), changes in income tax bands (MT), a proposal for an emancipation policy (NL) as well as a social agreement on gender issues (SI).

**Box 3.13 Other gender specific policies (12 policies)**

Description	Status	GM	GIA	Comment
<b>4. CY</b> <i>Promotion of a dialogue with local authorities in order to develop closer cooperation and strengthen structures of social care</i>	1	some	na	NGOs and local authorities have been already in partnership in the Grants in aid scheme for the development of family support services. It is unclear why a dialogue is needed for a continuing measure. The “catch all” definition of vulnerable groups to cover such a diversity of recipients weakens a vague measure that lacks focus. The measure's providers (local authorities and NGOs) are two entities with a weak financial status and their selection as partners in providing such a variety of care services raises questions of their long term sustainability.
<b>11. FI</b> <i>Gender glasses-projects. To include gender</i>	3	yes	+	This policy is very positive as such and, indeed, training on gender mainstreaming has been

perspective in the administration, legislation, statistics etc. Under the gender mainstreaming objective of Action Plan for Gender Equality.				arranged to the personnel in the ministries. However, gender mainstreaming is still very rarely visible in the recent administrative reports.
<b>12. FR</b> <i>Family advantages regarding pension contributions.</i>	1	no	□-	Abolishing these family advantages without compensation runs the risk of increasing gender inequality regarding pensions, in the name of taking equal treatment into account!
<b>14. IE</b> <i>Gender Mainstreaming study</i>	1	yes	+	This study has been announced – however the details are not yet available.
<b>15. IT</b> <i>Initiatives to increase the visibility of good practices at the company level in the area of reconciliation</i>	3	yes	+	The number of companies/ organizations involved is very low. The majority of employees in Italy work in micro-enterprises (without TU representatives). Reconciliation is not addressed as an issue in the vast majority of these micro-enterprises. A lot still has to be done to promote reconciliation at the workplace
<b>19. MT</b> <i>Raise income tax bands</i>	2	some	+	This measure is an incentive to discourage undeclared work and to promote entry into the formal labour market. It is also a measure to combat social exclusion and poverty among people in the lower income bracket.
<b>20. NL</b> <i>Midterm review of Emancipation policy</i>	1	yes	na	In 2010 a midterm review will take place of the emancipation policies of the government.
<b>21. PL</b> <i>DKR (research, analysis, elaboration of steps) for the promotion of women's employment</i>	1	yes	+	Proposal still at an early stage and only assessing current situation and identifying needs for change – but a necessary step to inform future policy development. Thus GM perspective applied and GIA likely positive in the long-term.
<b>22. PT</b> <i>Public patronize of games that exclude football female teams</i>	3	some	na	A public policy should be put forward to make funding activities dependent of good practices.
<b>24. SE</b> <i>Development of methods for Gender Mainstreaming</i>	3	yes	+	
<b>25. SI</b> <i>Social Agreements for 2007-2009</i>	3	no	+	Putting gender related issues at the agenda of social partners is a good step towards finding ways to resolve them.
<b>25. SI</b> <i>Training and other activities coordinated by the Office for Equal Opportunities (OEP)</i>	3	no	+	Activities of OEO are certainly helping in making gender related issues visible, in gender mainstreaming of policies and rising gender equality consciousness.

**LEGEND**

**Status of policy initiative.** 1 announced; 2 enacted; 3 implemented; 4 evaluated

**GM.** *yes*: adequate; *some*: partly adequate; *no*: not gender mainstreamed

**GIA.** + positive; = neutral; - negative

*Source*: National Expert NRP Reports 2009.

## Chapter 4

### POLICY NEEDS AND CHALLENGES WITH RESPECT TO GENDER

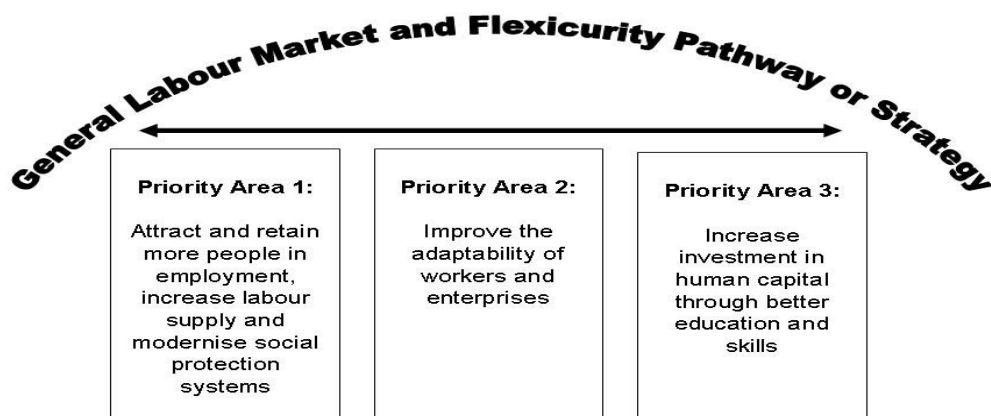
#### 4.1 Introduction

This section reviews the position of gender with respect to policy needs and challenges in the employment area, taking into account both short-term measures taken to alleviate the economic downturn and the policy measures initiated and implemented in the recent years to tackle the structural problems that still persists in EU labour markets.

The economic outlook has changed remarkably over the last year, owing to the economic crisis. Although the effects of downturn on the EU labour markets are heterogeneous across Member States, available evidence suggests that most labour markets have so far been affected by the recent slowdown (see Chapter 1). The postponement of investment and consumer purchasing decisions has further affected falling demand, with a negative impact on business activities and labour demand. The European Economic Recovery Plan has called for policy measures to reduce the negative impact of the economic recession. Almost all Member States have taken action that goes beyond the plans laid out in their National Reform Programs (see Chapter 2).

The current economic context reinforces the need for efficient and effective labour markets, but especially the need for integrated flexicurity approaches in all Member States (CEC 2009a). Flexicurity is essential in order to ease employment transitions, to reduce labour market segmentation and to provide adequate social protection systems that, at the same time, provide incentives to work. People outside and at the margin of the labour market are those at the highest risk of being the first and hardest hit by the economic recession. The overarching theme of flexicurity should continue to inform all employment policies, with respect to the three priority areas identified in the Lisbon process.

**Figure 4.1: Four Policy Priority Areas**



Here we have tried to use the three policy areas of ‘attracting and retaining more people in employment’, ‘improve the adaptability of workers and enterprises’ and ‘increasing investment in human capital through better education and skills’, as well as the overarching theme of the general labour market situation and flexicurity, to both organise our summaries of policies but also provide sound links with the current thinking behind the European Employment Strategy (fig. 4.1). These four priority areas not only have direct links with the integrated guidelines (Employment GLs 17, 18, 19, 20, 22, 22, 23 and 24) but also fit with the framework many Member States used to present their NRPs (see Chapter 6). We also decided to include in our analysis short-term policy measures initiated and implemented in response to the economic crisis, identifying those policies having a direct or indirect effect on employment.

We have been fortunate to be able to rely on the expert assessment of members of the EGGE network on the situation in their own country and in synthesising this work we draw heavily on their views and opinions. However, these assessments are the work of 26 individual national experts and it is important to recognise that differences will remain in the interpretation of ‘adequacy’ and ‘relevance’ for gender that not only reflect the particularities of the national situation but also the variety of ‘starting points’ that exist in relation to gender mainstreaming and gender equality. Our synthesis attempts to contextualise the impact of these institutional and socio-economic differences on each expert’s analysis but not neutralise them. In this assessment we provide a quantitative assessment based on experts’ subjective analysis and evaluation of the position of gender and Member State’s current policy development and the NRP process.

#### **4.2 Employment policies: gender mainstreaming and gender impact assessment**

National experts were asked to provide an assessment of recent employment policies at the national level. The assessment of the gender dimension of the European Employment Strategy was organised in two steps with respect to the publication of the 2009 National Reform programmes: a pre-assessment (or Part A) and a post-assessment (or Part B). This chapter presents a quantitative overview of all employment policies considered by EGGE national experts, either in Part A or in Part B.

Experts had to consider all important current policies as well as new announcements of policy initiatives in the following four priority areas:

*Priority Area 1:* “Attract and retain more people in employment” (GLs 18, 19, 20)

*Priority Area 2:* “Improve the adaptability of workers and enterprises” (GLs 22 and 22)

*Priority Area 3:* “Increase investment in human capital through better education and skills” (GLs 23 and 24)

*Priority Area 4:* “The general labour market situation and flexicurity” (GL 17)

As it was also decided to include in our analysis short-term policy measures initiated and implemented in response to the economic crisis, we specified an additional thematic area, labelled as *Area 5*, in order to identify those policies having a direct or indirect effect on employment, including also other transversal policies with an impact on employment.

For any given policy initiative, the experts were asked to specify the *status of the policy initiative*, hence distinguishing between announcement of a new policy, enactment, implementation and evaluation. They had then to specify the *adequacy* of the gender mainstreaming of the policy initiative (distinguishing between adequate, partly adequate,

none). Finally, they had to provide a *gender impact assessment* of the policy initiative, saying if the impact was negative, neutral or positive according to the information available and/or their own judgement.

Moreover, for any given policy initiative, experts had to specify the priority area under which the policy could be classified (choosing one among the five listed above). While in some cases the identification of the policy area is trivial (this is the case when the policy measure considered is relatively simple and well focused) in many other cases it is difficult (this is the case when the policy initiative considered consists of a package of several measures). Where available, the identification of the priority area made in the NRPs has been used, elsewhere experts used their own judgement. Though the grouping of policy measures under the five areas is to some extent a question of judgement, it is important as it shows the main direction of interventions in shaping labour market regulation in the EU.

Finally, for any given policy initiative considered, experts had to specify if it could be considered as a crisis specific policy measure and/or as a gender specific policy measure. It should be pointed out that a policy initiative could be both crisis specific and gender specific, even though this was the case of a very limited number of policy measures (see Chapter 2).

In what follows, we analyse the quantitative information on employment policies in Member States (EU26), based on the national experts' assessment. Section 4.2.1 presents these quantitative information for the EU26, while Sections 4.2.2 and 4.4.2 by Member State.

#### *4.2.1 Employment policies, gender and the four priority policy areas in EU26*

The total number of policy measures considered is certainly very large: 505 for (EU26), with an average of 19.4 policies per country. It is interesting to point out that in the 2008 NRP assessment (Villa and Smith 2009) the overall number of policies was smaller (420 employment policies, with an average of 15.5 policies per country). This seems to suggest that the economic crisis has called for a renewed attention towards employment policies, resulting in a significant number of short-term measures. However, the renewal of attention towards crisis-specific policy measures, in order to reduce the impact of the crisis on the labour market, has somehow displaced the attention away from the structural reforms dealing with the regulation of the labour market. As a matter of fact, out of 505 policy measures, a large share is made of policies identified as crisis-specific (180 policies). If one excludes these short-term policy measures, there are overall 325 employment policies (of which, some are also gender specific). This figure is significantly smaller than the overall number of employment policies considered in the 2008 NRP assessment (420 employment policy initiatives; see Villa and Smith 2009, Chapter 4 and Chapter 7).

Priority Area 1 (*adaptability*), with 202 policy measures, followed by Priority Area 3 (*investment in human capital*), with 109 policy measures, account for 62% of the total. The relative importance of these two priority areas is quite similar to our previous assessment (Villa and Smith 2009, table 4.1, p. 57). What is somehow surprising is the low number of policies in Priority Area 4 (*flexicurity*): only 54 policy measures (10.7%), notwithstanding the problems raised by the current economic downturn and the recommendations from the Council to reinforce efforts towards implementing integrated flexicurity approaches (CEC 2009c; CEC 2009n).

The overall assessment of the 505 policy initiatives in terms of gender mainstreaming is rather unsatisfactory: the 60.4% of policies were considered to lack any gender mainstreaming, followed by 21.8% being adequate and 17% partly adequate. It is worth it to point out a moderate increase with respect to the 2008 NRP pre-assessment (see Villa and Smith 2009,

table 4.1, p. 57) in the share of policy initiatives with an “adequate” gender mainstreaming (14.6% and 21.8%, respectively).

**Table 4.1 - Employment policy initiatives by area of action in EU26**

	PRIORITY AREA 1 Attract more people	PRIORITY AREA 2 Adaptability	PRIORITY AREA 3 Investment in human capital	PRIORITY AREA 4 Flexicurity	OTHER POLICIES Transversal or crisis orientated	Total	
						n.	%
<b>Status of policy initiatives</b>							
1. announced	40	16	31	12	6	105	20.8
2. enacted	62	19	38	12	13	144	28.5
3. implemented	94	40	37	29	40	240	47.5
4. evaluated	6	5	3	1	1	16	3.2
<b>GM of the policy initiative*</b>							
adequate	50	12	20	11	17	110	21.8
partly adequate	42	18	12	10	4	86	17.0
none	108	50	76	32	39	305	60.4
<b>GIA of the policy initiative</b>							
negative	19	7	6	4	12	48	9.5
neutral	36	26	36	14	9	121	24.0
positive	81	24	20	18	19	162	32.1
na/ doubts	66	23	47	18	20	174	34.5
<b>Total policy initiatives</b>							
n.	202	80	109	54	60	505	100.0
%	40.0	15.8	21.6	10.7	11.9		
<b>Crisis specific measures</b>							
n.	70	31	33	18	28	180	35.6
%	38.89	17.2	18.3	10.0	15.6	100.0	
<b>Gender specific measures</b>							
n.	59	18	7	5	21	110	21.7
%	53.6	16.4	6.4	4.5	19.1	100.0	

*Legend: na /doubts: policies for which it is not possible to identify the GIA (information not available; mixed effects: positive and negative; etc.).*

\* Information on gender mainstreaming not available for 4 new policy initiatives (2 in Italy and 2 in Poland), being announcements too little information was provided.

*Source: National Expert NRP Reports 2009(Grids 1 and Grids 3).*

The overall assessment of the 505 employment policies in terms of gender impact assessment is also unsatisfactory: only 32.1% of all policies were considered to record a positive impact. A further quarter (24%) of policies to have a “neutral” impact, that is they leave unchanged existing gender inequalities, while another 9.5% of policies have a negative impact, that is they tend to reinforce existing inequalities. For the remaining policies (34.5%), experts were unable to provide an assessment, either because of lack of information and/or mixed effects.

Out of the 505 policy measures considered, national experts identified 180 crisis specific policy measures and 110 gender specific measures, representing 35.6% and 21.7% of the total. To complete this general overview of employment policies, it is instructive to consider the distribution of crisis-specific policy measures and that of gender-specific policy measures across priority areas. The distribution across the five policy areas is relatively similar to the overall distribution of employment policies (see table 4.1). But both crisis-specific and

gender-specific policy measures have a share higher than the total under Area 5 (*transversal or crisis oriented*) (15.6% and 19.1%, respectively), while gender specific policy measures have also a share lower than the total under Area 4 (*flexicurity*) (only 4.5%).

Despite a similar distribution of crisis-specific and gender-specific policies across the different policy areas, there are considerable differences in terms of both gender mainstreaming and gender impact assessment. Table 4.2 presents this information for the European Union as a whole (EU26). Crisis-specific policies record a very low level of gender mainstreaming: almost 80% had not been gender mainstreamed. Not surprisingly, only 16.3% are expected to have a positive gender impact assessment. Gender-specific policies present, as expected, a high level of gender mainstreaming, with almost 86% having being adequately or partly adequately gender mainstreamed. The vast majority of these policies are expected to have a positive impact, i.e. they should reduce gender inequalities in the labour market, though some measures are either ineffective (1.9%) or are expected to have a negative impact (9.4%).

**Table 4.2 - Gender mainstreaming (GM) and gender impact assessment (GIA) of employment policies, crisis-specific measures and gender-specific measures in EU26**

	GM*			GIA				Policies considered (by National experts)
	Adequate	Partly adequate	None	Positive	Neutral	Negative	na /doubts	
<b>Total policies</b>								
n.	110	86	305	162	121	48	174	505
%	21.8	17.0	60.4	32.1	24.0	9.5	34.5	100
<b>Crisis specific</b>								
n.	14	22	144	28	59	20	73	180
%	7.8	12.2	80	16.3	33.2	10.9	40.2	100
<b>Gender specific</b>								
n.	60	33	15	82	2	13	13	110
%	54.5	30.0	13.6	74.5	1.8	11.8	11.8	100

\* Information on gender mainstreaming not available for 2 new policy initiatives (in Italy), being announcements too little information was provided.

Source: National Expert NRP Reports 2009(Grids 1 and Grids 3).

#### 4.2.2 Employment policies, gender and the four priority policy areas in Member States

This section presents a quantitative overview of all employment policies considered by EGGE national experts, either in Part A or in Part B, in Member States. There are 505 policy initiatives considered overall (EU26) by national experts in their reports, with an average of 19.4 per country; 105 are new announcements (with an average of 4 per country), while for only 16 policies considered by national experts some evaluation has been made available (with an average of 0.6 per country). The distribution by country of policy announcements is extremely heterogeneous. Therefore, it is preferable to compare countries, in terms of quantity of policy initiatives, considering the 400 policies which have been already enacted (i.e.



enacted, or already implemented, or also evaluated), with an average of 15.5 per country. It is possible to identify three broad groups:

- ♦ *a few new developments* in eight countries: CY (8), DE (10), DK (5), FR (7), LU (9), MT (11), NL (11), SK (7)
- ♦ *moderate number developments* in eleven countries: CZ (17), EL (16), ES (16), IE (15), IT (14), LT (13), PT (12), RO (15), SE (14), SI (15), UK (17)
- ♦ *several new developments* in seven countries: AT (24), BG (19), BE (32), EE (20), FI (21), HU (21), PL (21)

Overall there were 105 announcements of new policy initiatives. A relatively high number of new announcements is found, among countries characterised by a few new developments, in Cyprus (11 out of 19) and in Denmark (5 out of 10); among the countries characterised by a moderate number of developments, in the Czech Republic (7 out of 24), in Greece (5 out of 21), in Lithuania (10 out of 23), in Romania (10 out of 25) and in the UK (12 out of 21); among the countries characterised by several new developments, in Poland (8 out of 29).

The number of policy initiatives considered for each country does not reflect, necessarily, the high/low degree of attention/innovation in employment policy. In fact, in some cases it might reflect the way in which “policy initiatives” are identified and structured (at the national level, in official documents; and/or by national experts, in their analysis). Moreover, the number of policy measures says nothing about their relevance for the labour market. Hence, the possible cases are rather diversified: on the one hand, a small number of marginal policy initiatives or a small number of important policy initiatives; on the other hand, a large number of rather marginal policy initiatives or a large number of policy initiatives, mostly important.

About 40% of all employment policies considered by national experts fall under Priority Area 1 (*Attract and retain more people in employment*). This is the policy area receiving the greatest attention in a large number of countries (AT, BE, CZ, EL, ES, HU, IT, NL, PL, SE, UK). Priority Area 3 (*Increase investment in human capital through better education and skills*) follows with a 21.6% share, and Priority Area 2 (*Improve the adaptability of workers and enterprises*), with a 15.8% share. Priority Area 2 records some attention in terms of number of policy initiatives in eight countries (AT, BE, BG, CY, LT, NL, PT, RO) while Priority Area 3 in 12 countries (AT, CY, CZ, DE, EE, ES, HU, LT, PL, RO, SI, UK). Almost all countries record a small number of policy initiatives in Priority Area 4 (*The general labour market situation and flexicurity*), with the exception of four countries (BG, CZ, IT and PL).

Out of the 505 policy measures considered by national experts only 16 (3,2%) have been evaluated. The very low share of policy measures with an evaluation is due to the fact that most of the policies considered are relatively recent. But it also signals the fact that the evaluation of policies is not well developed in a large number of countries. As a matter of fact, only five countries (ES, HU, IT, NL, and UK) have included at least one policy for which an evaluation is available.

As already pointed out, the economic downturn has called for short-term policy measures in order to reduce the repercussions of the economic crisis on the labour market. The EGGE national experts have identified and assessed 180 crisis specific policy measures, with an average of 6,9 initiatives per country. In terms of the quantity of crisis-specific (CS) policy measures it is possible to identify the following three broad groups:

- ♦ *a few CS measures* in eight countries: CY (3), CZ (5), DE (5), FI (5), FR (3), IT (5), MT (2), PT (5), SK (5)

- ♦ *a moderate number of CS measures* in ten countries: BG (7), DK (6), EE (7), ES (7), LT (8), LU (6), NL (6), PL (6), RO (7), SI (5)
- ♦ *a large number of CS measures* in eight countries: AT (11), BE (11), EL (10), HU (10), IE (14), SE (12), UK (9)

Gender equality in the labour market has been tackled directly through policy initiatives specifically planned for this purpose. The EGGE national experts have identified and assessed 110 gender-specific policy measures, with an average of 4.2 initiatives per country. In terms of quantity of gender-specific (GS) policy measures it is possible to identify the following three broad groups:

- ♦ *a few GS measures* in five countries: EE (1), LU (1), FR (1), RO (2), SI (2)
- ♦ *a moderate number of GS measures* in thirteen countries: AT (4), BE (3), BG (5), DE (4), DK (3), EL (4), ES (3), FI (5), LT (3), MT (5), NL (3), PT (4), SK (3)
- ♦ *a large number of GS measures* in eight countries: CY (7), CZ (6), HU (8), IT (6), PL (6), IE (6), SE (6), UK (9)

#### 4.2.3 Overall assessment of policy initiatives in Member States from a gender perspective

The overall assessment of the policy initiatives in terms of gender mainstreaming is rather unsatisfactory: the 60.4% of policies considered lack any gender mainstreaming, followed by 21.8% adequate and 17% partly adequate. It is worth it to point out a moderate increase with respect to the 2008 NRP pre-assessment (see Villa and Smith 2009, table 4.1, p. 57) in the share of policy initiatives with an “adequate” gender mainstreaming (14.6% and 21.8%, respectively). The assessment provided by national expert (see Table 4.4) can be summarised as follows:

- *GM is low* (i.e. > 60% of policies have no GM): AT, BE, BG, CZ, DE, DK, EE, EL, FR, IE, PT and SE
- *GM is moderate* (i.e. 59-40% of policies have no GM): CY, FI, HU, IT, MT, NL, PL, RO and SI
- *GM is high* (i.e. < 40% of policies have no GM): ES, LT, LU, SK and UK

The overall assessment of the 505 employment policies in terms of gender impact assessment is also relatively unsatisfactory: only 32% of all policies considered record a positive impact. About one quarter (24%) of policies have a “neutral” impact, that is they leave unchanged existing gender inequalities, while another 9.5% of policies have a negative impact - that is they tend to reinforce existing inequalities. It should also be recalled that for a large number of policies (34% of the total) national experts were unable to provide a gender impact assessment of the policy initiative (either because of lack of information or because of mixed effects). The assessment provided by national expert (see Table 4.4) can be summarised as follows:

- GIA is mainly positive*: LT, PT, UK
- GIA is mainly positive or neutral*: BE, DE, FI, HU, MT, NL, PL, SE, SI
- GIA is mainly neutral*: BG, LU
- GIA is mainly neutral or negative*: IT
- GIA is mainly negative*: FR
- GIA is quite evenly distributed across the possible cases*: CZ, ES, IE, SK

g) *GIA is mostly undetermined*: AT, CY, DK, EE, EL, RO

The information provided by our national experts on national employment policies in terms of gender mainstreaming (summarised above in the three broad groups: *low, moderate, high*) and in terms of gender impact assessment (summarised above in the seven broad groups: a, b, c, d, e, f, g) are valuable, though they depend on subjective evaluations. One should keep in mind that this assessment exercise depends, among other things, on the current situation in each Member State, on progress or drawbacks recorded over time in terms of gender mainstreaming, as well as on expectations about employment policies that could have a positive gender impact assessment. This implies that it is not possible to use this information for a straightforward comparison across countries. Nevertheless, it is interesting to look at the relationship between the overall assessment provided by our national experts in terms gender mainstreaming and in terms of gender impact assessment (here summarised).

**Table 4.3 - Overall assessment of GM and GIA of policies in Member States**

	<i>Gender Mainstreaming</i>	<i>Gender Impact Assessment</i>
LT	High	Positive
UK	High	Positive
ES	High	positive/neutral
LU	High	Neutral
SK	High	evenly distributed
FI	Moderate	positive/ neutral
HU	Moderate	positive/ neutral
MT	Moderate	positive/ neutral
NL	Moderate	positive/neutral
PL	Moderate	positive/neutral
SI	Moderate	Neutral
IT	Moderate	neutral/ negative
CY	Moderate	<i>Undetermined</i>
RO	Moderate	<i>Undetermined</i>
PT	Low	Positive
BE	Low	positive/neutral
DE	Low	positive/neutral
SE	Low	positive/neutral
BG	Low	Neutral
CZ	Low	evenly distributed
IE	Low	evenly distributed
FR	Low	Negative
AT	Low	<i>Undetermined</i>
DK	Low	<i>Undetermined</i>
EE	Low	<i>Undetermined</i>
EL	Low	<i>Undetermined</i>

It is interesting to see that there is some positive association between the degree of gender mainstreaming (high, moderate, low) and the share of policies with positive or positive/neutral gender impact assessment.

**Table 4.4 - Employment policy initiatives by area of action in Member States (EU26)**

				STATUS of the policy initiative				GM of the policy initiative			GIA				REMARKS
Area of action	Policy initiatives (n.)	Crisis-Specific policies (CS)	Gender Specific policies (GS)	1	2	3	4	Adequate	Partly adequate	None	Negative	Neutral	Positive	na/ doubts	
<p><i>Average n. of policy initiatives per country</i>  Total = 19.4  Sub-total* = 14.7  CS = 7.1  GS = 4.2  * excluding announcements</p>															
<b>1. AT</b>															<p>A very large number of policy measures enacted /implemented (24, plus 2 announced), mainly falling under priority area 1, followed by priority area 2.  CS policies: many (11), mainly falling under priority areas 1 and 2  GS policies: some (4), all under priority area 1  GM: low (65% nil)  GIA: not possible for 50% of policies; otherwise neutral (27%) or positive (19%)</p>
1	15	5	4	2	7	6	-	5	4	6	1	3	5	6	
2	5	4	-	-	1	4	-	-	-	5	-	3	-	2	
3	5	1	-	-	1	4	-	-	-	5	-	1	-	4	
4	1	1	-	-	1	-	-	-	-	1	-	-	-	1	
5	-	-	-	-	-	-	-	-	-	-	-	-	-	-	
<b>Tot.</b>	<b>26</b>	<b>11</b>	<b>4</b>	<b>2</b>	<b>10</b>	<b>14</b>	<b>-</b>	<b>5</b>	<b>4</b>	<b>17</b>	<b>1</b>	<b>7</b>	<b>5</b>	<b>13</b>	
%	100	42	15	8	38	54	-	19	15	65	4	27	19	50	
<b>2. BE</b>															<p>A very large number of policy measures enacted /implemented (32), mainly falling under priority area 1, followed by priority area 2.  CS policies: many (11), with a high concentration under priority area 1  GS policies: some (3), all on transversal issues  GM: very low (88% none)  GIA: mainly positive (47%) or neutral (38%)</p>
1	14	6	-	-	-	14	-	-	-	14	1	6	6	1	
2	5	2	-	-	1	4	-	-	-	5	-	2	2	1	
3	2	-	-	-	-	2	-	-	-	2	-	1	1	-	
4	2	1	-	-	-	2	-	-	-	2	-	2	-	-	
5	9	2	3	-	-	9	-	4	-	5	2	1	6	-	
<b>Tot.</b>	<b>32</b>	<b>11</b>	<b>3</b>	<b>-</b>	<b>1</b>	<b>31</b>	<b>-</b>	<b>4</b>	<b>-</b>	<b>28</b>	<b>3</b>	<b>12</b>	<b>15</b>	<b>2</b>	
%	100	34	9	-	3	97	-	13	-	88	9	38	47	6	
<b>3. BG</b>															<p>An average number of policy measures implemented (19), plus 3 new policies announced.  Policy measures are distributed across all priority areas.  CS policies: some (7), distributed across all priority areas  GS policies: some (5)  GM: very low (82% none)  GIA: mainly positive (77%) or neutral (23%)</p>
1	5	1	1	-	-	5	-	1	-	4	-	3	2	-	
2	7	2	2	-	-	7	-	1	-	6	-	6	1	-	
3	4	1	-	-	-	4	-	-	-	4	-	4	-	-	
4	6	3	2	3	-	3	-	2	-	4	-	4	2	-	
5	-	-	-	-	-	-	-	-	-	-	-	-	-	-	
<b>Tot.</b>	<b>22</b>	<b>7</b>	<b>5</b>	<b>3</b>	<b>-</b>	<b>19</b>	<b>-</b>	<b>4</b>	<b>-</b>	<b>18</b>	<b>-</b>	<b>17</b>	<b>5</b>	<b>-</b>	
%	100	32	23	14	-	86	-	18	-	82	-	77	23	-	



<b>8. EE</b>															A very large number of policy measures enacted /implemented (20), plus four new policies announced. Policy measures are distributed across all priority areas, with some concentration under policy areas 3 and 1. CS policies: some (7) mostly under priority areas 1 and 2 GS policies: few (1) under priority area 1 GM: very low (96% nil) GIA: not possible for 58%, rest mainly neutral (25%) and positive (13%)	
1	8	3	1	-	1	7	-	-	-	8	1	4	-	3		
2	4	3	-	-	-	4	-	-	-	4	-	-	1	3		
3	9	-	-	4	-	5	-	-	-	9	-	2	2	5		
4	2	-	-	-	1	1	-	-	1	1	-	-	-	2		
5	1	1	-	-	-	1	-	-	-	1	-	-	-	1		
<b>Tot.</b>	<b>24</b>	<b>7</b>	<b>1</b>	<b>4</b>	<b>2</b>	<b>18</b>	-	-	<b>1</b>	<b>23</b>	<b>1</b>	<b>6</b>	<b>3</b>	<b>14</b>		
%	100	29	4	17	8	75	-	-	4	96	4	25	13	58		
<b>9. EL</b>																An average number of policy measures enacted /implemented (14), plus 5 new policies announced. Policy measures are concentrated under priority area 1. CS policies: many (9) mostly under priority area 1 GS policies: some (4)all under priority area 1 GM: very low (79% nil) GIA: not possible for 63%, of the rest mostly positive (26%) and rest negative (11%)
1	12	4	4	4	6	2	-	1	3	8	1	-	5	6		
2	1	1	-	1	-	-	-	-	-	1	-	-	-	1		
3	2	1	-	-	1	1	-	-	-	2	1	-	-	1		
4	1	-	-	-	-	1	-	-	-	1	-	-	-	1		
5	3	5	-	-	2	3	-	-	-	5	-	-	-	5		
<b>Tot.</b>	<b>21</b>	<b>10</b>	<b>4</b>	<b>5</b>	<b>9</b>	<b>7</b>	-	<b>1</b>	<b>3</b>	<b>17</b>	<b>2</b>	-	<b>5</b>	<b>17</b>		
%	100	48	19	24	43	33	-	5	14	81	10	-	24	67		
<b>10. ES</b>																An average number of policy measures enacted /implemented (16), plus 3 new announcements. Majority of the policies are concentrated in priority area 1 (8) and 3 (5). CS policies: some (7) more or less evenly distributed among the priority areas GS policies: some (3) majority under priority area 1 GM: high (72%) GIA: mostly positive (44%), negative and neutral (33%); 22% not assessed.
1	8	2	2	-	3	5	-	5	1	2	2	1	5	-		
2	2	1	-	-	-	2	-	1	-	1	-	1	1	-		
3	5	2	-	1	3	1	-	3	1	1	1	-	-	4		
4	1	1	-	-	-	1	-	1	-	-	-	-	1	-		
5	2	1	1	-	-	1	1	1	-	1	1	-	1	-		
<b>Tot.</b>	<b>18</b>	<b>7</b>	<b>3</b>	<b>1</b>	<b>6</b>	<b>10</b>	<b>1</b>	<b>11</b>	<b>2</b>	<b>5</b>	<b>4</b>	<b>2</b>	<b>8</b>	<b>4</b>		
%	100	39	17	6	33	56	6	61	11	28	22	11	44	22		
<b>11. FI</b>																A large number of policies implemented/enacted (21). Highest concentration in priority area 1 (6) and under responses to crisis (6). The rest are evenly distributed in the other 3 priority areas. CS policies: some (5) majority under priority area 1 GS policies: some (5) majority under priority area 1 GM: moderate (48%nil) GIA: mostly positive (33%) and neutral (29%); the rest have not been possible to assess.
1	6	2	2	-	4	2	-	-	4	2	-	-	2	4		
2	3	-	1	-	1	2	-	1	1	1	-	1	1	1		
3	3	1	-	-	1	2	-	-	1	2	-	2	-	1		
4	3	1	-	-	1	2	-	-	-	3	-	1	1	1		
5	6	1	2	-	3	3	-	3	1	2	-	2	3	1		
<b>Tot.</b>	<b>21</b>	<b>5</b>	<b>5</b>	-	<b>10</b>	<b>11</b>	-	<b>4</b>	<b>7</b>	<b>10</b>	-	<b>6</b>	<b>7</b>	<b>8</b>		
%	100	43	19	-	48	52	-	19	33	48	-	29	33	38		

<b>12. FR</b>															A small number of policy measures enacted /implemented (7), plus one new announcement. Policy measures are concentrated under priority area 1 (4), followed by the other priority areas. CS policies: few (3) evenly distributed in priority areas 1,4 and 5 GS policies: few (1) under priority area 1 GM: low (88% nil) GIA: mostly negative (50%), followed by neutral (25%) and positive (13%); the rest were not possible to be assessed.
1	4	1	1	1	-	3	-	-	-	4	2	2	-	-	
2	1	-	-	-	1	-	-	-	-	1	1	-	-	-	
3	-	-	-	-	-	-	-	-	-	-	-	-	-	-	
4	1	1	-	-	-	1	-	1	-	-	-	-	1	-	
5	2	1	-	-	-	2	-	-	-	2	1	-	-	1	
<b>Tot.</b>	<b>8</b>	<b>3</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>6</b>	-	<b>1</b>	-	<b>7</b>	<b>4</b>	<b>2</b>	<b>1</b>	<b>1</b>	
%	100	38	13	13	13	75	-	13	-	88	50	25	13	13	
<b>13. HU</b>															A large number of policy measure enacted/implemented (21) plus 6 evaluated and 1 new announcement. Mostly concentrated in priority area 1 (11), followed by area 3 (6). CS policies: many (10) mostly under area 5, rest evenly distributed, none under priority area 3 GS policies: many (8) majority under priority areas 4 and 3 GM: moderate (57% nil) GIA: mostly positive (43%); 36% not possible to be assessed
1	11	1	4	1	3	4	3	5	-	6	-	3	5	3	
2	4	3	-	-	1	1	2	-	-	4	1	1	-	2	
3	6	-	3	-	2	3	1	5	-	1	-	1	5	-	
4	3	2	1	-	2	1	-	1	1	1	-	-	2	1	
5	4	4	-	-	-	4	-	-	-	4	-	-	-	4	
<b>Tot.</b>	<b>28</b>	<b>10</b>	<b>8</b>	<b>1</b>	<b>8</b>	<b>13</b>	<b>6</b>	<b>11</b>	<b>1</b>	<b>16</b>	<b>1</b>	<b>5</b>	<b>12</b>	<b>10</b>	
%	100	36	29	4	29	46	21	39	4	57	4	18	43	36	
<b>14. IE</b>															An average number of policy measures enacted /implemented (15), plus three new announcements. The policies are distributed among the priority areas with the highest number under priority area 1 (5). CS policies: many (14) all evenly distributed among the priority areas GS policies: many (3) none under policy area 2 and 4 GM: low (78% nil) GIA: mostly negative and neutral (28% and 22% respectively); 22% are positive.
1	5	3	2	-	3	2	-	2	-	3	-	2	2	1	
2	3	3	-	-	2	1	-	-	-	3	1	1	-	1	
3	4	3	1	2	2	-	-	1	-	3	-	1	1	2	
4	2	2	-	-	1	1	-	-	-	2	1	-	-	1	
5	4	3	3	1	-	3	-	1	-	3	3	-	1	-	
<b>Tot.</b>	<b>18</b>	<b>14</b>	<b>6</b>	<b>3</b>	<b>8</b>	<b>7</b>	-	<b>4</b>	-	<b>14</b>	<b>5</b>	<b>4</b>	<b>4</b>	<b>5</b>	
%	100	78	33	17	44	39	-	22	-	78	28	22	22	28	
<b>15. IT</b>															An average number of policy measures enacted /implemented (14), plus 2 evaluated and 2 new announcements. Majority of policy measures are concentrated in priority area 1 (8). CS policies: few (5) mostly under area 5, none under priority areas 2 and 3 GS policies: many (6) all under priority area 1 GM: moderate (56% nil) GIA: mostly negative and neutral (28% and 22% respectively); 33% were not possible to be assessed.
1	8	1	6	2	2	4	-	1	3	2	1	-	3	4	
2	-	-	-	-	-	-	-	-	-	-	-	-	-	-	
3	1	-	-	-	-	-	1	-	-	1	-	1	-	-	
4	4	1	-	-	1	2	1	-	2	2	2	1	-	1	
5	5	3	-	-	2	3	-	-	-	5	2	2	-	1	
<b>Tot.</b>	<b>18</b>	<b>5</b>	<b>6</b>	<b>2</b>	<b>5</b>	<b>9</b>	<b>2</b>	<b>1</b>	<b>5</b>	<b>10</b>	<b>5</b>	<b>4</b>	<b>3</b>	<b>6</b>	
%	100	28	33	11	28	50	11	6	28	56	28	22	17	33	







%	100	67	33	22	-	78	-	33	6	61	6	22	39	33	
<b>25. SI</b>															An average number of policy measures enacted /implemented (15), plus 2 new policies announced. Policy measures are distributed across all policy areas, with some concentration under priority area 3. CS policies: few (5) distributed under priority areas 1, 2 and 3 GS policies: few (2) under priority area 4 and 5 GM: moderate (59% nil) GIA: mostly neutral and positive (65% and 35% respectively)
1	3	2	-	-	1	2	-	-	1	2	-	1	2	-	
2	2	1	-	-	2	-	-	-	-	2	-	1	1	-	
3	7	2	-	-	7	-	-	4	-	3	-	7	-	-	
4	3	-	1	2	-	1	-	2	-	1	-	-	3	-	
5	2	-	1	-	-	2	-	-	-	2	-	2	-	-	
<b>Tot.</b>	<b>17</b>	<b>5</b>	<b>2</b>	<b>2</b>	<b>10</b>	<b>5</b>	-	<b>6</b>	<b>1</b>	<b>10</b>	-	<b>11</b>	<b>6</b>	-	
%	100	29	12	12	59	29	-	35	6	59	-	65	35	-	
<b>26. SK</b>															Very few policy measures enacted /implemented (7), plus 3 new announcements. Maximum number of policies under priority area 2, followed by areas 1 and 3. CS policies: few (5) under priority areas 1, 2 and 4 GS policies: some (3) under priority areas 1 and 2 GM: high (40% nil) GIA: mostly positive and neutral (30% each); 20% were not possible to assess.
1	3	2	1	1	1	1	-	1	1	1	1	1	-	1	
2	4	1	2	2	-	2	-	1	1	2	1	1	2	-	
3	1	-	-	-	-	1	-	-	-	1	-	-	-	1	
4	2	2	-	-	-	2	-	-	2	-	-	1	1	-	
5	-	-	-	-	-	-	-	-	-	-	-	-	-	-	
<b>Tot.</b>	<b>10</b>	<b>5</b>	<b>3</b>	<b>3</b>	<b>1</b>	<b>6</b>	-	<b>2</b>	<b>4</b>	<b>4</b>	<b>2</b>	<b>3</b>	<b>3</b>	<b>2</b>	
%	100	50	30	30	10	60	-	20	40	40	20	30	30	20	
<b>27. UK</b>															A substantial number of policy measures enacted/ implemented (11), plus a high number of new policies announced (12). As in previous years, evaluation is available for a relatively high number of policies (6). Policy measures are concentrated on priority areas 1 and 3. CS policies: many (9) under priority areas 1 and 3 GS policies: many (9) under priority areas 1, 2 and 5 GM: high (34% nil) GIA: mostly positive (45%); another 45% were not possible to assess.
1	12	4	4	4	-	5	3	4	6	2	1	1	5	5	
2	3	-	3	1	-	-	2	1	2	-	-	-	2	1	
3	11	5	-	5	2	3	1	2	2	7	-	-	4	7	
4	1	-	-	-	-	1	-	-	-	1	1	-	-	-	
5	2	-	2	2	-	-	-	1	1	-	-	-	2	-	
<b>Tot.</b>	<b>29</b>	<b>9</b>	<b>9</b>	<b>12</b>	<b>2</b>	<b>9</b>	<b>6</b>	<b>8</b>	<b>11</b>	<b>10</b>	<b>2</b>	<b>1</b>	<b>13</b>	<b>13</b>	
%	100	31	31	41	7	31	21	28	38	34	7	3	45	45	

Legend: Status of policy initiative: 1 announced; 2 enacted; 3 implemented; 4 evaluated.

na / doubts: policies for which it is not possible to identify the GIA (information not available; mixed effects: positive and negative; etc.).

\* Information on gender mainstreaming not available for 4 new policy initiatives (2 in Italy and 2 in Poland), being announcements too little information was provided.

Source: National Expert NRP Reports 2009(Grids 1 and Grids 3).

## **Chapter 5**

### **POLICY HIGHS AND LOWS**

In this chapter we asked national experts to select policies that were most likely to have positive or negative effects on gender equality. Many of these policies have been discussed in some detail in the chapter on crisis-specific responses (see Chapter 2) and gender-specific policies (see Chapter 3) and here we seek to develop common themes among these policies that have been assessed as “Highs” and “Lows”. Almost all policies recorded as favourable to gender equality qualify as gender-specific policies (see Chapter 3) rather than initiatives introduced as part of the crisis which tend to be assessed as unfavourable (see Chapter 2).

Experts of the EGGE network were asked to provide up to five example policies in each of the two categories with the number of policies identified varying across Member States. It is important not to draw too much inference from the variation in the number of policies identified as highs or lows since experts have selected different kinds of policies. So, for example, some experts may select a framework policy or national action plan as a single measure where as others may have selected a series of individual measures from such frameworks. In a few Member States there is situation of recording the same policy as both positive and negative for gender equality – this is most often the case when a good policy has failed to be adequately implemented or had its budget cut significantly (for example, Belgium, Ireland).

Nevertheless against the background of weak gender mainstreaming of national policies in the context of the crisis (see Chapter 2) we still identify positive examples of policy development as governments propose and implement policies in line with the Lisbon agenda. The employment rate and childcare targets remain important drivers at the Member State level with the development of childcare services, leave arrangements and activation policies prominent among policies assessed as positive. Evidence of other policies likely to have a positive effect on gender equality is less widespread but there are still some policies highlighted that address segregation or the gender pay gap (see Section 5.1).

The lack of gender mainstreaming of crisis-specific responses is a dominant theme among the policy low points with regard to gender equality. A common theme in this report, the lack of a gender dimension to policy responses, demonstrates the low adoption of gender mainstreaming in the machinery of policy development and how many Member States have missed an opportunity to use this tool at a time of crisis (see also Chapter 6). The absence of gender mainstreaming of recession responses impacts upon a range of policies including efforts to activate the unemployed, a focus on male-dominated sectors and public sector cut backs. Elsewhere there is also evidence of non crisis-specific policies likely to have a negative effect on gender equality and reinforcing persistent inequalities on the labour market for example in the domestic division of labour, segregation on the labour market and pay inequalities (see Section 5.1).

In the following pages we discuss these policy “Highs” and “Lows” in more detail and use expert commentary to provide further nationally-specific detail in a series of tables.

## 5.1 Policies favourable to gender equality

National experts from the EGGE network identified some sixty policies likely to have a positive impact on gender equality. These policies address some of major inequalities women face on the labour market but tend to focus on those inequalities around participation with the Lisbon employment rate goals clearly in mind. In discussing these initiatives it is important to keep in mind the distinction between proposals or announcements and policies that have been implemented (see also Chapters 2 and 3) since the final assessment of whether a policy has a positive or negative effect is in the implementation – the ‘devil is in the detail’.

As if to illustrate the positive implementation effect some policy ‘Highs’ identified by experts are legacies of previous years but are still worth mentioning, for example, in Belgium the mainstreaming law that requires gender mainstreaming of all areas of policy. Although our expert’s assessment is that the law has not yet had a major effect, the potential remains significant as and when its full implementation occurs. Similarly the continued implementation of the Statutory Minimum Wage in Ireland and enforcement via the National Employment Rights Agency is an example of an ongoing policy process with potential for significant positive effects from a gender perspective.

One less-often discussed area of gender equality is the potential positive impact upon men. A policy cited by our national expert for Denmark as having a positive impact on gender equality illustrates this point since equality can be enhanced where policies lead to the closing gender gaps where men are at a disadvantage (see also Chapter 6 for other examples). Danish investments to expand practical training places are likely to help boys who have higher drop-out rates from vocational training than women. The scheme – with 1 billion DKK for creating 5,000 more practical training places – was not gender mainstreamed but had it been the opportunity to focus on a particular gender disadvantage facing young men may have been enhanced. Positives for groups of men from gender mainstreaming are perhaps useful to highlight in promoting gender mainstreaming in all policy areas.

Nevertheless, reflecting the greater inequalities women face, the majority of positive examples cited in this section are highlighted because they address some of the disadvantages that women face and may help them close the gap on men. Here we have grouped policy ‘Highs’ into five broad groupings. Firstly, horizontal framework policies or strategies that aim to promote gender equality across a broad range of fields. Secondly, policies aimed at reducing inequalities in employment and particularly raising female employment rates. Thirdly, a group of policies around parental leave and reconciliation which improve the challenges of working and caring for women and men. Fourthly, policies that address disadvantages in pay and the segregation of employment opportunities. Finally, there are some policies that do not fall easily into any of these categories.

### *Horizontal framework policies*

Our national experts highlighted a range of gender-specific frameworks that have been introduced to address gender inequality at the Member State level. In Austria, Finland, Luxembourg and Sweden National Action Plans and Strategies for gender equality are all highlighted as policies likely to promote equality. Similarly in Ireland the Equality for Women Measure has also been previously flagged up as a policy “High” but the recent budget cut for this measure raises questions over the nature and extent of the implementation (see Section 5.2). The work of the Women and Work Commission in the UK, if accepted and implemented, is also noted as having a potentially positive effects. Elsewhere increases in capacities and capabilities around gender equality have been noted, for example with the training of Equality Inspectors in Cyprus. Similarly the proposed quotas for the gender make

up of decision making bodies in France will build capacity for gender sensitive analyses and policy in the future. Many important decisions around labour market policy are now made at the social partner level and the increased visibility of gender-related topics in Social Agreements in Slovenia can also be regarded as enhancing mechanisms for promoting equality.

#### *Promotion of women's employment*

One consistent theme across policies selected for this part of our assessment is the strong role for policies aimed at promoting women's employment levels as defined in the Lisbon process. These policies are aimed at targeting particular groups of women such as mothers of small children (BG), or lone parents (NL) and women from ethnic minorities (NL). Other policies have been identified that help women return to work if they have left the labour market, for example with training opportunities for the inactive and women returners (EE, LT), the extension of free childcare services to unemployed mothers (EL) or employer social contribution reductions for those hiring parents returning from childcare leave (HU, PL) or tax credits for women returners (MT). Activating the potential contribution of female employment is also about recognising the institutions in society that may act as disincentives for women to participate. In a number of Member States there has been an explicit recognition of the dual earning household model, for example with amendments to the unemployment system in Belgium to avoid disincentives for women when male household heads claim benefits. In the Netherlands the fiscal system is being evaluated, which may lead to changes to avoid disincentives in tax structures (see also Bettio and Verashchagina 2009).

#### *Parental leave and reconciliation*

The extension of childcare services also has a high profile in the Lisbon process and is both tied to specific targets and the promotion of female employment rates. A number of Member States have made commitments to enhance the provision of childcare facilities through planned free access or subsidised places (AT, CY, ES) or expanded capacity (HU, LT, PT). Some more innovative examples come from Poland where mandatory school age will be lowered to free up female labour supply and Luxembourg where a system of vouchers for childcare will be introduced. However, the key to these commitments is the extent to which they are adequately funded and fully implemented (see Section 5.3).

As well as childcare provision the availability of flexible working is also important in promoting women's attachment to the labour market, particularly when they have young children given the unequal gender division of labour in the home. Such policy "Highs" identified requires employers to implement working time arrangements that are compatible with workers who have care responsibilities. In Cyprus and Italy funds have been made available for organisations to develop reconciliation practices. The extension of the right to request flexible working in the UK is also a positive example that has been adopted in spite of some employer resistance at a time of recession (see Chapter 2).

Changes to parental leave are also a way to promote women's attachment to the labour market particularly when there are flexible arrangements that permit a combination of work and leave, and the leave is adequately paid. At the most basic level, leave arrangements need to be combined with a right of return for women after maternity leave (recently introduced in Bulgaria). Recent enforcement of the Parental Leave Directive in Hungary also illustrates the importance of protecting employees on leave (CEC 2009i). Previously long leave arrangements have been found to be a trap for women as they have extended detachment from the labour market and, when combined with low provision of childcare, created a break

in labour market activity (Rubery et al. 1999). In a number of countries parental leave arrangements have been shortened to avoid this potential trap (AT, HU). Furthermore promoting parental leave for men can be regarded as a small but important first step in changing the gendered division of labour in the household with men taking on some of the caring roles. Parental leave permits either women or men to take time out of the labour market although it is most often women. Men’s take up is strongly linked to the replacement rates and making sure parental leave is paid is an important step: a number of countries have introduced paid paternity leave (CZ, PL) or extended previous arrangements (BG, ES, FI). Other Member States with proposals to amend a variety of leave arrangements include Germany, Malta, France and Portugal.

### *Segregation and pay inequalities*

There is less evidence of policies that address gender inequalities beyond raising participation levels or maintaining women’s attachment to the labour market. Such policies could address the disadvantages associated with gender segregation or the gender pay gap that are integral to women’s overall position on the labour market. In recent years the European Commission has been active in encouraging Member States to develop policies to address the gender pay gap (Chapter 3). More than thirty years after the first equality legislation the need to innovative approaches to pay inequality are still required. The promotion of pay transparency is one way to bring the pay gap to the fore and we see a number of initiatives in this area: in Germany and Luxembourg the introduction of the LOGIB-D and LOGIB software for pay transparency checks wage structures and inequality within the firms. Similarly in Austria pay transparency measures have been proposed. Another approach is to set targets for reducing the gender pay gap (as in Finland) and encourage social partners to become actively involved (as in Belgium with the collective agreement n° 25ter on Equal Pay). Part of the gender pay gap comes from women’s concentration in low-paid work so changes to the tax system, indirectly helping the low paid, can also be regarded as a positive (LU, MT)

Compared to the gender pay there has been an even lower focus on segregation yet it is segregation that is closely tied up with the undervaluation of women’s work and the persistence of inequalities such as unequal pay. In Sweden and Austria addressing segregation is part of the Gender Equal Labour Market Strategy and NAP respectively. While in Portugal there are attempts to address segregation of the labour market through training actions. Unfortunately Section 5.2 highlights a number of areas where Member States have missed opportunities to address segregation when implementing policies.

Finally, there are a number of policies identified as positives by our experts but not fitting easily into the categories outlined above. These include support for entrepreneurs (EL, SI), protection or enhanced security for non-standard employees (SI, fixed-term in FI and part-timers in SK and MT). Elsewhere experts identify policies or proposals benefiting particular groups including long term unemployed women (ES), Trafficked women (IR), safety for pregnant workers (ES) and workers experiencing imposed short part-time work (FR).

### **Box 5.1 - Example of policies favouring gender equality (“Highs”)**

	<b>Description</b>	<b>Comment</b>
<b>I. AT</b>		
GS	<i>NAP for gender equality.</i> The Plan calls for the development and implementation of concrete measures to promote gender equality in the labour market over the next five years. There will be five different areas of intervention: a) a diversification of	Positive impact if the measures set are substantial (including binding timetables and financial allocation)

	educational paths and occupational choice; b) an increase in female employment; c) a raise of female full-time employment; d) more women in leading positions; e) a reduction of the gender pay gap	
GS	<i>Introduction of instruments for income/pay transparency.</i> Minister of Women's Affairs and the Minister of Labour and Social Affairs announced the introduction of instruments for more income/pay transparency with the next amendment of the Austrian Equal Treatment Act.	This is a good measure with a positive impact, but it is not enough to overcome the persistent gender pay gap.
GS	<i>Free access to one year kindergarten (half-day).</i> Free access comes with the obligation for all children to attend one year of kindergarten before entering compulsory education.	Positive impact, but concrete measures (including binding timetable and financial allocation) in order to offset the pressing shortage of childcare services are needed.
GS	<i>Reform of the childcare benefit.</i> In addition to the three different childcare benefit schemes already available, another scheme will be introduced by January 2010. This fourth scheme is intended to allow parents to claim a higher benefit (80% of the previous income) for a shorter period of time (12/2 month).	This is a very good measure. It is expected to have a positive impact (reducing the length of female career breaks and increasing the participation of fathers).
<b>2. BE</b>		
	<i>Gender mainstreaming law (all policy areas).</i> The « gender mainstreaming law » that was adopted in 2007 aims at guaranteeing the integration of a gender dimension in all federal policies. It stipulates that at the beginning of its term the government should present the strategic objectives towards the promotion and/or realisation of gender equality in all policy domains that it will pursue during its term. The financial credits that are reserved within each federal department for gender equality actions need to be explained in a “gender note” (gender budgeting). (*NB: recorded as both “high” and “low”)	As of today, this law has had no real effect in practice. There is still an overall lack of gender mainstreaming (gender is not mentioned, statistics are not gender disaggregated and policies are never evaluated from a gender point of view). However, this law has the potential to significantly impact on gender equality.
CS	The <i>work bonus</i> was introduced into the fiscal system in October 2004 to replace the earned income tax credit. It reduces the amount of social contributions due by low-earners. At present the work bonus amounts to EUR 175 per month for a full-time worker earning a wage at the level of the guaranteed average monthly minimum (RMMMG). For wages above this level the bonus decreases and it becomes 0 when the wage is EUR 300 above the RMMMG. The recent increase in the bonus increases the purchasing power of the low-income population. It also effectively reduces employment traps as it increases the difference with the unemployment benefit and as such makes work pay.	From the gender point of view, individualisation of the ‘work bonus’ implies that both partners are potentially eligible and, more importantly, that the income of one has no effect on the eligibility of the other. The recent increase in the bonus increases the purchasing power of the low-income population. It also effectively reduces employment traps as it increases the difference with the unemployment benefit and as such makes work pay.
	A system of “ <i>service vouchers</i> ” was introduced in January 2004 as an incentive towards a more active job search. This voucher system aims at fighting undeclared work, financing the social security system, and responding to the demand for reasonably priced household services (like housecleaning, washing and ironing, sewing, errands, preparing meals).	Given the nature of the services, the system has provided many women who were active in the shadow economy with an official labour status (an acknowledged, protected and secure employment contract). In 2008, the number of workers in this system is estimated between 90 000 and 120 000 for a total of 62 million vouchers bought. Almost half of all workers employed in this system were formerly (long-term) unemployed (46%), 39% are low-qualified and 14% do not have the Belgian nationality. The main merit of the service voucher system is that it extends the possibility of externalising time-

		<p>consuming household tasks to less well off families as well because of the affordability of the vouchers. As a result, it alleviates the multiple burdens of women not only in higher income categories but also in low-income households. Currently, 4 communes are running pilot projects to include childcare services in the system.</p>
CS	<p>The <i>increase in the maximum authorised amount of income from work for persons living with an unemployed household head</i>. Before July 1, 2008, an unemployed person was considered a family head if his/her partner did not receive any work-related or replacement income, except for a net salary of € 414.44 per month. This system generated a risk to lose the right to the highest unemployment benefit (in case the unemployed person is a family head) if the partner took up a paid job.</p>	<p>Given that women's unemployment rate is still above men's, more women than men will benefit from the increase in purchasing power brought about by these new policy initiatives. However, the increase in the unemployment benefit is part of a larger system of more active guidance of the unemployed. A major step towards an active management of both the labour market and the unemployment system is the approach that consists of activating job search behaviour by making the receipt of unemployment benefits subject to stricter job-seeking conditions. The traditional passivity of the unemployment system has been traded in for a system of personalised action plans and job-search assistance. Although it is hoped that the new individual guidance system will prove particularly fruitful in increasing the chances of labour market (re)entry for one of the most problematic groups, notably non-EU nationals, and particularly women, it could also become an easy way to evict discouraged unemployed persons from the system and as such from the labour market altogether. Indeed, job-seeking behaviour that is presumed insufficiently active risks being advanced as the decisive argument to decrease the number of beneficiaries of unemployment benefits and as such economise on social expenses. Furthermore, although this policy undoubtedly has its merits (it should reinforce the employability of unemployed people and can help reduce the inflow into long-term unemployment), we are very sceptic regarding its ability to solve the macroeconomic unemployment problem. Indeed, this is a problem that results from deficient labour demand rather than from lacking supply. Therefore, policies should focus on job creation instead of on making work pay.</p> <p>The fact that the household head's unemployment benefit is less affected when his/her partner takes on a job points towards a more individualised conception. This change should decrease the negative impact on women's activity. Indeed, an unemployed person can lose the highest level of benefit if his/her partner has an income above a certain threshold. As a consequence, the partner is sometimes discouraged to accept a job. Therefore, the increase in the income threshold from EUR 414 to EUR 600 is a good thing in terms of promoting gender equality.</p>
	<p>Adoption on 8 July 2008 of <i>collective agreement n° 25ter</i>. This collective employment agreement (CEA) replaces CEA n° 25 adopted on 15 October 1975 on the subject equal pay for women and men. The major update consists in the fact that the new CEA explicitly constrains sectors of activity and employers to adapt their job evaluation systems in order to make them gender neutral. Such an obligation already existed implicitly but is now explicitly put forth as a fundamental principle.</p>	<p>Given the weight of segregation and discrimination in explaining gender pay inequality it is a huge step forward to have sectors and employers formally and explicitly obliged to re-examine existing job evaluation schemes in order to make them gender neutral.</p>



<b>3. BG</b>		
GS	National program “ <i>Support of Maternity</i> ”. It aims at encouraging employment reintegration of mothers with small children and through it – creating more favourable condition for equalization gender labour force participation. The programme provides opportunities for those mothers, who want to return to employment, to have a nanny employed by the labour office from among unemployed people or pensioners.	Positive gender impact. The programme was implemented in 2007. Firstly the target group was unemployed grandmothers or pensioners under general conditions. In fact family support in child care is very popular and traditional for Bulgaria, thus, the program not only stimulate young mother reintegration in employment by “legalizing” the child care but also stimulate their “legal” employment. The program was extended in 2008 by expanding the target group with pensioners under different pension schemes (not only general). The extension follows from the LM need and the success of the programme.
GS	<i>Measures under Employment Promotion Act</i> , encouraging employers to hire jobless people, incl. single mothers/and/or/mothers with children under 3 years old.	Expected positive gender impact since some of the target sub-groups are based on gender criteria.
GS	<i>Changes in the Labour Code concerning equal treatment of men and women</i> . In accordance with Directive 2006/54/EO in the field of employment and professions: 15 days father leave in case of child-birth and a transferability of the paid leave for pregnancy and child-birth from the mother to the father after the child reaches age of 6 months and up to one year.	Positive gender impact. The changes in the LC are in force since 2009. These legal changes should be considered a step further in gender equality regarding reconciliation of family (incl. child care) and employment.
GS	<i>Change in the Labour Code related to the right of women after their maternity</i> . The right of the women after their maternity leave to get back in employment on their previous working place or at such in an equal position and conditions, as well as access to better working conditions in case of such changes during her maternity.	Positive gender impact. The debate about employment conditions after maternity has lasted for many years after the transition. However, they were quite accidentally. Meanwhile, the need of more clear and exact legal frame about employment status of mothers after maternity becomes more and more urgent because in some cases employers used to transform working and employment conditions in a discrimination way. Thus in 2009 the rights of mothers regarding their employment conditions after maternity were legally defined.
<b>4. CY</b>		
GS	<i>Training of Equality Inspectors and investigation of complaints</i> . Training in regard to the provisions of the Law in Equal Treatment in Employment and Vocational Training and investigation of discrimination complaints on the basis of pregnancy, sex and sexual harassment.	This was a much needed development to strengthen inspectors’ effectiveness. The length of period since the passing of the law also reveals the low priority of implementing the equal treatment provisions and the fact that these inspectors were appointed without specific qualifications in this policy area. Very few complaints of discrimination were recorded (MLSI 2008 Annual Report).
	<i>Proposal for public grant to subsidize kindergarten costs to parents</i> . Subsidize part of the cost to parents of kindergarten fees. This is a proposal by the technical committee of the Labour Advisory Board, created to examine the issue of reconciliation of family and professional life. With the exception of a press announcement, no further details are available.	Members of this committee studying the proposal were the social partners. No women’s or gender equality organizations participated apart for the indirect participation of women’s sections of the major labour union. There is a need to re-examine the representativeness of the social partners in promoting women’s interests and their ability to gender mainstream the policies they are involved (Labour Advisory Board, the NRP National Advisory Committee and the NRP Technical Committee for Employment Issues). In the context of the crisis and the governmental announcement of deficit reduction, it is unlikely that this proposal will be initiated and implemented in the near future.
GS	<i>Proposed amendment of the parental leave legislation</i> .	The 2008 NRP expected that the process leading to an amendment of the parental leave legislation would

		run in the period 2009-2013. Although the process is still at an initial stage with social partners discussing the issue at the Labour Advisory Board, there are media reports stating that the discussions include rendering part of parental leave as paid. Since 2003, the use of parental leave was dismal. Among the small number that actually made use of the leave, a tiny proportion were men.
GS	<p><i>Business Subsidy Plan for creating new working positions with Flexible Working Arrangements (FWA).</i> Follow-up to past research studies and the pilot project subsidizing businesses to cover the labour cost for hiring inactive women in positions of FWA.</p> <p>This project proposal will be submitted for ESF co-financing with a total budget of €5 million. The new project will use two subsidizing schemes: 1. For business creation of new FWAs positions; 2. For business creation and implementation of FWAs.</p>	This is a very promising follow-up to the initial exploratory efforts of the first project. One needs to consider the positions of the social partners towards FWAs. The main three trade unions have strong reservations against flexibilisation (PEO); or refuse to take an active role in promoting such forms of employment fearing that such efforts may have a negative impact on the terms and conditions of employment (SEK, DEOK). As the positions of the social partners have not changed, however, one could be sceptical regarding the actual policy impact of the project beyond its completion and the direct participants.
<b>5. CZ</b>		
GS	<i>Paternity leave.</i> One week paid paternity leave for fathers during the first six weeks of the child (parallel with the mother taking care of the child)	It is a positive step towards childcare done by fathers but in the current situation not sufficient.
GS	<i>Parental allowance.</i> 70% of previous salary for mothers and fathers taking care of a child from the 6 <sup>th</sup> week till 6 months of the child.	This policy is promoting equality of mothers and fathers in childcare.
<b>6. DE</b>		
GS	<i>Provision of child care.</i> Amendment of the Law on Child Advancement (Kinder-förderungsgesetz), in force since January 2009. According this law, it is planned to increase the coverage rate up to 35% (children <3 yrs) by 2013 (from 18% in 2007). 1 year old children will have a legal entitlement for subsidized child care in 2013.	To reach these goals strong efforts are still essential: the creation of 70,000 additional places per year until 2013 will be necessary.
GS	<i>Parental allowance.</i> Amendment of parental leave law, in force since January 2009 (grand parents can take parental leave and parents receive allowance etc.).	The changes introduced aim at more flexibility on the one hand and more male family engagement on the other hand.
GS (same policy in LU)	<i>LOGIB-D.</i> Excel based programme which calculates regressions on base of the data of each employee to identify what the factors which contribute to the firms' gender wage gap. There is still no decision how to implement this instrument which measures the wage gap at the firm level.	Whereas the German Ministry for Family, Senior Citizens, Women and Youth wants to keep the instrument voluntary in order to make firms sensitive towards gender wage gaps, the German Minister for Labour and Social Affairs announced that he will fight for a solution like in Switzerland, which means using the Federal regulations on public procurement to strengthen the legal obligations. He wants to create a Federal office responsible for equal pay within the Federal agency for anti-discrimination which could use the LOGIB-instrument, the right for work councils to get all information about wages and pay components and to demand the use of LOGIB. Additionally the minister points to the fact, that the wage gap due to low wages in certain sectors and industries needs to be tackled by a minimum-wage regulation.
<b>7. DK</b>		
CS	<i>Investments to expand practical training places.</i> The government will use 1 billion DKK for creating 5000 more practical training places for vocational education.	There is as usual no gender mainstreaming in this type of initiative. However, as boys drop out of vocational education to a higher degree than girls (especially boys from weak social backgrounds), this initiative an indirect gender bias and a higher focus

		on boys' lack of education. This will help to align the gender gap in education, as boys are lacking behind.
<b>8. EE</b>		
	<i>Training for inactive people.</i> A change was introduced making persons out of the labour market eligible for training schemes provided by the Ministry of Education and Research.	Prior to the change, inactive persons out of labour market had no access to training provided by the Ministry. As the inactivity of women is higher than that of men and women are in general more apt to participate training, this measure should improve access of women to training and thus improve their position in the labour market. This included women of small children with long career breaks.
<b>9. EL</b>		
GS	<i>Investment incentives to women and young entrepreneurs for business start up.</i> State subsidies equal to 50% and bank loans up to 30% of total invested capital.	The scheme for women is a positive action measure meant to close the large gender gap in self-employment rates. There are no available data on the sex composition of those participating in the scheme for young entrepreneurs.
GS and CS	<i>Childcare services free of charge for unemployed mothers.</i> Extension to unemployed mothers with a valid unemployment card of the entitlement of employed mothers to total exemption from nursery fees.	This is a positive measure for gender equality since it allows unemployed mothers to intensify job search and be available for work. This is a crisis-driven measure that should become permanent. A negative side effect is that when the entitlement is granted to mothers, this reinforces the role of women as sole or primary carers.
	<i>New activation scheme for low- educated young unemployed.</i> Special 'activation' scheme for unemployed early school leavers and persons who have finished upper secondary education and not continued their studies aged 16-25 years.	Among these two groups of young people the incidence of non-employment is higher among women than among men. It follows that this measure can contribute to the closing the gender gap in employment rates.
<b>10. ES</b>		
	<i>Free infant education for children aged 3-5.</i> The gratuity was established in 2006 through the new Frame Law of Education, and in 2010 it will be guaranteed for the second time, through a budgetary item of €382 millions (145% increase in 3 years).	It increases the opportunities of women to entry in the labour market.
GS	<i>Extension of coverage for paternity leave.</i> Extension of paternity leave and allowance pregnant or nursing women to change jobs if there is a risk for the foetus.	Improves the social protection of women and the possibility of a better balance between work and personal life for men and especially for women.
	<i>Royal Decree for Recognition of Competences.</i> Regulation that establishes the procedure and requirements for the evaluation and accreditation of skills acquired through work experience or through non-formal training.	It improves job quality of mostly women working in these activities; improves female access to employment and creates employment, mostly for women occupations.
CS	<i>Improvement of protection of the unemployed.</i> Intensification of protection of unemployed with family responsibilities and those that have exhausted the unemployment benefits.	Women will particularly benefit from this measure: the share of women having exhausted their unemployment benefits is higher and will increase, since they are entitled to shorter periods of benefits.
GS	<i>Elaboration of the first Gender Impact Report of the General Budget 2009.</i> In the framework of the implementation of the Frame Law for Effective Equality between Women and Men (FLEWM), it has been adopted the first Gender Impact Report accompanying the General Budget Law 2009, in which an assessment of the gender impact of all ministries is included.	This measure will have a positive effect to introduce the principle of gender equality in public policy through the legal standards, facilitating decision-making knowing the possible effects that policies will produce over men and women. It will contribute to the elimination of inequalities and to achieving the objectives of equality of opportunity and treatment between women and men.
<b>11. FI</b>		
GS	<i>Equal Pay Programme.</i> Its objective is to reduce the gender pay gap from 20% to 15% by 2015. It hosts several projects.	The persistent gender pay gap is one the most urgent gender equality problems in Finland. It is important that the problem is taken seriously and fought against in several different projects. However, it is dubious whether the target of reducing the gender pay gap to

		15 % will be achieved by 2015.
CS	<i>Parental leave reforms.</i> Prolonging of paternity leave by 2 weeks in 2010, partial home care allowance raised by EUR 20 and enlarged to cover also entrepreneurs in 2010. Launching (2009) a working group to plan a total reform of family leave system.	Reforms in family leave system will hopefully promote the fathers' take-up rates of family leaves. The increase participation of fathers in family leaves would strengthen women's labour market position as well as promote fathers' equal position in the family. As regards the increase of partial home care leave from EUR 70 to EUR 90, the compensation will probably still be far to low to encourage parents to shorten their working hours, which, however, would promote their work-life balance.
	<i>Amendment of Change Security Law.</i> As of July 2009, the change in security (i.e. social protection) allows a better coverage also of fixed-term employees and those temporarily laid off.	Women form the vast majority of employees in fixed-term employment relationships. This is why the improvement of the situation of fixed-term employees has a positive impact on especially women.
GS	<i>Action Plan for Gender Equality 2008-2011.</i> Designed to look for concrete measures to realise the Government Programme's gender equality objectives.	It is positive that concrete actions and targets are set regarding the main issues in the promotion of gender equality.
<b>12. FR</b>		
	Proposal of financial penalties for companies that do not have an equality plan (Gresy report's 40 proposal)	-A penalty for failing to respect an obligation regarding resources, namely providing a report on the comparative situation of women's and men's employment (Comparative situation report: Rapport de situation comparée, RSC) or a simplified report for companies with fewer than 300 employees, in the year following the promulgation of the new law on occupational and pay equality. The penalty will be repeated for each year that the RSC or simplified report has not been provided. - A penalty for failing to respect the obligation to specify equality levers in an agreement or a unilateral plan, depending on the size of the company (two levers for an SME, four for companies with between 300 and 1,000 employees and six levers for bigger companies), accompanied by quantitative indicators and targets regarding progress. When an agreement has been signed, bargaining is required every three years. This penalty will apply the year following the drawing up of the RSC. These obligations apply to both companies and sectors.
	Proposal of quotas in economic and social decision-making bodies (Gresy report's 40 proposal p. 11)	For boards of directors and supervisory boards, 40% of the under-represented gender within a period of 6 years, with an intermediate target of 20% within 2 years, for public companies and companies whose financial securities can be negotiated in a regulated market with 1,000 employees.
	Proposal of modifying parental leave (shorter, shared and better paid) (Gresy report's 40 proposal p. 11)	No expert comment available
	Revision of imposed short part-time work (Gresy report's 40 proposal p. 11)	No expert comment available
<b>13. HU</b>		
GS	<i>Reform of the childcare leave system.</i> The Parliament passed the law on shortening the paid child-care leave from the child's 3rd year of age to the second. The aim of this measure is to encourage parents with small child(ren) to return into the labour market earlier than in the past.	As the majority of parents on child care leave are women, this reform is a good initiative to close the gender employment gap, currently disadvantageous for women.
GS	<i>Helping people to reconcile work and family life.</i> Parents of small children are able to take up jobs only if child care facilities are available and	New childcare facilities open the possibility of free choice for mothers to take up jobs or remain inactive concerning their labour market status.

	affordable for them. Until 2013, 6600 new places in crèches will be created and new forms of services will be introduced, like the integrated nursery and kindergarten and family' child-care.	
GS	"Start Plus" programme (credit to employers hiring parents from childcare leave) The 'Start Plus' programme provides credit for social security contributions to employers who hire parents returning from child care leave. The credit is available for two years. A significant share of the costs associated with the programme is financed by the ESF.	This measure is appropriate to fight against the labour market discrimination of mothers with small children. Through the reduction of labour costs, the programme can also effectively promote work experience amongst mothers on child-care leave.
	Retirement age (gradual increase). The Parliament adopted a law amendment on gradually increase of the retirement age up to 65 years, from 2012. For early retirement, malus rule will be introduced.	The reform of the pension system will contribute to higher level of employment, which is very important, especially in the case of women whose employment rate is by 13 percentage points lower than that of men.
<b>14. IE</b>		
	Equality for Women Measure (EWM) makes financial supports available for positive actions for women. It was launched in May 2008 when the first strand focusing on 'access to the labour' market was announced. ). (* NB: recorded as both "high" and "low")	The EWM is the only positive action economic policy measure aimed at women. Expanding EWM will favour gender equality. Unfortunately the emergency supplemental budget of April 2009 brought in a serious loss of funding of EWM. This crucial – and only – positive action measure for women has had its budget halved from €40 million to €21 million. Funding has not been committed for the coming period and the future structure of the Measure is under review.
	Continuing implementation of NERA (National Employment Rights Agency) resulting in increased numbers of cases involving regulation of national minimum wages (NMW) (Ongoing policy relevant to Policy Area 1)	The new regulatory authority (NERA) has the role of ensuring compliance with employment law (including the regulation of low pay). As the majority of those on low pay are women, adequate resourcing of this new Authority has the potential to improve the position of disadvantaged women on the labour market (IE report, p. 21).
	Establishment of Anti-Trafficking Unit established in the D/JELR (Department of Justice, Equality and Law Reform), in 2008 focused particularly on the situation of migrant women trafficked into the sex industry. It is too early to assess the effectiveness of this measure.	Violence against women is a significant problem in Ireland and is a crime where that affects women across all sections of society. The National Women's Strategy recommended the strengthening of the role of the D/JELR's role in co-ordination of the delivery of services to support victims. As a result, Cosc, the National Office for the Prevention of Domestic, Sexual and Gender-based Violence, was established in June 2007. Since then Cosc has undertaken a consultation process to inform a new Strategy to address violence against women and domestic violence. In a further development to address the issue of gender-based violence and sexual abuse, an Anti-Human Trafficking Unit was established in the D/JELR in February 2008 and an awareness campaign was launched in 2009 (IE report, p. 21).
<b>15. IT</b>		
GS	<i>Changes in the rules providing funds to organizations introducing positive actions (reconciliation)</i> The rules originally defined (art. 9, L. 52/2000) have been partly modifies (L. 69/2009, art. 38): - to widen the range of positive actions favouring reconciliation (including initiatives for self-employed women); - to increase the type of organisations that can apply for these funds.	Data on the projects financed by this provision reveal that: (i) the total number of successful applications is on the increase; (ii) the length of the period required to know if a project will be financed has been halved (from 2 yrs to 1); the total amount of resources spent is on the increase, though still much below the annual budget (around 30%). In short, something has been done, but more has to be done. The changes introduced (by L. 69/2009) to previous law (art. 9, L.53/2000) should help to improve the implementation of this important policy tool.

<b>16. LT</b>		
GS	<i>Assurance of accessible and affordable childcare facilities.</i> To create a model of improvement of living and educational conditions for children starting from birth and finishing with the commencement of compulsory education and to draft the Law on amendment or supplement to the Law on Child Benefits which would set out a new child care benefit and ensure implementation of payment of this benefit.	Accessible and affordable childcare facilities positively influence possibilities to participate in the labour market.
GS	<i>Plan for creating conditions for better reconciliation of work and family life.</i> To draft and implement projects for reconciliation family and work responsibilities, to draft the Law of the Republic of Lithuania on amendment or supplement to the Law on Support of Employment to support parents of large families to enable them to create a job for themselves and ensure implementation thereof when adopted.	This policy is appropriate to seek better reconciliation of family and working roles.
GS	<i>Integration of the gender equality aspect in employment policies.</i> To organise training for women coming back to the labour market after a long break and elderly women to encourage them to work and learn. To organise seminars intended for changing stereotypes related to roles of women and men in economic activities. To draft and implement the Programme for Introduction of Unskilled Youth to the World of Professions.	This measure is appropriate integrating women into labour market after long break or changing stereotypes related to gender roles in economic activities.
<b>17. LU</b>		
	<u>Horizontal issue.</u> <i>Evaluation of the NAP for Equality of Women and men</i> (obligation of an external report). The report is based on a full evaluation of all the measures concerning gender equality. It contains an extensive analysis of the measures, with the use of target and result indicators. This evaluation process will be renewed for 2013.	The obligation of an external evaluation of the NAP 2006-2009 for Equality of Women and Men is showing the seriousness of the gender mainstreaming approach in Luxembourg. Moreover the report clearly indicates how to improve the procedures, institutions and rules organizing the gender mainstreaming in the public administrations in Luxembourg.
CS	<i>Adaptation of the Social Minimum Wage (SMW) and Minimum Guaranteed Income (RMI).</i>	Particularly relevant for women since a larger proportion of women are paid at the level of the Social Minimum Wage (SSM) than men. Following a study of Pamucku (2004) in 2003 30.3% of women were paid at the SSM compared to 14.2 % for men. The Minimum Guaranteed Income (RMG) is also more important for women, 54%. This is in particular the case for lone parent families that represent 17.8% of the beneficiaries of the RMG from which 94% are women.
CS	<i>Adaptation of the fiscal system:</i> indexation of the income tax scale, introduction of negative income tax in place of fiscal deductions and increased deductions in the case of mortgage loans.	These measures are mainly positive for the lowest income bracket. In that sense they may be useful for attracting more women in the labour market by making work pay. Nevertheless the effect is unclear and difficult to assess.
	<i>Service vouchers for childcare.</i> Service vouchers have been introduced on 1 March 2009, allowing a number of childcare hours per week that are free (3hours/week) or at reduced cost, 21 hours/week at 3€ max and up to 60 at 7.5€/hour	This is clearly a positive measure for gender equality. This measure completes the policy of increasing the childcare facilities in Luxembourg. It applies not only to young children but also to older children, at school. The extension to out-of-school activities like music schools or sport activities is also positive. The number of hours free or at reduced price is sufficiently high to have a significant impact. The introduction of Service vouchers for childcare is certainly positive measure that may be effective to

		support women employment and to attract more women in the labour market, since it significantly lower the cost associated with the presence of children in the household. Household services (like housecleaning, washing and ironing, sewing, errands, preparing meals). Given the nature of the services, the system has provided many women who were active in the shadow economy with an official labour status (an acknowledged, protected and secure employment contract).
GS	<i>Use of the instrument LOGIB to check the wage structure and inequality within the firms.</i> The new government has decided to generalize the use of LOGIB, an instrument for auto-controlling the wage equality within the firms. This instrument is used by the Swiss Federal Office of Equality between women and men	LOGIB has been developed on request of the Swiss Federal Office of Equality between women and men (BFEG). It is based on the method used to check the respect of the wage equality between women and men in the public contracts of the Helvetic Confederation. Basically this method uses an econometric approach, similar to the Oaxaca-Blinder approach for decomposing the wage gap. LOGIB allows employers to check the wage inequality in the firm. It is considered as a first step before using specific tools aiming at analyzing job classification (like ABAKABA or VIWIV).
<b>18. LV</b>	Expert Assessment not available	
<b>19. MT</b>		
GS	<i>Raise income tax bands.</i> The ceiling of tax on income was raised for all in gainful employment	This measure is an incentive to discourage undeclared work and to promote entry into the formal labour market. It is also a measure to combat social exclusion and poverty among people in the lower income bracket.
	<i>Increase in retirement age.</i> Before the pension reform women were obliged to retire at 60 and men at 61. Through the pension reform the retirement age was raised to 65 irrespective of sex	This measure redresses a discriminatory practice in retirement age based on sex and is another step towards gender equality in employment and pension rights
GS	<i>Tax credits for women returners.</i> Women returning to employment after an absence of 5 years are entitled to tax credits over a period of 2 years	This measure aims to attract economically inactive women (re) enter the labour market. However, the rate of women's market participation is increasing very slowly due to a childcare deficit that persists due to Malta's strong male breadwinner model regime.
GS	<i>Part-time threshold.</i> The part-time threshold for benefit entitlement dropped from 20 hours to 8 hours a week	This measure is certainly beneficial to part-timers largely women who were often exploited by unscrupulous employers who would employ them for just under the 20-hour threshold.
GS	<i>Maternity leave on full pay increased.</i> Maternity leave on full pay increased from 13 to 14 weeks	The measure is partly beneficial: (1) the duration is short for lactating mothers; (2) most women still need to rely on informal childcare.
<b>20. NL</b>		
	<i>Parental leave.</i> Extension of period of parental leave from 13 to 26 weeks and introduction of fiscal benefit.	The extension may facilitate reconciliation of work and private life, however, it may reinforce gender inequality if the take-up rate differs between men and women
GS	<i>Lone parents.</i> Measures to improve the position of lone parents.	The measures stimulate the participation of lone parents. As the percentage of women among lone parents is high, the measures may be assessed positively.
GS	<i>Women from ethnic minorities.</i> Measures to improve the position of women from ethnic minorities.	As the labour market position of women from ethnic minorities is below average, every policy measure which increases the participation rate should be rated positively.
	<i>Financial incentives.</i> Evaluation of fiscal measures to increase the participation rate.	The current tax system still has elements that discourage female participation. An evaluation of fiscal measures may contribute to a further individualisation of the tax system. This evaluation is, however, not yet available.

<b>21. PL</b>		
GS	<i>Optional paternity leave.</i> 1 week in 2010; 2 weeks from 2012.	GM partly adequate as optional leave may still be difficult to avail of and so requiring incentives for employees/ employers. But a very good recognition of parental rights/ responsibilities of fathers – a step in the right direction and potentially positive GIA if fathers start to use paternity leave
GS	<i>Care facilities for small children (0-3 yrs).</i> Regulating forms of care facilities for younger children.	Regulations increasing / clarifying options for youngest children important for women returning to the labour market after child-birth – need to attach financial resources to increase positive outcome on gender
	<i>Lower pre-school age.</i> Mandatory pre-school age lowered from 6 to 5 yrs over the period 2009-2011.	GIA likely to be positive, enabling mothers looking after children at home to return to work a years sooner, or to free up resources for care payments for younger children
GS	<i>Exemption from contributions for workers after maternity/ parental leave.</i> 26 months exemption.	GM applied to improve return of parents (mainly women) to employment
	<i>ALMP individual plans.</i> For long-term unemployed (> 6 months)	No evidence of GM, but potentially beneficial to unemployed women who outnumber unemployed men (also long term unemployed)
<b>22. PT</b>		
GS	<i>Public investment in the provision of care services (children, elderly, and other dependents).</i> Reinforcing and upgrading the proximity services network for children, elderly and other dependent persons in terms of provision, quality, accessibility and equity in territorial distribution.	It should be complemented with policies to challenge the sexual segregation patterns of the labour market. Otherwise, the growth of employment in this sector, characterized in general, by the low wage, will reinforce simultaneously the sexual segregation of labour market and the gender pay gap.
GS	<i>Reform of maternity, paternity and parental leave policy.</i> There has been a completely changing in the maternity, paternity and parental leaves policy, tending to the universalisation and enhancement of paternity and maternity rights. (* NB: recorded as both “high” and “low”)	With the observation on the ambiguous effect of the option for speaking only of parental leaves, condemning to the invisibility the paternity leaves policy initiated during this decade.
GS	<i>Desegregation of the labour market through training actions.</i> A set of measures to diversify occupational choices. (* NB: recorded as both “high” and “low”)	However, it could be said that gender equality mainstreaming has been until now in a kind of initial phase, and is finally arriving to the field, to the territory (but, not yet to the secretaries of civil servants, that is, to the design and implementation of public policies).
<b>23. RO</b>		
GS	<i>Promoting family life and career development balance</i> (also through financial support). Starting in 2006 authorities introduced special programmes to support families with small children (GO n. 148/2005). In 2008, 181,865 households benefited from child raise allowance (total value 670.15 million Lei).	This measure had a visible impact in supporting families in raising children, but with some undesirable effects on women with low wages. This measure will help working mothers, in particular because it includes provisions promoting personalised system of social assistance for working mothers with babies (0-2 yrs).
<b>24. SE</b>		
GS	<i>A Gender Equal Labour Market.</i> A strategy for gender equality in the labour market and the economy was presented by the Government in June 2009.	The goals concerning gender equality in the labour market and the economy are: 1) combat the gender segregation in the labour market and the economy; 2) promote gender equal conditions for entrepreneurship; 3) gender equal participation in working life; 4) gender equal working conditions. The goals presented in this communication are not new; they have been present in Swedish gender equality since a long time. The fact that they are presented again in this recent document, support the idea that there is no risk of crowding out medium- to long-term priorities by short-term responses to the



		crisis.
<b>25. SI</b>		
	<i>Social entrepreneurship.</i> Assistance to about 10 pilot projects in the field of social entrepreneurship.	This measure could have several positive effects: supporting female entrepreneurship as it could be expected that many applicants will be female entrepreneurs; decreasing burden of unpaid care work on women.
CS	<i>Public works schemes to promote public services.</i> Public work schemes will be expanded in order to promote certain public services and include the unemployed with the lowest employment opportunities.	This measure could also have several positive effects: on employing long-term unemployed women; employing men in traditionally female activities and in decreasing burden of unpaid care work on women.
	<i>Reforms of labour legislation concerning different forms of employment.</i> Different forms of employment are ensured equal treatment in terms of social contributions and acquired social rights.	As more women are in flexible forms of employment this measure could improve their position.
GS	<i>Social agreements for 2007-2009.</i> There is visibility of gender related topics (especially reconciliation between work and family life) in the document signed by social partners.	Putting gender related issues at the agenda of social partners is a good step towards finding ways to resolve them.
GS	<i>Training and other activities coordinated by the Office for Equal Opportunities (OEP).</i> Preparation and distribution of the handbook on gender mainstreaming “Way to gender equality: Effective gender mainstreaming”; analysing measures undertaken by employers to prevent sexual and other violence at the workplace.	Activities of OEO are certainly helping in making gender related issues visible, in supporting gender mainstreaming of policies, finally in rising gender equality consciousness.
<b>26. SK</b>		
CS	<i>Implementation of time banking (or flexi account):</i> a new form of work organization makes possible (during the period March 1st,2009 – December 31st, 2012) temporarily reorganize the working time according to the needs of employer. Time banking was implemented also in the labour code as a legal form of work organization.	The idea was that in the case of serious obstacles on the side of employer caused by the economic crisis, staff workers can work less, shorter time and thus will receive only the basic salary. After removing the obstacles, the staff workers are obliged to work more to compensate for all the missed working hours. One worker can miss a maximum of 300 working hours in a year. All changes in work organization have to be approved by the trade unions (SK national report, p. 11).
	<i>Higher protection of part-time workers.</i> Part-timers are acknowledged the same rights as full-timers.	Even though part-time work is used very rarely, this policy will have a positive gender impact (as women are employed at a larger extent in part-time work).
<b>27. UK</b>		
	<i>Single Equalities Bill.</i> Introduces various instruments to tackle a range of inequalities. The main measures pertaining to gender equality are: new requirements for annual gender pay audits in the public sector which will be extended to the private sector in 2013 unless sufficient progress is made on a voluntary basis; it becomes illegal for companies to impose secrecy clauses which forbid employees disclosing their salary details to colleagues; extended scope for positive action measures.	Positive but insufficient. On the specific issue of equal pay reviews the EHRC had issued a statement in Spring 2009 that equal pay reviews should not be mandatory in the current ‘fragile’ economic climate on the grounds that such pay audits often result in significant costs for employers which they might not be able to absorb at the current time. This stand has drawn sharp criticism.
	<i>WWC recommendations.</i> The 2009 Women and Work Commission’s progress report is the second evaluation report on the implementation of the government’s 2006 action plan. The evaluation focussed on education and training measures to tackle gender stereotyping and segregation; reconciliation policy; and the ‘gender duty’ and related action in the public sector to promote gender equality	If the government accepts the WWC recommendations this will advance GM in a range of policy areas.
	<i>Reconciliation.</i> The ‘Right to Request’ reduced or	There has been an impressive expansion of measures

	flexible hours has been extended to include parents with older children (now covers children up to 16 years old). Childcare services continue to be expanded. Consultation announced on proposal to allow women to transfer part of their maternity leave to the father ('Additional Paternity Leave'). Government plans to extend Statutory Maternity Pay from 9 months to a 12 month period have been postponed and possibly shelved.	but shortfalls in the affordability and quality of childcare remain; and there is the risk that progress will stall or reverse as the budget deficit incurred in the recession kicks in over the next 2-3 years.
	<i>Adaptability.</i> The government's 2006 Women and Work Commission Action Plan introduced various measures to increase the opportunities for quality part-time work.	WWC notes progress made but recommends further action – see text.
	<i>Policies for older persons.</i> State pension reform is being implemented and the proportion of women who qualify for a full pension is rising. An equal and higher state pension age is being phased in (68 years for both sexes by 2044).	The pension reform followed a review which was an example of GM good practice as discussed in previous reports when it was first announced.

Note: "CS" = crisis-specific measure (see Chapter 2), "GS" = gender-specific measure (see Chapter 3)

Source: National Expert NRP Reports 2009 (Part A)

## 5.2 Policies unfavourable to gender equality

As with policy highs, experts were asked to identify up to five policies likely to have a negative impact on gender equality. As we have seen in Chapters 2 and 3 of this report the absence of gender mainstreaming across a wide range of policy areas means that there are unfortunately plenty of examples of policies likely to be unfavourable to gender equality goals.

There are some policy needs that receive little attention, perhaps because of the nature of the challenge, for example segregation. However, elsewhere we find that there do not tend to be policies that inherently set out to reduce or limit gender equality but the main problem is that the lack of gender mainstreaming – leading to unintended consequences or missed opportunities. For example, in Cyprus the modern apprenticeship scheme could have been used as a means to reduce segregation and help tackle the gender pay gap but this opportunity was missed. Similarly a more strategic approach to the Training Aid Framework in Malta could have been linked with wider Lisbon goals for gender equality in that Member State.

Some apparently gender neutral policies can have gendered impacts that need to be explored and perhaps reflect inadequate assessment in the preparation of such policies. The case of the harmonisation of conditions for blue and white collar workers in Luxembourg illustrates these risks; here a Gender Impact Assessment of an apparently neutral policy would show that there were risks for women's maternity leave and pensions (see Table 5.2). The case for more gender mainstreaming can also be made in policies that are conceived to apparently help women. In Poland the extension of maternity leave illustrates the need for more sensitive and careful gender mainstreaming since the policy was designed to promote fertility rather than necessarily maintain women's links with the labour market.

As with the examples of policies favourable to gender equality, one should not simply count the number of unfavourable policies as a measure of the quality of policy making since experts have selected different kinds of policies. Similarly multiple examples of minor policies that have negative gender effects need to be set against major policy initiatives with widespread negative impacts on gender equality. Here we have grouped policy 'lows' into three broad groupings: those examples of a lack of gender mainstreaming, specific policies relating to the crisis and those likely to increase inequalities. Firstly, examples of policies or strategies that require a gender mainstreaming approach to enhance their impact upon

equality. Secondly, there are a range of policies announced or enacted to response to the crisis where gender has been ignored with potential negative effects on equality (see Chapter 2). Finally there are a group of policies that have been adjudged to exacerbate particular disadvantage that women face on the labour market.

### *Gender Mainstreaming*

The low profile or complete lack of gender mainstreaming has been a common theme of these reports over a number of years (Rubery et al. 2004, 2005, 2006; Villa and Smith 2009). National experts of the EGGE network have tended to report that gender mainstreaming aspirations at the European level have usually failed to materialise in Member State policy making mechanisms and processes. In some cases significant legal changes have institutionalised the requirement to gender mainstream all policies but as yet our experts' assessment is that the impact is not as strong as it could be (for example BE, ES). In other cases, experts point to a general lack of gender mainstreaming in all policy areas (PT, RO). One new theme for this year's annual review of the NRP process is the lack of gender mainstreaming of crisis measures and although this is the case in all Member States our experts for Austria, France, Hungary, Netherlands and Sweden make a particular point of this. Elsewhere experts point to specific examples where gender mainstreaming was absent, for example in training for job councillors (ES), adult education (FI), minimum income guarantees (FR), the White Paper on the future of the welfare system (IT) and policies for the employment of older workers (AT, FR and PL)

Gender mainstreaming requires adequate infrastructure to monitor policies and implement change (see Chapter 3). Unfortunately a number of experts report a recent downgrading of the profile for gender mainstreaming (DE), the department of equality (DK), and budget cuts for the equality bodies (IE). Similarly the capacity for gender mainstreaming also rests with social partners but there is limited evidence of an impact here. The German expert points to the missed opportunity by German social partners to create minimum wages that would aid low-paid women.

### *Crisis-specific measures*

Unfortunately it is rather easy to find examples among crisis-specific measures where gender has not been taken into account or where there are potential or actual negative effects on equality. Here we can see negative equality effects in policies relating to four areas: activation and unemployment, arising from gender segregation, the promotion of flexibility, and cuts to budgets.

In the area of activation and treatment of those without work we see an under representation of women in policies to mobilise the unemployed, for example in Luxembourg with the low participation of women in the initiation to employment contract or in Italy with an under representation of women in the extension of "social shock absorbers" for temporary and partial adjustments. Similarly the case of Belgium shows that activation programmes can penalise women if childcare solutions are not taken into account. Cuts to support for the unemployed can also have an unequal impact with graduates with no work experience affected by cuts in the Czech Republic, German non-standard workers affected by changes to social security system coverage and the transformation of unemployment benefits into job subsidies (EL, IT, LU) tending to disproportionately benefit unemployed men in relation to access to work.

The segregation of employment opportunities is particularly important in determining the timing of the impact of the crisis (see Chapter 2) but also the impact of various policies

measures aiming to address the crisis (see also Chapter 6). The concentration of policies on high-profile sectors where the crisis has hit first means that much of the assistance has gone into male-dominated employment areas, for example local investment in public works and in the automobile sector (AT, FR, ES). Here adequate gender mainstreaming would explicitly acknowledge the disproportionate impact upon men but also that other crisis-specific measures such as repatriation of migrants displaced because of the downturn focus on men with a potentially negative impact upon women, who may still have work may be forced into a decision of whether to leave (ES).

For those that still have jobs many crisis-specific measures have been based around the promotion of short-time working. Indeed the retention of employees through short-time working and state aid has been a strength of the European approach to the crisis that has avoided rapid increases in unemployment seen elsewhere (CEC 2009d). The problem is that these measures have not been gender mainstreamed and are implicitly or explicitly focused on men and male-dominated sectors with female-dominated sectors having lower take up rates (AT, BE, ES, and HU). On the other hand, crisis-specific measures focused on the public sector disproportionately impact upon women and can lead to a deterioration of working conditions, for example public sector wage freezes or salary cuts (IE, HU).

Other areas of crisis-specific cuts in public spending also impact disproportionately upon women and in some cases on policies aimed at meeting Lisbon targets. Examples include the abolition of Early Childhood Supplement (IR), funding of the extraordinary plan for developing childcare services 2007-2009 (IT), and cutbacks in the public budget for childcare facilities (NL). In Poland rather than pointing out cuts in public sector budget our national expert identifies the delayed enactment of the Equal Treatment legislation as an example of a policy with negative gender implications.

#### *Policies reinforcing inequalities*

Other policies earmarked as having a negative or potentially negative effect tend to reinforce inequalities that already exist on the labour market. One of the main factors creating women's disadvantage on the labour market is the uneven division of labour in the domestic sphere (Chichilnisky 2008). While we saw positive examples of policies to encourage men to take up parental leave in Section 5.1, there is unfortunately evidence of policies reinforcing women's position in the home - these include homecare payments (AT) and the abolition of paid paternity leave (EE). Elsewhere changes to measures previously introduced to help reconciliation are likely to have a negative effect, for example the reduced coverage for leave taken for a sick child (EE), reform of maternity, paternity and parental leave policy (PT). In Romania the problem is a general lack of these services to support reconciliation in the first place. The interaction of leave arrangement and other factors on the labour market is illustrated by the level of payment for parental leave. In Slovakia there has been an increase in the benefit for paid parental leave to the level of minimum wage which may also have a positive effect on men's participation. However, since many women also work at the minimum wage there are potential disincentive effects for women to remain on the labour market when leave is paid at the same rate.

The reinforcement of segregation is another area where policy makers can exacerbate gender disadvantages. Training systems are particularly significant in reinforcing lines of segregation between women and men and our experts point to a number of measures likely to maintain these lines for example Active Labour Market Programmes (UK), New Modern Apprenticeship (CY), skill development programmes for metal workers (AT), and a new system of Training Schemes and Vouchers (SI). Other policies can indirectly affect

segregation patterns, for example the unequal expansion of family friendly measures in the Maltese public sector, while helping women working there, will help to further reinforce women’s concentration in the public sector.

Other policy areas that relate to women’s disadvantage on the labour market are connected to their non-linear career trajectories and their concentration in non-standard jobs. European flexicurity policies have been proposed as a way to reduce some of the problems of non-standard workers, where women are predominant, but unfortunately there is limited evidence of gender being taken into account in the development of national flexicurity models (FI). Similarly the promotion of flexibility in working hours (HU, PT) and overtime (IT) needs to take into account the different level of participation in these forms of working time flexibility and their impact on women with care responsibilities. Women’s and men’s unequal experiences of non-standard work also impacts upon retirement incomes so that harmonisation of pension entitlements by age (IT) or between different groups of workers (LU) without recognising the existing inequalities risks extending disadvantage into retirement. These inequalities have been partially addressed in the past with contributions reserved for mothers who take time out of the labour market but plans to challenge these in France need to recognise the double burden women face and their inequality on the labour market.

Finally it is worth pointing out the potential clash between gender and diversity policies highlighted by the Belgian and French experts. Here the exclusion of gender from diversity policies reflects a lack of recognition of the intersectionality of gender with others forms of disadvantage – for example, ethnicity or disability – and how these links can reinforce inequalities. Ideally diversity policies should work with those for gender equality to improve the situation of all populations but a separation of issues leads to potential clashes, resistance and a failure to recognise the interrelatedness of the associated disadvantages.

**Box 5.2 - Example of policies unfavourable to gender equality (“Lows”)**

	Description	Comment
<b>1. AT</b>		
CS	<i>‘Labour Market Package II’</i> (crisis-specific measure). This comprehensive package includes several measures: improvements in the regulations of short-time work, part-time work for older workers (i.e. phased retirement), educational leave, the ‘solidarity bonus’ model, finally the establishment of a work foundation for the young.	Measures are not gender mainstreamed and women-specific measures are absent.
	<i>‘24-hour care at home’ scheme</i> . Increase of the level of grants paid to the family for carers working in private households.	This measure will have a negative impact on gender equality. Further ‘privatisation’ of long-term care; precarious and low-paid jobs (for female migrants) within the private sphere of the family legalised and funded.
	<i>Training initiative</i> for skilled metalworkers to be continued. Target groups are registered job seekers and young persons in search of an apprenticeship (especially job seekers from a migrant background).	This measure has not been gender mainstreamed. It does not set any gender specific target. This quite costly and successful initiative should have been gender mainstreamed and specifically targeted to women.
CS	<i>Short-time work</i> (crisis-specific measure). It refers to an arrangement in companies for employees to temporarily reduce their normal working hours during periods when business is lacking. In return for public subsidies, employers agree to avoid impeding redundancies. In order to cope with the	In order to cope with the economic crisis ‘short-time work’ was reform twice in 2009. Short-time work is mainly applied in economic sectors with predominantly male employment.

	economic crisis ‘short-time work’ was reform twice in 2009.	
<b>2. BE</b>		
	<u>Horizontal issue.</u> The overall lack of gender mainstreaming (gender is not mentioned, statistics are not gender disaggregated and policies are never evaluated from a gender point of view) proves that there is a long way to go still, in spite of a very good gender mainstreaming law.	It is often the case that by making the simple effort to systematically disaggregate all statistics by sex, it becomes easier to be aware of the gender dimension of most labour market problems and challenges. A first step thus needs to be the gender disaggregation of all statistics.
	<u>Horizontal issue.</u> The recent emphasis on activating the unemployed (policy measures: 1a, 1b, 1d, 1f, and 1g) (policy area: active labour market policies) and more severely conditioning the eligibility to unemployment benefits could turn out particularly harmful for women.	Given that childcare solutions for the unemployed are still in an embryonic phase, many women may fail to meet the new requirements of job search and availability for the labour market and thus lose their right to unemployment compensation.
	<i>The income guarantee benefit (IGB).</i> The IGB guarantees that a full-time unemployed and completely indemnified person who decides to take on a part-time job (maximum 4/5 of a full-time) maintains, on top of his/her earnings, a share of his/her unemployment benefit. The IGB is proportional to the number of hours worked in order to provide an incentive to increase working hours. To compute this benefit complement, a distinction is made according to the unemployed person’s status (family heads, single, cohabitant). As a result, in couples, there is an incentive to work more hours only for the head of the family while no incentive is given to the spouse to expand working hours.	From the gender perspective, this measure is questionable. It is not an individual right but depends on household situation. For couples, only the head of the household is eligible but his dependent spouse is excluded altogether. From the gender point of view, the system is less discriminating for cohabitants who each receive the same amount of hourly bonus. However, together, cohabitants would gain a smaller supplement when they each work an additional hour than the supplement a household head receives when increasing his/her labour supply with one hour. Clearly such a system reinforces traditional gendered role patterns. Even after the latest increase in the IGB, it remains financially unfavourable for cohabitants to take up work (compared with full-time unemployment) when their part-time job involves less than 21 weekly hours, for singles when they work less than 23 weekly hours and for family heads when they work less than 26.5 weekly hours. This measure concerns many more women than men.
	The absence of a gender dimension in <i>diversity policies</i> . Despite the very gender-specific problems of labour market entry and attachment in the group of non-nationals, policies include no gender dimension.	Besides other groups targeted by diversity policies, we believe that especially the group of non-national workers needs to be assessed from a gender perspective. Indeed, the employment rate of non-national women is still much lower than that of non-national men and their relative unemployment rate much higher. Moreover, diversity policies generally target non-nationals, handicapped people and other groups at risk but there is no gender dimension. Although we agree that women do not constitute a specific vulnerable group but rather represent half the population, it does remain a fact that they are underrepresented in active labour market policies and could also benefit from special intermediation initiatives. These should however be organised in the framework of gender policies rather than as part of diversity policies.
CS	The general tendency of the Belgian government to <i>prioritise the reduction of labour costs</i> rather than direct job creation is likely not to promote gender equality. This is the case of some measures taken to reduce labour costs (tax reduction for night and shift work; tax reduction for overtime (crisis-specific measure). The Belgian government sticks to its strategy of reducing the cost of labour for employers	Given that 2 of the 3 policies are specifically targeted at night work, shift work and overtime, less women will benefit from the advantages they convey as women are outnumbered by men in these « flexible » work schemes. In general, the Belgian government sticks to its strategy of reducing the cost of labour for employers although it appears that such a policy is not effective in terms of job creation. Importantly, the rebate in employers’ contributions can rise up to the level of total contributions due. This means that for low-earners,

	although it appears that such a policy is not effective in terms of job creation. Importantly, the rebate in employers' contributions can rise up to the level of total contributions due. This means that for low-earners, employers do not have to pay contributions at all.	employers do not have to pay contributions at all. Given that women remain over-represented among low-earners, they would benefit particularly from this measure in case employers would respond to the financial incentive by actually creating new jobs. This unfortunately happens only too rarely.
<b>3. BG</b>		
	<u>Horizontal issue.</u> The overall lack of attention to gender specific targets	According to the Bulgarian expert, all policy measures that have been gender mainstreamed are likely to promote gender equality. However, some of the programs are gender neutral, as far as they consider target groups not based on gender but on another criteria, e.g. age. Some of the Bulgarian programs target young people, people in pre-pension age, or Roma population (without a gender specific target).
<b>4. CY</b>		
	<i>NRP implementation structure.</i> Lack of adequate representation of women's and gender equality organizations in the National Advisory Committee and the Technical Committee for Employment Issues.	One significant omission in the new NRP implementation structure is the absence of representation of women's and gender equality organizations in both the National Advisory Committee and the Technical Committee for Employment Issues. Although all major labour unions are represented and include women's sections, the latter have had a weak influence on the largely male-dominated hierarchical union structure.
	<i>Implementing the New Modern Apprenticeship Scheme.</i> The reformed apprentice system hopes to make the curriculum more flexible, the training more relevant to the skills needed in the labour market and the whole system more attractive to pupils and potential employers.	Despite the fact that the Apprentice Scheme is a clearly gender segregated field of training, no specific effort was made to include a gender perspective. The NRP notes that one of the objectives of the New Scheme is to "minimize social exclusion" but omits to include occupational desegregation as a major objective. This would have been a very good start in view of implementing all the proposed measures in tackling the gender pay gap. A gender mainstreaming approach was clearly absent in the design of the reform.
<b>5. CZ</b>		
	<i>Change in the substitution time of employment.</i> Massive reduction of the unemployment support for graduates without previous work experience.	Massive reduction of the number of young people eligible for this support in a situation of fast growing unemployment and inactivity rate of young women.
	<i>Reduction of unemployment benefit.</i> Shortening of the period of unemployment support by one month for all age groups.	The situation of increasing unemployment and inactivity is critical for young women graduates and this is not recognized.
<b>6. DE</b>		
	<i>Minimum wages</i> (lack of regulations in the majority of collective agreements).	Although the German Posting Act ( <i>Arbeitnehmerentsendegesetz</i> ) allows for the introduction of minimum wages, only few collective agreements contain regulations. Minimum wages could be an appropriate instrument to avoid wide spread low wages (especially among female employees).
	<u>Horizontal issue.</u> <i>Infrastructure for gender main-streaming of government policy.</i>	The government does no longer use the term "gender main-streaming" to characterize its leading policy principle on national level but established instead the term "gender justice" ( <i>Geschlechtergerechtigkeit</i> ). Gender mainstreaming is now described as an international strategy to realize equal opportunities.
	<u>Horizontal issue.</u> <i>Social security and atypical employment.</i>	The positive effects of flexibilisation concern primarily the regular employed workforce. In particular temporary workers, but also fixed term workers and marginal part time employees were hit directly by the crisis. Many of them are only entitled to unemployment benefit II which is the former social benefit. The crisis demonstrates that it is above all this group of employees which should and must be integrated better into the social security system

		to assure a stable social system in the long run.
<b>7. DK</b>		
GS	Replacement of the <i>Gender Equality Board</i> with the <i>Board of Equality Treatment</i> (Ligebehandlingsnævnet) (Lov nr 387 af 27/05/2008 Gældende).	The Board of Equal Treatment (BET) is placed under the Ministry of Employment, and the Minister of Employment is also the Minister of Equality. The Board deals with complaints related to discrimination based on gender, race, colour, religion or belief, political views, sexual orientation, age, disability or national, social or ethnic origin within the labour market. Outside the labour market, the Board deals with complaints related to discrimination based on race, ethnic origin or gender. The Board is independent of the Ministry and decisions made by the Board are final and binding for both parties. In certain situations, the Board may decide that the complaining part is entitled to compensation (e.g. in the case of unjustified dismissal). Anyone being a victim of discrimination may raise a complaint at the board although special rules apply if the person is a member of a trade union. The competence of the BET is limited in the sense that it cannot take up cases (e.g. arising from media attention) by own motivation ex officio but can only take up cases brought to their attention by a complaining part.
GS	<i>Downgrading the Department of Equality</i> to an office under the Ministry of Employment, this means that the Department no longer will have the same autonomy	In April 2009 Denmark has undergone a cabinet reshuffle. The Ministry of Welfare (that had the responsibility for equality) was transformed into the Ministry of the Interior and Social Affairs and the Department of Equality was transferred to the Ministry of Employment. During the summer 2009 the Department of Equality, despite protests from equality spokeswomen in the opposition parties and feminist organisations, has been downgraded to an office under the Ministry of Employment, which means that the Department no longer will have the same autonomy. This is even more evident from the recent released budget for 2010, where no moneys have been allocated to the Department of Equality, while the budget for 2009 was 14.4 million DKK. Again equality spokeswomen in the opposition parties and feminist organisations are protesting, and the debate is ongoing.
<b>8. EE</b>		
GS	<i>Paternal leave</i> (from paid to unpaid). The remuneration in paternal leave has been abolished.	The remuneration of paternal leave was increased significantly for a short period and it showed a remarkable effect as the take-up of fathers increased sharply. Losing the remuneration and making paternal leave unpaid will most probably reverse the trend and thus reverse the positive effect the paternal leave may have for gender equality.
CS	<i>Sickness benefit</i> (decrease). Changes in sickness benefits have been introduced: decreasing the sickness benefits and increasing employers' role in paying sickness benefits and care allowances in case of a sick child.	Changes in sickness benefit include reducing the care allowance e.g. in case of illness of a child is still paid from the first day, but the coverage was decreased from 100% to 80%. As it is usually women who take the care leave and stay at home with sick child. This measure has a significant impact on women's earnings. Also, it may further discourage men to take care leave.
<b>9. EL</b>		
CS	<i>Transformation of unemployment benefits into job subsidies</i> (crisis-specific measure). Increase of beneficiaries and extension of scheme to public agencies/ firms and local government.	In 2008, women constituted 61% of all unemployed and 55% of the unemployed on benefits/ allowances. This means that the "activation" of unemployment benefits favours disproportionately men as regards access to jobs.
<b>10. ES</b>		



CS	<i>State Fund for local Investment.</i> Financing of newly planned public works at a local level to absorb the idle labour force from the construction sector.	Very gender biased, as it is aimed to maintaining jobs in sectors in which women have very low representation. A new State Fund for Local Investment has announced for 2010, focussed on productive investment that would have a more equilibrated gender perspective.
CS	<i>Royal Decree Law 2/2009 (labour force adjustment plan).</i> Social Security benefits to maintain the employment and increase social protection for those workers affected by labour force adjustment plans.	Very gender biased: Beneficiaries are in the largest part men (from January to June 2009 230,000 men were affected against 47,469 women).
CS	<i>Extraordinary plan for orientation, vocational training and labour insertion.</i> Maintenance of 1,500 job counsellors included in the Shock Plan for the Improvement of the Spanish PES, launched in 2008. These counsellors, hired initially for one year, will remain in their jobs for two more years until 2011.	Approximately 50% of unemployed are women. It is not expected a gender implication for this measure.
CS	<i>Special training programme.</i> Incentives for training for employment in the automotive sector through the reduction of social security contributions and direct funding.	As employments in the automotive sector are mainly occupied by males, this measure will have gender implications for men. More men than women will have access to it.
CS	<i>Plan for the voluntary return of immigrants.</i> Programme that encourages the voluntary return of immigrants to their countries of origins through the provision of unemployment benefits as an anticipated lump sum payment.	This measure is having a negative gender effect for women, and mostly men are benefiting from it: in many families only men are returning and benefiting from this measure, because they are who, in many cases, have lost their employment, while women have kept their jobs, a big part of which they develop in the domestic sector or in the shadow economy.
<b>11. FI</b>		
	<i>Flexicurity project.</i> A tripartite project aiming at designing the ‘Finnish model of flexicurity’. Came up with common principles in June 2009. Work will last until the end of 2010.	The work of the project has not been transparent so far, so it is difficult to assess its gender mainstreaming or gender impact. However, the common principles released in June 2009 include no reference to gender. This is somewhat strange given the fact that women form the vast majority of persons in atypical employment relationships. For this reasons, it would be extremely important to take gender impacts into account in the preparation of the flexicurity model. The absence of gender perspective in the common principles published by the flexicurity project is quite surprising, given the gendered nature of fixed-term employment
	Further development of foresight system in workforce and educational needs; 3a. AKKU - overall reform of adult education and training.	No gender mainstreaming is visible in these two reports. It is important to point out that one of the priority areas of the Action Plan for Gender Equality is to introduce gender mainstreaming in all administration.
<b>12. FR</b>		
	<i>RSA.</i> Income that replaces RMI and API and is an incentive to return to work, above all with part-time contracts	No decision-maker has studied the negative impact of RSA on women’s employment (it promotes short part-time employment) and the difficulties of integrating lone mothers. RSA remains a part-time trap for least skilled women and lone parents.
	<i>Employment of older workers.</i> Obligation (penalties) to recruit and keep older people in employment (apart from redundancy plans)	A GM dimension should be added to this area. The plan for older people does not provide measures for women, though they need to stay in economic activity even longer.
GS	<i>Family advantages regarding pension contributions.</i> Plan to challenge credited pension contributions that are reserved for mothers and not fathers (in the private sector).	This proposal challenges the credited pension contributions (for bringing up children) without compensation which would increase pension gaps between men and women. Abolishing these family advantages without compensation runs the risk of increasing gender inequality regarding pensions, in the name of taking equal treatment into account!

<b>13. HU</b>		
CS	<i>Part-time employment (instead of dismissal)</i> Shortening working hours and using the time becoming free to train people. The Labour Market Fund reimburses 80% of the wages falling out because of the involuntary working time reduction for employers for maximum 12 months. It contributes to the costs of training as well. In return, employers must keep the labour force during twice the period of the support.	Due to this measure, the number of part-time employees has increased by 40 thousand while that of full-timers reduced by 90 thousand between Q2 2008-2009. The Hungarian Statistical Office stated that the proportion of part-time employees has got 5,6% , which has been higher than ever in Hungary. However, part-time work is not a correct name for this scheme. Short-time working would be its appropriate naming which has nothing to do with the advantages of part-time work concerning the reconciliation work and family life.
CS	<i>Restructuring of the public sector's wage compensation (wage freeze)</i> In the public sector, gross wage bill will remain unchanged for two years, as of 1 January 2009. 13th month salary was abolished as well.	As the majority of employees in the public sector are women, financial restrictions hit them more than that of men.
	<u>Horizontal issue.</u> <i>Working time flexibility</i>	The spread in working time flexibilisation is limited; moreover, the solutions adopted are not planned to help working parents to combine work and family life.
	<u>Horizontal issue.</u> <i>Gender mainstreaming and the economic crisis.</i>	The gender dimension is missing in the management of the economic crisis
<b>14. IE</b>		
GS	Halving of budget for Equality for Women Measure (EWM). The EWM makes financial supports available for positive actions for women; it was launched in May 2008 when the first strand focusing on 'access to the labour' market was announced. (* NB: recorded as both "high" and "low")	The EWM is the only positive action aimed at women. Unfortunately the emergency supplemental budget of April 2009 brought in a serious loss of funding of EWM. This crucial – and only – positive action measure for women has had its budget halved from €40 million to €21 million. Funding has not been committed for the coming period and the future structure of the Measure is under review.
CS and GS	<i>Severe cut-back in budget of Equality Authority (EA).</i>	Equality Authority which has responsibility for monitoring legislation on equality covering gender and eight other grounds of discrimination and also promoting equality has had its budget cut by 43%. This has been presented as a crisis related cut-back but has been interpreted by many as an undermining of equality.
CS	<i>Combat Poverty Agency (CPA)</i> subsumed into Government Department of Social and family Affairs (D/SFA).	The independent CPA has been subsumed into the Social Inclusion Unit of D/SFA. This represents a significant loss as the Agency produced high quality research and policy analysis on poverty, including the situation of lone parents, women on low incomes and children living in poverty.
CS and GS	<i>Abolition of Early Childhood Supplement (ECS).</i> The Early Childhood Supplement was introduced in 2007 initially and amounted to €1000 for each child under 6 years. It was later reduced to €900 and to children up to five and half years. In May 2009 half of the value of the supplement was withdrawn and it is to be abolished by end of 2009.	Parents of young children, women in employment and full-time at home, will feel this loss, given the high costs of childcare services in Ireland. The government has promised a year pre-school place for every 3-4 year old in place of the supplement but it is likely that only a restricted programme will be introduced during 2010. This limited benefit for some young children is welcome but the removal of a cash payment for all young children represents a significant loss for women and particularly families in low to middle income households.
<b>15. IT</b>		
GS	<i>Extraordinary Plan for developing childcare services 2007-2009.</i> In 2007 the government approved a three year plan for developing childcare services (0-3 yrs), especially in Southern regions. The overall financial commitment (by the central government as well as regional funds) was large (overall, around 730 millions)	The GIA of this policy initiative is positive, if one considers the aims of the "extra-ordinary plan". The assessment should be changed to negative, if the implementation of the plan is considered. The "extra-ordinary plan" on childcare services has not been monitored. There is no information on the impact of this plan on availability of services. Moreover, there is no information on the resources effectively spent by local authorities to expand the coverage rate.

GS	<i>Increase in the general pension age for female public employees.</i> The difference between men and women in old age pension has been abolished in the public sector (65 for all, but to be implemented gradually from 1 Jan. 2010), but it still exist in the private sector (65 for men and 60 for women).	The measure has been taken to comply with EC norms (not to eliminate discrimination). A new discrimination now applies to women, as they are treated differently in the private and public sector. The measure does not consider the disadvantages suffered by women in the labour market, neither their double burden; the increase in the old age pension age for women could have been accompanied by other provisions (a re-introduction of flexibility in retirement age; a new way to consider motherhood and caring responsibilities).
CS	<i>Tax relief on the variable component of wages.</i> In order to improve net earnings of private employees a flat tax rate of 10% for the part of the wage related to extra hours worked or linked to productivity was introduced on an experimental basis for the second half of 2008, later extended to 2009.	This measure was introduced without considering the different impact on men and women. Given the lower propensity of women to work overtime, it is very likely that this provision has contributed to increase the gap in earnings.
	<i>White Paper (WP) on the future of the welfare system.</i> In May 2009, the government published the WP on the future of the welfare system following the Green Paper published in July 2008, about which a public consultation was opened. The WP is supposed to outline “the values and the vision of the new social model”.	The document is unsatisfactory in many respects: it lacks any empirical evidence, it does not consider existing policy measures, it presents a sort of a general cultural framework, without specific policy proposals. The final aim is to convince the reader that the welfare system in the future will be thin. The document lacks a genuine gender perspective. It is stated that women suffer several disadvantages in the labour market. In spite of this, the WP does not clearly set out a strategy to eliminate these disadvantages and to foster the labour market participation of women.
CS	"Social shock absorbers": temporary and partial adjustments. Given the lack of a universal unemployment benefit system, the government has passed some measures in order to temporarily extend the coverage rate of existing provisions to groups of workers normally excluded; the total resources made available for the “social shock absorbers” have been increased. Overall, the resources made available for 2009-2010 amounts to €32bn (of which €8bn for exceptional cases, so called “interventi in deroga”).	Notwithstanding the overall increase in the financial resources made available for income support in case of job loss and the temporary changes introduced in the “social shock absorbers”, there are still a very large number of workers without any income protection in case of loss of their job. These are employees with atypical contracts; collaborators and project workers. Among these workers women are over-represented. The changes of the “social shock absorbers” enacted so far to face the economic recession are marginal and temporary, contributing to the endurance of a dual regime. A universal system of unemployment benefit still lacks.
<b>16. LT</b>		
	To draft and implement a programme for bringing back to school children not attending schools	Expert Comment not available
<b>17. LU</b>		
	<u>Horizontal issue.</u> <i>Impediments to the implementation of GM and GIA.</i> What is clearly missing as external information is the content of the gender impact assessment compulsory in principle for all measures.	Since the evaluation report quotes that too often the evaluation form of GIA simply quotes “no effect” or “neutral” may indicate that there is a problem of a lack of understanding of the gender implications of some policies. “Nevertheless, the integration of gender mainstreaming in the ministries has yet to be comprehensively achieved. One key reason for this is the poor level of visible support from senior officials so far, i.e. inadequate implementation of the top-down principle set out in the action plan. Another reason can be found in the insufficient advanced training for employees. However, the ministries that have indeed participated in the action plan with specialist measures have also been more successful in some areas with structural measures too. Another impediment to the introduction of gender mainstreaming that was voiced time and again in the evaluation interviews is workload. In the description of challenges that may be seen as obstacles in the way of

		<i>the implementation of the action plan, the finger was pointed mainly at structural aspects”</i>
	<i>Initiation to employment contract (CIE) and support to employment contract (CAE). Temporary adaptation of two existing instruments: the initiation to employment contract (CIE- Contrat d’initiation à l’emploi) and support to employment contract (CAE-Contrat d’Appui-emploi).</i>	GIA should be neutral but since women are benefiting from this measure at a lower rate than their part in unemployment, this measure could worsen their relative situation if no measure is taken in order to correct the initial disequilibrium. The relative position of women and men in the beneficiaries of the employment measures of the Employment Administration (ADEM) is clearly unbalanced. Concerning these two measures, the participation of women is 28.8% for the CIE and 41.6% for the CAE. The proportion of women among the job-seekers amounts to 48% in 2008.
	<i>Single status (in employment). The single status introduced on 1 January 2009: removes the existing differences between blue and white-collar, from the labour law and social security point of view.</i>	Even if the effect should be gender neutral, the Committee for Women’s Work (CTF) quoted some indirect gender biases, in disfavour of women, consequently to the implementation of the single status: (i) it concerns the consideration of overtime in the determination of the compensation of the maternity leave; (ii) for some women working part-time in precarious jobs, the risk exists that their activity will not be included for their pension rights. The advice of the CTF shows that the GIA of these important reforms has not been satisfactory since some problems arise in relation with part-time, maternity leave compensation.
	<i>Horizontal issue. Lack of statistical information broken down by gender</i>	The statistical information on the web site of the statistical institute (STATEC) and in the different indicators provided by the ministries and administration remain for a large part aggregated without distinction by sex.
<b>18. LV</b>	Expert Assessment not available	
<b>19. MT</b>		
GS	<i>Family friendly measures in the public sector. The entitlement to family friendly measures were extended to include civil servants and all public sector employees</i>	The measure is inclusive of all public sector employees, however, excludes workers in the private sector. The policy has a negative gender impact as men’s take-up is low thus reinforcing a traditional gender arrangement.
	<i>Education reform programme. The Programme includes gender relevant measures</i>	Although the reform programme includes gender relevant measures it still awaits full implementation. Especially, more client centred education programmes and training for the high percentage of economically inactive women are required.
	<i>Youth employment programme. The programme aims to integrate young people</i>	The youth employment programme is largely gender neutral and tends to address early school leavers who do not pursue post-secondary education, and those in precarious employment who would benefit from further training and support
	<i>Training Aid Framework. The training aid aims to promote lifelong learning</i>	The framework provides training grants for self-employed persons and to private sector employers for staff on-and-off-the-job-training. It is gender neutral and does not provide for the specific needs of diverse groups of women. A more strategic approach is needed for mobilising measures specifically for the purpose of achieving gender equality and the Lisbon project.
	<i>Social Inclusion Partnership Programme. The programme aims towards the integration o of persons in vulnerable groups and is in partnership between government and non-governmental organisations (NGOs)</i>	NGO’s will (1) provide prevocational and on-the-job training to persons in the field of their respective expertise; (2) help them to find work; and, (3) monitor and support them during the first months of their work placement. The Programme targets people with intellectual and physical disability, ex-convicts and rehabilitated from drug misuse.

<b>20. NL</b>		
	<i>Childcare facilities.</i> Cutback in public budget for childcare facilities.	Higher prices of childcare facilities may have a negative impact on the participation rate. The price elasticity among higher income groups is fairly small though.
	<u>Horizontal issue.</u> <i>Gender mainstreaming and the economic crisis.</i>	In policy notes on the crisis, gender mainstreaming seems completely absent.
<b>21. PL</b>		
	<i>Equal Treatment Act.</i> Delays in enactment, limited regulation and commitment of resources.	In August 2008 the government informed that the equal treatment act should be adopted by the end of 2008. Indeed the Expert reports that the DKR has worked on this act and inter-departmental consultations completed a year ago. However, the situation in September 2009 (time of writing) remains unresolved. A year ago the passing of the Act has been stalled as it has not yet been approved by the Chancellery of the Prime Minister; currently there is no information or any reference on the website of the PRdsRT (Government Plenipotentiary for Equal Treatment) to the Equal Treatment Act although the office has been issuing opinions on its various versions. A timely conclusion of the process is an important factor in the PRdsRT view (PL National Report, p. 11).
	<i>Solidarity of generations 50+ (MSSS).</i> Aims at raising employment rates of persons aged 45-54 and 55-59.	Range of measures to raise employment of older workers, but no evidence of GM - no changes to differences in retirement age (men 65 and women 60) and lower ER of older women to start with demand more effort specifically aimed at older women – ER of women and men should rise, but higher projections on employment of men will contribute to widening gender gaps.
GS	<i>Maternity leave extension.</i> Gradual extension of statutory maternity leave, introduction of optional additional maternity leave, possibility of combining leave with part-time employment.	GM only partly adequate as main consideration was raising fertility rates rather than improving labour market conditions for women, also GIA difficult to predict – possibly negative given employers difficulties with long leave and the perception that it increases labour costs and disrupts production; and possibly positive because of option of combining PT leave with PT employment
<b>22. PT</b>		
	<u>Horizontal issue.</u> <i>Lack of studies on GIA of public policies and of gender equality policies.</i>	There still is, in Portugal, in spite of some progresses in this matter, a frustrating shortage of continuous monitoring and evaluation of the implementation of policies and programmes in a gender perspective (PT National Report, p. 19)
GS	<i>Reform of maternity, paternity and parental leave policy.</i> There has been a completely changing in the maternity, paternity and parental leaves policy, tending to the universalisation and enhancement of paternity and maternity rights. (* NB: recorded as both “high” and “low”)	With the observation on the ambiguous effect of the option for speaking only of parental leaves, condemning to the invisibility the paternity leaves policy initiated during this decade.
	<i>Flexibility of working hours policy.</i> The New Labour Code introduced legal provisions such as the ‘group adaptability’, the ‘hour bank’ (200 hours maximum) and ‘concentrated work schedules’.	The use of flexible working time regimes isn’t associated with reconciliation of family/work responsibilities needs; they are more frequently available to men; and introduced in function of the employers’ needs, not for the convenience of workers.
CS	<i>Financial support to enterprises (in exporting sectors).</i> Specific measures to support some of the more exporting sectors of activity – automobile industry, manufacture of furniture, and manufacture of cork – not attending the fact that in some cases there are publicly acknowledged gender discriminatory practices	The cork industry could not be object of any public support until the enterprises find solution to eradicate, once for all, the gender pay gap.

	of pay.	
GS	<i>Desegregation of the labour market through training actions.</i> A set of measures to diversify occupational choices (* NB: recorded as both “high” and “low”)	It could be said that gender equality mainstreaming has been until now in a kind of initial phase, and is finally arriving to the field, to the territory (but, not yet to the secretaries of civil servants, that is, to the design and implementation of public policies).
<b>23. RO</b>		
	Horizontal issue. Corruption in the public system has been amplified.	Badly needed is setting up instruments for transparency control and reducing corruption. Women are firstly affected by this phenomenon which produces chaos and major instability in public administration services.
	<u>Horizontal issue.</u> Lack of gender policy at the national level.	The little attention to gender issues in the political agenda is related to the low female representation in public institutions. Noticeable is the gender gap in the highest positions of decision-making in the political field. The proportion of women remains very low.
	<u>Horizontal issue.</u> Lack of efficient social services to support old women at risk of poverty.	
	<u>Horizontal issue.</u> Lack of balance between professional and personal life.	This is due, by and large, to underdeveloped social services for working women (raising children and engaged in housework).
<b>24. SE</b>		
	<u>Horizontal issue.</u> In policy notes on the crisis gender mainstreaming is completely absent.	There seems to be no gender mainstreaming of the measures introduced in connection with the crisis and there are no special gender equality policies in relation to the crisis.
<b>25. SI</b>		
	<i>New scheme for the training of employees (vouchers).</i> The training of employees is aimed at providing them with new knowledge and competences, to allow employees to be more flexible in the labour market; the scheme also supports the enterprises in their restructuring programmes.	As this measure is not gender mainstreamed it cannot be expected that it will have any effect on gender equality.
CS	<i>Training during temporary lay-offs.</i> During the temporary lay-off period the employee has the right and obligation to be trained.	As this measure is not gender mainstreamed it cannot be expected that it will have any effect on gender equality.
<b>26. SK</b>		
GS	<i>Increase of the benefit for parental leave.</i> The benefit for parental leave has been increased up to the level of minimum wage. This policy measure has very strong political content. The measure can result in the decline of employment rate of mothers with small children, particularly among low educated groups of population. Even more difficult will be for women to re-entry labour market after parental leave.	The motivation of mothers with small children to re-enter labour market will be much lower. Much more attention should be paid to reconciliation of work and family. It can be expected mixed or (more) negative gender impact.
<b>27. UK</b>		
	<i>Job creation.</i> A job or further training to be offered to every young person (under 25 years) who has been unemployed for at least a year. Job creation subsidies targeted at unemployed young persons in the social care sector ( <i>Carefirst</i> ) are expected to create 250,000 jobs and there are also plans to create jobs for young persons in local authorities and the voluntary sector.	Women are likely to be the main beneficiaries of job creation in the social care sector ( <i>Carefirst</i> ) but the impact of the other programmes is uncertain – see text.
	<i>Disabled persons.</i> The <i>Employment Support Allowance (ESA)</i> replaces Income Capacity Benefit (IB) for new claimants from April	Women are less likely to satisfy the work history contribution record to qualify for the new benefit and may also be ineligible if they have an employed partner.

	2010 as part of the roll-out of the ALMP ( <i>New Deal for Disabled People</i> )	
	<i>Training for low-skilled workers.</i> Additional funding of £925 million for 2009-10 for the ‘Train to Gain’ programme to assist employers develop training programmes	WWC recommends GIA be undertaken.
	<i>Higher education policy.</i> Student fees are due to rise in the near future although the date is not specified yet. A new diploma qualification is being introduced which aims to bridge the gap between academic and vocational training and thus widen educational options.	The abolition of the ELQ component is a negative step; GIA is required of the other policy elements.
	<i>Active labour market programmes.</i> The <i>Flexible New Deal</i> streamlines existing ‘New Deal’ programmes and increases the emphasis placed on skills and training. A complimentary policy is that every 16 and 17 year old will be offered an education or training place in the next academic year.	Equal treatment in access can be expected but gender segregated training routes are likely to remain without concerted effort to alter the status quo (as in current ALMP training schemes)

**Note:** “CS” = crisis-specific measure (see Chapter 2), “GS” = gender-specific measure (see Chapter 3)

**Source:** National Expert NRP Reports 2009NRPs (Part A)

## **Chapter 6**

### **OVERVIEW OF NRPS**

This chapter presents an overview analysis of the National Reform Programmes (NRPs) for 2009 and the consideration given to gender in the national strategies. This overview is structured around three sections. Each section is based on a short commentary and a table that synthesises the key themes from the European Commission's Expert Group on Gender and Employment (EGGE) initial assessment. Section 6.1 examines the overall structure and approach of the NRPs and the integration of gender mainstreaming in the discussion of policy areas. Section 6.2 considers, in more, detail the adequacy of the approach from a gender perspective using specific policy examples from the Member State NRPs. Finally Section 6.3 discusses the areas highlighted by national experts as key priorities for gender mainstreaming and the promotion of equality within each Member State. In this final section we try to stress the positive contribution gender mainstreaming can make to the analysis and policy development, particularly at a time of crisis.

#### **6.1 NRPs 2009 structure and themes of the whole report and of the employment chapter**

In all Member States the response to the crisis plays a significant role in the NRPs' structure and content for 2009 with an assessment of the impact of the crisis common to most introductory chapters and some Member States devoting additional and separate chapters to the subject. All the same, the crisis did not have such a significant impact on the structure of the NRPs and instead the mixture of formats in 2009 reflects as much the national diversity we have witnessed in previous years (Villa and Smith 2009).

In most cases it seems that Member States have followed a similar structure to previous years so that links between 2009 and previous NRPs are clear within each Member State. Nevertheless there remains a mixture of formats. Many of the NRPs 2009 are implementation reports of the NRPs 2008-2010, and follow a standard format in line with the structure of the Integrated Guidelines with sections devoted to macro economic, micro economic and employment policies (for example BE, CY, CZ, LV, MT, NL, SE). Other Member States adopt a more nationally-specific structure (for example AT, DE, DK, FI, ES, IE, IT, LT) and follow their own structure covering similar themes but organised around current policies and future challenges. It is often possible to make the links with European priorities in macro-economic, micro-economic and employment areas from the variety of structures (for example ES). However, there are exceptions with Slovenia not including an employment chapter for example and a Polish report of just 17 pages.

The crisis has had a clear impact on the tone and content of the NRPs. Some experts report that the focus on the crisis has strengthened links between the sections of the NRPs so that the coherence between macro-economic policy and employment chapters is reported as being stronger (for example BE, HU and LT). However, this is not always the case and some NRPs are described as being more like a loose collection of policies (for example DE) or adopting a more fragmented approach based on different authorship (for example NL and SK). The rapidly changing economic environment and varying forecasts have also made some reporting and the policy development environment rather challenging (for example ES, PL). Elsewhere, in a number of cases, recent or upcoming elections shape the content and style of the report (for example SK, DE and EL).



The crisis has, in some Member States, dominated the NRP content to the extent that previous commitments and priorities seem to have been somewhat lost – gender is one of these elements that seem to have fallen by the wayside (see AT, LV and RO). The focus on the banking sector and public sector deficits has been particularly strong. However, the lack of gender mainstreaming means that the full implications of the crisis for men and women is not always fully explored in almost all Member States or potential effects of changes to macro economic policies fully thought through (for example EL, IE, IT). The crisis also means that many Member States have shifted to a policy of maintaining levels of employment rather than expanding labour supply (for example EE, FR, HU, IE); in some cases this has been driven by a focus on unemployment rates and particularly rapidly-rising male unemployment rates. Nevertheless in spite of the crisis a few Member States have kept a focus on longer terms challenges such as climate change and demographic shifts and here we see also gender retaining an important role (for example FI).

Although the crisis has, quite rightly in many Member States, dominated the NRPs there remain strong links with the European Employment Strategy and the influence of the Lisbon Process is still evident in Member State reporting of policy developments. For example, the legacy of the Country Specific Recommendations (CSR) and Points to Watch (PtW) from the Council still promote activity and discussion in both old and new Member States: inspiring policy development in EES priority areas (for example BE, BG, HU). Box 6.1 details the labour market related Country-Specific Recommendations for 2009 from the Councils Country-Specific Integrated Recommendations. These CSRs that relate to the labour market shows that gender-specific recommendations – relating specifically to women’s employment (NL and MT) or childcare care (MT) – are relatively rare: there are no mentions of gender equality or men’s employment. Although we found a low visibility for flexicurity policies among Member State actions (see Chapter 2) the CSRs do contain a strong flexicurity theme (BE, BG, CZ, DE, EL, FR, IT, LV, NL, PL, PT, SI and SK). Other specific groups that do receive specific mentions include older workers (BE, CZ, LT, MT, NL, AT, and SI) and disadvantaged youth (AT). There were no Points to Watch in 2009.

#### **Box 6.1 - Labour market related Country Specific Recommendations for 2009**

##### **BELGIUM**

- reduce the tax burden on labour (inc. low wage workers), while in the medium-term improving expenditure restraint to support fiscal consolidation;
- within an integrated **flexicurity** approach, accelerate the implementation of coordinated policy measures that improve labour market efficiency, reviews unemployment benefits to facilitate a rapid return of the unemployed to the labour market, enhances labour market participation (especially for **older** workers and people with a migrant background), reduces regional disparities and increases participation in lifelong learning across all regions.

##### **BULGARIA**

- maintain a tight fiscal policy, improves the quality and efficiency of public expenditure, keeps wage developments in line with productivity gains, and enhances effective competition so as to strengthen competitiveness and reduce external imbalances;
- as part of an integrated **flexicurity** approach, focus on increasing the quality of labour supply and the employment rate by improving the efficiency, effectiveness and targeting of active labour market policies and by further modernising and adapting the way education is governed to raise skills to levels that better match labour market needs, and reducing early school leaving.

##### **CZECH REPUBLIC**

- within an integrated **flexicurity** approach, further modernise employment protection, improves the efficiency and equity of education and training, especially its responsiveness to labour market needs, and provides incentives to invest in training particularly for **older** workers and the low-skilled.

##### **GERMANY**

- proceed with planned measures that enhance the efficiency and effectiveness of job placement services and promote the integration of the low skilled and long-term unemployed into the labour market through a

**flexicurity** approach which combines better access to qualifications with improved incentives to work

**ESTONIA**

- speed up the implementation of the new labour law package and increases the efficiency of public employment services, in particular by well targeted active labour market policies aimed at facilitating labour market transition.

**IRELAND**

- foster a swift adjustment to sustainable medium-term growth by productivity enhancing measures which will help restore competitiveness and adequate wage policies.

**GREECE**

- within an integrated '**flexicurity**' approach, modernise employment protection legislation, reduces non-wage costs to the low-paid, further strengthens active labour market policies, and transforms undeclared work into formal employment; and accelerates the implementation of reforms on education and training, increases participation in lifelong learning and facilitates transition to work, particularly for the young.

**SPAIN**

- promote a swift transition into employment, further encouraging mobility, upgrading skills and countering segmentation in the labour market;
- ensure the effective implementation of education reforms, also at regional level, with the main objectives of reducing early school leaving and increasing the graduation rate in upper secondary education and ensure that universities adapt to the Bologna process swiftly;

**FRANCE**

- within an integrated **flexicurity** approach, further modernise the labour market in order to reduce the labour market segmentation among contract types, and supports entry and transition in the labour market, and improves lifelong learning opportunities so they are better aligned with labour market needs

**ITALY**

- within a **flexicurity** approach and with a view to reducing regional disparities, ensure the efficient operation of employment services, promotes lifelong learning, continues to reallocate social expenditure within the constraint of the public finances, so as to gradually put in place a comprehensive unemployment benefit system, and further tackle undeclared work; improves the efficiency, outcomes and standards of the education system.

**CYPRUS**

- continue with the efforts to expand lifelong learning opportunities, especially for the low skilled, unemployed and disadvantaged groups by proceeding further with the implementation of actions within the approved Lifelong Learning National Strategy, including the reforms of the vocational, education, training and the New Modern Apprenticeship Scheme.

**LATVIA**

- within an integrated **flexicurity** approach, intensify efforts to increase labour supply and productivity by: reinforcing activation measures; and by enhancing the responsiveness of education and training systems to labour market needs, including the implementation of a coherent lifelong learning strategy

**LITHUANIA**

- preserve external competitiveness by keeping wage developments more closely in line with productivity gains, including at a sectoral level;
- intensify efforts to reform the education and training systems to ensure their quality and relevance to the labour market needs and promote lifelong learning, especially for **older** workers.

**HUNGARY**

- further strengthen and better target active labour market policies to improve the labour market situation, especially of disadvantaged groups and geographical areas;
- continues upgrading skill levels, also by increasing adult participation in lifelong learning; further improves the responsiveness of education and training systems to labour market needs and ensures access to high quality education and training for all.

**MALTA**

- step up efforts to attract more people, particularly **women** and **older** workers, into the labour market by, inter-alia, facilitating **childcare**; intensifying efforts to tackle undeclared work and encouraging participation in the labour market, including making the benefit system more conducive to labour market participation.

**THE NETHERLANDS**

- develop further measures, including fostering labour market transitions within an integrated **flexicurity** approach, to improve the participation of **women**, **older** workers and disadvantaged groups with a view to raising overall hours worked.

**AUSTRIA**

- further improve incentives for **older** workers to continue working by implementing a comprehensive strategy including enhanced job-related training, adaptation of working conditions, and strengthening the efforts of reforming early retirement schemes, with special focus on the disability pension scheme and improves education outcomes for disadvantaged **youth**.

**POLAND**

- develop an integrated **flexicurity** approach, by implementing an active ageing strategy, continuing actions to improve active labour market policy, notably for disadvantaged groups, reviewing benefit systems to improve incentives to work, and putting in place the lifelong learning strategy.

#### **PORTUGAL**

- implement the legislation to modernise employment protection, in particular the approved Labour Code, in order to counter labour market segmentation, within the **flexicurity** approach.

#### **ROMANIA**

- improve the quality and labour market relevance of the education and training systems, including lifelong learning, reduces early school leaving, and facilitates the transition of young people into employment, including through work-based training.

#### **SLOVENIA**

- reform the pension system and implements active ageing, with a view to increasing the employment rate of **older** workers and improving the long-term sustainability of public finances;
- within an integrated **flexicurity** approach, counter labour market segmentation in particular by reviewing employment protection for permanent contracts and conditions for so-called student work.

#### **SLOVAKIA**

- within an integrated **flexicurity** approach, make progress in the implementation of the lifelong learning strategy and continues the reforms of education and training systems to address the skill mismatch, develops an active ageing strategy and enhances access to employment for the long-term unemployed and disadvantaged groups.

#### **UNITED KINGDOM**

- continue to implement plans to substantially improve skill levels and establish an integrated approach to employment and skills in order to raise productivity and increase opportunities for the disadvantaged.

Note: No CSRs for Denmark, Luxembourg, Finland, Sweden

Source: CEU (2009) “Country Specific Integrated Recommendations” Council of the EU Brussels, 10 March 2009, 7444/09

Although these CSR remain important, in some cases planned policies have been postponed or cancelled (EE, LT, LV). The crisis has not always slowed up Member State reform and some have continued with the rapid implementation of policies outlined in previous NRPs (for example BG).

Unfortunately the overall integration of gender mainstreaming into the 2009 NRPs is relatively weak and less prominent than in previous years. The impact of the crisis on policy seems to be ‘crowding out’ of other priorities and to have particularly impacted upon gender mainstreaming which should be regarded as a useful tool for analysis and prescription for policy responses to the crisis rather than an issue to postpone. Where gender is discussed it is often isolated to certain sub sections of the NRPs, particularly the employment chapters (for example, among many, AT, DK, EL, ES, IT, LT). While in a few cases dedicated sections on progress in gender equality are welcome when compared to other Member States (DK, ES, FR), the isolated nature of these discussions of gender means there is little evidence of gender mainstreaming throughout the report. Elsewhere gender has an implicit role where women are one of the target groups rather than considered consistently across policy areas (see PL).

The lack of a gender sensitive approach is problematic when discussing objectives related to raising employment, flexibility and education (for example SI). The low profile of gender means that many gender issues are ignored or overlooked in many NRPs and we provide more detail of these in section 6.2. This is the case for gender issues in both the employment chapter and others. A gender blind approach where there are specific gender issues is only a partial analysis, for example in the case of Malta where women-specific health issues are not discussed in the healthcare chapter or in the macro economic policy in Ireland where changes to public sector employment conditions are likely to impact disproportionately on women. In other cases the gender blind approach is reinforced by the use of masculine language to mean both men and women in the NRP (as in the Portuguese language version).

**Box 6.2 - NRPs 2009 structure and themes of the whole report and of the employment chapter**

	<b>Structure and themes of NRP</b>	<b>Remarks</b>
<b>1. AT</b>	<p>The Implementation Report 2009 (as the NRP 2008-2010) is not structured according to the main policy areas and there is no reference to GLs. The report consists of 4 parts and is developed along 7 so-called “reform priorities” (e.g. sustainability of the public finances; safeguarding Austria as a business location and the promotion of SMEs; labour market and employment; training and further education) defined by the Austrian federal government.</p> <p>Part I (Introduction) gives an overview of Austria’s responses to the financial and economic crisis and points out that, due to the longstanding tradition in Austria, the social partners and stakeholders have been involved in the reform process. Part II (Macroeconomic policy) discusses the economic situation and the measures taken by the federal government. Part III (Microeconomic policy) deals with the economic objectives of the Banking Rescue Package, the Tax Reform 2009 and the two Economic Stimulation Packages. Part IV (Employment and labour market) outlines the measures which have been taken by the federal government to combat the negative effects of the financial and economic crisis on the labour market.</p>	<p>In contrast to the NRP 2008-2010 there is no subsection on “women and gender equality policy measures” and the term or issue “flexicurity” is completely missing.</p> <p>The entire report is dominated by the financial and economic crisis and the Austrian government’s reaction to it.</p> <p>Part II (Macroeconomic policies) mentions that the measures set in order to combat the crisis “impose a heavy burden on public finances”. It is pointed out that “the federal government has committed itself in its current Stability Programme to take any measures necessary to correct the deficit of more than 3% of the GDP by 2012” (Bundeskanzleramt 2009:8). Thus, in terms of gender equality policy an important question remains to be answered: How will the government succeed in making sufficient funding available to implement the substantial and sustainable measures currently developed under the quite ambitious ‘National Action Plan on Gender Equality’?</p>
<b>2. BE</b>	<p>The 2009 progress report has a very similar structure to the 2008 NRP itself. The introduction addresses the economic context, it states the principal guidelines of the federal and regional recovery plans, and it elaborates on the progress made with respect to CSRs. There is a great level of synergy in the progress report between macro-economic policies on the one hand and employment policies on the other. On the contrary, the micro-economic chapter seems to stand more on its own. Finally, a fourth chapter discusses the contribution of European Structural Funds to the implementation of the Lisbon Strategy in Belgium.</p> <p>The macro-economic chapter offers a detailed description of the economic context. It lists structural macroeconomic indicators and presents the general tone of macroeconomic policy before going into the details of the rescue operations in the financial sector and of budgetary evolutions and policies. The synergies between the macro-economic and employment chapters are stronger than in previous NRPs because of the economic crisis. In response to the crisis, employment policies have mainly attempted to maintain the employment rate at its level as well as on guiding, supporting and redirecting those who lost their jobs because of the economic downturn. These employment objectives are explicitly linked to macro- and micro-economic goals.</p>	<p>Labour costs are brought down in general (indexation of the withholding tax, increase in employers’ exoneration from the payment of the withholding tax, increase of tax deductible professional expenses, etc.). Specific measures are adopted for the most vulnerable categories of workers (increased employer exoneration from the withholding tax in the case of night and shift work, the number of overtime hours that give rise to a tax advantage have been raised, etc.). Purchasing power was supported through several policy measures (concerning wage policy, the increase in pensions, an increase in the supplement to family allowances for low-income single parent families, etc.)</p> <p>Employment policies are in line with general macro-economic preoccupations and vice versa. Both chapters talk about the need to reduce labour costs, to activate the unemployed, to stimulate entrepreneurship and to do all of this while at the same time strengthening social protection.</p>
<b>3.</b>	The structure of the Updated NRP 2008-2010	The 2009 NRP includes 147 measures, which

<b>BG</b>	<p>follows the structure of the previous NRP. The Updated NRP consists of description of the mechanism for reporting and updating the programme, review of the progress of the programme implementation in 2008-2009, and two chapters. The first chapter is entitled “Review of the environment and frame for implementation of the NRP”, and the second – “Main priorities and policies for realisation of the Lisbon targets”.</p> <p>The NRP concludes with a review of the contribution of the structural and cohesion funds to the programme realisation. In comparison with the previous NRP, the updated NRP does not present time-table for implementation of the policies.</p>	<p>address the 4 CSR and 5 PtW, as defined by the EC in December 2007. By the end of June 2009, 28 new measures were included, thus increasing the total number to 175 measures. As of November 2009, 100 of them are in a process of realisation, 23 are planned, and 50 have been completed. By the end of June 2009, 23 of the 28 new measures were in a process of realization, 3 have been finalized, 1 is approved and 1 is cancelled.</p> <p>The different parts of the 2009 NRP are relatively well balanced and, to some extent, synchronised. In some cases the arguments in the first analytical chapter concerning the impact of the crisis put the grounds for a need of special anti-crisis measures, described in more details in the second chapter. In other cases, however, the respective analytical evidences do not seem to support the suggested policy and measures.</p>
<b>4. CY</b>	<p>The 2009 NRP consists of three parts (149 pages). Part 1 is a long executive summary (covering the response to economic and financial crisis, the macro, micro and employment challenges), lacking conciseness and repetitive of the main body of the report. Part 2 presents a detailed discussion of the three main chapters (macroeconomic, microeconomic, employment challenges and social cohesion). Part 3 (less than 10 pages, including an Annex) presents a concise account linking the Structural Funds and the Lisbon strategy.</p> <p>The employment and social cohesion chapter addresses the CSR (on expanding LLL). It then proceeds on listing the 5 challenges and national targets in relation to the EES. The national targets are: 1) maintain high rates of increase of labour supply, particularly by raising old-aged and female participation rates and reduce gender inequality; 2) increase the flexibility and security in the labour market; 3) orderly management of economic migration issues to serve the economic and social needs of the country; 4) further development of human capital; 5) enhance further the conditions of social cohesion. For each challenge/national target, a number of policy priorities are identified and for each policy priority, a series of measures are listed.</p>	<p>Gender equality is mainly addressed in the measures listed under the first national target, maintaining “high rates of increase of labour supply, particularly by raising old-aged and female participation rates and reduce gender inequality.” One of five policy priorities under this first national target is namely promoting gender equality.</p> <p>The employment and social cohesion chapter is mainly independent of the other two chapters, although there are few incidences of synergy. Specifically, the macroeconomic chapter under “renewing impetus in tax and benefit reforms to improve incentives and to make work pay” lists increasing the minimum wage and its contribution in reducing the gender pay gap. In the microeconomic chapter, women and youth are singled out in schemes to encourage entrepreneurship, but gender is absent in other schemes enhancing competitiveness of SMEs. In the rest of the microeconomic chapter, a gender perspective is absent. While the employment chapter focuses more on gender specific measures, a gender perspective is absent from the discussion on two policy areas: education and migrant workers.</p>
<b>5. CZ</b>	<p>The 2009 NRP is structured into six parts. The main issue throughout the report is the economic crisis and its impact on the Czech economy starting right in the period of positive increase.</p> <p>Chapter 2 is focused on the description of the development of the Czech economy. While the GDP growth and employment rate is decreasing, the hourly work productivity is increasing from long-term very low values. Chapter 3 (on macroeconomic policy) describes the priority of sustainability of the public budget. In response to the deterioration of public finances, the government adopted the so-called saving package. Chapter 4 (on microeconomic policy) focuses</p>	<p>The most important fiscal measures (in force since 1.1.2010) include the reduction of social contributions on the employees and employers’ side, the acceleration of depreciation of corporate assets and increase in financial funding for transport infrastructure. The gender impact of these measures is not considered. Among other important changes that might have impact on employment and gender equality are: the abolition of the planned prolongation of unemployment benefit; the wage cut for state employees.</p> <p>There are also some policies focused on disadvantaged people (for example Roma, foreigners and long-term unemployed), yet they</p>

	strongly on the planned changes in the financing of R&D. Chapter 5 (on Employment) is not very well connected with the other chapters.	lack a gender focus (they might have negative impact on gender equality).
<b>6. DE</b>	The 2009 NRP is divided into two parts: part 1 outlines the political reform priorities of the programme for 2008-2009, part 2 provides information in the form of a table about projects that have been launched since the adoption of the 2007 Implementation and Progress Report. There is no systematic reference to the impact of the policies which have been implemented since 2005 but most parts of the report announce new policy for the years to come. The NRP does not follow the structure of the integrated guidelines, but has its own structure and includes references to GLs. The reform priorities of the German NRP are following a national logic, not the agreed GLs of the EU-process; therefore many GLs are not mentioned or covered at all. The structure of the report is the same as in 2005.	The whole NRP lacks the development of a general line for economic and employment policies. Rather, it presents several measures and programmes which are only loosely related.  The overall NRP is not a coherent document but a sampling of programmes and measures, some of them quite ambitious, some of them quite vague and some with very small in budgets and numbers of participants.
<b>7. DK</b>	The Danish 2009 NRP is very similar to the previous one in form and content. It includes 5 chapters: 1) Economic framework; 2) Denmark as a Knowledge based society'; 3) Unlocking Denmark's full business potential (efficiency, competitiveness and the internal market); 4) Employment and labour market policy; 5) Climate change and energy policy.	There is no gender assessment included in any of the initiatives mentioned in Danish NRP – not even in the initiatives to increase the labour supply. In this sense the NRP2009 is sadly in line with the former NRP – gender is not an issue in the Danish discussion of education and the knowledge based society, of entrepreneurship, of labour supply.  It is problematic that the gender aspect is completely absent, this indicates that the Danish policy is based on non efficient analyses
<b>8. EE</b>	The Estonian Strategy for Competitiveness 2009-2011 is divided into three chapters: 1) macroeconomic policy; 2) competitive business environment; 3) education and labour market. Each chapter gives first an overview on the recent developments in the respective area providing statistics and analysis of the changes the economic crisis has brought along, and secondly an overview of the main measures adopted.  The document aims to update the Strategy for Growth and Jobs 2008-2011, presented in September 2008. Considering the new possibilities and challenges, 4 objectives have been identified as the main priorities of the government in 2009: a sound macroeconomic policy; raising the export potential of enterprises; skills development; finally, maintaining employment levels.	According to the NRP the macroeconomic policy is focusing on increasing the macroeconomic stability. In order to achieve this aim, several cuts in the social security of employees have been decided: sickness leave benefit has been decreased, contributions to the second pillar pension system has been suspended until the end of 2010, and planned widening of the eligibility to unemployment benefits was postponed.  The NRP is mainly concerned with active labour market measures and educational policies, while there is almost no mention of the problems associated with the social protection of workers.
<b>9. EL</b>	The 2009 NRP contains 9 chapters dealing with: macroeconomic developments and policy; the modernisation of public administration; the promotion of a knowledge-based society; the attenuation of the consequences of the crisis on businesses and the improvement of business environment; reforms to support employment creation; education policy measures; policies to promote sustainable development; measures to strengthen regional and social cohesion; the contribution of the Structural Funds and the NSFR	Instead of preparing and implementing a recovery plan to face the economic crisis, the Greek government took separate measures to consolidate the banking sector and inject liquidity in the economy, to support employment – the so called Employment Support Plan – and to provide income to some vulnerable groups.  This fragmented and piecemeal policy response to the crisis is also reflected in the structure of the NRP. The measures implemented to mitigate the

	<p>2007-2013 to the NRP 2008-2010.</p> <p>The employment chapter is divided in two paragraphs. The first paragraph describes current developments in the Greek labour market and the second reports on policy interventions taken by the previous government to attenuate the consequences of the crisis on employment and improve the functioning of the labour market.</p>	<p>consequences of the crisis on businesses, labour and vulnerable social groups are divided between the chapters on the “business environment”, “employment” and “social and regional cohesion” respectively. The relationship between the economic and the employment chapters is ambiguous. On one hand, there is a synergy between the employment and the business environment chapters. On the other hand, there is a tension between the employment and the macroeconomic policy chapters.</p>
<b>10. ES</b>	<p>The 2009 NRP has not recorded significant changes in its main structure. It is organised into 4 chapters, instead of the 5 of previous editions: executive summary, overview of the implementation of the seven axes of action, the contribution of the European Funds, and a final section of accountability of the results. The introduction has been replaced by an executive summary (which also includes the overview of the economic situation that constituted a separated chapter in preceding editions).</p> <p>All the measures considered have been organized around seven axes of action that do not fully correspond with the recommended division of macroeconomic, microeconomic and employment policies, although the linkages with those areas can be easily inferred: 1. Reinforcing macroeconomic and budget stability; 2. Infrastructure; 3. Increasing and enhancing human capital; 4. R&amp;D and innovation strategy; 5. More competition, better regulation of public administration and competitiveness; 6. Labour market and social dialogue; 7. Entrepreneurship.</p>	<p>Axis 6, on labour market issues, is made of five sections including a specific section on gender and the Strategic Plan for Equal Opportunities. The inclusion of this explicit division in the Progress Report is very welcomed, but it is obviously insufficient since, with the exception of the increase in the capitalization of unemployment benefits to encourage self-employment, the five sections of the axis on labour market do not include almost any other specific reference to promoting equal opportunities between men and women.</p>
<b>11. FI</b>	<p>The Finnish NRP Implementation Report 2009 is a large document (112 pages, plus Appendix), larger than that for 2008. The foreword describes that the report is linked to monitoring the implementation of the Government Programme and to assessments of the need for possible policy changes. The foundations of the report are the mid-term review of the Government programme from February 2009 and the national stimulus package designed to respond the economic crises.</p> <p>The report is divided in two parts. Part I describes the National Strategy and its challenges, government policy guidelines and concrete decisions made.</p>	<p>The main short-term challenges emphasised in the NRP are to restore employment and the economy to growth and to minimise the permanent adverse effects of the economic crisis. However, the main challenge in the long-term is still considered the ageing of the population with implications on the economic growth. The challenge of climate change is given a more visible place in the 2009 NRP, than in the 2008 NRP. It is remarked that the challenges of sustainable growth track, managing demographic change and climate policy are closely linked to each other since resolving one of the challenges may promote the achievement of the others: climate and energy policy solutions, when they succeed, offer incentives to innovations and the creation of new production.</p>
<b>12. FR</b>	<p>The 2009 NRP is extensive (82 pages). Right from the beginning, in the introduction, emphasis is put on the French government's reaction to the economic crisis, even though the main structural lines of the Lisbon strategy remain relevant. Thus, the report is composed of four parts, of which the first is devoted to the “response to the financial crisis and the French recovery plan”. Chapter 2, the</p>	<p>The section on the labour market is very reductionist: it essentially involves accompanying the unemployed; the poor, vulnerable groups (young people, older people and the disabled...) and (half a page) consolidating gender equality.</p> <p>In short, employment policies are now exclusively centred on mobilising the supply of work in such a way as to be adapted to the needs and constraints</p>

	biggest, is devoted to “sustainable corporate development” (30 pages); whereas the chapter on the labour market (17 pages) is titled “opportunities for all”. Finally, a dozen pages are devoted to public finances.	of the market (making employment financially more attractive; promoting a flexible labour market; developing overtime and working on Sundays, etc.).
<b>13. HU</b>	The NRP Implementation Report 2008-2010 consists of five parts. Part 1 overviews the economic and labour market trends and deals with the impacts of the economic crisis. Part 2, the core of the NRP, contains information on the implementation of policy measures according to the macro- and micro-economic and employment guidelines. Part 3 estimates how cohesion policy has served the fulfilment of the Lisbon Goals. Part 4 describes the partnership approach of the elaboration of the Report. Part 5 presents the regional level implementation of the Lisbon Goals.	The NRP seems to be longer than required and more detailed than the previous report. There is special emphasis to implement the convergence programme as well and to fulfil the requirements described by the agreement of credit facility with the EU, IMF and the World Bank.  The main priority of the government’s employment policy has remained to increase integration of the most vulnerable groups; as a reaction to the crisis, another priority is to avoid dismissals by encouraging employers to keep their employees.
<b>14. IE</b>	The Irish 2009 NRP presents a detailed overview of the current economic context, the crisis in employment and public finances and the policy responses at micro and macro level that have been implemented over recent months. The Report is structured around four chapters (the same chapter structure as was used in 2008 Report): an overview chapter outlining recent economic and employment trends and the current policy context; a chapter detailing macroeconomic policy objectives; a chapter detailing microeconomic objectives; a chapter presenting employment guidelines, objectives and policies (integrated EU guidelines 1 to 6 are covered in the macroeconomic section and guidelines 7 to 16 in the microeconomic section).	Much emphasis is placed in the NRP, and the employment chapter in particular, on the dramatically changed economic environment, the recession that now characterises the Irish economy and the consequent loss of employment and increasing level of unemployment. Four current priorities are specified: supporting employment and job creation; improving skill levels of unemployed; addressing skill deficits to ensure adequate skilled labour supply; enhancing educational/qualification levels at all stages of lifecycle.  Public expenditure cut-backs, combined with a freeze in recruitment and a reduction in pay levels, have characterised the response to this crisis. A pension-related pay deduction (about 7.5%) has been imposed on the gross pay of all public service employees, a freeze on public sector recruitment was implemented and the forthcoming round of general pay increases postponed. Public sector employment, which has provided job security as well as greater flexibility in working time, is hugely significant for women. It is inevitable that the cuts in public sector jobs and pay levels will have a particular, although largely unrecognized, impact of women.
<b>15. IT</b>	The Progress Report on the 2008-2010 NRP for Italy (NRP 2009) is not structured according to the main policy areas and there is no reference to the guidelines (as the NRP 2008).  The 2009 NRP is relatively short: 80 pages compared to 104 pages in 2008, plus a short appendix (4 pages). It consists of four main chapters, plus the executive summary (Ch. 1) and a short introductory chapter on public finance (Ch. 2). The four core chapters are focused on: the response to the economic crisis (Ch. 3), the implementation of the NRP with respect to macroeconomic reform policies and microeconomic policies (Ch. 4), the reforms of education and lifelong-learning (Ch. 5), finally	The economic crisis is considered explicitly in the title ( <i>Implementation report and the response to the economic crisis</i> ). An overview of the policies implemented is provided in the chapter devoted to the response to the crisis (Ch. 3), while the employment chapter (Ch. 6) presents, very briefly, the strategy adopted in order to reduce the impact of the economic crisis on the labour market. It is made clear that all measures implemented involving an increase in public expenditure have been matched by other measures, involving either a cut in public expenditure or an increase in revenues, in order to keep the public deficit under control.



	reform policies in the area of employment (Ch. 6).	
<b>16. LT</b>	<p>The Progress Report on the implementation of the NRP is a systematic report consisting of four parts: 1) process of implementation of the NRP and improvement of cooperation; 2) review of implemented, non-performed, delayed or suspended measures; 3) background analysis, summarised in three chapters (macro-economic policy, micro-economic policy and employment policy); 4) implementation of CSR.</p> <p>The general structure of the 2009 NRP looks rather similar to that of previous years, with the addition of a special chapter "Review of implemented, non-performed, delayed or suspended measures". This chapter contains information about state of art of different measures that are further announced but suspended or not implemented, due to the changing financial situation of the country.</p>	<p>There are some links between the economic chapters (microeconomic and macroeconomic policy) first of all in their analysis of specific economic issues (growth of economy, current account balance, credit development, financial stability and etc.).</p> <p>There is also a synergy between the employment chapter and the economic chapters (for example discussing impact of financial crisis on labour market situation, tensions in the labour market, challenges for employees, etc.).</p> <p>The most significant impact on gender is considered in the employment chapter. Policies and measures directly and indirectly influencing gender equality issues are discussed.</p>
<b>17. LU</b>	<p>The general structure of the 2009 NRP Implementation Report is similar to the 2008 NRP. After the general introduction linking the Luxembourg strategy of growth and employment with the Lisbon's strategy, the second chapter deals with governance and empowerment, the third one being devoted to the BEPG, followed by a fourth chapter on the employment policies. The report ends with a chapter dealing with the coordination between the national program and the reform of the structural funds.</p> <p>The 2009 NRP recounts the measures adopted following the broad objectives fixed since 2005. It also answers to the different PtW addressed to Luxemburg by the Spring Council of 2009. Finally, it includes the priorities defined by the new government appointed after the general election of June 2009.</p>	<p>The report insists on the continuity of the policies adopted in Luxembourg, in application of the decisions taken by the Tri-bodies Coordination Committee in April 2006, following the concept of "to restore the economic balances, to guarantee the future". Six axes have been defined: the control of inflation; the recovery of budget balance; the competitiveness of firms; the recovery of the situation on the labour market; the introduction of a single status for wage-earners; reforms in the social security system.</p> <p>The gender perspective is clearly an important feature of the Employment chapter but also appears in other parts. Nevertheless, the gender dimension is almost absent in the economic chapter. The only reference to the specific situation of women is made explicit in the discussion on entrepreneurship (GL15).</p>
<b>18. LV</b>	<p>The 2009 Progress Report on the implementation of the National Lisbon Programme of Latvia (NLPL) has a structure similar to the 2008 NRP: 6 chapters (54 pages) and 3 Annexes (66 pages).</p> <p>The 6 chapters considers the following themes: 1) political summary; 2) description of the state of play in terms of governance; 3) macroeconomic policy; 4) microeconomic policy; 5) employment policy; 6) coordination with the EU structural funds and cohesion Fund. The Annexes present a list of measures, status and financing.</p> <p>The Progress Report sets 5 main economic policy directions: securing macroeconomic stability, stimulating knowledge and innovations, developing favourable environment for investment and work, fostering employment and improving education and skills.</p>	<p>From being the fastest growing EU economy in 2007, growth turned negative in 2008. The economic recession continued in the first half of 2009 when GDP declined by 18.4% (compared to the previous year) and unemployment jumped to almost 20% (from 6.5% in 2008). The economic and financial crisis has had dramatic effects on Latvia's public finances. To avoid bankruptcy, the new government (formed in March 2009) had to call for international financial assistance and to make substantial budget cuts. Over the last year, policy making in Latvia has been dominated by the rapidly growing budget crisis and efforts to re-establish macroeconomic stability through a restrictive fiscal policy. Budget cuts have meant the cancellation of a number of employment measures (including gender equality measures). As far as employment policies are concerned, the discussion is more on measures that are planned for the future, rather than on measures that have actually been implemented.</p>
<b>19.</b>	The NRP Progress Report 2009 (115 pages) has an	There is some synergy in the employment chapter

<b>MT</b>	<p>introduction that provides a 4-page overview of Malta's NRP, followed by a description of governance, and the Lisbon Strategy for growth and jobs after 2010. Part A covers macroeconomic policies, Part B microeconomic policies, Part C employment (discussing two major themes: the labour market, education and training).</p> <p>Key priorities under employment address Malta's CSR for 'stepping up efforts to attract more people particularly women and older workers into the labour market'.</p>	<p>(Part C) that links the transition from education to market work. Indeed, Part C also links with macroeconomic policies (Part A) for creating the right environment for growth and jobs, and the Lisbon strategy for growth and jobs after 2010 (introductory chapter).</p> <p>There is no relationship between women's employment and the economic thrusts that focus mainly on competition and business potential, tourism, energy and climate change, ICT and the public transport reform.</p> <p>The health sector included as a sub-section in Part A seems like a stand-alone case. The report is gender neutral, and pays no attention to women's specific needs in healthcare, such as the much publicised breast screening programme scheduled to commence in the last quarter of 2009.</p>
<b>20. NL</b>	<p>The NRP Progress Report 2009 consists of two parts. Part 1 provides a summary of the macro-economic development, paying attention to the impact of the economic crisis, and an overview of policy measures to deal with the crisis. The labour market is one of the main topics in this overview. The chapter continues with the structural policy on the priority areas of the Lisbon strategy (labour participation, knowledge and innovation, entrepreneurial climate, energy policy and sustainability). The main emphasis in this respect is on labour participation as, according to the NRP, this is the subject of the CSR for the Netherlands. At the end of Part 1 it is emphasised that the current approach to deal with the crisis should, in addition to providing a short-term impulse, contribute to long-term structural changes. The government considers the Lisbon targets as important guidelines in this respect.</p> <p>Part 2 contains a background analysis and consists of three chapters: macro-economic policy, micro-economic policy and employment policy. These chapters systematically discuss the relevant GLs. These chapters seem to be written rather separately (probably by different Ministries); there are no signs of synergy or of tensions.</p>	<p>An important topic in the Progress Report is the economic crisis. Section 1.3 (Part 1) gives an extensive (chronological) overview of the approach to deal with the crisis. Regarding the labour market the focus is on preventing the loss of labour and improving the fit between demand and supply in order to reduce the negative consequences of unemployment. The government will invest a total of € 1.2 billion in the period 2009-2011. The following measures are described: part-time unemployment, the establishment of mobility centres and the Action Plan Youth Unemployment.</p> <p>The report does not address the impact of the crisis from a gender perspective.</p>
<b>21. PL</b>	<p>The 2009 NRP (a very concise document: 17 pages) consists of five sections: I) Introduction; II) Current economic situation; III) Anti-crisis measures; IV) Following up recommendations on the structural reforms; IV.1) Budget discipline; IV.1.1) Farmers' social insurance reform; IV.2) Research and innovation; IV.3) Energy and transport infrastructure; IV.4) Labour market flexibility, employment and income security; IV.4.1) Implementation of employment commitments; IV.5) Cooperation with social partners; V) Annex with CSR.</p> <p>The section dealing directly with employment is part IV.4 and a subsection IV.4.1 The document reports on activities of the government focused on:</p>	<p>On the basis of the NRP alone it is difficult to comment to what extent these policies are consistent and whether they create tensions or synergies – most are presented in a general manner. Still, the economic, social and employment goals appear to reinforce each other in so far as they are geared towards creating a business-friendly environment and can, in principle, support economic as well as employment growth. However, potential tensions may arise, as with the 'introduction of cuts in the central budget worth 19.7 billion zł' (p. 4) (€4.6 billion) where it is difficult to consider budgetary cuts as an anti-crisis measure, and the NRP does not elaborate the particular areas or timeline of the proposed cuts.</p>

	(a) addressing GLs and CSRs; and (b) limiting the impact of the global economic crisis.	There are no specific measures or targets explicitly for gender equality, although this is implicit where women feature as one of target groups for specific action (including reconciliation of parental and professional roles).
<b>22. PT</b>	<p>The NRP 2008-2010 is an extensive document, consisting of two parts. The first part (123 pages) contains the implementation report itself; the remaining part (119 pages) is made of two annexes (the execution grid of the NRP 2008-2010 measures, the formulation of the Lisbon Strategy post 2010). The main body of the report presents the main priorities and measures taken in response to the crisis, and the policies aiming a structural change of Portuguese society.</p> <p>The report mentions only one CSR of the Council to Portugal in 2008 (... <i>to modernise the employment protection mechanism</i>). The other two CSR are omitted, but it is evident that the government has concentrated on these policies of pursuing “the efforts to redirect public expenditure towards areas beneficial to raising the country's growth potential and external competitiveness...” and “efforts to improve in a sustained way the overall efficiency of the education system, and developing a vocational training system relevant to labour market needs ...”.</p>	<p>The report is a long and exhaustive list of governmental measures intended to modernise the economic infra-structure in its diverse dimensions. Technological developments are top of the priorities. The articulation with the chapter of employment is made through the modernisation of the education system.</p> <p>The use of Portuguese Language is always non-inclusive (visible in the Portuguese version), which means that the masculine is used to mean both men and women.</p>
<b>23. RO</b>	<p>The Romanian Government's 2009 Annual Implementation Report follows the same structure as that for 2008 with minor differences. The 2009 NRP introduces some measures focused on reducing the effects of the new dimensions of the economic, financial and social crises in order to respond to the demands of the Memorandum agreement between the EC and Romania.</p> <p>However, the 2009 NRP fails to present the Annexes regarding the “Implementation Progress of the 2008-2009 Action Plan” and disregards the Lisbon structured employment indicators by gender, age and profession. It also focuses on implementing the commitments included in the Lisbon Strategy and on responding to the two-year delay in implementing the Council's CSR, in particular those regarding the sphere of employment policies and social protection.</p>	<p>The priorities concerning employment policies (attracting and retaining more people in employment, improving the adaptability of workers and enterprises, investing in human capital through better education and skills) and their impact on gender equality seem to have lost their central position in the 2009 Report compared to that of 2008. Gender equality and equal opportunities are considered only implicitly, without any gender mainstreaming of the policy initiatives. In addition, one can observe some discrepancies between the priorities set in the employment chapter and the economic measures taken as a response to the crises. There is hardly any concern about the impact on employment by gender or on social inclusion (by group at risk of marginalisation).</p>
<b>24. SE</b>	<p>The Report on the Swedish NRP 2008-2010 is divided into 3 main sections (macro, micro, employment) in accordance with Integrated Guideline's structure. Each heading covers one or more GLs and the policy's aims and orientation.</p> <p>The chapter on employment policy is much larger (40 pages) than the others, macroeconomic policy (6 pages) and microeconomic policy (27 pages).</p>	<p>The report focuses mainly on the measures the government has and will introduce in order to alleviate the economic crisis. There are no tensions between the chapters.</p>
<b>25. SI</b>	<p>The 2009 NRP consists of an introduction, five parts and annexes (tables providing information on anti-crisis measures and structural measures in 2009, cohesion policy in light of the Lisbon strategy, public debate on the NRP).</p>	<p>Complete disregard of gender specific consideration in the 2009 NRP represents a serious threat to both gender equality and realisation of envisaged policies. Mentioned priorities concerning investments in people (e.g. increasing</p>

	<p>The Introduction points to the need of a more transparent management of policies and programmes for achieving the Lisbon strategy goals; it is stated that this should be based on a better link between documents setting the strategy and the budget (public finance opportunities).</p> <p>There is no chapter on employment; employment/unemployment topics are mentioned in those parts of the NRP that give information on anti-crisis and structural measures, as well as in the part devoted to the Lisbon strategy, as well as in the Annexes.</p>	<p>the activity of population, increasing flexibility on the labour market or finding better opportunities for the young on the labour market) could not be optimally achieved or it would have negative impact on gender equality if gender sensitive approach would not be applied. In the short presentation to the public debate, that covers only some of the several topics considered in the NRP, there is no evidence of gender-sensitive consideration.</p>
<b>26. SK</b>	<p>The Implementation report consists of three parts: the report itself (37 pages), Appendix 1 (5 pages) and Appendix 2 (118 pages).</p> <p>The implementation report has the same structure of the <i>NRP 2008-2010</i>, but it includes a new chapter titled “Anticrisis measures” which summarises the measures adopted to mitigate the consequences of the economic crisis. The chapters on the macroeconomic framework and on the fiscal policy are little developed, despite that both areas face many problems and negative tendencies.</p> <p>The employment chapter is only very partly linked to the economic chapter and it reflects the anti crisis programmes in a very limited way. In general, the mutual interconnection between the chapters is very low (as if the chapters were prepared separately).</p>	<p>The chapter on the anti-crisis measures is the most extended part of the 2009 NRP. Even if these measures are described in detail, not all adopted anti-crisis measures are mentioned. Many of the measures identifies as ‘anti-crisis’ have very little or nothing at all to do with the economic crisis; in fact, these measures were approved (or would be approved) by the government regardless of the current economic situation.</p> <p>The implementation report is designed in terms of the challenges arising from Lisbon strategy and the government priorities. A stronger accent is given to the short term challenges than to the long term ones. The NRP is concentrated on fulfilling the already introduced measures rather than on shaping new ones. The explanation for it is that the Government is in the last year of its term of office.</p>
<b>27. UK</b>	<p>The 2009 NRP (40 pages) is organised in four chapters. Ch. 1 (introduction) states the government’s five long-term goals for the 2008-10 cycle of the Lisbon Strategy: maintaining macroeconomic stability and supporting economic recovery; ensuring financial stability through renewing financial markets; sustainable growth and prosperity; creating stronger communities and affordable housing; and building a low-carbon economic recovery. Ch. 2 ‘macroeconomic stability for jobs and growth’ focuses on two issues: ensuring fiscal sustainability and increasing housing supply. Ch. 3 outlines the measures being taken to support business through the economic recession and in ‘R&amp;D’. Policy responses to climate change, including a discussion of measures to support the transition to a low carbon economy, energy policy and sustainable development are outlined in Ch. 5. Employment policy is presented in Ch. 4 (11 pages). There are no annexes, but a separate table (5 pages) on measures which not set out in the NRP 2009 but which document the changes and progress made with implementation of measures since the NRP 2008</p>	<p>The employment policy chapter is organised into two sections on ‘skills’ and ‘employment’. The first section focuses on the objective of developing a more skilled and adaptable workforce. The second address the other stated employment policy priority; which is to raise employment for the following target groups: disabled people, lone parents, older workers, ethnic minorities and young NEET people (Not in Employment, Education or Training). The NRP notes that both of these priorities support the other objectives of progressing social inclusion and equal opportunities. The political tone of the employment chapter is dominated by the liberal language of ‘fair access’ and ‘fair opportunities’. Given the current flexicurity focus of much of EU employment policy it is also of note that this chapter claims that the content presented ‘demonstrate further development of the UK’s own “flexicurity” arrangements’. This signals a willingness to engage with the flexicurity agenda providing the content of the arrangements are shaped in a UK specific form.</p> <p>The relationship between the employment chapter and the rest of the NRP is coherent but with the employment policy agenda somewhat narrow in scope and subordinated to other economic priorities (ensuring fiscal sustainability, supporting businesses through the recession and the transition to a low carbon economy).</p>

Source: National Expert NRP Reports 2009 (Part B).

## **6.2 Visibility of gender and adequacy of approach in the field of gender equality in employment**

The 2009 NRPs present quite diversified approaches in the field of gender equality in employment, yet one consistency across all reports is the low or almost non-existent profile of gender in the discussion and policies relating to the crisis. The absence of gender in the presentation and development of NRPs risks inadequate policy analysis and prescription but also means that many good innovations at the Member State level in the area of gender equality are not mentioned.

More generally it is possible to identify a number of broad groupings of NRP reports.

- A minority of NRPs where there is some recognition of the gendered impact of the recession, although gender mainstreaming remains unsystematic (FI, SE) or not fully embedded into the NRP process (UK)
- Those NRPs where there is a stronger gender-related content (but not in crisis-related fields), often accompanied with positive statements, but the extent of gender mainstreaming remains weak or inconsistent (BE, ES, NL)
- Those NRPs where there is no evidence of gender mainstreaming and gender is isolated to the employment chapter, often focusing on reconciliation (AT, DK, EE, FR, HU, IT, LT, PT, RO, SK)
- Those NRPs where there is no evidence of genuine gender mainstreaming, but where gender is mentioned to address various elements of disadvantage including entrepreneurship, gender pay gap, women as a target group, segregation or gender equality in the public sector (BG, CZ, DE, EL, IE, MT, PL)
- A minority of NRPs where the gender perspective is lacking: gender is invisible in the analysis of the economic environment, in the identification of policy priorities as well as in the discussion of employment policies (LV, SI).

Slovenia is something of an exception since there was no employment chapter and so there was not even an isolated section in which to discuss gender equality as in previous years. The focus on the crisis has led policy makers to exclude other priorities and commitments in terms of process and content so unfortunately we see a declining profile for gender when compared to previous year's NRPs (for example FR, LT, PT, SI, SK). In the words of the Spanish expert the recession has "moved gender issues to the policy background in the context of the current economic crisis" (Gonzalez Gaga 2009). Similarly the Austrian expert reports that gender was more prominent in policies developed before the crisis (Maierhuber 2009). Many NRPs point out that male unemployment has increased faster than women's (for example BE, DK, EE) and this is implicitly used as a rationale for the focus on male employment rates (for example AT) or male dominated sectors (for example IE). However, the lack of gender mainstreaming means that even this logic is problematic since a gender-blind approach is unlikely to provide an adequate analysis or policy prescriptions that address male unemployment problems. Indeed a gender-mainstreamed analysis would highlight how women's unemployment rates were already higher than men's and where they were not, women often disappear from registered measures of unemployment into inactivity even though they still want work. Elsewhere the crisis has had a more immediate effect on public sector funding in the form of cuts, including to positive gender equality programmes, for example the Equality for Women Measure in Ireland.

In spite of the crowding-out effect of the focus on the crisis there are a minority of NRPs where the official position of gender equality remains prominent. The most optimistic tone is set by the Finnish NRP 2009 which states in its introduction that "in accordance with the Government Programme, the promotion of gender equality is taken into account in all decision-making when implementing the reform programme". However, in the view of the Finnish expert, the final NRP does not contain evidence of these good intentions and while it is possible gender was taken into account in each decision there is no confirmation of this and the lack of gender disaggregated statistics perhaps suggests that gender was not considered at each stage. Indeed the expert's assessment that the "most striking gender equality problems in the labour market are not mentioned at all" is a counterbalance to the official statement of intent (Sutela 2009: 30). On the other hand, the Dutch expert report strikes a positive tone in its assessment saying that the "the Progress Report 2009 clearly takes into account gender aspects" (Plantenga and Remery 2009: 24) although this assessment is made on the basis of the high profile discussion of female employment rates and the overall "evidence of gender mainstreaming remains limited".

The high-profile discussion of gender in the opening chapters of the NRPs gives the initial impression that a gender sensitive approach has been adopted. Our expert assessments suggests that these gender sensitive approaches are not found – this is akin to “gender washing” where the report has the initial impression of being gender mainstreamed without the evidence to back it up. While this “gender washing” maintains a higher profile for gender than in those NRPs that fail to discuss gender equality, the approach is ineffective in addressing gender equalities. For example, the Slovak NRP makes reference to the National Gender Equality Strategy which was adopted in 2009 and then remains largely gender blind throughout with the analysis not sufficiently gender sensitive.

The use of gender disaggregated data is a simple but essential tool for gender mainstreaming since it highlights any gender differences that may exist and that are frequently lost when these data are not used. Unfortunately only a minority of Member States consistently provides this basic element of gender mainstreaming and many provide none at all (see table 6.2).

**Box 6.3 - The use of gender disaggregated statistics in 2009 NRP**

	Data by gender	REMARKS
1. AT	Some	The Implementation Report 2009 contains little statistical information disaggregated by gender; even the employment section includes only some data disaggregated by gender.
2. BE	Very few	The evaluation of the Belgian NRP and implementation report from a gender point of view turned out rather poor. The apparent gender blindness of Belgian policymakers is not in the least due to the lack of gender-disaggregated statistics. Besides the Lisbon target for female employment there is no evidence of any gender-specific attention to labour market problems.
3. BG	No	There are no gender disaggregated data in the Report, although some statistical and survey data are available for the country.
4. CY	Yes	The use of gender disaggregated statistics is rather diffuse, though more concentrated in the employment chapter. In the discussion of one of the microeconomic challenges, “Promotion of R&D, Innovation and ICT diffusion”, there is a noticeable effort to provide a gender disaggregated statistic on researchers. The description of the current situation in the efforts to improve R&D refers to “the number of human resources employed in research” with the percent of women being 38% of the total researchers. However, none of the policy priorities that follow have any reference to gender.
5. CZ	Some	There is a statistical description of the changes in employment and unemployment rates: the increase in employment rates in 2008 is disaggregated by sex but the numbers on the subsequent decrease in employment rates and increase in unemployment rates are not (except of the absolute number of people registered as unemployed and the absolute numbers of the

		newly registered).
<b>6. DE</b>	Some	There is a statistical description of the changes in employment and unemployment rates: the increase in employment rates in 2008 is disaggregated by sex but the numbers on the subsequent decrease in employment rates and increase in unemployment rates are not (except of the absolute number of people registered as unemployed and the absolute numbers of the newly registered).
<b>7. DK</b>	Some in annex	Sections in chapter 4 on ‘Continued development of the flexicurity model’ (4.3), ‘Upgrading qualifications for adult and supplementary education’ (4.4) and ‘Efforts for special target groups’ (4.5) include no reference to gender although tables in Annex 4 reveals gender differences in employment rates, retirement age and educational level, as well as differences in employment and unemployment due to qualification, gender and country of origin.
<b>8. EE</b>	Some	Only in the analysis of recent labour market trends are some gender disaggregated statistics provided.
<b>9. EL</b>	Yes	Gender disaggregated statistics are consistently used throughout the section of the employment chapter analysing current developments in the Greek labour market. However, the latest figures of all indicators broken down by sex refer to 2008, leading to a total failure to analyse the consequences of the crisis by gender.
<b>10. ES</b>	Yes	With regard to the use of gender disaggregated statistics, the Progress Report maintains the great progress showed in the 2008 document with respect to the previous cycle, as most of the indicators have been adequately disaggregated by sex, except for very few omissions (due to unavailability of data).
<b>11. FI</b>	Some	The use of gender disaggregated statistics is very limited and almost sporadic. The few gender disaggregated statistics are in the Employment chapter.
<b>12. FR</b>	Some	Whereas previous French reports were known for providing precise, and often gender disaggregated, statistical data, this report only has a few scattered data: the economic activity rate of men and women (74.6% and 65.5%); employment rates (69.4% and 60.3%); unemployment rates (6.9% and 7.9%) and the <i>hourly</i> pay gap (16%).
<b>13. HU</b>	None	Gender disaggregated statistics were not used.
<b>14. IE</b>	Some	Gender disaggregated data is rarely presented in the <i>NRP 2009</i> . Only where employment and unemployment rates are outlined is there a consistent use of gender disaggregated data, reflecting perhaps the importance of the Lisbon targets in ensuring gender visibility. In most other sections of the Irish progress report, including where data on job investment, training, entrepreneurship, education and poverty are presented there is no breakdown of the data on lines of gender.
<b>15. IT</b>	None	The statistical information provided in the whole report is very limited (9 tables and 2 figures); moreover, only one table includes basic information on employment without disaggregating the data by gender.
<b>16. LT</b>	Some	The use of gender disaggregated statistics is limited to labour force participation. Regarding general un(employment) statistics, most figures are broken down by gender. On more specific topics, employment rate for older people, gender disaggregated statistics are lacking. In the description of measures of retraining and professional development of employees and dismissed persons, gender differences in participation in vocational training are presented. Also the data on the labour exchange users are gender disaggregated.
<b>17. LU</b>	Some	In comparison with the 2008 NRP, this one contains almost no data or indicators. This is true not only for sex-disaggregated data but also for general data. Unfortunately the annex of the report was still unavailable when completing this report. This certainly induce a weakness of this report since it doesn’t give the opportunity to assess the progress being made and doesn’t allow to identify where progress has to be made.
<b>18. LV</b>	None	The statistical information provided in the whole report is very limited: there are no tables, but some data are mentioned in the text. Gender disaggregated statistics are not used.
<b>19. MT</b>	Only one	Of the 16 tables in the 2009 NRP, only one table is sex disaggregated i.e. Tab.11 p.57: Use of e-Government Services. Data which would otherwise provide a clearer picture of gender equality remain missing e.g. the tables under Education and Training are gender neutral.

<b>20. NL</b>	Some	Regarding data, the report provides 2 tables on the development in employment (one based on the Eurostat definition and one based on the Dutch definition of employment) and these are gender disaggregated. On more specific issues, however, such as older workers, young persons, ethnic minorities and lifelong learning, statistics broken down by gender are lacking.
<b>21. PL</b>	No	As there is no information on timelines, budgets, targets, and gender disaggregated statistics, gender mainstreaming or impact assessment tools are not utilised, it is not clear what the potential outcome for gender equality might be.
<b>22. PT</b>	Some	In the 2009 NRP report, only two indicators disaggregated by sex are included: one out of the employment chapter – the percentage of female researchers (p. 54, in chapter 3.3. - More R&D and Improved Innovation Systems); and the activation rate (p. 91), in the employment chapter
<b>23. RO</b>	Some	The NRP 2009 contains just in one Chapter “Educational and employment policies “(Chapter 4) an indicator disaggregated by groups of age and gender .in Table 1, page 48 (Romanian version) referring to occupational rate. Also is using a gender indicator related to unemployment rate (p. 50)
<b>24. SE</b>	Yes	When the situation in the labour market is described, the data are in most cases disaggregated by sex. This is the case of labour force participation, employment and unemployment of the total population (15-74), of youngsters (15-24) and of foreign-born population, as well the length of unemployment spells.
<b>25. SI</b>	No	As in previous years, the 2009 NRP does not have a statistical appendix that was a valuable part of the 2005 NRP (when it included a number of gender disaggregated statistics).
<b>26. SK</b>	No	The only gender disaggregated statistical data (very basic ones and related only to employment, unemployment, pay gap and retired age) can be found in the Appendix 1 “Monitoring indicators for the Lisbon Strategy”. In the implementation report itself are not used any gendered statistical data and is absent any gender consideration. The use of gendered data would be proper notably in the employment and education chapters.
<b>27. UK</b>	No	Gender considerations are almost entirely absent from the 2009 NRP; even more so than in previous years. There is no explicit discussion of gender equality issues and no use of gender disaggregated statistics, which is in contrast to the higher profile accorded to gender in previous NRP reports.

Source: National Expert NRP Reports 2009 (Part B).

What is perhaps surprising is that among the countries that can be regarded as role models for an increasing level of gender mainstreaming in policy at the national level - for example Belgium and Spain - our national experts still report rather disappointing position of gender in the NRP. In the case of Belgium gender mainstreaming of the NRP remains an intention rather than something put into practice. In Spain the overall assessment is that gender should have a higher profile yet with gender disaggregated statistics the profile is higher than many other Member States. Perhaps there is also the possibility of a raising of the expected level of gender mainstreaming as a number of Member States build on advances in gender equality policy yet these expectations have not been met as crisis-related policies have led to something of the backward step in the NRP process. Unfortunately in the case of Belgium the national expert argues that gender mainstreaming is sometimes used as a tool against gender equality or as "an excuse not to implement specific policies to promote gender equality" (Meulders 2009: 38).

The low profile of gender throughout the NRPs also has the effect of omitting many good examples and innovations which are being or have been developed at the Member State level. This omission also means that a number of Member States have failed to mention new policies that are actually designed to address gender gaps and some NRPs fail to mention key policy developments favouring gender equality in their Member State. The Danish 6+6+6



policy is just one example of a positive development, where parental leave is shared between parents to encourage men and women to participate actively in childcare. Similarly the Finnish and Hungarian NRPs fail to mention initiatives (and targets in the case of FI) to reduce the gender pay gap. Elsewhere good examples are relegated to tables or annexes (for example, expanding childcare in DE).

Where women are mentioned and discussed in the NRP it is invariably focused in the employment chapter rather than integrated throughout the reports (see above). Women are often regarded as merely a target group for integration into the labour market with a focus on increasing their labour supply (for example in HU, IT, MT, NL, PL) but this isolated discussion does not constitute gender mainstreaming or an adequate analysis of their situation. For example women are disproportionately impacted upon by non-standard contracts yet we see no gender sensitive approach of non-standard working or flexicurity policies (for example in DK, LT, NL, FI). On the other hand, women are at least mentioned in the discussion of the Maltese flexicurity pathway and in the Polish response to the Country-Specific Recommendation to develop an integrated flexicurity approach. However, in Malta the NRP still provides no specific pathways out of non-standard work. Similarly in Portugal women are mentioned in the flexicurity section but mainly in relation to reconciliation of work and family for women. The other area where women’s employment is discussed in the NRPs is in relation to their direct or indirect targeting as an at risk group (for example, as mothers of young children in BG).

Nevertheless in spite of the rather low profile of gender and the absence of gender mainstreaming in the NRPs some experts do highlight positive examples of policies in their expert assessments. These include:

- re-launch of a website to challenge the gender-specific choice of education (DK)
- requirement for major companies produce and discuss gender-divided pay data (DK)
- the inclusion in the plan for the “modernisation of public administration” of a number of measures planned to promote gender equality (EL)
- technical assistance and advice to companies on Gender Equality (ES)
- programmes for the social and labour integration of groups of women at risk of exclusion, as immigrant women, Roma women, and trafficked women (ES)
- measures to increase female labour supply (MT)
- the use of European Funds as a spur for the inclusion of gender equality issues (PL)
- gender mainstreaming and gender-specific developments employment policy, including a gender equality action programme (UK).

The following table highlights further examples that were not mentioned in the NRPs but testifies to the low visibility of gender in the Member State NRPs and the missed opportunity of a gender mainstreamed approach to labour market analysis and policy development at this critical time.

**Box 6.4 - NRPs 2009 and adequacy of approach in the field of gender equality in employment**

	Visibility of gender	Adequacy of the approach
1. AT	“Gender” or even “women” are quite invisible in the Implementation Report 2009. Part II (Macro) and Part III (Micro) are completely gender-blind.	The large number of measures taken to combat the negative effects of the economic crisis on the labour market is not gender mainstreamed.

	<p>Women are only mentioned in Part IV (employment and labour market) where it is pointed out that with the crisis “the rise in male unemployment is significantly higher than that of female” (Bundeskanzleramt 2009: 17).</p> <p>The ‘Labour-Market Package II’ (reform of part-time work for older workers, educational leave and solidarity bonus model, introduction of a labour foundation for young workers and employees of the shipping and transport sector) have not been gender mainstreamed as well. This is probably due to the fact that the female dominated service sectors have so far not been as affected by the crisis and thus registered female unemployment has not increased as much as that of men.</p>	<p>Only some active labour market policy measures already designed or implemented before the crisis – especially those funded by the ESF (European Social Funds) – are at least explicitly targeted at women.</p> <p>Only three initiatives focused on gender equality are mentioned: i) the “National Action Plan on Gender Equality” (to be prepared by the end of 2009 and implemented over the next four years); ii) the analysis carried out on the gender pay gap (only stated) ; iii) the implementation of Gender Budgeting (already listed in the NRP 2008-2010).</p>
<p><b>2. BE</b></p>	<p>Gender is invisible in the policy process. The 2009 progress report shows no improvement compared with the latest NRP and previous programmes in terms of the degree of gender mainstreaming of the different employment guidelines or the adequacy of gender equality policies.</p> <p>Despite persisting gender gaps in the labour market, it is clear from the Progress Report (as it was from the NRP) that the choice of a transversal design, implementation and evaluation of policies is preferred over a genuine gender approach of specific problems. When it comes to differences between women and men, gender mainstreaming often seems to be used as an excuse not to implement specific policies to promote gender equality.</p> <p>11 national employment targets are set for, but no gender dimension is developed in these targets (except for the employment rate) and policies to achieve these targets are in no way disaggregated by sex.</p> <p>If we are asked to assess the overall adequacy of the approach, given the employment and gender equality challenges, our evaluation is very negative. The gender dimension is systematically left out, be it with respect to major or minor gender equality challenges. The level of gender mainstreaming in the Progress Report 2009 (and the underlying NRP) and the overall policy approach to address the identified problems and difficulties on the Belgian labour market is unsatisfactory.</p>	<p>Gender mainstreaming is not combined with specific actions (whereas it is in the field of diversity). Moreover, the concept of gender mainstreaming remains largely intentional and declarative.</p> <p>The main finding from evaluating Belgian NRPs, progress reports and employment policies over recent years is that the gender dimension is systematically left out. Policies are only very rarely submitted to a genuine gender mainstreaming test and the overall policy approach to address the identified problems and difficulties on the Belgian labour market is inadequate in gender terms.</p> <p>These critical observations are all the more important in a context of economic downturn, gender policies risk being put aside even more. The gender impact of the economic crisis is not discussed in the progress report and policies in response to the crisis lack every gender dimension.</p>
<p><b>3. BG</b></p>	<p>Gender mainstream is not among the approaches on which the Updated NRP 2008-2010 is based. The analysis of economic developments (in particular, the impact of the crisis) does not consider gender issues and does not identify any gender inequality. Since no gender problems are identified, the implicit conclusion is that there is no need for any gender-oriented policy.</p> <p>Gender equality is not included in the updated NRP as an integral part of the analysis and the</p>	<p>Although the gender equality issue is not included as an integral part of the NRP, and is completely missing from the analytical part of the report, the envisaged policies (described in chapter 2) in some cases are focused (directly or indirectly) on gender issues. The envisaged stimuli for fertility, which include enlargement of the system for child care and monthly cash assistance for children with disability, are an example of indirect attention to gender inequalities. There is more evidence on indirect gender attention in the sections devoted to</p>

	<p>identification of policy goals. The analysis in chapter 1, dealing with the effect of the crisis, does not mention any gender issue. Thus, it is not clear whether the crisis has a different effect on women and men concerning employment, unemployment and income.</p> <p>There is no information on what has happened to families and their living standard, so as to have a better-targeted anti-crisis policy. The lack of such information predetermines the missing gender aspect in the second part, which deals with concrete policy measures.</p>	<p>the improvement of the labour market functioning and to investments in knowledge and skills.</p> <p>Mothers with small children (aged 0- 5) are considered a group at risk in a package of incentives offered to employers. Another programme, not a new one but considered successful, considers incentives for employment in the area of social services, including childcare. There are also incentives for hiring people with small children.</p> <p>Out of 43 anti-crisis measures, only one is indirectly gender oriented, i.e. subsidised jobs for unemployed people, including child care jobs as well as employment for people with small children.</p>
<p><b>4.</b> <b>CY</b></p>	<p>Gender specific policies are highly concentrated within the first national target, i.e. “maintaining high rates of increase of labour supply, particularly by raising old-aged and female participation rates, and reduce gender inequality”. The majority of the measures under the policy priorities “increasing female participation” and “promoting gender equality” are repeated from the 2008 NRP with an update on their status and developments.</p> <p>New measures include the scheme “for the promotion of care services within the framework of reconciling work and family life”, very similar to a past scheme. Its status is at the stage of a proposal submitted for approval to be co-financed by the ESF (for the programming period 2007-2013). It proposes the subsidization of pre-school age children care to enable mothers facing difficulties entering the labour market. In addition, it includes the subsidization of care for elderly and people with disabilities. The reliance on ESF co-funding gives the impression of a piecemeal approach lasting the duration of a programming period rather than a long term approach to care services.</p> <p>Another measure identified as new is the “Promotion of a dialogue with local authorities in order to develop closer cooperation and strengthen structures of social care”, to support a variety of vulnerable groups. It is uncertain why a dialogue needs to be promoted for a measure that appears a mere continuation of an existing one. The “catch all” definition of vulnerable groups to cover such a diversity of recipients weakens a vague measure that lacks focus. In addition, the measure’s providers (local authorities and NGOs) are two entities with a very weak financial status with some of them close to bankruptcy. Their selection as partners in providing such a variety of care services raises questions of their long term sustainability.</p>	<p>Gender mainstreaming is absent from two crisis specific measures which could have served as vehicles for addressing occupational/ sectoral segregation (hence the gender pay gap. A gender perspective is also absent from other schemes (in particular, those facilitating access to finance). Moreover, gender is absent from two main policy areas: educational system and foreign workers issues.</p> <p>In considering the implementation of measures on “Expansion and improvement of care services”, reconciliation is assumed as only concerning women as they were identified as the only direct beneficiaries of the care services. The definition of “reconciliation” as a female matter seems to be further substantiated by the new proposal to amend the parental leave law in Cyprus. The Labour Advisory Committee prepared the new law amendment and presented it to Parliament (Cyprus Mail, October 6, 2009). The amendments include the transferability of parental leave from fathers to mothers and the expansion of parental leave for parents of children with special needs and chronic diseases. At a time when EU developments are towards expanding parental and non-transferable leave for both parents, Cyprus moves to a direction of reinforcing current gender roles within the family. This proposal appears to be a response to the current dismal adoption of parental leave by men. In fact, a parental leave amendment (without specifying its content) was included in the 2008 NRP (p. 24) as a measure that would promote reconciliation of work and family life and would contribute in reducing the gender pay gap.</p>
<p><b>5.</b> <b>CZ</b></p>	<p>The visibility of gender in the NRP 2009 is very scarce and unsystematic.</p> <p>The European Commission recommendations for new policies include: better integrating disadvantaged groups into the labour market,</p>	<p>The response to the crisis has created a number of threats to gender equality. These include;</p> <p>i) the delayed approval of a “Pro-family package” which includes paternity leave, PT employment support and legal regulation of childcare because of</p>

	<p>reconciling work and family life and tackling the gender pay gap yet the second and third recommendation have not been taken into account at all and the gender dimension is completely missing from the first.</p> <p>The NRP does recognise that the situation of Roma women is even more difficult than for men because of high fertility that puts them out of work for many years but the description of the measure following this analysis is completely missing gender mainstreaming or gender impact assessment</p>	<p>the impact on the public spending;</p> <p>ii) crisis-specific measures (in the Macroeconomic chapter) will have impact on gender equality but they are not gender mainstreamed and they are not even mentioned in the Employment chapter. These include: a) a decrease in sickness benefits and maternity allowance; b) increase in tax deductions on children and temporary increase in child benefits; c) introduction of the unpaid first three days of the care for sick family member.</p>
<p><b>6. DE</b></p>	<p>The German NRP lacks a genuine gender approach to public policy. If gender aspects are mentioned, this occurs only when they are closely related to the labour market and to explicit EU-targets (like employment rate and child care facilities). Even national policies which do include explicit gender targets are not mentioned in the NRP, or only in the summary tables. The limited gender dimension is evident in the text of the NRP, where at no point of the document women or men appear as a category. None of the programmes related to women's situation are mentioned in the text, but they are listed in the following modules of the table (included in Part 2):</p> <ul style="list-style-type: none"> <li>- n. 3: programmes for women professors and MINT-Careers for Women;</li> <li>- n. 4: further development and expansion of needs-oriented quality child-care facilities;</li> <li>- n. 16: initiatives within the Länder in the field of innovation and a knowledge society; nearly all Länder includes special programmes for women in science and university training, research capacities for gender studies, child-care facilities etc.</li> </ul>	<p>In the programmes mentioned under the numbers 55 (Reorientation of labour market policy instruments) and 57-60 (ESF-funded programmes) and 61-64 (special labour market programmes) gender mainstreaming principles should be followed (as for example being part of ESF regulations and/or mentioned in the overall legal framework of labour market policy, SGB III and SGB II), but they are neither mentioned here nor implemented in the programmes as far as we know.</p>
<p><b>7. DK</b></p>	<p>The Danish NRP 2009 is, as former NRPs, gender blind. It is important to incorporate into policy the gender dimensions (as well as ethnicity and age), especially when discussing labour supply. Data show that the lower is the qualification of the worker, the higher is the difference in employment (as well as unemployment) between female and male migrants and descendants for non-western countries, as well as between women and men of Danish and western country origin. Although employment has increased, these differences seem to be persistent. A deeper analysis of the causes behind these differences, instead of a focus on single migrant mothers, could be instrumental in increasing labour supply.</p> <p>Equal opportunities and gender are dealt with in chapter 4 ('Employment and labour market policy'), but only in the section 4.6 on 'Equal opportunities and employment of women'. It is also mentioned in the section on 'Unemployment trends' and in that on 'Labour supply' (4.2).</p> <p>The NRP 2009 mentions the following initiatives: promotion of women in management; the re-launch of a website <a href="http://www.lige-frem.dk">www.lige-frem.dk</a> to challenge the</p>	<p>In the Danish NRP, the special section on "Equal opportunities and the employment of women" (§ 4.6) deals with important equality problems. It is stated that the Government is making an effort to meet the targets and implement the initiatives set out in the <i>EU Pact for Gender Equality</i>.</p> <p>It is remarkable that gender differences in Danish unemployment rates become an issue of interest only when it becomes 'unusual', i.e. male rates are rising. In earlier NAPs and NRPs women had an unemployment rate higher than men.</p> <p>Lack of gender awareness in the Danish NRP is given by the fact that the word 'gender' is mentioned only in the special section on 'Equal opportunities and employment of women' (§ 4.6). At the same time, the so-called '6+6+6 model' is not mentioned in section 4.6. This model gives the possibility for a total 18 weeks' paid parental leave if both parents are employed in the public sector. The interesting part is the division of leave: the 18 weeks are allocated with 6 weeks earmarked for the mother, 6 weeks earmarked for the father and 6 weeks shared. The model intends to increase the fathers' incentive to take parental leave, as the right to salary during the earmarked periods cannot be</p>

	gender-specific choice of education; labour market segregation is mentioned as the main factor behind the gender pay gap and it is recalled that major companies are to produce gender-divided pay data and discuss them in their work councils with a view to reducing disparities in pay.	transferred between the parents.
<b>8. EE</b>	In general, the gender mainstreaming of the 2009 NRP remains very poor and the visibility of gender relatively low. None of the measures discussed in the NRP are gender specific or explicitly targeting specific problems of men or women. The Strategy for Growth and Jobs 2008-2011 (adopted in 2008) was somewhat better in terms of gender awareness. Although most of the policies remained gender neutral and there was no explicit gender mainstreaming, it did include several measures targeting issues of family and work reconciliation, as well as several family related services to improve the employment possibilities of women. The 2009 NRP does not take a gender approach when analysing impact of the economic crisis. There are few references to the stronger impact of the crisis on the employment of men, but this acknowledgement is not followed by measures explicitly tackling their high unemployment rate.	It is stated that the very sharp increase in male unemployment is due to the fact that male dominated sectors were more affected by the recession – thus indirectly the gender segregation in the labour market is brought out as one of the causes. However, in planning the measures which would improve the labour market situation (and also the measures supporting employers and aiming at increasing the number of jobs) the different situation of men and women in the labour market is not taken into account.  Unemployed young men with low educational level and without any vocational specialization are pointed out as a risk group. As a solution to their high unemployment rate, an apprenticeship training scheme has been implemented; but the NRP does not provide any information about gender (whether the scheme takes gender into account).
<b>9. EL</b>	The visibility of gender is limited in the Greek NRP and is isolated in two locations: in the chapter on the “modernisation of public administration”, where one paragraph is dedicated to gender equality, and in the employment chapter, where references to gender are scattered.  The paragraph in the chapter on the “modernisation of public administration” enumerates a number of actions underway aiming at promoting gender equality in the broad public sector. It is a good example of gender mainstreaming.  The visibility of gender in this second paragraph of the employment chapter is limited to the brief mentioning of three measures implemented during the period under consideration. The first refers to the placement of 10,000 children of working mothers in nurseries, the second to a project promoting gender equality carried out in 105 SMEs and large companies, which benefited to 7,604 women, and the third to the implementation of specialised programmes for women who are outside the labour market. No further information is provided for these measures in the NRP.  It also noteworthy that there has been a total lack of gender mainstreaming in the policy initiatives undertaken since autumn 2008 to mitigate the consequences of the crisis. Moreover, there is no evidence of gender mainstreaming in the macroeconomic chapter, especially in the hiring policy of the public sector for 2010 and the coming years, which is expected to have a different impact on the employment of men and women, along with broader consequences for the provision and quality	Gender mainstreaming in the NRP is limited to the ‘public administration chapter’ and the paragraph of the employment chapter on labour market analysis where disaggregated statistics by sex are consistently used. However, there is no link between this paragraph and the next one on employment policy where gender has very low visibility and programmes promoting gender equality are vaguely described. Finally, it seems that the economic crisis has reduced the importance of gender equality among the goals of policy-makers while the requirement that this year’s NRP is a short report has reduced the visibility of gender in the NRP 2009 by comparison to previous years.

	of public and social services.	
<b>10. ES</b>	<p>The visibility of gender equality issues in the 2009 Progress Report is deficient. The long-term character of most of the gender measures and the low visibility of their impact have moved gender issues to policy background in the context of the current economic crisis, when urgent special measures of immediate effect have become indispensable and have come to the forefront. The analysis of the effects of the crisis and of the measures on gender is simply nonexistent.</p> <p>However, the Progress Report states that the Government has undertaken various actions to raise the female employment rate within the framework of the Strategic Plan for Equal Opportunities 2008-2011, including measures to promote gender equality and to eliminate gender discrimination, including technical assistance and advice to companies, implementation of measures and programs aimed at social and labour integration of groups of women at risk of exclusion, as immigrant women, Roma women, and trafficked women, implementation of measures and programs aimed at providing incentives and supporting entrepreneurial projects and self-employment of women, implementation of specific actions to enhance training and labour specialization of women, the development of Organic Law to encourage the implementation of equality policies in companies, and a €4 million fund to guarantee comprehensive social assistance to victims of gender violence.</p> <p>Furthermore there is evidence of integrating gender into other aspects of the NRP with The Virtual School for Equality, The Training Plan in Equal Opportunities, creation of new 300,000 places at public kindergartens for children &lt; 3 years. Even in the R&amp;D and the innovation strategy, the NRP report includes some questions relative to the Action Plan for Equality between Men and Women in the Information Society for 2009-2011.</p>	<p>Due to the deeper impact that the crisis has had in male-dominated sectors, such as construction or the automotive industry, many of the employment measures implemented in 2009 have been focused on alleviating the situation for these sectors. As a result they may induce a crowding-out effect in the medium term, resulting in gender issues to move to policy background and (implying) a stagnation in the development of such important questions. The 2009 Progress Report of the Spanish NRP reflects this situation: it does not present an appropriate gender approach and there is an evident lack of references to the impact of policies on gender equality issues.</p> <p>Notwithstanding some evidence of gender auditing/evaluation of policies is limited and poor in general terms, and gender issues are only monitored regarding the evolution of employment. The provision of complete information about the actual performance of policies in their respective areas is rather deficient, and does not allow for a well funded evaluation of the results.</p> <p>The rest of the monitored and the updated measures of the Progress Report have not included any evidence of gender mainstreaming, although some of them involve direct effects for gender equality that have not been addressed in the text.</p>
<b>11. FI</b>	<p>The foreword of the NRP report from 2008 emphasised that ‘in accordance with the Government Programme, the promotion of gender equality is taken into account in all decision-making when implementing the reform programme. The gender perspective is mainstreamed in the drafting of legislation, in budget processes and in early stages of other significant projects’. In the Implementation report these very words are repeated at the page 22 when describing the Government mid-term review.</p> <p>However, excluding these promising words, gender is barely visible either in the implementation report or in the NRP report. Admittedly, it is possible that all kinds of drafting and decisions are gender mainstreamed at the planning stage and no such gender impact was found, which would have been worth reporting in the final reports. This might be</p>	<p>The main shortcoming of the 2009 NRP from gender point of view is that references to gender are very limited and no gender mainstreaming is made visible. There are a few exceptions: young men threatened by social exclusion, the recognition that “day care facilitates the participation of both parents in working life” and that female entrepreneurship is given special attention when discussing promotion of entrepreneurship. In short, some of the most striking gender equality problems in the labour market are not mentioned at all. For instance, there is no reference to gender pay gap or to the Equal Pay Programme. Flexicurity is shortly discussed (p. 95), without referring to the very gendered nature of contractual flexibility in the labour market. The unequal division of the use of family leaves by gender is neither referred to. Gender pay gap is not mentioned at all in this</p>

	<p>partly understandable given the relatively equal position of women and men in the labour market as regards e.g. employment and unemployment in general. However, it would have been nice to know for sure that gender perspective has been taken into account.</p>	<p>context, although reducing gender pay differentials is one of the priorities in the Government Action Plan for Gender Equality 2008–2011. The gender perspective should be taken into account when discussing new pay systems.</p>
<p><b>12. FR</b></p>	<p>From year to year, the place devoted to gender equality has become increasingly smaller, whereas inequalities persist (except for the impact of increased men's unemployment which reduces women's above-average unemployment). The least that can be said is that gender is hardly visible in the report. The theme is tackled on two occasions: the title of one paragraph is “consolidating childcare measures in order to make women's economic activity rate more dynamic”. Moreover, within this same section, half a page with the title “ensuring occupational equality between women and men” is tackled in the section devoted to “promoting economic activity”, between older people (2 pages) and young people (1 page).</p> <p>There is just half a page is devoted to equality (pp. 61-62). The word “women” appears 20 times in the report and “equality” 33 times, but in the majority of cases, the latter in fact concerns equal opportunities in its broader meaning – fight against discrimination, diversity and so forth. As for the term “gender”, it only appears once, negatively.</p>	<p>A diversity label has been launched and concerns all forms of discrimination “except for gender”, which is already covered by a specific label, namely the “equality label”. However, nothing is said about the results of the equality label and its relationship with the new label.</p>
<p><b>13. HU</b></p>	<p>Economic policy chapters ignore totally gender equality issues. Gender is clearly visible only in some parts of the Employment chapter. Point C (GL 17) identifies women as a target group of structural reforms aiming at increasing their labour market participation. Under the heading “Making employment a real opportunity for all” (GL 18), the very low employment rate of mothers with small children is addressed. In all other issues the 2009 NRP is gender-blind. In particular, it does not consider any gender-related problems in connection with the implemented of policies.</p>	<p>The NAP and its Implementation Report failed to mention some important gender issues like gender pay gap, gender segregation, the special problems of single parents providing care for old and ill relatives, as a precondition of reconciliation work and family duties beside kindergartens, the adequate responds are also missing to them.</p>
<p><b>14. IE</b></p>	<p>For the most part the NRP presents its analysis of the economic environment and policy priorities in a gender neutral, and at times gender blind, fashion. The underlying gender analysis is weak and there is no sense that the response to the current economic crisis is informed by a gender analysis. There is a specific section on gender equality within the employment chapter but it is weak and lacking in new policy initiatives, as well as underplaying the impact of cuts to important positive gender equality programmes, in particular the Equality for Women Measure (EWM).</p> <p>The scale of unemployment which is evident in the Irish economy at present was not anticipated and has resulted in a shift in employment policy away from the recent emphasis on ‘activation’ of potential labour supply and towards a ‘prevention’ policy with the stated aim of addressing the drift</p>	<p>Any new initiatives which may be introduced are now awaiting the much anticipated December 2009 Budget, linked to deepening concern by different sectors as to the specific nature of the cut-backs that will be introduced. In this context, while there is some focus on unemployment, poverty and welfare rates, there is little focus on gender. Indirectly however, the situation of low to middle-income public and private sector workers, as well as welfare dependent households, predominantly involves women and whether they will take a disproportionate share of the cut-backs is a gender equality issue.</p> <p>There is little acknowledgement of the specific situation of women in relation to unemployment, their tendency to disappear from the Live Register (and often into categories of ‘inactivity’) and the way in which regulations concerning registration</p>

	<p>into long-term unemployment. This is a shift towards traditional economic policy and its focus on the male-dominated Live Register.</p> <p>In outlining policies towards wage and salary development and taxation, issues of low pay and the regulation of conditions of employment are particularly significant from a gender perspective but are not identified as such.</p> <p>There is no sense of a link between the strategy to raise entrepreneurship and the policies articulated in the National Women’s Strategy (2007) in relation to entrepreneurship among Irish women. Policies towards innovation in science and technology (including IT, energy and transport) are all presented in a gender neutral fashion.</p> <p>There is no evidence at present that gender informed perspective or gender equality issues have been taken into account in the setting up of job investment and enterprise support programmes</p>	<p>exclude many women for example, those seeking part-time employment are not eligible to register.</p>
<p><b>15. IT</b></p>	<p>Gender is not visible in the policy process. In the Italian 2009 NRP progress report (as well as in the planning of employment policies) the gender dimension is systematically left out. Policies are never submitted to a genuine gender mainstreaming process and the overall policy approach to address the problems of the Italian labour market is inadequate in gender terms. These critical observations are all the more important given the recent economic crisis. The gender impact of the economic crisis is not discussed in the progress report and policies in response to the crisis lack a gender dimension. Gender policies have been put aside even more than in the past.</p> <p>The issue of female employment is restricted into section 6.5 (entitled <i>Female employment and reconciliation</i>, p. 78), where four short paragraphs describe what the Governments “intends to do”. Throughout the rest of 2009 NRP the word ‘women’ (<i>‘donne’</i> or <i>‘occupazione femminile’</i>) appears only three times: in the executive summary and in reporting some local policies implemented by the Puglia Region. The expressions equal opportunities, gender equality and gender mainstreaming are never used. As a matter of fact, there is no gender mainstreaming at all in the Italian NRP, as in the past</p>	<p>The chapter on employment devotes very little attention to the issue of female employment and no attention at all to that of gender equality. The 2009 NRP lacks a gender perspective, hence it lacks a clear strategy to foster female employment.</p> <p>The general and promising statements are not followed by policy proposals and the only concrete initiative mentioned is that concerned with introducing changes in the rules providing funds to organisations implementing positive actions favouring reconciliation at the work place.</p> <p>A national action plan for reconciliation has been announced by the Ministry of Equal Opportunities and while it is not clear how far this new announcement overlaps with the previous announcement it does confirm a narrow perspective in addressing the issues of gender equality and female employment.</p> <p>Nothing is said about the implementation of the <i>National extraordinary plan on childcare services 2007-2009</i> (approved in 2007) and since the Government took office (May 2008), there has been an increasing talking about alternative solutions (less costly for the state).</p>
<p><b>16. LT</b></p>	<p>Gender visibility is limited in the 2009 NRP, also in comparison with the 2008 NRP. This is the case of the chapter devoted to the macroeconomic policy. Gender visibility is also limited in the chapter on “Implementation of microeconomic policy”. In the employment chapter, discussing changes in the employment rates, gender differences are mentioned.</p> <p>The visibility of gender in the whole report is rather limited. Gender mainstreaming of employment policies (discussed in the Employment chapter) is</p>	<p>Compared to the 2008 NRP, this year NRP contains fewer references to gender. Gender mainstreaming of policies is rather limited throughout the report (in the introduction, as well as in the chapters on macro, micro and employment policies). There are also no specific policies aimed at closing the gender gaps, or no discussion on gender issues.</p> <p>The 2009 NRP mostly addresses new challenges for Lithuania, the impact on the labour market of the financial and economic crisis, decline of GDP,</p>



	also rather limited even in the sections considering flexicurity, wage setting and wage bargaining. Gender mainstreaming is rather limited in the presentation of newly announced policies and in the discussion of the measures already implemented.	real wages and etc. Even in comparison to previous year report gender mainstreaming is rather limited also in qualitative terms.
<b>17. LU</b>	<p>The gender perspective is well present in the 2009 NRP. This reflects a real willingness of the government to shape the employment and inclusion policies in a gender equality perspective. It is stated that gender mainstreaming is considered as a guide for shaping and adopting employment policies; this is an important improvement with respect to the 2008 NRP. The gender mainstreaming approach, adopted by the government and local authorities and organised by the Ministry of EO seems to have produced significant and positive effects in the definition of employment policies.</p> <p>On the whole, the gender perspective and the equality of men and women constitute a significant component of the 2009 NRP. First, the gender mainstreaming approach to promote the equality of men and women is clearly put forward as the guide for the implementation of the employment GLs. Second, the relative importance of gender related policies and objectives are high. At least 14 measures, policies or objectives listed are explicitly or indirectly dealing with the gender equality.</p>	<p>The main results of the evaluation of the implementation of the “National Action Plan for Equality of Women and Men” are not presented in the 2009 NRP. However, the overall assessment is positive. The decisions that have been taken following this evaluation should improve the gender mainstreaming of policies and measures. From this point of view the training in gender equality, in wage equality in the private sector, and in gender impact assessment and gender mainstreaming in the public sector would certainly have a positive impact in the coming years. The main objectives of the women associations (Committee of Female Employment and National Council of Luxembourg Women) are to some extent taken into consideration even if imperfectly. This is in particular the case for the gender pay gap, the childcare facilities, and to some extent for the reform of pensions in relationship with some frequent characteristics of the career paths of women.</p>
<b>18. LV</b>	<p>Gender considerations are entirely absent in the 2009 NRP. There is no explicit discussion of gender equality issues, no use of gender disaggregated statistics, no specific gender related national target; no gender mainstreaming of policy measures and no gender impact assessment of policies implemented so far.</p> <p>One should keep in mind that over the last year Latvia has been characterised by a very severe recession, a rapidly worsening budget crisis, the request for international financial assistance (IMF) in order to face the economic and financial crisis and to avoid bankruptcy, finally political instability (a new government was formed in March 2009).</p>	<p>The 2009 NRP is completely gender blind. The lack of attention to gender issues in the document is to be analysed taking into account: (i) the current structure of GLs that MSs has to consider; (ii) the dramatic effect of the economic and financial crisis on Latvia’s public finances and the need to restore some fiscal sustainability; (iii) the 2009 Spring Council recommendations for Latvia (not including gender issues).</p> <p>The 2009 CSRs for Latvia are: 1) to pursue a restrictive fiscal policy; 2) to promote wage moderation (in order to reduce inflation and improve competitiveness); 3) to increase labour supply and productivity, within an integrated flexicurity approach; 4) to integrate more closely the R&amp;D policies.</p> <p>The first two recommendations have been pursued through severe budget cuts (with little attention to priorities) and a substantial decrease in wages in the public sector (-20%); but there are no signs of improvements with respect to the other two issues. As a matter of fact, most recent budget measures are likely to reduce labour supply.</p>
<b>19. MT</b>	<p>Overall, Malta’s NRP fails to provide an integrated governance framework for gender equality issues, and there are no horizontal planning tools that cut across gender related policies and that support joined up policy and gender mainstreaming. Gender equality per se is nowhere mentioned in the NRP 2009. Indeed, the gender dimension is</p>	<p>Malta still lacks a coherent policy strategy to encourage specific groups of women to earn. Women are invisible in Malta’s measures to address the financial and economic crisis.</p> <p>For example it is clear that government has failed to draw up policy measures to support the</p>

	<p>systematically left out of the general discussion, and limited only in the employment chapter (Part C) to a sub-section on raising women’s labour supply and to another one on the provision of childcare.</p> <p>The chapter on employment, education and training concentrates on increasing labour supply; women are mentioned as a one of many target groups, with policy measures that include: tax credits for women returnees introduced in 2005, and extended and amended in 2009 (see Part A: 8); a deduction in employers’ taxable income for childcare provision introduced in 2007 and increased in 2009 (see Part A: 15); an increase in paid maternity leave set in 2008 (see Part A: 12). Quite surprisingly, women get little attention in Malta’s Flexicurity Pathway other than in terms of training courses organised under the ESF-funded Employability Programme for those returning to employment. Although a little out of place, measures for childcare are discussed under Education and Training.</p>	<p>employment of older women who might have more time on their hands without the burden of childcare. Increase in maternity leave and the provision of childcare services are of no relevance to middle aged and older women. Evidence seems to suggest there is little commitment by the State to provide a framework for formal economic activity by this particular target group of women</p> <p>No new policy measures for gender equality are announced in the Progress Report 2009, and the discussion of the already existing gender specific measures pertaining to women’s employment is unsatisfactory, as it provides no quantitative assessment of outcomes. Initiatives are still at the awareness-raising stage</p> <p>It is interesting to note that despite awareness, the State provides no specific pathways out of non-standard work and working times, to avoid risks of long term traps and segmentation of women in disadvantaged employment forms.</p>
<p><b>20.</b> <b>NL</b></p>	<p>The Progress Report 2009 clearly takes into account gender aspects. Section 1.4.1 (“Labour participation”) starts with the observation that all three Lisbon targets, including the target of a female participation rate of 60% women, have been realised. It is recognised that the employment rate is high, but that the total number of working hours is rather low and should be increased.</p> <p>In the employment chapter, a specific sub-section (§ 4.2.1) is devoted to women, starting with the observation that the female participation has increased considerably. Moreover, it is stated that the relative position of women in the labour market seems to improve due to the economic crisis because women are less likely than men to be employed in sectors that are sensitive to economic fluctuations.</p> <p>The visibility of gender in the Progress Report 2009 has improved compared to former reports. This improvement started in the Progress Report 2007 (which also included a specific section on women). However, additional improvements are still possible. Moreover, gender mainstreaming remains limited.</p>	<p>Despite the clear visibility of gender, the level of gender mainstreaming in the Progress Report 2009 is rather limited. In Part 1 the policies to deal with the crisis are discussed but there is no attention for gender. In the Employment chapter the attention for gender is limited to a specific subsection under the section ‘increasing labour supply’. In the other subsections (‘elderly’ and ‘vulnerable groups’) there is no reference to gender. In the sections ‘flexicurity’ and ‘human capital’ no reference is made to gender whatsoever.</p> <p>The impact of the crisis from a gender perspective is not addressed. Section 4.2.1 (Part 2) notices that the relative position of women in the labour market seems to improve due to the economic crisis because women are less than men employed in sectors that are sensitive to economic fluctuations. However, budget cuts in public administration and ‘Child arrangements’ may have a negative impact on the female labour participation.</p>
<p><b>21.</b> <b>PL</b></p>	<p>In the 17-page document the terms ‘gender’ and ‘gender equality’ are not used, while ‘women’ are mentioned in three instances: a) among the groups in difficult labour market position; b) in the context of a new Act proposal regulating forms of childcare (for children &lt; 3) and supporting reconciliation; c) as a target group of EU co-financed programmes. Thus, there is some specific attention to women, but gender mainstreaming is not applied. As it stands, it is not clear if any gender equality bodies/ expert participated in the drafting of the document.</p> <p>Section IV.4 (entitled ‘The introduction of an</p>	<p>Chapter III of the NRP 2009 outlines the long- and short term anti-crisis plans – mostly economic, but also employment and social policies. This is compounded by difficulties predicting the length and scale of the crisis and thus the severity of the unfolding labour market challenges.</p>

	<p>integrated model combining labour market flexibility with a high level of security of employment and income’) also falls short on GM; however, there is some attention to women, parents and carers in activities aimed at groups particularly disadvantaged in the labour market, making gender issues more visible than in other parts. First, women are included in the group of persons with labour market difficulties, thus eligible for intensified action (together with the disabled, young people, and persons 50+). Second, reconciliation of work and care roles of parents and carers is facilitated by a draft Act on forms of childcare (for children &lt;3) regulating nurseries, children’s clubs and nannies, and by a programme ‘reconciliation of parental and professional roles of women and men’. Third, the improvement of women’s labour market position is supported via activities co-financed from EU funds for entrepreneurship, activation, and promotional activities aimed at employers, and campaigns to raise society’s awareness of labour market discrimination of women 45+.</p>	
<b>22. PT</b>	<p>The tendency to mention men and women in a descriptive way when the analysis is carried out was already evident in the last year’s report, but in the 2009 NRP not even that minimum is reached: the diagnosis of the social conditions almost disappeared, while references to ‘gender’ and ‘women’ are less frequent.</p> <p>In section 3.5.3 (entitled “Promoting the balance between flexibility and security in the labour market”) reconciliation of work and family is considered a policy promoting gender equality. However, extended leaves for mothers and fathers are a good solution during the first months of the newborn child, but after that initial period they are not used. Parental leaves can not be seen as a policy tool for reconciliation of work and family in a country where the flexibility of working time responds mainly to employers’ needs.</p>	<p>The employment chapter (entitled “More positive mobility through qualifications employment and social cohesion”) is the only one that addresses explicitly the gender equality issue. It is only in this chapter that we can find the expression “gender equality” (3 times). In the subsection 3.5.4 (Strengthening social cohesion), two policies are identified as promoters of gender equality: “Family support policies” and “Protection in Parenthood System”. Other policy measures are mentioned to address gender inequalities, but in a rather generic way.</p>
<b>23. RO</b>	<p>There are very few references in the 2009 NRP to gender and gender specific policies, in spite of the targets set in view of the Lisbon strategy. One would expect, especially in these times of crisis, to find explicit anti-discrimination and gender equality policies among the drafted supporting measures for people at risk. However, in the Romanian Implementation Report the policies for the promotion of gender equality have been neglected. Equal opportunities are mentioned only sporadically, as a peripheral theme in the employment policy chapter.</p>	<p>The NRP points out a drastic reduction of budgetary revenues (17.4 billion lei according to the revised budget of last April). This reduction was designed together with to the “unified wage law” introduced in September, the implementation of which was scheduled for the period 2010-2014, and the reform of the pension system. These measures, developed to protect vulnerable groups, do not consider their impact on gender differences. The only gender issue mentioned is the need for equalising the retirement ages for men and women; but again, no specification has been made regarding gender differences in working conditions (while some categories preserve the right to retire early, without fulfilling the required criteria).</p>
<b>24. SE</b>	<p>Overall the Swedish NRP has a mixed performance when it comes to gender mainstreaming.</p>	<p>The only category where the measures are gender mainstreamed to a higher degree is the foreign-born</p>

	<p>On the positive side:</p> <ul style="list-style-type: none"> <li>- the effects of the economic crisis is described in terms of the men being hit first, but it also points out that over time women will be affected too and that gender difference in the unemployment rate will even out;</li> <li>- measures to stimulate women’s entrepreneurship are mentioned under the heading of microeconomic policy;</li> <li>- there is some gender mainstreaming of the in-work tax credit;</li> <li>- in order to alleviate the economic crisis the government has provided additional resources to the municipalities.</li> </ul> <p>On the negative side:</p> <ul style="list-style-type: none"> <li>- no gender mainstreaming, no references to gender specific policies or use of gender disaggregated statistics under the heading of macroeconomic policy;</li> <li>- the effects of different policy measures to address the crisis are hardly gender mainstreamed at all when the point of departure is the different measures.</li> </ul>	<p>women and men. There is a goal that at least 40% should be women among the participants in initiatives directed at established entrepreneurs with a foreign background that want to get help developing and expanding their companies.</p>
<p><b>25. SI</b></p>	<p>This year’s document does not provide any gender sensitive reflection of discussed concepts and problems such as flexicurity, segmentation of labour market, investment in human resources or other issues where gender mainstreaming would be needed both to promote gender equality and to achieve other aims stated in the NRP.</p> <p>The report does not have an employment chapter that in previous years covered, among other themes, equal opportunities, reconciliation of work and family life and prevention of discrimination on the labour market. Gender related issues are completely absent from the report and there is no evidence of gender mainstreaming.</p> <p>There is lack of visibility of gender in the presentation of priorities concerning importance of knowledge (education, LLL, R&amp;D), entrepreneurship, improvement of functioning of the labour market institutions and legislation and coordinated approach to flexibility and social security reforms. This is problematic as in all these areas there are gender specificities that should be tackled (such as gender segregation in occupations and sectors, gender gaps in the employment rate and pay, as well as in self-employment).</p>	<p>The 2009 NRP declares that equal opportunities should be promoted in creation of value-added and quality jobs. This is a general declaration not followed by policy proposals. The report does not give any information concerning gender related problems; measures to tackle these problems are not presented (not even mentioned).</p> <p>The 2009 NRP does not set any specific gender related national targets. It doesn’t even mention the general target of ensuring opportunities for both sexes and preventing discrimination that was present in the 2008 NRP as target that is to be applied as “horizontally across all measures”. Document also does not mention any EU gender equality related targets. This deterioration is worrying as it could signal lesser commitment to gender equal opportunities</p>
<p><b>26. SK</b></p>	<p>Gender has lost visibility. In the NRP 2008, the gender dimension was reflected mainly in connection with the following topics: the integration of women with small children to the labour market, the equal remuneration for equal work and the increase of retirement age for women up to 62. In the 2009 NRP implementation report the gender dimension is restricted to the reference to the <i>National Gender Equality Strategy</i>.</p>	<p>The absence of the gender dimension in the whole report is substituted with the reference to the <i>National Gender Equality Strategy</i>, approved by the Slovak Government in April 2009. This is a very important document and represents a step forward; however, a single reference to this document without any linkage with the various areas of social-economic life makes the 2009 NRP not sufficiently gender sensitive.</p>

	Currently, the main problem related to gender issues is the discrepancy between the strategic political documents and the effective policy initiatives implemented, as well as between the employment policy and the family policy.	A lack of gender mainstreaming of anti-crisis measures is evident in the new subsidy for the self-employed. First, women who take parental leave within 24 months of receiving the subsidy must pay back the subsidy. Secondly, it is not allowed to be on parental leave and simultaneously work for money: this general rule implies that parents (i.e. women) will have to choose either the parental leave or paid work.
27. UK	Gender considerations are almost entirely absent from the 2009 NRP; even more so than in previous years. There is no explicit discussion of gender equality issues and no use of gender disaggregated statistics. However, women do figure as the de facto primary constituencies for ALMP directed at the target groups ‘lone parents’ and ‘partners of benefit claimants’ and for ‘reconciliation and childcare’. Women are also the explicit target group for 3 of the 49 measures reported in the reporting annex which summarises policy implementation	<p>The lack of attention to gender issues in the 2009 NRP is partly explained by the present design of the GLs.</p> <p>It should be recalled that behind this brief reporting document there is a wealth of more detailed policy documents and that there have been a number of gender mainstreaming and gender-specific developments in UK employment policy under the Labour government, including a gender equality action programme with regular evaluation reports as part of the ‘Women and Work Commission’ initiative. In particular, UK employment policy continues to treat childcare and reconciliation as a priority concern, and some progress continues to be achieved in this area.</p> <p>The lack of attention to gender issues in the NRP indicates that a gender mainstreaming awareness has not become fully embedded across the policy making machinery, particularly when employment policy is being discussed in articulation with other parts of economic policy.</p>

Source: National Expert NRP Reports 2009 (Part B).

### 6.3 NRPs 2009 and issues that should be prioritised with respect to gender

The priority areas identified by experts in the EGGE network reflect, to some extent, national particularities but there is also a strong consistency in the expressed need for the adoption of a gender mainstreamed approach to the analysis of all policies, particularly those related to the crisis.

It is useful to use the four-step framework previously developed by the Expert Group on Gender Social Inclusion and Employment (EGGSIE) in their Manual for Gender Mainstreaming Employment Policies (Plantenga et al. 2008) whereby gender mainstreaming of policies requires: 1) getting organised; 2) learning about gender differences; 3) assessing policy impact; 4) redesigning policy (see Box 6.2). These key steps in gender mainstreaming can be mapped onto the NRP process and highlight the potential contribution gender mainstreaming can make to effective policy analysis and design (Plomien 2009: section B).

#### Box 6.5 - Four Steps for effective gender mainstreaming

An effective gender mainstreaming strategy consists of four steps.

- 1) The central focus of the first step ‘getting organized’ is on implementation and organization, and building awareness and ownership. Implementation and organisation of gender mainstreaming refers to the process of providing a structural and cultural basis for equal opportunities. In addition, stakeholders should consider gender mainstreaming as part of their tasks and responsibilities.
- 2) A next step in the process of gender mainstreaming is ‘learning about gender differences’. A description

of the actual situation is essential in order to assess actual gender (in)equality and to prioritise areas for attention. In addition, monitoring of the situation over time provides information on the trends in gender (in)equality.

- 3) The third step ‘assessing the policy impact’ is to analyse the potential gender impact of the policy with reference to participation, resources, norms and values and rights. An important issue regarding participation is that both quantitative as well as qualitative aspects should be taken into account. With respect to access to resources, it is critical to take into account not only the impact on household resources but also the impact on individual resources.
- 4) Finally, the fourth step ‘redesigning policy’ is to identify ways in which the policy could be redesigned to promote gender equality. The need for redesign is particularly strong where initial gender differences are high and have major impacts on women’s life chances. When redesigning policy it should be taken into account that gender mainstreaming calls for a more joined up approach which may involve more than one policy area or department.

Source: Plantenga et al. (2008: 5)

In Step One the development of ‘ownership’ of gender issues and making gender mainstreaming part of tasks and responsibilities would mean that gender differences would be prominent among those working on the NRP. In Step Two gender differences would come to light as gender disaggregated statistics are presented and analysed in the description of key economic challenges facing each Member State. In Step Three the impact of policies on women and men is taken into account. Finally the fourth step is to redesign policies based on the analysis of gender differences (Step Two) and the impact of the proposals (Step Three). Using this framework the Polish expert provides a clear example of how these four steps can highlight gender differences on the labour market and provide a mechanism for redesign of policies to promote gender equality and meet wider labour market goals (see table 6.3).

The relatively low profile of gender in the NRP process means that Member States are not meeting undertakings set out in the Road Map for Gender Equality (CEC 2006) but also that Member States are making only partial analyses of the labour market situation of women and men and thus designing policies that may have negative effects for some or all labour market participants, regardless of gender. Step One of the Gender Mainstreaming process could help promote the inclusion of gender issues throughout the NRPs since the problem of only gender mainstreaming the employment chapter is that the impact of wider policies are ignored. Our expert reviews of the NRPs, in the context of the crisis, reveals how gender mainstreaming of macroeconomic policy is also important since key decisions made around public sector budgets have uneven impacts on women and men (for example IE, IT). In the words of the German expert (Maier 2009: 21) "to strengthen the process of gender mainstreaming a European-wide approach which aims to include gender mainstreaming seriously in all aspects/guidelines would help to develop awareness on the level of the member states".

A more integrated approach to gender mainstreaming would also avoid the compartmentalisation of issues that are in fact interlinked. In both Belgium and France we see a tension between policies to address diversity and gender equality issues where in fact the two are related. The exclusion of gender from the diversity label in France risks the failure to recognise the ‘intersectionality’ of issues around gender – gender links with ethnicity or disabilities to create additional layers of disadvantage (Silvera 2009).

Table 6.2.1 above demonstrates that where Member States have included gender disaggregated tables the gender differences in labour market outcomes tend to become visible. By contrast where Member States have failed to develop a gender-sensitive analysis of the labour market our Experts have been able to highlight important differences and the weaknesses in the analysis of the situation. For example, a gender-sensitive approach looking forward in the recovery would recognise that it is likely that male employment rates will

recover more quickly and female-dominated public sectors will weaken as public spending and welfare services are adversely affected (see for example SE and FI for more positive examples). Gender mainstreaming has the potential to add value in policy making to benefit gender inequalities that disadvantage both men and women. A number of Experts have pointed to the problems associated with male drop-out rates from education yet the failure to present adequately disaggregated statistical analysis means that these gender differences are not highlighted (for example in DK).

Clearly gender mainstreaming has a positive contribution to make in developing coherent policies, particularly in response to the crisis, and part of this is considering the potential for differential impacts of policies on women and men (Step Three). There are a number of examples in our expert assessments where policies have potential negative impacts on wider political goals (for example, the disincentives of household taxation on women's employment in IT). Also we find a number of Member States introducing policies which send mixed messages to women in the labour market: in Germany the new Coalition has announced policies to both encourage more women to work and provide support through childcare while also proposing plans to pay a homecare allowance for mothers that stay at home. Similarly in Slovakia new limits on working for parents on leave also sends a contradictory message to those parents (women) wishing to maintain "working habits" during their leave period.

Finally, Step Four of the gender mainstreaming process requires a redesign of policies so that they are inline with gender equality goals, close gender gaps and avoid unintended impacts on women and men. Here our expert contributions in Table 6.3 highlight how policies would need to be adapted to improve their overall impact and avoid some of these negative outcomes. In a number of Member States the focus of recession-related policies is implicitly or explicitly inspired by high and rising unemployment rates of men yet a lack of gender mainstreaming not only fails to recognise that female unemployment rates were already high but also that differential rises in unemployment may require differentiated policies, for example policies to address male unemployment. A policy redesign here would recognise and address the potential impact on female employment and unemployment rates. For example, in Finland we find a rare example of a Member State where investments in physical infrastructure have been accompanied by the recognition of the need to maintain public sector employment where many women work.

Experts were asked to highlight particular policy domains where gender mainstreaming was required or could make a significant contribution (see table 6.3). The most common area was to study the impact of the crisis and anti-crisis measures (for example EL, ES, HU, IT, LV, SE, SI). Similarly the need to consider the gendered impact of budgetary changes is also linked to crisis responses (for example AT, IE, LT). Other areas where expert reports have pointed out the need for gender mainstreaming include:

- the impact of short-time working (AT, EL)
- the impact of allowances to encourage women with young children to stay at home (FI)
- factors affecting the gender pay gap (FI, HU, MT)
- informal economy (MT)
- integration of women from ethnic minorities and migrant women (BG, IT, MT) or the informal economy (MT)
- quality of work and marginal jobs (AT, DE, FR, HU, IE, SI)
- the impact of increases in working time flexibility and flexicurity measures (FR)
- recognise gendered differences in education and drop out rates (EE, DK)
- the need to reduce segregation of educational choices in science and technology (EE)

Other examples in table 6.4 illustrate how the gender mainstreaming process can really add value to the policy making process and develop policies that can offer relevant and workable solutions to the current crisis as well as underlying gender equality challenges.

**Box 6.6 - NRPs 2009 and issues that should be prioritised with respect to gender**

	<b>Issues that should be prioritised with respect to gender</b>
<b>1. AT</b>	<p>Given the existing gender inequalities in the Austrian labour market (and in the educational system, especially regarding apprenticeships) and the predicted deterioration of female employment patterns in the near future, a gender mainstreaming of all the crisis-specific measures enacted and the introduction of women-specific measures should be given high priority. In addition, a gender mainstreaming approach should be adopted regarding other, non crisis-specific, employment policy measures mentioned in the Implementation Report 2009 (e.g. ‘Campaign 4,000 for Austria’, ‘Young people employment package’, ‘Qualification projects’).</p> <p>With the financial and economic crisis and the measures taken by the Austrian government to combat the negative effects on the labour market, the question of the “quality of employment” seems to have been lost of sight. But given the rise in female (marginal) part-time work and the steadily fall in the quality of female jobs (in terms of increasing instability, inadequate social security, jobs offered only with low levels of qualification and low pay) these problems should be taken into account and prioritised.</p> <p>Although Gender Budgeting has become an often cited concept – in the policy discussion as well as the NRP – it has neither been applied on the two ‘Economic Stimulation Packages’ nor on the two ‘Labour – Market Packages’ (February 2009 and July 2009). Both packages put a special focus on the application and extension of ‘short-time work’ (i.e. temporary reductions of working hours during economic downturn, partly compensated for by PES funding), mainly applied in predominantly male branches (e.g. the automotive industry).</p>
<b>2. BE</b>	<p>The Belgian expert points out two key steps ...</p> <ol style="list-style-type: none"> <li>1) to disaggregate all statistics and indicators (targets) by sex</li> <li>2) to copy the strategy to promote diversity for matters of gender equality. Diversity policies, that target specific vulnerable populations (such as handicapped persons, non-nationals, young, elderly workers), are enforced upon firms in order to increase labour supply. All policies are (or are supposed to be) diversity mainstreamed; even so, the public employment services have adopted specific measures to improve the labour market situation of the population groups that are targeted by diversity policies. We wonder why the same strategy is not applied to gender matters ( i.e. a transversal approach of gender mainstreaming of all policies combined with specific actions to reduce gender inequalities on the labour market).</li> </ol>
<b>3. BG</b>	<p>Gender mainstreaming applied in the preparation of the NRP should include ...</p> <ol style="list-style-type: none"> <li>1. the identification of gender inequalities, so to help a proper policy decision when measures for actions are drawn out;</li> <li>2. some assessment on whether the crisis will influence gender inequalities;</li> <li>3. the review of income inequality in the economic crisis so as to suggest proper measures for addressing the specific problems of lone parents, lone mothers, young women from ethnic minority (i.e. difficulties in their integration into the labour market).</li> </ol>
<b>4. CY</b>	<p>Gender mainstreaming is absent from two crisis-specific measures which could have served as vehicles for addressing occupational and sectoral segregation, consequently the gender pay gap.</p> <ol style="list-style-type: none"> <li>1. The measure implemented by the HRDA, in partnership with the PES and training Institutions focuses on the “promotion of training programmes for upgrading the skills of unemployed persons in order to increase their employability”. Examples of specialised training given are in the “maintenance of hotel electromechanical equipment, specialized welding and specialised cuisine skills.” These are examples of gender segregated occupations, but yet no provisions are listed on how to address this segregation though the promotion of practical measures to encourage both men and women.</li> <li>2. The scheme “Accelerated initial training programmes for newcomers and other unemployed persons in occupations which are in demand” was implemented in the first half of 2009 providing free training in occupations such as plumbers, refrigeration and air-conditioning technicians, building electricians, aluminium technicians and cooks. However, no gender disaggregated statistics are provided for the trainees and no specific measures to address existing gender segregation in these occupations.</li> </ol>
<b>5.</b>	Measures to mainstream in relation to gender include...



<b>CZ</b>	<ol style="list-style-type: none"> <li>1. work-life balance policies (included in the planned pro-family package) designed with the goal of attracting and retaining more women in employment and to help reintegrate parents returning to the labour market;</li> <li>2. the impact of the parental leave system on the labour market participation of women (there are clear incentives to stay at home with the child for three years).</li> <li>3. the prolongation of unemployment benefits has been abolished before it could come into force, yet women generally remain unemployed for longer (especially from vulnerable groups);</li> <li>4. the “Educate Yourself” programme should be assessed from the point of view of gender (i.e. women and men should be encouraged in working in non-traditional fields);</li> <li>5. employers could encourage men/fathers to take up at least part of the parental leave; this could be a crisis-specific measure when companies are temporary shortening working hours and/or wages;</li> <li>6. the reform of tertiary education and the planned strategy for lifelong learning.</li> <li>7. individual action plans as one of the most progressive active employment policies: access of (inactive) women to this measure should be analysed.</li> </ol>
<b>6. DE</b>	<p>The new government (Christian-democrats and liberals), which came into power in October, made a coalition agreement, which includes a number of announcements which would benefit from being gender mainstreamed. These include...</p> <ol style="list-style-type: none"> <li>1. a further liberalisation of fixed-term contracts</li> <li>2. an increase of wage-levels of mini jobs</li> <li>3. childcare: the initiatives to increase formal child care facilities combined with a proposal for a monthly payment for parents not using public care.</li> <li>4. family related working times announces initiatives for sabbaticals and other time-off regulations to combine family and work (including new talks about the combination of work and care for elderly).</li> <li>5. programmes to assist women who want to re-enter the labour market will be continued and should be adapted to the situation of lone parents.</li> </ol> <p>Other announcements from the Coalition include plans for increasing the proportion of female university teachers, addressing female migrants excluded from the social security system. However, the overall strategy concerning equal opportunities policies is not very convincing and includes to whole series of risks concerning women's situation. At a first glance, the impression is that the government aims to encourage women (mothers) to stay at home till the child is 3, to enlarge the opportunities for mini-jobs and fixed-term employment and to keep equal wage policy in the area of voluntary action.</p>
<b>7. DK</b>	<p>The Government has entered into a broad political agreement with parliament to make the ‘Adult Apprentice Scheme’ grant a right. This is still new, but an important initiative as the idea is to aim this scheme specifically at those with out-dated or lacking vocational training. The group of persons with low qualification has the lowest employment rates and highest unemployment rates. This applies to women to a higher degree than men, to immigrants and descendants from non-western countries to a higher degree than persons of Danish origin. There is not yet any talk about gender mainstreaming of this initiative.</p> <p>Gender disaggregated statistics in NRP 2008 showed that men have higher drop out rates from general and vocational upper secondary education programmes, short cycle higher education, and professional bachelor programmes – especially men of non-Danish origin. Furthermore young men do not compensate for their drop out by embarking on new programmes to the same degree as young women. Thus in Denmark young men are lagging behind young women with regard to education.</p>
<b>8. EE</b>	<p>In some cases adding the gender impact to policies could contribute to foster gender equality on the labour market.</p> <ol style="list-style-type: none"> <li>1) The NRP 2009 is quite extensively concentrated on educational issues and lifelong learning. The latter is a good example of the need for a different approach for attracting men and women to lifelong learning. The participation in lifelong learning in general is low in Estonia, especially among men. Thus active promotion, together with increasing the access to learning, should consider specifically the problems faced by men.</li> <li>2) In the field of higher educational system, the NRP states the aim of promoting studies in science and technology. Being traditionally male fields of study, the promotion of these fields should consider the gender impact (making efforts to attract female students). The benefits would be twofold: first, it would contribute to reduce gender segregation in the labour market; second, it would increase the quality of students in these fields as also women with capacity would apply.</li> </ol>
<b>9. EL</b>	<p>In a time of crisis, the issues to be prioritized from a gender perspective are the following:</p> <ol style="list-style-type: none"> <li>1) to ensure that unemployed women enjoy the same opportunity of (re)employment as unemployed men, and new labour market entrants and returnees receive the same attention as workers who have lost their job;</li> </ol>

	<p>2) to avoid targeted measures being exclusively concentrated in male-dominated sectors and female-dominated sectors also hit by the crisis (e.g. retail) being neglected;</p> <p>3) to examine the gender impact of increases in part-time work, short-time working or partial unemployment, and working time flexibility;</p> <p>4) to consider both the short-term and longer-term implications of the crisis and take into account changes in macro-economic policy at the different phases of the crisis.</p> <p>A gender impact assessment of all core anti-crisis policies, both macroeconomic and microeconomic, is needed if all determinants of employment are to be taken into account.</p>
<b>10. ES</b>	<p>Measures to mainstream in relation to gender include ...</p> <ol style="list-style-type: none"> <li>1) promote employment (anticipate the expected effects over gender equality and gender gaps);</li> <li>2) unemployment protection (estimate how many men and how many women would benefit) including the Temporary Programme for unemployment protection;</li> <li>3) labour market analysis (study the impact of the crisis over the labour market and assess its effects in the activity rates by gender);</li> <li>4) immigrant population (consider these groups at the time of the implementation of employment policies);</li> <li>5) regional differences (address unacceptable regional disparities regarding social services and their important employment implications for women); production model (a shift from construction and low productivity activities to high added value activities);</li> <li>6) when monitoring the evolution of gender gaps, which in fact are sharply decreasing, it should be noted that a large share of the reduction is due to the destruction of male employment rather than the creation of female employment.</li> </ol>
<b>11. FI</b>	<p>At present, the main challenges are to restore employment and economic growth, as well as to minimise the adverse effects of the crisis. The Government has also planned an Action Plan of Gender Equality 2008–2011 including 7 gender equality key priorities. Most of these priorities are closely linked to employment. Paying attention to these priorities might have been an easy way to bring some gender perspective into the NRP 2009. However, the Action Plan 2008–2011 is not even mentioned.</p> <p>From gender point of view:</p> <ol style="list-style-type: none"> <li>1) it could be emphasised that it is important to make sure that there is sufficient concern for those with higher education; about 2/3 of graduates from universities are female, while men form the slight majority of those studying in vocational institutions;</li> <li>2) young and unemployed men are considered a potentially vulnerable group at risk of exclusion. In 2008–2009, funding is allocated for outreach youth work activities in order to better ensure the availability of services to those young people who have insufficient initiative to find their way to such services on their own. However, according to the latest LFS figures (2009Q3), the gender unemployment gap in the age group 15–24 is not any more huge (women 15.4%, men 17.1%);</li> <li>3) if developments will follow the pattern experienced in the recession of 1990's, the male employment will start to recover more quickly from the crisis, while it may take longer for female employment;</li> <li>4) the <i>home care allowance</i> system is presented as offering families with small children (&lt;3) an alternative to public day care. It would have been appropriate to consider that women are the main users of HCA with potential implications on their labour market status.</li> </ol>
<b>12. FR</b>	<p>Many announced measures need to be gender mainstreamed ...:</p> <ol style="list-style-type: none"> <li>1) The <i>Active Solidarity Income</i> (RSA) runs the risk of encouraging the development of short part-time jobs, mainly occupied by women. Likewise, even if the attribution of RSA depends on individual income, it also takes family situation into account: all “secondary” income (mainly held by female partners) runs the risk of being penalised because the family-based system can encourage not working (in order to benefit fully from RSA).</li> <li>2) The proposals on organising working time contradict work-life balance. It is in fact envisaged to be able to be exempt from the legal framework by developing the use of overtime via company agreements, as well as rendering flexible the number of days to be worked by executives and those with no fixed working hours. These measures could not be applied to people with family responsibilities for whom school and family times impose a strict framework.</li> <li>3) In the NRP, mothers' economic activity and return to work are systematically associated with childcare, as if childcare only concerns mothers, not fathers. Though, in real life, domestic and family chores remain reserved for mothers, a plan of action could provide ways of involving fathers in these tasks, to make real gender equality at work and outside work possible.</li> </ol>
<b>13. HU</b>	<p>Issues to gender mainstream and prioritise include ...</p> <ol style="list-style-type: none"> <li>1) Gender impact of the financial and economic crisis should be assessed and addressed.</li> </ol>

	<p>2) Even though the gender pay gap seems to be small in Hungary, in comparison with EU-average, an accurate analysis is required to explore the details behind the statistical average.</p> <p>3) Specific measures to encourage women to become entrepreneurs are needed to increase the share of women among the self-employed.</p> <p>4) Part-time employment and other family friendly working time arrangements should be extended in a gender sensitive way to help parents to reconcile work and family life.</p> <p>5) Lone parents represent one of the largest disadvantaged groups, though their situation is more or less unknown in Hungary. A survey is needed to explore their real difficulties and target oriented programmes are required to address these difficulties.</p> <p>6) Modernising PES, developing a systematic strategy and planning gender-specific measures is needed to address the segregation of women into low paid occupations and low skill areas of the economy, as well as the limited presence of women in senior management positions.</p> <p>7) Progress must be made in satisfying the inadequate access to childcare and changing the unequal share of caring and domestic responsibilities between women and men.</p>
<b>14. IE</b>	<p>Issues to gender mainstream and prioritise include ...</p> <p>1) A stronger link between the strategy to raise entrepreneurship and the policies articulated in the National Women's Strategy (2007) would help for training and development programmes, through award schemes, promotion of appropriate role models, by encouraging girls to actively participating in schools' entrepreneurship programmes, to support networks in place for female entrepreneurs and foster the availability of childcare to support employment objectives). If a gender analysis had been carried out it would be more likely to result in focus on specific policies which might support women entrepreneurs as well as male entrepreneurs.</p> <p>2) The Temporary Employment Subsidy Scheme (TESS) which has been set up by the D/ETE is limited to full-time workers and to particular export-oriented manufacturing sectors and as a consequence is likely to have a differentiated gender impact. Women make up the vast majority of part-time workers and a large majority of service workers – only 5% of women in paid employment are in manufacturing employment – so women workers are unlikely to benefit from this scheme in any significant numbers.</p>
<b>15. IT</b>	<p>The absence of gender mainstreaming is particularly critical with respect to two issues:</p> <p>1. <i>Economic crisis</i>. The whole discussion does not consider at all the impact of the economic crisis on the labour force, neither in terms of trends in unemployment, nor in terms of loss of income (due to the deficient and unequal system of income support). The fact that the Italian labour market is strongly segmented (especially by type of employment contract) and that people with atypical contracts (fixed-term, job-on-call, accessory work, temporary workers, semi-autonomous workers) do not have income support in case of job loss (or only a symbolic one) is not considered to be an issue.</p> <p>2. <i>Family taxation</i>. The 2009 NRP reiterate the announcement of a radical reform on taxation, with the introduction of a family-based taxation system (taking into account the family size and the total number of dependents) without explaining it and without considering the potential negative impact on female employment. Paradoxically, this innovation in the taxation system is listed as a measure favourable to female employment! Alternative fiscal measures useful to support female employment are not considered and the negative impact on second earners (i.e. women) is not considered at all.</p>
<b>16. LT</b>	<p>The most important objectives of employment policy, in the current situation of economic crisis, are the following: to stabilize the labour market and to improve the possibilities for the reintegration into employment of dismissed employees in order to avoid long-term unemployment. However, these policies are lacking gender mainstreaming.</p> <p>There are several areas in which the <i>gender perspective</i> should be incorporated in the NRP:</p> <ul style="list-style-type: none"> <li>- fiscal system reform (i.e. increase of taxes, decrease of social support will affect women and men in a different way; the impact on the most vulnerable groups should also be considered)</li> <li>- measures for decreasing unemployment level (in a situation of rapidly increasing male unemployment, due to difficult situation in certain sectors of the economy)</li> <li>- higher education and science reform, public health care and pension system reform, modernization of social care system and business environment.</li> </ul> <p>It should be mentioned that several labour market measures are not implemented due to difficult economic situation.</p>
<b>17. LU</b>	<p>What is clearly missing is the inclusion of the gender mainstreaming approach in the macro and micro chapters. The macroeconomic chapter of the NRP is very short (4 pages) and the specific measures of the recovery plan are not reported. The microeconomic chapter (GL 7-16) is more developed (25 pages on a total of 66), but there is only one reference to the gender dimension. It leaves policy domains such as innovation, research and development, without any gender analysis and/or specific measures. These</p>

	<p>areas should deserve a gender impact analysis and some specific measures should consequently be adopted. The European survey FOBS shows that Luxembourg has one of the weakest proportions of women in entrepreneurship (only 18%). The feminization rate in research is also very low, mostly in the private sector (20% for all sectors). In the employment chapter, the gender dimension on human capital and the educational system is also absent; even if specific measures have been adopted, they are not listed in the NRP. One may also regret that the main results of the evaluation of the NAP on equality of women and men are not presented in the NRP.</p>
<b>18. LV</b>	<p>The severity of the Latvian economic crisis is reflected in the unemployment rate which from being below the EU average (up to mid-2008) has dramatically increased up to 20.9% (October 2009). The crisis has affected men and women differently. Initially men have been more severely affected by the downturn than women. However, women have also been harshly affected during recent months reflecting an extension of the crisis to all sectors. The unemployment rate is 23.7% for men and 18.1% for women.</p> <p>The range for short term measures aimed at stimulating the economy and/or mitigating the worst social effects of the recession has been severely limited by the disastrous situation of Latvia's public finances. In a situation of very severe recession and lack of public financial resources the following issues should be prioritised:</p> <ol style="list-style-type: none"> <li>1) need to consider the impact of budget cuts on the economic and social life of men and women; a serious gender impact assessment of measures pursuing fiscal consolidation is needed to identify priorities, thus limiting the risk that budget cuts will result in an increase in gender inequality;</li> <li>2) study the impact of the downturn on the position of men and women in the labour market; this gender based analysis is crucial for the design of both short-term measures and structural reforms;</li> <li>3) plan selective and effective anti-crisis measures aiming to minimize the risk of long-term unemployment, taking into account existing differences between men and women in terms of constraints (family responsibilities, lack of flexible working arrangements, etc.) and quality of their human capital.</li> </ol>
<b>19. MT</b>	<p>Issues to gender mainstream and prioritise include ...</p> <ol style="list-style-type: none"> <li>1) significant numbers of Maltese women still leave the education system with only basic schooling, and the proportion of early school leavers is especially high.</li> <li>2) press for more effective equal pay policies to make women's work more profitable, and to make the costs of women not working more obvious</li> <li>3) Malta has little experience of high quality publicly supported care especially for children under 3 years</li> <li>4) in spite of active labour market policies, there is limited progress in attracting disadvantaged groups of women into market work</li> <li>5) link migrant women to quality and regularized jobs in the labour market. More specifically, migrant women or women of ethnic minority living in Malta do not feature in Malta's NRP</li> </ol>
<b>20. NL</b>	<p>Issues to gender mainstream include ...</p> <ol style="list-style-type: none"> <li>1) Given the lack of gender mainstreaming, the gender impact of the policy approach to deal with the crisis should be investigated. On the one hand, women seem less hit by the current crisis in terms of unemployment. On the other hand women might be disproportionately hit by budget cuts in the longer run. Budget cuts on care are already announced. As a large part of the female employment is concentrated in sectors that are publicly funded, such budget cuts may have a negative impact on the position of women in terms of employment and/or in terms of wages. Gender should also be taken into account in the working groups on fundamental policy reconsiderations. An example in this respect is the topic of one working group: 'child arrangements' which focuses on include child care allowances and fiscal measures to stimulate female labour participation such as the combination tax credit and credits for lone parents. It seems likely that these policy reconsiderations will have a gender impact.</li> <li>2) The gender impact of the policy measure to increase the age for General Old Age Pensions Act (AOW) from 65 to 67 should be considered.</li> </ol>
<b>21. PL</b>	<p>The labour market issues that should be prioritised with respect to attaining gender equality in Poland include raising the levels of labour market activity and lowering inactivity, raising employment and lowering unemployment rates – particularly among women, and especially older women. In this respect, the dual approach to gender equality, where gender mainstreaming and specific actions are combined, would be beneficial. This can be illustrated in the four steps of gender mainstreaming.</p> <ul style="list-style-type: none"> <li>• STEP 1: The document partially engages with two issues prioritised at the EU level – reconciliation of</li> </ul>

	<p>work and family roles and activation of women. However, there are no targets specified in reference to these two goals, and other areas – reduction of gaps in employment, unemployment and pay; gender segregation in the labour market, etc. – are not taken up. To fulfil the first gender mainstreaming step, the document should include specific targets – for example on employment and unemployment rates (for women and men) or for childcare coverage (by age).</p> <ul style="list-style-type: none"> <li>• STEP 2: Unfortunately, the NRP 2009 does not provide any statistics on the position of women and men in the labour market. While the availability of gender disaggregated data varies by policy area, many dimensions should be reported. For instance, the employment and unemployment rates for women and men are closely monitored and are available in a range of combinations.</li> <li>• STEP 3: In the NRP 2009 the potential gender impact is presented with respect to reconciliation measures which aim to ‘limit the extent to which women with children are disfavoured on the labour market’ (p.14) – this exercise is not carried out fully. For instance, the role of men in engaging with care is not elaborated upon, or leave arrangements for parents in relation to the labour market are not covered despite recent legislative changes in both maternity and paternity leave. Adequate gender mainstreaming of this policy area would entail considering the impact of care leaves on the labour market behaviour of men and women, the role of policies in promoting equal sharing of care responsibilities, setting childcare coverage goals. In parts, this can be achieved quite easily as some policy debates and documents (outside of the NRP 2009 Report) have addressed a range of aspects in relation to the gender impact of reconciliation policies.</li> <li>• STEP 4: The NRP 2009 appropriately identifies all four groups - women and older workers, but also to young persons and the disabled - as facing particular labour market difficulties and as such requiring intensified action. Nevertheless, some policy areas can be redesigned to better promote gender equality. One example is the reconciliation policy (see above). Another relates to the goal of active aging. A need to redesign this policy area is strong, particularly from a gender equality perspective. The average exit age from the labour force in 2007 was 61.4 for men and 57.5 for women, while employment rates for persons aged 55-64 in 2008 were 44.1% among men (higher by 3.7% than a year earlier), and 20.7% among women (higher by 1.3%); and women’ retirement pensions are lower than those of men</li> </ul>
<p><b>22. PT</b></p>	<p>Issues to gender mainstream include ...</p> <p>Main issues that should be prioritised with respect to gender in the NRP are the fight against segregation of labour employment, the gender pay gap in the private sector and the low participation of women in decision taking processes. There is an urgent need to integrate gender equality concerns into the policies addressing the problem of youth unemployment and the policies tackled by the “Technological Plan”. Another main issue that should be prioritised with respect to gender is the monitoring of current policies.” (Ferreira, 2008).</p>
<p><b>23. RO</b></p>	<p>In this context of economic crisis, what is needed is the promotion of policies of stabilising employment and developing ALMP for women and other vulnerable groups. By doing so, it is possible to prevent and mitigate the adverse effects of the economic downturn.</p> <p>In Romania, we are witnessing a setback of the employment policies sensitive to gender equality issues; this may deepen the crisis in the context of active chaotic forces. The strategy adopted by the government seems to wait for these troubled times to end in order to put the spotlight on the issues of social inclusion and gender equality. But this is not a valid course of action.</p> <p>Looking at the employment policies designed to stimulate employment from the perspective of young people and women it is worth noting that in rural areas the project requirements were oriented towards launch priorities in order to stimulate labour. However, from the 506 projects initiated in rural areas only 35 beneficiaries are women. It appears that social inclusion and equal opportunities are not priorities in Romania’s programme for the crisis period.</p>
<p><b>24. SE</b></p>	<p>Against the background of the rather strong position gender equality and gender mainstreaming have in Sweden, it is rather surprising that the crisis measures are not at all gender mainstreamed. The argument for additional financial resources to the local government is not gender equality, but that it is efficient to allocate more resources to the public sector in a period of economic crisis. According to the government, measures to halt the fall in employment in the public sector are the most cost-effective crisis measures for halting the general fall in employment. Lay-offs in local governments also risk contributing to worsen the crisis even more. A decrease in resources could deteriorate the quality and accessibility of services, while more resources is seen as a way to fulfil the obligations of the municipalities in childcare, schools, health care and elderly care, the essence of welfare. One could argue that gender equality is cost-effective, it keeps up quality and accessibility in childcare, schools, health care and elderly care. Not only “shovel ready jobs” in infrastructure are efficient but also “broom ready jobs” in the public sector.</p>

<p><b>25.</b> <b>SI</b></p>	<p>It would be crucially important to monitor whether anti-crisis measures, as well as other envisaged measures and programmes aimed to improve employability, are contributing to the gender equality in the labour market (e.g. gender segregation by occupations, sectors, work arrangements, etc.).</p> <p>The promotion of flexible forms of work, recommended to Slovenia by the Council without considering the gender dimension, could cause further insecurity of employment, especially among the youngsters (women). Thus it is positive that NRP reports on planned legislative changes aimed at the realisation of a policy of flexicurity. Still, the lack of a gender-sensitive approach could lead to feminisation of some flexible forms of work (e.g. part-time employment), thus deteriorating the position of women in the labour market while not reducing gender inequalities in distribution of care/domestic work.</p> <p>It is worrying that there is no explicit acknowledgement of the need to tackle gender segregation in order to solve the current and also long-term oriented problems concerning the promotion of entrepreneurship and the development of knowledge society. Lack of gender mainstreaming in this area could strengthen and reproduce existing patterns of gender segregation in education and employment in new jobs and new entrepreneurial fields, thus preventing the full use of all existing potentials of men and women. Attention paid to increased investments into human capital through better education and skills should be accompanied by concrete efforts to decrease educational gender segregation and to reverse current trends of decreasing participation in LLT (higher for women than for men).</p>
<p><b>26.</b> <b>SK</b></p>	<p>Issues to gender mainstream include ...</p> <ol style="list-style-type: none"> <li>1) The anti crises measures were designed in a gender neutral way. It is a fact that the impact of crisis was more evident in the male dominated sectors (the industries where most collective redundancies occurred are male dominated), with an increase in the male unemployment rate. Employment in the female dominated public sector was the least hit by the crisis. Nevertheless unemployment rate (based on the LFS) continues to be higher for women than for men.</li> <li>2) The increase in the non-taxable part of the tax base for individual tax payers will reduce the tax burden on low-medium income employees, where women are overrepresented. Yet the NRP lacks any assessment of the costs of this measure as well as an analysis of the most benefiting groups.</li> <li>3) The NRP contains a number of changes to the system of parental leave one of which is the impossibility of any form of economic activity for the parent during his/her parental leave. This condition is potentially very discriminative and against the principle of making the re-entry into labour market after parental leave easier (not supporting some form of working habits during the leave).</li> <li>4) The initiatives oriented towards family are often dubious and it is not clear what the priorities are: to get more parents (women) to labour market or to retain more parents (women) at home with children. In our opinion the process of preparation of the “National Gender Equality Strategy” is very typical in this regard. Even if many state bodies and authorities were involved in the process, no thorough discussion occurred on this issue.</li> </ol>
<p><b>27.</b> <b>UK</b></p>	<p>Issues to gender mainstream and prioritise include ...</p> <p>In relation to ALM Programmes and support for the non-employed, the NRP is explicit that the long-term objective of the Welfare Reform Bill is to abolish Income Support and to move claimants onto either the Job Seekers’ Allowance (JSA) or the recently reformed disability benefit (Employment Support Allowance); in connection with this strategy proposals for tighter training requirements for claimants of JSA are under consideration. The effect on the extent and quality of women’s employment integration and hence progress towards gender equality will depend on the quality of support services and the jobs which are open to them. Given the current poor labour market conditions a welcome modification is that the proposals in relation to lone parents have been softened with concessions as the Bill moves through the committee stage of finalising the detail. It is vital that further gender impact assessment is undertaken as part of the development of this reform and monitoring of its implementation.</p> <p>GIA in the policy monitoring and evaluation stages is required for the new measures announced for persons who have been unemployed for six months. Given the gender segregated character of employment the type of training places created will affect whether or not women and men have equal access to these positions. Another issue to consider is that if the training place leads onto employment women with care responsibilities may be less able to complete their training while employed despite the intent of the policy design. Similarly, the new impetus to encourage claimants into self-employment may have a gender differentiated outcome, even though this measure is being rolled out in the wider context where there is already policy measures in place designed to encourage women into self-employment to redress their under-representation in this area of economic activity. The reform to the ‘Train to Gain’ programme to include agency workers may have a positive gender impact since women account for more</p>

	than half of agency workers; but that will depend on whether employers make use of this new provision and in relation to which (gender-segregated) job areas.
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	The government should undertake an evaluation of its economic recovery plan (including the job creation and training measures, and sector-specific investment allocations) using GIA and gender budgeting tools, and adjust the plan in light of the results to ensure that it is compatible with the gender pact for employment and advancing gender equality. The other priority to specify is a recommendation that the government report on progress and results to date with the implementation of the Gender Duty, including in the context of the public sector restructuring review and the economic recession.
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Source: National Expert NRP Reports 2009 (Part B).

## Chapter 7

### REFLECTIONS ON LISBON SINCE 2005

This chapter presents an overview of progress made in the Member States since Lisbon strategy was revised in 2005. The chapter is complemented by an Annex where we present a series of country fiches which summarise Member States' progress against Lisbon employment rate targets, as well as the overall evolution of employment and unemployment since the 2005 re-launch of the Strategy. These data are complemented by national expert comments. The comments of the experts summarise the positive as well as negative outcomes over this period in relation to gender equality. Some experts have also considered progress against targets (national and EU), the impact of Points to Watch or Country-Specific Recommendations, direction of flexicurity policy and evidence of 'more and better jobs'.

#### 7.1 Trends in employment rates

The European Strategy for Jobs and Growth set the target of reaching an employment rate for women of 60% by 2010. Over the last few years, until the economic and financial crisis, female employment increased steadily at a rate that was consistently higher than that for men. The female employment rate in the EU27 increased by 2.8 percentage points (p.p.), from 56.3 in 2005 to 59.1% in 2008, as compared to the male employment rate which increased by 2 p.p., from 70.8 to 72.8%. Hence, the average gap in employment rates between women and men narrowed and fell from 14.5 p.p. in 2005 to 13.7 points in 2008.

As demonstrated in Chapter 1, the economic and financial crisis has had a strong impact on the labour market situation of both women and men (see also Smith 2009a; Bettio et al. 2009), stuttering some of the progress recorded in the recent years. Initially, the impact on men's employment was greater than on women's employment, because the hardest-hit sectors since the crisis began were, besides the financial sector, manufacturing, construction and transport, where male workers account for the largest share; but later the impact of the crisis had started to spread to other sectors, more gender-mixed than the first sectors to be affected. Moreover, as women's jobs were concentrated in the public sector they had started to be affected by job losses due to budget cuts. Thus, to overview progress since Lisbon strategy was revised in 2005, it is important to consider the impact of the crisis on the progress towards the employment targets, though the full repercussions on the labour market situation of women and men are not yet known.

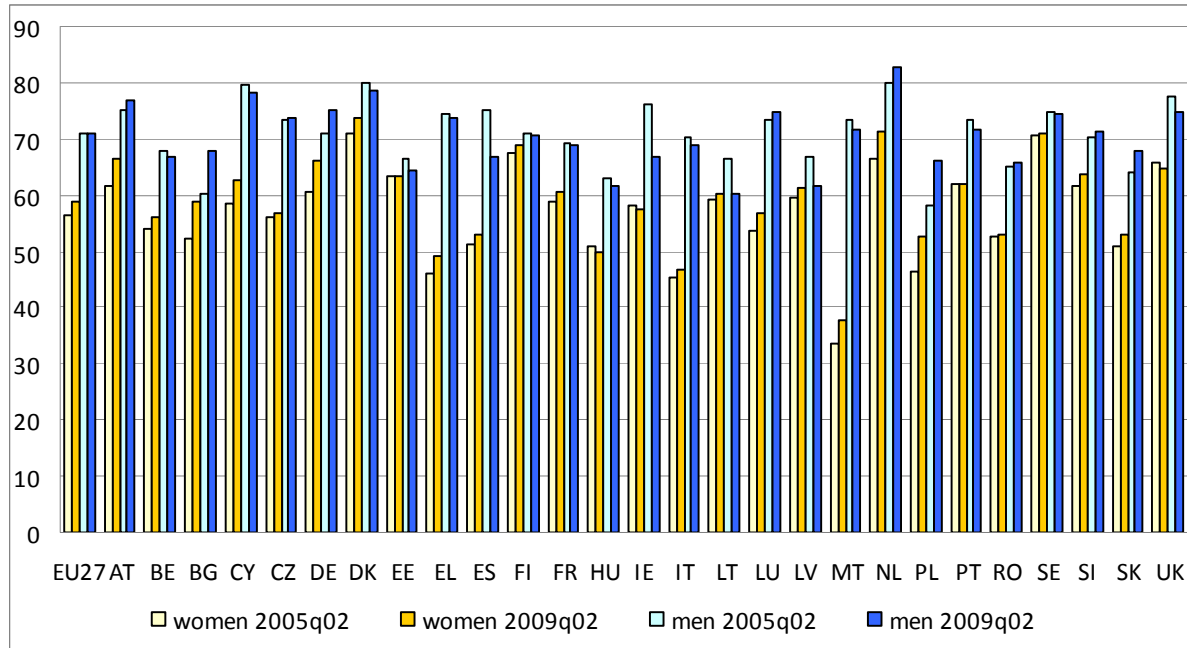
Figure 7.1 shows the trends in male and female employment rates in Member States between 2005q2 and 2009q2. At the EU level, we see an increase in the female employment rate by 2.5 p.p., up to 58.8% but no change in the male employment rate, stable at 70,8%. Thus, on an average the economic and financial crisis has reduced slightly the overall increase in the female employment rate but it has nullified the increase in the male employment rate. As a result, the gap between women's and men's employment rates decreased from 14.5 p.p in 2005q2 to 12 p.p. in 2009q2. However, it is worth noting that the narrowing of the gender gap has occurred in a period characterised by no improvement in the male employment rate.

At the national level, significant differences persist across the EU. In four Member States (MT, IT, EL, HU) less than 50% of working-age women are in employment, whereas this proportion is above 70% in three Member States (DK, NL, SE). In 2005q2 only ten Member States had already reached the Lisbon target of 60% female employment (AT, DK, DE, EE,



FI, NL, PT, SE, SI, UK); by 2009q2 another four Member States (CY, FR, LV, LT) have been successful in reaching the target of 60% of female employment. Ireland had reached this target in 2007 but has since slipped back by 2009. Thus, although progress had slowed down during the economic crisis (see Chapter 1), this is still an important step forward.

**Figure 7.1 – Trends in employment rates by gender, 2005q2 and 2009q2 (15-64)**



Source: Quarterly Labour Force Survey (Eurostat 2009).

Trends in male and female employment rates are quite diversified across Member States (see Figure 7.1). Looking at changes in employment rates it is possible to identify the following five broad groupings:

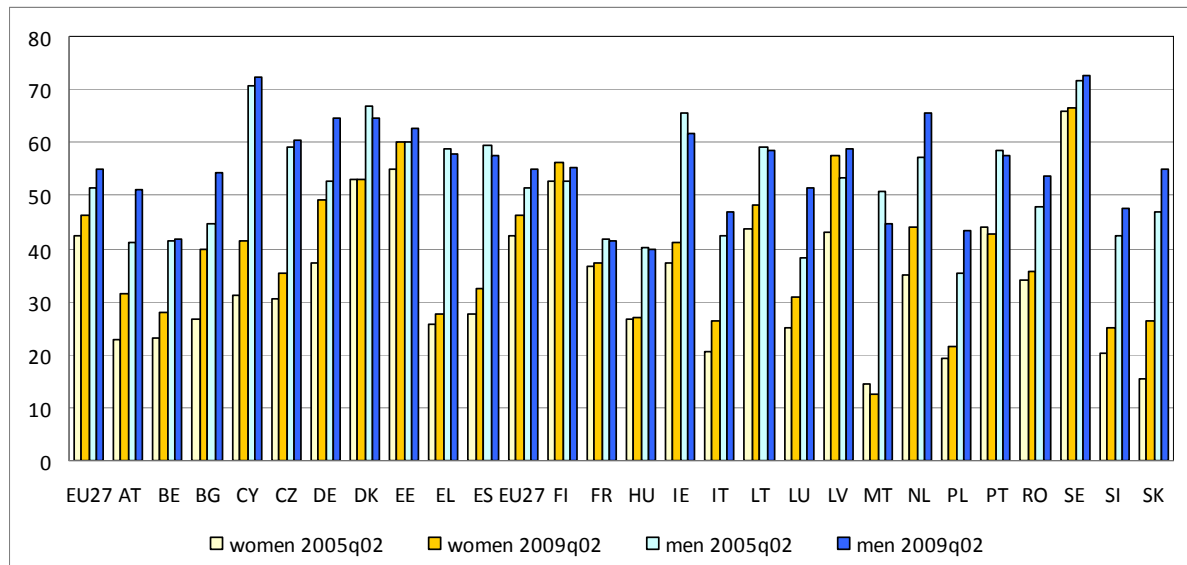
- substantial increase for both female and male employment (AT, BG, DE, NL, PL)
- moderate increase for both female and male employment rates (CZ, LU, RO, SI, SK)
- increase for female employment, but decrease for male employment (BE, DK, EL, ES, FR, IT, LV, LT, MT, PT, FI, SE)
- moderate decrease for both female and male employment rates (EE, HU, UK)
- moderate decrease for female employment, but substantial decrease for male employment (IE).

In the majority of Member States trends in employment over the recent years have been more favourable to women with respect to men, though the narrowing of the gender gap in employment rates is to a large extent due to the differentiated impact of the crisis on women and men. Still, there are four Member States where trends have been more favourable to men, resulting in a widening of the gender gap (BG, PL, RO, SK).

In general the gender gap in employment rate increases with age and is highest among older workers (55 to 64 years). Figure 7.2 shows the trends in male and female employment rates for older workers in Member States between 2005q2 and 2009q2. At the EU level, we see an average increase in the female employment rate by 4.1 p.p., up to 46.4% and an increase in the male employment rate by 3.6 p.p. up to 55%. Due to the stronger increase in the

employment rate for women above 55 years compared to men, the employment rate gap between women and men above 55 decreased, from 9.1 in 2005q2 to 8.6 in 2009q2.

**Figure 7.2 – Trends in employment rates by gender, 2005q2 and 2009q2 (55-64 yrs)**



Source: Quarterly Labour Force Survey (Eurostat 2009).

At the national level, significant differences exist across the EU, with the female employment rate for older workers ranging from only 12,4% in Malta to 66.6% in Sweden. Over the last four years, an increase in the employment rate of women aged above 55 has been recorded in almost all Member States, with the only exception of Malta and Portugal, while a decrease in the employment rate of men in the same age bracket has been recorded in ten Member States (DK, EL, ES, FR, HU, IE, LT, MT, PT). Thus, it is only in four Member States that progress in the employment rate of older workers has been greater for men compared to women (AT, LU, RO, SK).

## 7.2 Gender equality issues and employment policies

Although the rise in female employment rates since 2005 does reflect some progress in gender equality, at least in numerical terms, all countries are still grappling with the issues of gender segregation in the labour market, gender pay gap, difficulties in reconciliation of work and family life, under-representation of women in decision-making positions, as well as higher exposure of women to the risk of poverty (Smith 2009b; CEC 2009s).

Labour market indicators show that in 2009 women were generally not as adversely affected as men. However, strong gender imbalances persist in most Member States, with lower employment rates, higher unemployment rates and higher shares in atypical employment for women. Due to the crisis, some measures for gender equality have been delayed or cancelled, while other gender-specific measures suffered from budget cuts. Moreover, a large number of new measures have been taken in response to the crisis, but gender mainstreaming has been very rarely actively applied, also in employment policies. As a matter of fact, the attention to the impact, and response to, the crisis means that for most Member States these persistent gender equality challenges have not preoccupied policy-makers (see Chapter 2).

Among the countries which have been successful in reaching the 60% female employment target, the NRPs of AT, BE, DE, FI, SE and UK are the only ones to have focussed explicitly on the issue. For the Member States who are yet to reach the employment target for women, there remains numerical and qualitative gender equality challenges.

Gender equality issues have been tackled in most NRPs in the scope of reconciliation targets and investing in human capital to increase labour supply. Many Member States have continued to promote reconciliation between work and family life mainly through improving access to child care services for small children. The setting of Barcelona targets for childcare of 0-3 years, has to a significant extent given the issue due importance and has led to mentions in the NRPs and setting of individual national targets in several Member States (AT, BE, DE, EE, IE, LT, PT and UK). Nevertheless, as the Commission itself recognises (CEC 2009a), much of the advance in childcare provision under this most recent phase of the Lisbon process has been in the form of part-time coverage which can limit integration to the labour market (see also Plantenga and Remery 2009). Reconciliation has been addressed also through reforms in maternity leave schemes and benefits; these policies include measures favouring the return of women to the labour market (AT, DE, HU), improving rights to parental/paternity leave or protection of workers taking leave (BG, NL, PT). Rights to flexible working arrangements and protection of workers in flexible employment have also been improved (HU, LT, RO, SK, UK). Finally, few new measures have been taken or announced to address the gender pay gap (BE, FI, DE, NL, UK).

The reporting experts have all highlighted one major issue, during the most recent Lisbon phase, that of lack of gender mainstreaming. The absence of gender mainstreaming has been evident in the responses to the crisis (see Chapter 2) and also in the national flexicurity debates, considering the gender segmented labour market. The need for a gender dimension to flexicurity policies is as urgent as in the crisis-specific responses. The adoption of more flexible working-hour schemes will contribute to a further deterioration of workers' opportunities to reconcile employment and private care obligations, as reported by Austria for example. However, the case of Greece and Luxembourg should also find mention, where there has been some stress on the security of work rather than only flexibility. The Greek flexicurity approach combines the provision of relatively good protection to part-time and temporary workers with the reduction of rights and guarantees for the newly hired workers in public enterprises and utilities. Since the incidence of part-time and temporary work is higher among women than men, this approach may help mitigate some effects of segmentation along gender lines.

A common theme in this report is the lack of a gender dimension to policy responses. The low adoption of gender mainstreaming in the machinery of policy development demonstrates how many Member States have missed an opportunity to use this tool at a time of crisis (see Chapter 6). The absence of gender mainstreaming of recession responses impacts upon a range of policies including efforts to activate the unemployed, a focus on male-dominated sectors and public sector cut backs. But there is also evidence of non crisis-specific policies likely to have a negative effect on gender equality and reinforcing persistent inequalities on the labour market for example in the domestic division of labour, segregation on the labour market and pay inequalities.

Against the background of weak gender mainstreaming of national policies in the context of the crisis, we still identify positive examples of policy development as governments propose and implement policies in line with the Lisbon agenda (see Chapter 5). The employment rate and childcare targets remain important drivers at the Member State level with the development of childcare services, leave arrangements and activation policies prominent

among policies assessed as positive. Evidence of other policies likely to have a positive effect on gender equality is less widespread but there are still some policies highlighted that address segregation or the gender pay gap.

### **7.3 Gender Mainstreaming and the crisis**

Women's employment and gender mainstreaming had risen to prominence in the Lisbon process as a result of the recognition of the importance of gender in understanding labour market processes and the pivotal role that women play in developing the competitive European Union that makes full use of its human resources. The Lisbon Strategy for Growth and Jobs will be updated to adjust the response to the changed economic and social context. It is important that gender equality and gender mainstreaming is consolidated in the EU 2020 strategy both at the EU level and in Member States.

Beyond the current economic crisis and its effects on women and men, it necessary to consider the longer-term challenges affecting gender equality in the labour market. As argued in Chapter 2, the current situation marks a significant opportunity to address long-standing problems of inequality, segmentation and segregation of employment opportunities, while dealing with the short-term effects of the economic crisis. But this requires a high vigilance around gender realised through an effective gender mainstreaming. Unfortunately, this gender-sensitive approach has not been evident in the 2009 NRP process (see Chapter 6). In particular, our review of the Member State policies to the crisis reveals the lack of attention to the gender impacts when designing policies. At this time, the lack of gender mainstreaming is even more critical during an economic downturn since the risks for gender equality and of gender-blind analyses are heightened for three reasons.

- 1) The goal of gender equality risks being marginalised and put to one side so that gains made in recent years are set back, jeopardising wider European goals.
- 2) A gender-blind approach to the analysis risks failing to understand the gendered processes on the labour market at a time of crisis and a return to focus on male unemployment rates (that failed in the 1990s) rather than the bigger picture of employment rates, and a high sustainable employment rates for both women and men.
- 3) A gender-blind approach to policy prescription in a downturn – largely building on a gender-blind analysis – risks policies that at best have no impact on gender equality and at worst exacerbate gender inequalities.

The paradoxical situation is that a gender mainstreamed approach has much to offer both women and men. The implicit and explicit concerns over male unemployment would be assisted by a gender-disaggregated analysis on the impact of the crisis. Similarly concern about male youth unemployment and social exclusion expressed in a number of NRPs (for example EE, FI) would be addressed an in improved manner through gender mainstreaming. Similarly a gendered analysis of low older-age employment rates that recognises the needs of older women and men would support policies to raise employment rates among this age group (for example MT).

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