

Gender Mainstreaming at the Labour Market of Ukraine and Role of the Public Employment Service

Olga Kupets

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**For more detailed information contact the Project by e-mail:
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Project Brief: EU-ILO Project in Ukraine "Gender Equality in the World of Work"

The Project's core objective is to enable key state bodies and social partners to promote gender equality and women's empowerment in the world of work by developing, implementing and monitoring gender-sensitive employment policies and programmes. The Project employs awareness-raising activities, communicates information, and supports the development and implementation of locally adapted tools and pilot interventions.

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FOREWORD

This report is the outcome of the project on Gender Mainstreaming in the Public Employment Service of Ukraine (PES), initiated by the ILO Decent Work Technical Support Team and Country Office for Central and Eastern Europe in Budapest (DWT/CO-Budapest) within the large-scale project "Gender Equality in the World of Work," implemented in Ukraine by the ILO and co-funded by the European Union and the ILO. The main objective of the project is to develop an action plan for the Public Employment Service (PES) of Ukraine to improve its capacity in developing and implementing gender-sensitive labour market policies, programmes and services. The project also aims to ensure that the PES proactively encourages equal outcomes regarding male and female employment and vertical and horizontal gender desegregation of the labour market.

This report is a background study for the development of training materials on gender mainstreaming in the PES that will be further developed by international experts. The report analyses the most relevant data, materials and policies in the Ukrainian labour market from a gender perspective and provides a checklist for effective gender mainstreaming in the PES of Ukraine. An essential part of the report is an empirical study based on a sociological survey of PES specialists, registered jobseekers and employers on gender equality issues and the performance of the PES carried out in March and April 2010.

The Ukrainian team working on the project consisted of the national coordinator of the ILO-EU project "Gender Equality in the World of Work" in Ukraine, Sergiy Savchuk; the project assistant, Galyna Meshcheryakova; the author of this report and questionnaires used in the survey, Olga Kupets (the Economics Department of the National University of Kyiv-Mohyla Academy); and the local consultant responsible for the sociological part of the project (i.e. the survey of jobseekers and employers), Natalia Kharchenko (Kyiv International Institute of Sociology). The team leaders were Verena Schmidt and Natalia Popova from the ILO DWT/CO-Budapest. Athena Bochanis, who was undertaking an internship at ILO DWT/CO-Budapest during summer 2010, kindly edited the English version of the text.

The team would like to thank Volodymyr Galytskiy, Director of the PES of Ukraine, Natalia Zinkevych, First Deputy Director, Natalia Shevchenko and Inna Bondini, the Vice-Deputies of the Department of Social Services Organization, and the staff of the State Employment Centre for their support, guidance and assistance in the implementation of the project. The team is also grateful to all specialists of the selected base employment centres who participated in the survey, in particular to the specialists of the three regional offices (Kolomyia Rayon Employment Centre, Donetsk City Employment Centre and Solomyanskiy Rayon Employment Centre in the City of Kyiv) who also provided the data necessary for sampling and questioning employers and the unemployed. The author is incredibly grateful to Lyudmila Zolotova, the First Deputy Director of the Kyiv Oblast Employment Centre, and the Directors of two base employment centres in Stavyschchy and Bila Tserkva (Kyiv oblast) Victor Bandura and Volodymyr Bobryk, respectively, for their warm welcome and for providing tours of their centres on 23 April 2010. Finally, the author gratefully acknowledges the professional advice of Lyudmila Mushynska, the Deputy Director of the Kyiv City Employment Centre, and Inna Myakota, a specialist from the Department of Career Guidance.

A validation workshop was organised in July 2010 in Kyiv to present the draft report to national stakeholders and to discuss its key findings with them. The report has been finalised after the workshop based on the comments received from stakeholders during and after the workshop.



EXECUTIVE SUMMARY

Gender equality is a fundamental right and a critical factor in the convergence of Ukraine with the global leaders in economic development, science, education and culture. The Government of Ukraine shares the belief that gender equality is one of the preconditions for its sustainable development as a democratic society.

The Economic and Social Committee of the United Nations defined Gender Mainstreaming as the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in any area and at all levels. It is a strategy for making the concerns and experiences of women as well as men an integral part of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres, so that women and men benefit equally, and inequality is not perpetuated. Gender mainstreaming includes gender-specific activities and affirmative action whenever women or men are in a particularly disadvantageous position. The ultimate goal of mainstreaming is to achieve gender equality.

Over the last few years, significant progress has been made in developing and strengthening national mechanisms for gender equality in Ukraine, in line with the country's constitutional and legal commitments at the national and international level. The remaining challenge is to maintain the progress already made in gender transformation despite the financial crisis and the limits imposed by the government on socially oriented policies.

This study finds that despite the fact that the Ukrainian gender gap in employment rate is lower than the EU average and that Ukrainian women experience lower unemployment than men, the Ukrainian labour market is characterized by pronounced inequalities between men and women. Major inequalities can be witnessed in the significant gender gap in employment rates in the child-bearing (24-29 years) and pre-retirement (over 50 years old) age groups; pronounced labour market segregation (both horizontal and vertical); a high gender wage gap; unequal sharing of regular paid work and unpaid domestic work; a high share of women in precarious jobs; and gender gaps in unemployment coverage due to men's lower propensity to register with the PES, resulting in unequal unemployment benefits and participation in active labour market programmes.

As the key state agency responsible for effectively matching supply and demand in the labour market, the PES is called on to take a proactive stance in promoting equal access to quality employment for women and men and in redressing existing inequalities in employment and occupation. Achieving gender equality has been one of the priorities of the PES since 2001, and a number of new arrangements furthering the gender equality agenda - including gender information corners, gender clubs and places for temporary child supervision - have been introduced and implemented in the base employment centres, in addition to the PES' traditional active labour market policy measures.

A sociological survey of PES specialists, employers and jobseekers conducted in March-April 2010 finds that the PES of Ukraine performs relatively well in promoting equality of treatment between men and women. A majority of the jobseekers and employers surveyed believe that the PES services are provided equally to men and women. Over half of jobseekers are satisfied with how the PES services take account of specific men's and women's needs. In the opinion of surveyed jobseekers from three regions of Ukraine, the PES does everything possible to make things equally fair for men and women, and almost no one had experienced gender discrimination with the PES. Instead, the factors most likely to limit women's access to better remunerated, more prestigious jobs and reinforce existing inequalities are employer discrimination and gender stereotypes.

The PES can only deal with part of the complex issue of gender inequality in the labour market, in particular when matching registered jobseekers to available vacancies and providing them with various active labour market measures. However, by effective use of the latter - such as by encouraging individuals to participate in non-traditional occupations and skills through career guidance and effectively cooperating with employers to reduce discriminatory practices in recruitment and at the workplace, for instance - the PES can contribute to the breaking down of gender stereotypes and help prevent gender discrimination.

Despite the considerable progress made by the PES in promoting gender equality in the labour market there remain a number of challenges faced by the PES that need to be addressed for its further improvement in terms of achieving gender equality. These include:

- the manual on promoting gender equality in employment centres, written in 2004, has not been updated to include the subsequent changes in national gender policies and programmes;
- illustrations on leaflets published and distributed by the PES showing women in traditional female occupations and men in traditional male occupations reinforce gender stereotypes and can thus indirectly perpetuate gender segregation in jobs;
- most active labour market policy measures are formulated in gender-neutral terms and are not targeted at the most disadvantaged gender in the labour market, i.e. women;
- the policies and documents on ensuring equal rights and opportunities for women and men developed in Ukraine are not fully integrated into the legislation regulating the PES and other related documents;
- several specific measures that may have a gender impact have not yet been assessed;
- the PES is not always dealing with discriminatory employers effectively, and often unwittingly engages in the process of gender discrimination in recruitment for the sake of employers;
- a monitoring and evaluation system, aimed at measuring the impact of the various services promoting gender equality and eliminating existing inequalities in the labour market provided to the unemployed, has not yet been introduced;
- while the gender equality approach implemented in the PES provides for equality of treatment of men and women, it does not always result in equal outcomes. This approach is based on the ILO principle of inclusivity, but is criticized as it does not effectively address the differences in needs, skills and experiences of men and women and does not reduce existing disadvantages. It should be complemented by positive actions that create conditions more likely to result in equal outcomes in employment and training opportunities.

Taking into account best practice cases for gender mainstreaming and following a dual and complementary approach to gender mainstreaming, a number of key steps are recommended to mainstream gender equality within PES activities and programmes in Ukraine. The study holds that the PES should strive towards the following goals:

- break down gender stereotyping and gender segregation in vocational training and work;
- work with employers to ensure gender-neutral recruitment and selection processes;
- provide specific, well-targeted activation measures for disadvantaged women;
- prepare a gender equality plan, develop gender equality indicators, and set up an assessment and monitoring system for the plan in the future.

Finally, recommendations are made to the Ukrainian authorities and institutions to reach the goal of gender mainstreaming in the labour market, including to the Verkhovna Rada of Ukraine, the Government (in particular the Ministry for Family, Youth and Sports, with which is responsible for the main responsibility for the gender strategy development and implementation in Ukraine is placed), the State Department for Supervision over Labour Legislation Observance, the Research Institute of Social and Labour Relations in Luhansk (responsible for modifying the National classification of professions), the State Statistics Committee, and the social partners.

1. Legal provision for gender equality in Ukraine and the national gender machinery

Since gaining its independence, Ukraine has established the core elements of a legal and institutional framework for developing a gender sensitive culture, promoting gender equality and addressing gender-based discrimination.

The fundamentals of gender equality are secured in the Constitution of Ukraine, which was adopted in 1996. The principles of equal gender treatment and special protection for working women are also enshrined in the Labour Code of Ukraine, which was adopted in 1971 and continues to be in force.

At the international level, Ukraine has signed core international documents with regard to gender equality. In particular, the country has ratified the UN Convention on the Elimination of All Forms of Discrimination against Women and the Optional Protocol thereto, the ILO Equal Remuneration Convention, 1951 (No. 100), the Discrimination (Employment and Occupation) Convention, 1958 (No. 111) and the Workers with Family Responsibilities Convention, 1981 (No. 156). By doing this, Ukraine has undertaken to guarantee equality, development and justice in the country, being guided by the ideas of social and gender equality.¹ Ukraine has also signed the Beijing Declaration and Platform for Action on gender equality and women's empowerment (1995) and the UN Millennium Declaration (2000). Thus by doing so it has also undertaken the responsibility of reaching the Millennium Development Goals (MDG) by 2015, and one of the six goals is on gender equality.²

Gender issues have become increasingly important in national and community dialogue since Ukraine declared its intention to integrate into the global community. There has been a strong commitment by the Ukrainian government to pursue an inclusive policy agenda on gender equality, and this is reflected in the growing body of related legislation since 2005. Important milestones in shaping public gender equality policy in Ukraine include:

- *the Presidential Decree No. 1135 On Improvement of Activity of National and Regional Executive Power Bodies on Ensuring Equal Rights and Opportunities of Men and Women* (signed on 26 July 2005);
- *The Law of Ukraine On Ensuring Equal Rights and Opportunities for Women and Men* (in force since 1 January 2006);
- *The State Programme for Ensuring Gender Equality in Ukrainian Society up to 2010* approved by the Decree of the Cabinet of Ministers of Ukraine on 27 December 2006;
- *The Decree of the Cabinet of Ministers of Ukraine adopted on 16 May 2007 On Preparation and Conduction of the Year of Gender Equality*;
- *The Inter-Agency Council on Family, Gender Equality, Demographic Development and Human Trafficking Prevention* was formed and its main tasks and duties were specified according to the Decree of the Cabinet of Ministers on 5 September 2007.³

¹ http://www.undp.org.ua/files/en_11592EOWR_prodoc_eng.pdf.

² In order to support the Ukrainian Government in achieving the MDG targets and indicators and raise public awareness of the MDGs in Ukraine, the UNDP Ukrainian Millennium Development Goals Project (MDGP) has been launched in February 2004 and it will last till the end of 2014. See more at <http://undp.org.ua/en/projects-list-all/38-prosperity-poverty-reduction-and-mdgs-/624-millennium-development-goals-project>.

³ See UNDP (2007a) and other publications of UNDP at <http://gender.undp.org.ua> for a comprehensive analysis of the Ukrainian legislation on ensuring gender equality and the related issues.

In accordance with the aforementioned laws and related legal acts, an administrative mechanism for gender processes has been launched in the legislative and executive branches, and a gender component has been incorporated into the main systems of the country. The main responsibility for the gender strategy development and implementation is placed on the Ministry for Family, Youth and Sports. However, all ministries are to establish gender working groups and develop their respective action plans for ensuring gender equality in their relevant sector of activity, according to the State Programme (see *Figure A.1* in the Annex illustrating an institutional setting on gender equality in Ukraine). During 2007–2009, such gender working groups were established in eleven ministries (including in the Ministry of Labour and Social Policy) and three state authorities, and eight authorities out of these elaborated their gender action plans and subsequently started to implement them.⁴ However, according to the analysis conducted by experts of the UNDP Equal Opportunities and Women's Rights in Ukraine Programme at the beginning of 2009, five of the eight groups should continue to improve the quality of their action plans, which remain declarative to a large extent. They propose actions that are beyond the competence of the working group, contain broad and general formulations without providing indicators for measuring success, and they lack financing due to the Government's decision to limit budgets for socially oriented projects in the financial crisis (UNDP, 2010, p. 30).

Overall, the UNDP experts identified the following as the main weaknesses of the national gender machinery in Ukraine:

- weak ownership and co-ordination of the Ministry for Family, Youth and Sports, cited by the majority of the ministries as the main factor hindering the effective implementation of the State Programme for Ensuring Gender Equality in Ukrainian Society up to 2010;
- absence of a clear definition of tasks and responsibilities for the working groups, which causes confusion and passivity among some of the working groups and, consequently, uneven levels of progress;
- improper focus of the ministries on inputs and activities rather than results or outputs in planning, practice and procedure;
- lack of properly designed indicators to measure the progress and effectiveness of intervention (UNDP, 2009b, pp. 14-15).

At the regional level, the mechanism for ensuring gender development envisages implementation of regional gender programmes developed by the respective departments of State Oblast Administrations and adopted by Oblast Councils. Responsibility for implementation of these programmes rests on regional executive bodies, in particular oblast and rayon departments for family, youth and sports (see *Figure A.1* in Annex). In order to coordinate the activities for ensuring implementation of the oblast gender programmes, Coordination Councils on Gender have been created in all oblasts (UNDP, 2009b). Although all oblasts developed regional programmes on ensuring gender equality by the end of 2009, most of them are inadequate or not implementable, as they merely copy the text from the State Programme on Ensuring Gender Equality in Ukrainian Society up to 2010 and fail to take into account their regional contexts (UNDP, 2010, p. 34). This situation is mainly due to a shortage of local experts with the requisite experience in gender policy, inadequate financing of gender mainstreaming initiatives at the oblast level, and existing conflicts between State Oblast Administrations and Oblast Councils which affect the efficiency of co-operation between the different authorities and the allocation of financial resources from local budgets (UNDP, 2009b, pp. 28, 42).

⁴ A 15-year review of the implementation of the Beijing Declaration and Platform for Action in Ukraine, available at: http://www.undp.org.ua/files/en_11336ukraine_beijing_15.pdf.

To conclude, Ukraine has achieved considerable progress in developing and strengthening national mechanisms of gender equality in line with its constitutional and legal commitments at the national and international level.⁵ However, the remaining challenge is to maintain the progress already made in gender transformation despite the financial crisis and governmental limits on socially oriented policies. There remains a need to incorporate the principles of gender equality into the laws governing labour and employment relations. Following the experience of developed countries, Ukraine needs to change the focus of employment legislation and policy from protective regulations for female workers to the implementation of gender policies that will actually lead to the achievement of **de facto** gender equality. In this context it is vital to develop a long-term strategy for modernization of the labour market, making it both competitive and able to protect employees of both sexes, to decrease the gender pay gap, and to improve work and family reconciliation in Ukraine (UNDP, 2010).

⁵ Significant achievements of Ukraine towards gender equality goal have been made due to technical and financial support of international organisations. In particular, the UNDP in Ukraine together with the European Union and the Ministry of Ukraine for Family, Youth and Sports is currently implementing mentioned above Equal Opportunities and Women's Rights in Ukraine Programme (started on 15 September 2008). The project is based on the experience and results gained during previous phases such as Equal Opportunities Programme "Ukraine: A route to equality" (the first phase of which was implemented with the support of SIDA in 2003-2006 and the second one has been implemented since 2006). The International Labour Office and the European Union launched a new Project "Gender Equality in the World of Work" on 23 April 2009. Gender issues in Ukraine have also received some attention from the USAID (Nails, 2001), the World Bank (Dudwick et al, 2002) and Human Rights Watch (2003).

2. Women and men in the Ukrainian labour market: analysis of the relevant statistics

2.1. Employment trends

During the period of economic growth in Ukraine (2001-2008), the employment rate rose significantly for men aged 15-70 years (from 59.9 to 65.2 per cent), whereas it increased to a lesser extent for women (from 51.5 to 54 per cent)⁶. This smaller increase is attributed to the smaller increase in the number of employed females (3.3 per cent versus 6.6 per cent for males), as well as to a smaller decrease in the number of economically inactive females (1.1 per cent versus 9.6 per cent) and the size of the female population aged 15-70 years (1.4 per cent versus 2.1 per cent). These trends can be attributed to the opposing tendencies of male and female labour force participation during the observed period: male labour force participation rate increased from 67.5 to 69.8 per cent whereas female labour force participation rate decreased from 57.7 per cent to 57.5 per cent. Besides, men continue to face higher mortality rates across the lifespan, particularly in the working age⁷. Explanations of the stagnation in women's labour force participation since 2001 include the following: (i) economic growth has raised men's incomes (including the remittances of migrant workers) to the point that some married women opted out of the labour force; and (ii) in view of the lack of adequate childcare facilities and flexible work arrangements for employees with family responsibilities, as well as the very generous child birth grants given to all women who gave birth since April 2005, many women choose to stay home for several years. Although the hypothesis of weak labour demand and curtailed access to jobs for women appears not to be proven in Ukraine as a whole (ETF, 2009), it may be used as an additional explanation for low and decreasing female labour force participation in rural areas and depressed regions. Finally, one could suggest that the existing mismatch of workers' skills to the level of education required for their job (World Bank, 2009) may also lead to lower employment and labour force participation of women through the discouraged-worker effect. However, this may contribute more to the gender wage gap and to the significant number of overqualified or underqualified employed persons rather than to the lower employment rate per se⁸.

As a result, the gap between male and female employment rates widened until 2008 (Figure 2.1). But even with this increase, Ukraine's gender gap in 2008 (11.2 percentage points) remained lower than the EU average (13.7 percentage points)⁹. The economic and financial crisis that emerged in Ukraine in the fourth quarter of 2008 and hit all sectors of the economy contributed to a decrease in both male and female employment rates. However, as in many other countries, the employment rate decreased more rapidly for men because it was the male-dominated sectors (construction, manufacturing, real estate and business activities) that were immediately affected at the beginning of the downturn. Despite a slight increase in the number of wage employees in the female-dominated public sectors such as education, health care and social work between 2008 and 2009, female employment rates decreased overall, reflecting an extension of the crisis to other, more gender-mixed sectors.

⁶ It is worth noting that the age band used in Ukraine for measuring all labour market indicators (15-70 years) is based on the LFS first implemented in 1995 and differs from the standard age band used in most EU and OECD countries (15-64 years). It is usually used alongside bands of working age according to Ukrainian legislation, which are 15-54 years for women and 15-59 for men. To make international comparison possible, the State Statistics Committee of Ukraine has been publishing selected indicators for the population aged 15-64 years since 2008.

⁷ In 2008, overall male and female mortality rates are 18.2 and 14.8 ‰ respectively. The male to female mortality ratio exhibits a sharp increase at adolescence, reaching 3.34 in the 20-24 year age range, and then persists at the level over 3 up to age under 55, with an overall peak at 3.39 in the 45-49 age range (estimates are based on data presented in UNDP, 2009a).

⁸ According to the People's Social and Economic Security Survey conducted by the State Statistics Committee of Ukraine in 2006, a higher proportion of men (10.1%) are overeducated for their job compared with women (7.9%), while under-education became more common among women (2.7%) than men (2.2%).

⁹ Percentage point is a unit of measure to describe changes (or gaps) in indicators measured in per cent



Figure 2.1. Gender gap in employment rates, 2004-2009

Source: State Statistics Committee (LFS data), own calculations.

Note: Calculated as the difference between male and female employment rates (persons of the corresponding age group employed as a percentage of the total population of the same age), in percentage points. A positive gap indicates a higher employment rate for men than women.

Analysis of the gender-specific differences in employment rates by age groups (*Figure 2.2*) reveals that the largest difference is among 25-29 and 50-59 year olds. The difference in the 25-29 age group (15 percentage points on average during 2004-2009) is mainly attributed to the postponed first entry of young women to the labour market or some break in their professional activity, if already started, due to the traditional responsibilities of unpaid domestic labour and care work. In view of the potential difficulties in combining these responsibilities with professional activity, many women start participating in the labour force and building their career after 30. This hypothesis is supported by the data on labour force participation. For instance, in 2009 female labour force participation rate in the 30-39 age group was 7.6 pp higher than in the 25-29 age group (79.9 versus 72.3 per cent)¹⁰. The corresponding labour force participation rates for men were 89.9 and 88.6 per cent in comparison (difference of 1.3 pp). Hence, parenthood seems to have little adverse effect on employment and labour force participation of Ukrainian men. With regards to the 50-59 year-olds, the gender gap is mainly due to the lower levels of female participation in general and the lower statutory retirement age for women.

¹⁰ Female employment rates in the 25-29 and 30-39 age groups are 65.2 and 74.2 per cent, respectively.

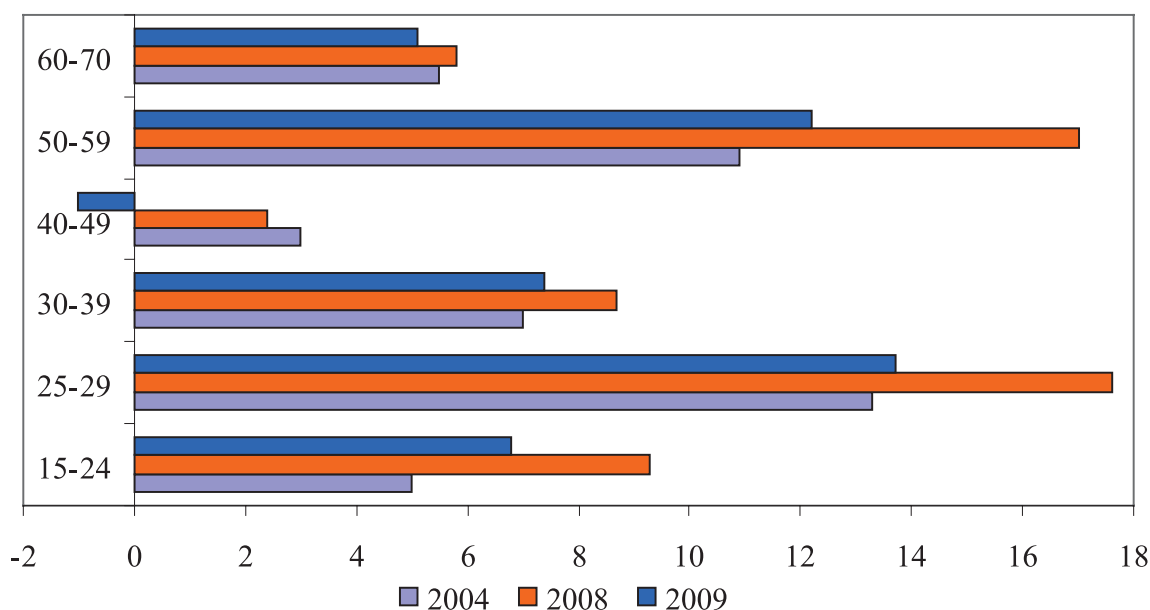


Figure 2.2. Gender gap in employment rates, by age group, 2004, 2008 and 2009

Source: State Statistics Committee (LFS data), own calculations.

Note: Calculated as the difference between male and female employment rates (persons of the corresponding age group employed as a percentage of the total population of the same age), in percentage points. A positive gap indicates a higher employment rate for men than for women.

It is also interesting to look at the development of employment rates by age group since 2004 (Figure 2.2): while the situation remained almost unchanged for the 30-39 age group and the oldest group (60-70), it gradually improved in favour of women for the 40-49 age group. At the same time, the gender gap noticeably increased between 2004 and 2008 for the remaining age groups but then narrowed in 2009 due to a sharp reduction in employment rates of men during the crisis.

Like in many developed countries, there is a positive correlation between the level of education and labour market participation in Ukraine: the higher the educational attainment (excluding basic higher education), the higher the labour force participation and employment rates, and this finding holds true for both sexes. University-educated persons benefit from completing higher education not only because they have the highest employment rates (77 per cent among males and 71.6 per cent among females in 2009). They are also the only group which has experienced steady growth in absolute terms since 2004, despite the economic and financial crisis. Individuals with other educational backgrounds, in particular males with incomplete higher and complete general secondary education, were severely hit by the crisis in 2009.

Women are on average better educated than men in Ukraine. In 2007, women comprised 53 per cent of all economically active persons with tertiary education, and the share of highly educated females in the labour force is 4.6 percentage points higher than the corresponding share of males (ETF, 2009). Moreover, there was a particularly large increase in the number of university graduates in the economically active population between 2004 and 2007, and 70 per cent of this increase was driven by females. An increase of 20.5 per cent in the number of employed women with complete higher education between 2004 and 2009 (versus 10 per cent for men) suggests that a university degree seems to improve labour market outcomes for women. However, these results should be interpreted with caution as they take into account neither the quality of held jobs nor the level of education required at these jobs. Better employment outcomes of better educated

females may be not only due to utilization of their higher skills at high-skill jobs but also due to crowding out of less educated people from their middle- and low-skill jobs. In order to analyse these issues further research based on individual-level data is required.

As figure 2.3 shows, the largest difference in employment rates by education level is among workers with complete general secondary education, while the lowest one is among the persons with primary general education or no formal education.

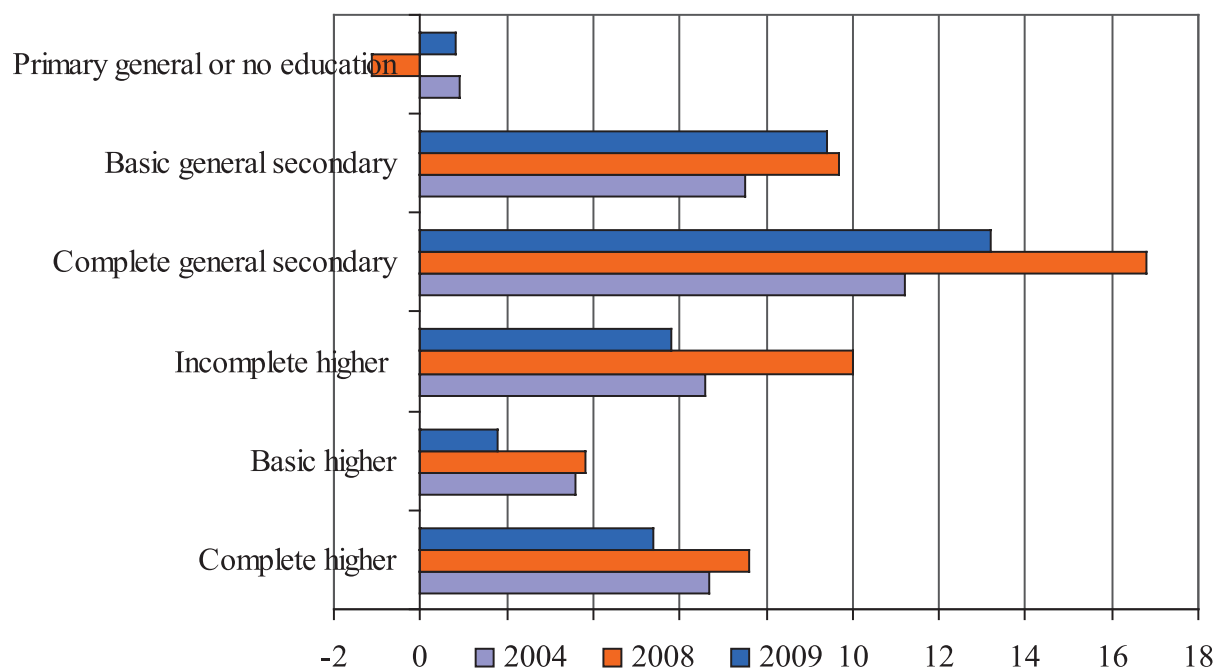


Figure 2.3. Gender gap in employment rates, by education level, 2004, 2008 and 2009

Source: State Statistics Committee (LFS data), own calculations.

Note: Calculated as the difference between male and female employment rates for persons aged 15-70 years (persons of the corresponding education group employed as a percentage of the total population of the same education), in percentage points. A positive gap indicates a higher employment rate for men than women. National classifications of education levels are used.

Analysis of total employment by employment status and gender suggests that women dominate among own-account workers (52.9 per cent in 2008), while men dominate in other categories, namely as wage earners (52.5 per cent), employers (66.7 per cent) and unpaid family helpers (52.3 per cent). Self-employed women in Ukraine are **concentrated within a narrow range of traditional female activities with low productivity, profitability and returns**. These include the selling of manufactured goods (49 per cent of all self-employed women), subsistence agriculture, the selling of home-cooked food, cleaning, ironing, hairdressing, cosmetic and spa services, tutoring, translation services, baby-sitting and nursing (Gerasimenko, 2008, p. 108). Most of these activities are also in the informal economy: according to the LFS data in 2008, 85.1 per cent of women who were not wage earners generated their income in the informal economy (for comparison, the similar share among men was 75 per cent). This suggests that female self-employed workers in the informal economy tend to be clustered towards the lower end of the informal occupational spectrum. Besides, more women are likely to work from home than men, which can reinforce the invisibility and marginalization of female work and therefore limit the scope of collective organising around remunerated activities (Chant and Pedwell, 2008).

As regards total employment in the informal economy, women represent on average 48 per cent of the total number of workers in the informal economy during 2004-2009 (see Table 2.1). Relevant literature acknowledges that employment in the informal economy provides employment opportunities to certain groups of women which may not otherwise be available, and enables women to exercise a degree of choice, autonomy and flexibility with respect to balancing productive (market) and reproductive (home care) roles (Chant and Pedwell, 2008; Maloney, 2004; ILO, 2002). However, given the generous maternity leave rules and protective employment legislation in Ukraine, most Ukrainian women still prefer the security and better working conditions offered by the formal economy to the flexibility offered by the informal one. Only women whose opportunities in the formal economy are extremely scarce are likely to decide to move to the informal economy, typically as self-employed workers (Pignatti, 2010) ¹¹.

Over-representation of men in the informal economy in Ukraine is mainly explained by the higher economic activity of men, the failure of the formal economy to create sufficient numbers of jobs with decent working conditions to absorb displaced workers from the downsized male-dominated industrial sectors (push effect), and the higher propensity of men to take riskier but often better rewarded jobs available in the informal economy (pull effect) (ETF, 2009; Lehmann et al., 2005).¹²

Table 2.1.

Employment in the informal economy by gender, 2004-2009

	2004	2005	2006	2007	2008	2009
Share in the informal economy (% of total employment in the informal economy)						
Women	47,4	49,4	48,6	48,6	47,3	47,1
Men	52,6	50,6	51,4	51,4	52,7	52,9
Informality rate (% of total employment in the corresponding gender group)						
Women	18,6	21,7	22,4	22,3	21,3	21,1
Men	20,2	21,2	22,2	22,3	22,2	23,1

Source: State Statistics Committee (LFS data).

Table 2.1 also shows a slight decrease in the informality of women's work since 2006, mainly due to reductions in agricultural informal employment, which is one of the main destinations of female workers living in rural areas. At the same time, the gap in women's and men's representation in informal work is increasing, partly due to the greater informalization of men's work since 2000 in such sectors as construction (although it downsized slightly in 2009 due to the crisis), transport and other non-agricultural sectors.

Our discussion now turns to occupational segregation. The Duncan index of dissimilarity (ID), the most widely used index to measure horizontal occupational segregation calculated by Swanson in 2005 for 29 countries, is used here to illustrate the level of segregation in Ukraine and compare it to other transition economies. The estimated ID in Ukraine means that 54.9 per cent of men or women would have to change jobs so that the percentage of all males would be equal to the percentage of all females in each occupation. It tends to be higher than in Poland (51 per cent) and Slovenia (54 per cent), but lower than in Bulgaria (55.1 per cent), Hungary (56.7 per cent), Czech Republic (60.9 per cent), Estonia (62.7 per cent), and Slovakia (62.8 per cent). This suggests that horizontal segregation is considerable in Ukraine, but lower than in most

¹¹ According to the LFS data in 2008, about 23.2% of women in the informal sector were wage earners while the rest (76.8%) were self-employed and unpaid family helpers.

¹² For comparison, the share of wage earners among men employed in the informal sector in 2008 was 43%.

transition economies. Swanson (2005) examines the effects on segregation of per capita GNP, women's labour force participation, the urban population as a percentage of total population, the infant mortality rate, and various measures of educational attainment. Although the regression results are fairly weak, the author concludes that horizontal gender segregation appears to be positively related to some indicators of economic development such as women's labour force participation and per capita GDP, but negatively related to others (urban population and the infant mortality rate). Nevertheless, the real reasons behind differences in gender segregation between Ukraine and the other transition countries remain largely unexplored.

Employed women tend to be concentrated in sectors of the economy traditionally populated by women¹³. In fact, two thirds of all working women are concentrated in public sectors like education, health and public administration (46.1 per cent) as well as in manufacturing, predominantly food and light industry (20.2 per cent). Likewise, almost half of all working men are concentrated in mining and manufacturing (36 per cent) and transport and communication (11.2 per cent). As *Figure 2.4* indicates, women dominate in seven out of 14 specified sectors, from 51.6 per cent in trade and repair and 82.9 per cent in health care and social work. This figure also shows that the average wage is higher in female-dominated financial intermediation and public administration than in all other sectors, suggesting that there is no strong correlation between the women's share in a sector and the average wage in that sector as might be expected. Female staff employees are concentrated in low-paid sectors as well as in high-paid sectors, and both women and men are likely to be in low-paid employment.

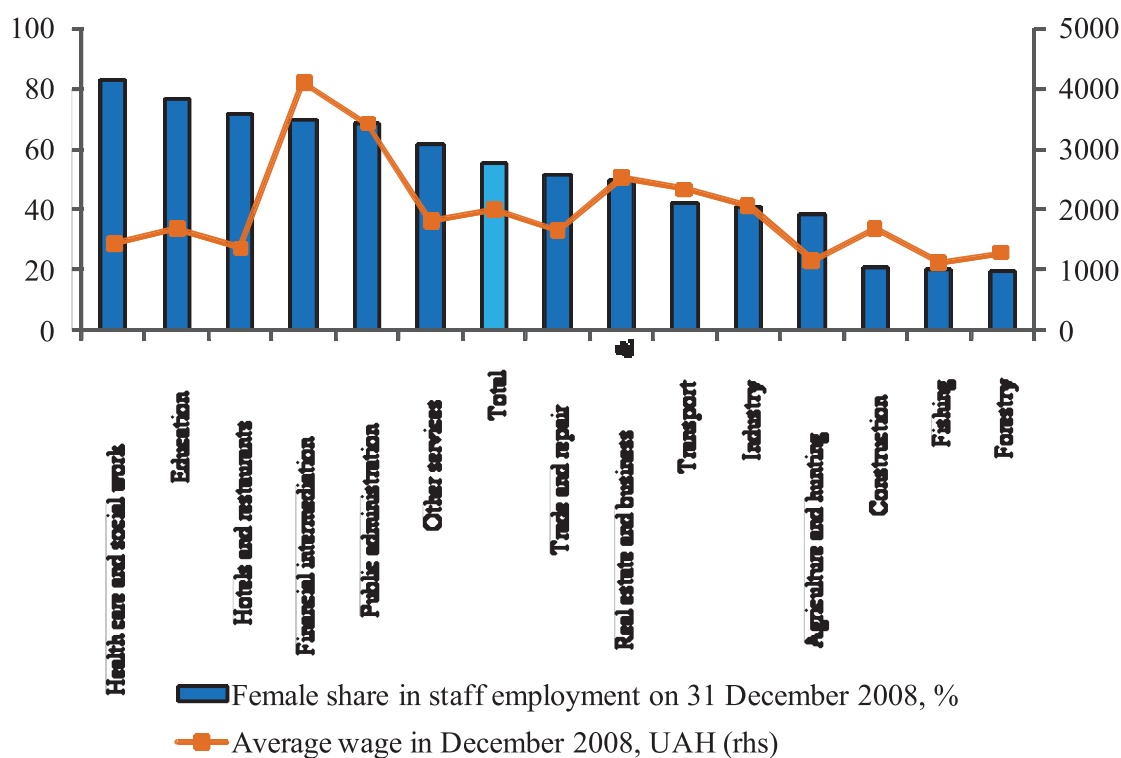


Figure 2.4. The segregation of female staff employment by sector versus average sectoral wage, December 2008

Source: State Statistics Committee (data on female share in total staff employment on 31 December 2008 published in "Labour of Ukraine in 2008", Table 3.4; data on average monthly wages by sector in December 2008 available at: <http://www.ukrstat.gov.ua>).

Note: Data does not cover employees of small enterprises and those employed by entrepreneurs-physical persons.

¹³ Here we use data on staff employment in the formal sector (based on statistical reporting of medium and large enterprises) due to the absence of LFS data on employment by sectors and gender.

Finally, we need to look at vertical segregation, or the concentration of women in certain levels of the professional hierarchy. One common way of measuring vertical segregation is to observe the extent to which high-level decision-making occupations are feminised. *Figure 2.5* indicates that women continue to predominate in the lowest echelon of the career ladder and continue to be strongly under-represented in top management. Access to tertiary and post-secondary non-tertiary professional education for Ukrainian women facilitates their access to white-collar jobs in occupational groups such as professionals, technicians, associate professionals, clerks and skilled service workers. However, even when women attain senior positions because of their qualifications, they do not necessarily experience the same working conditions, pay level or prospects for advancement that men do.

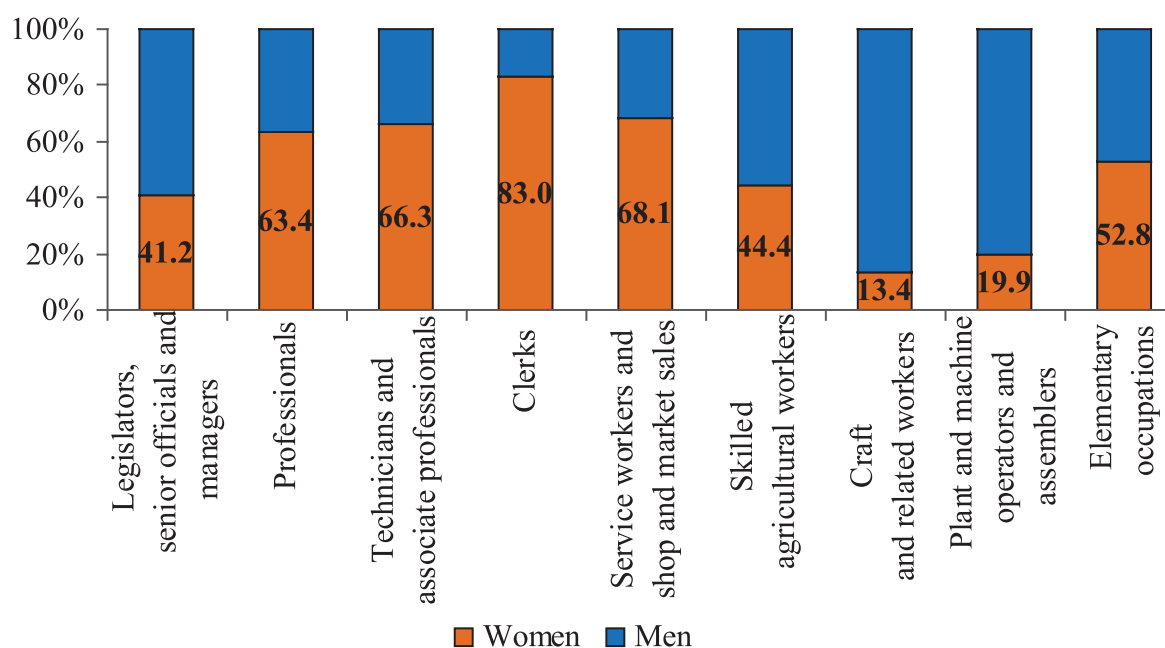


Figure 2.5. Distribution of men and women by occupational group, 2009

Source: State Statistics Committee (LFS data), own calculations.

Note: Occupational groups are defined according to the ISCO (International standard classification of occupations).

2.2. Unemployment trends, transition probabilities between labour market states and ALMPs

Ukrainian LFS data on unemployment rates defined according to the ILO methodology indicate that men experienced higher unemployment (both in absolute numbers and rates) during the whole period of economic growth in Ukraine (2001-2008), even though the gender gap in the unemployment rate was lower than one percentage point. In 2009, this gap widened to three percentage points as men who tended to be concentrated in those industries most sensitive to the business cycle (particularly manufacturing, construction, real estate and business activities) were hit hard by the economic crisis (*Figure 2.6*). This is arguably evidence of the countercyclical nature of the female-male unemployment rate differential, observed in many other countries. As a result, the pool of all unemployed has become more heavily composed of men (59.8 per cent), and this marks a dramatic increase from 2008, when men accounted for about 54 per cent of the unemployed.

The ETF study (2009) attributed the relatively stronger position of Ukrainian women in terms of lower unemployment rates during 2001-2008 to the fast growth of female-dominated industries such as trade, hotels and restaurants, individual services, food processing, light industry and subsistence agriculture. It also noted the very stable employment in public sectors with traditionally high shares of female employment, and the generally lower requirements of women with respect to wages and job characteristics. The lower incidence of unemployment among women compared to men also reflects the lower labour force participation of women to some extent.

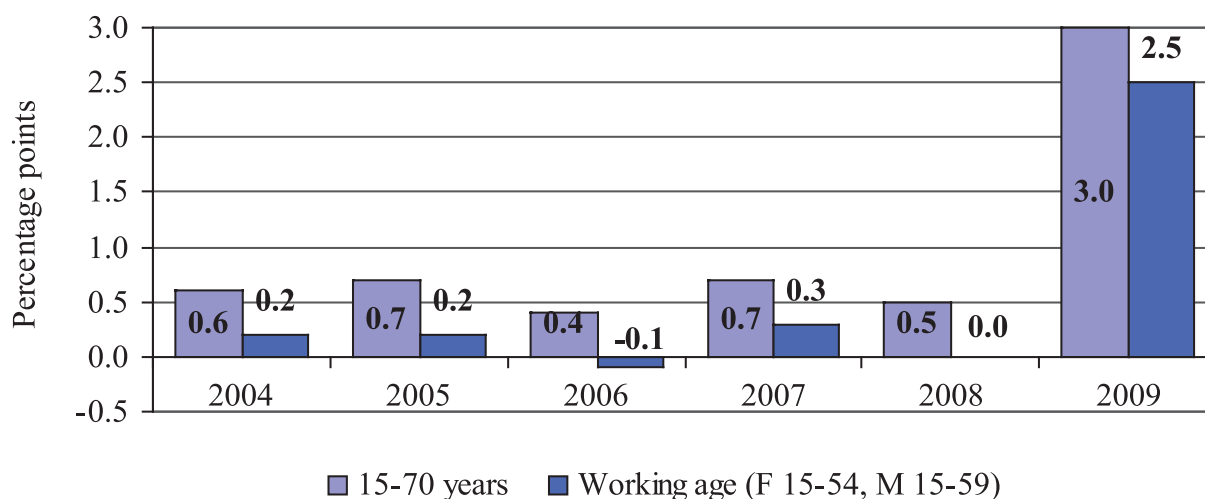


Figure 2.6. Gender gap in unemployment rates, 2004-2009

Source: State Statistics Committee (LFS data), own calculations.

Note: Calculated as the difference between male and female unemployment rates (persons of the corresponding age group unemployed as a percentage of the labour force of the same age), in percentage points. A positive gap indicates a higher unemployment rate for men than women.

Similar arguments hold true for the period of economic crisis in 2009, when female-dominated industries did not grow faster but rather declined slower than traditional male-dominated industries. Concerning the influence of labour market demand on labour force participation and female unemployment, modern labour economic theory predicts two observed effects (Sapsford and Tzannatos, 1993). On the one hand, there is the added worker effect, according to which additional household members (principally wives) enter the labour market in order to compensate for the lost income of the main breadwinners (principally husbands) who are made redundant or are experiencing a reduction in hours worked. On the other hand, the discouraged worker effect suggests that when decent work is scarce many unemployed persons withdraw from the labour force, concluding that their job search effort is not worthwhile, while others who would otherwise enter the labour force do not bother to do so. Analysis of aggregated data on changes in unemployment and labour force participation of men and women between 2008 and 2009 suggests that the discouraged worker effect is likely to dominate among men (the number of inactive men increased for the first time since 2002). The added worker effect is likely to dominate among women, but it seems to be fairly small due to scarcity of jobs. Although the female labour force participation rate increased in 2009, this was due to a reduction in the size of the total female population aged 15-70 years rather than an increase in the number of women in the labour force.

Thus, the analysis of unemployment data reveals that the crisis has not systematically left more women than men without work as one could expect. Taking into account that Ukrainian women are, on average, better educated than men, they are less likely to be discriminated on the grounds of alleged lower labour productivity. The downturn on the labour market has impacted women and men differently, but it seems to be more related to the differences in male and female employment by sector rather than gender per se.

Earlier estimates of year-to-year labour market transition probabilities (*Table 2.2*) point to considerable differences between men and women. Women exit employment for reasons of inactivity and unemployment more frequently than men. Women also exit unemployment and move to inactivity more often than men. However, they find it more difficult to find employment after periods of unemployment and inactivity - a result observed in virtually all transition countries (Lehmann et al., 2005). Women are also more likely to remain inactive for one year or longer.

Table 2.2.

Labour market transition probabilities between 2003 and 2004, by gender

	P_{EE}	P_{EU}	P_{EN}	P_{UE}	P_{UU}	P_{UN}	P_{NE}	P_{NU}	P_{NN}
Total	0,886	0,041	0,072	0,386	0,342	0,273	0,119	0,075	0,806
Male	0,897	0,039	0,065	0,425	0,369	0,206	0,128	0,100	0,772
Female	0,877	0,043	0,080	0,349	0,316	0,336	0,115	0,063	0,822

Source: Lehmann et al (2005), Tables II.6 based on ULMS.

Note: P_{ij} ($i, j = E, U, N$) is the probability of transition from state i in 2003 to state j in 2004, where E stands for employment, U for unemployment, and N for inactivity.

Data on the rate of long-term unemployment (*Figure 2.7*) reveals a downward trend in rates for both genders and a narrowing gender gap during 2004-2008. In 2009, the gender gap widened again to about 0.4 percentage points due to an increase in the male long-term unemployment rate accompanied by a decrease in female one. On the other hand, the incidence of long-term unemployment is higher among women: the share of women searching for a job for 12 months or longer in the total number of the unemployed job seekers is 14.1 per cent (compared to 13.9 per cent among men), and the share of women with a period of joblessness of 12 months or longer in the total number of the unemployed who had been previously employed is 20.5 per cent (compared to 16.9 per cent among men). Nevertheless, given overrepresentation of men in the total unemployment pool, they currently account for about 594 out of all 1000 workers who have been out of work and searching for it for 12 months or longer. Thus, many men (as well as women) already faced with significant challenges in seeking employment or becoming re-employable and they may be left further behind if not adequate and timely support of the PES is provided.

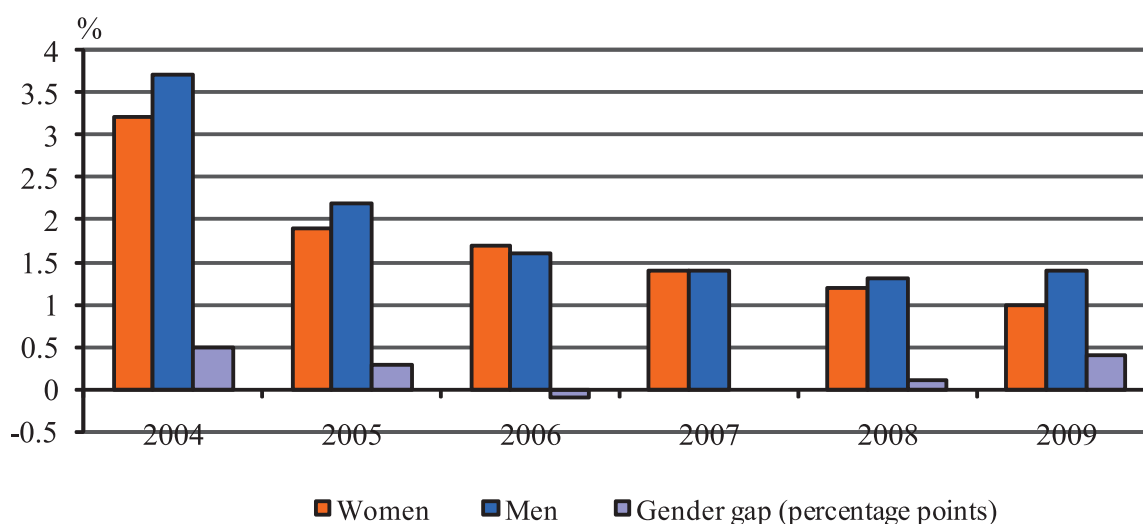


Figure 2.7. Long-term unemployment rate by gender and gender gap, 2004-2009

Source: State Statistics Committee (LFS data), own calculations.

Note: Calculated as the difference between male and female long-term unemployment rates (persons aged 15-70 unemployed with a period of job search of 12 months and more as a percentage of the labour force of the same age), in percentage points. A positive gap indicates a higher unemployment rate for men than women.

Looking at the gender-specific differences in unemployment rates by age groups, we find further support for the hypothesis that the situation of Ukrainian men in the labour market worsened more during the crisis than the situation of women (Figure 2.8). The existing differences in unemployment rates of men and women increased significantly in all age groups from 15 to 60, with a remarkable increase among the youngest. Overall, young males are disproportionately affected by economic recession and a weak job market, as their unemployment rate increased from 13.1 per cent in 2008 to 19.8 per cent in 2009. Tackling youth unemployment requires an integrated approach that combines (i) supportive economic policies to boost labour demand, (ii) education policy that addresses the issues pertaining to the quality and quantity of education and training, including its relevance to labour market skills needs, and (iii) employment and labour market policies to increase employability of the unemployed and facilitate job and skills matching.

As regards the gender gap in unemployment rates by education level, differences are not as clear cut. Recently men experienced higher unemployment rates than women in all educational groups except that with the lowest education level, which is characterised by low reliability of unemployment data due to a small sample size (Figure 2.9). Both women and men of all educational levels have felt the effects of the rise in unemployment in 2009, but not to the same extent. The highest unemployment rates in 2009 are among men and women with basic higher education, i.e. with a bachelor degree (16.9 per cent for men and 14.1 per cent for women). Moreover, holders of a bachelor degree experienced the largest increase in unemployment between 2008 and 2009 (8.7 percentage points among men and 2.7 percentage points among women). Hence, the crisis in Ukraine has not been more devastating for the least educated in society as in most developed countries, but for the more educated persons, most of whom are newcomers to the labour market. This discrepancy is explained by the specific features of the labour market in Ukraine, including an unconventionally high demand for unskilled and semi-skilled labour, fairly low demand for young specialists with a bachelor degree (which are still not considered by most employers to be higher education, like specialist or master degrees), and an existing skills mismatch due to the ongoing restructuring of the economy, demographic changes and low responsiveness of the Ukrainian education system to the rapid changes in the labour market (ETF, 2009).

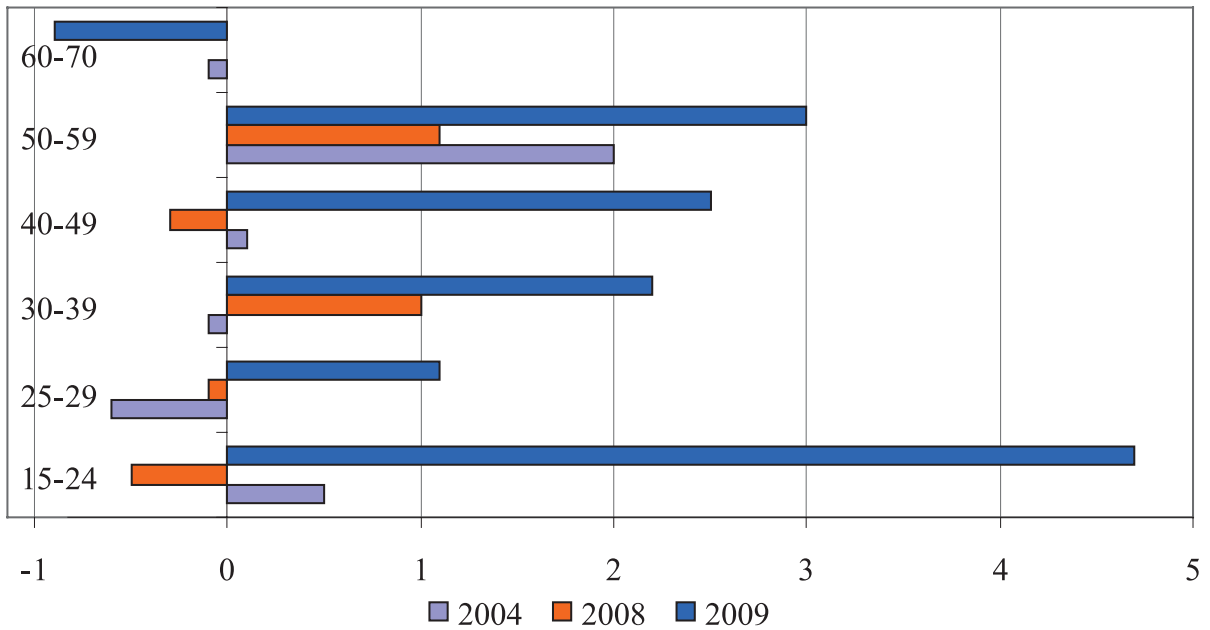


Figure 2.8. Gender gap in unemployment rates, by age group, 2004, 2008 and 2009

Source: State Statistics Committee (LFS data), own calculations.

Note: Calculated as the difference between male and female unemployment rates (persons of the corresponding age group unemployed as a percentage of the labour force of the same age), in percentage points. A positive gap indicates a higher unemployment rate for men than women.

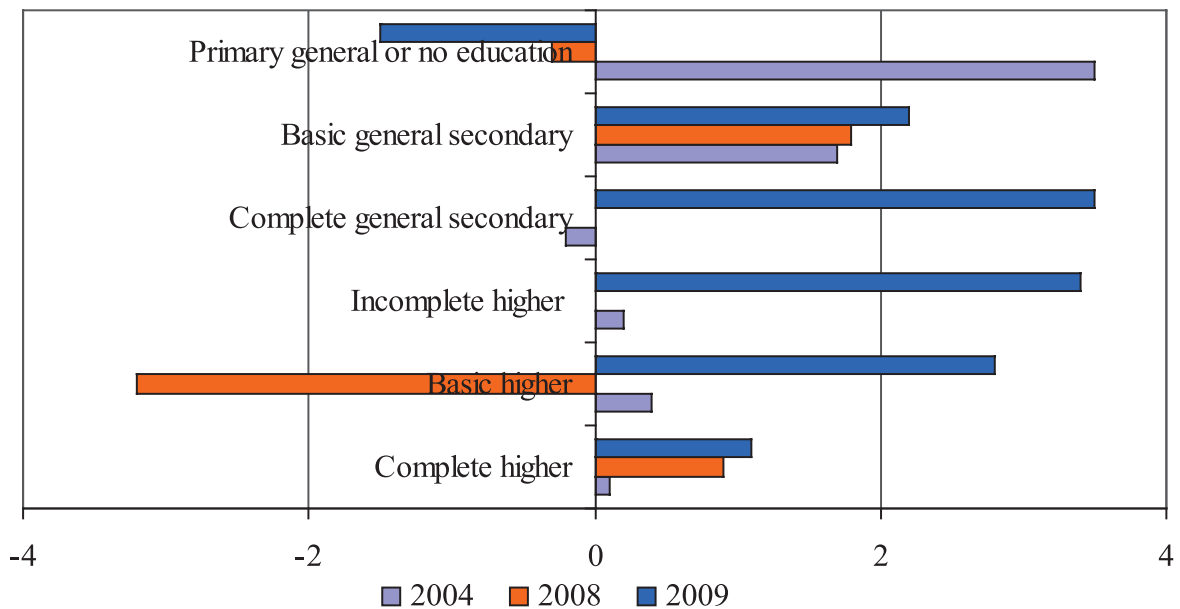


Figure 2.9. Gender gap in unemployment rates, by education level, 2004, 2008 and 2009

Source: State Statistics Committee (LFS data), own calculations.

Note: Calculated as the difference between male and female unemployment rates (persons aged 15-70 years of the corresponding education group unemployed as a percentage of the labour force of the same education group), in percentage points. A positive gap indicates a higher unemployment rate for men than women. National classification of education levels is used.

An analysis of job search methods used by the unemployed in Ukraine (*Figure 2.10*) finds significant differences between men and women in methods of finding a job. The most striking difference is in the first and second popular methods: women rely more heavily on assistance from the PES (48.9 per cent in 2009, down from 54.8 per cent a year later) and less heavily on personal contacts (25.7 per cent in 2009, compared to 23.4 per cent in 2008). At the same time, men prefer personal contacts more often (39.6 per cent in 2009, down from 45.2 per cent a year earlier) and only 3 out of 10 the unemployed men use PES job placement services as the major method. The use of media advertisements is the third popular method for both genders, and it gained even more popularity in 2009, particularly among men. There was a growth in the share of women making use of direct contacts with employers (fourth popular method) in 2009 while the share of men using this method even slightly decreased. Finally, private employment agencies are not frequently used by both genders, but they became more important for men when for women in 2009 ¹⁴.

Thus, although the PES is public and open to all, it appears to attract more women. Possible explanations for this phenomenon include the fact that women usually have less powerful and influential job related contacts than men; they believe that the PES is effective in reducing their disadvantage in the labour market, increasing their employability and matching them to reliable jobs in the formal sector; and they rely on unemployment benefits as one of the major mean of subsistence during an unemployment spell, while men often rely on income from casual activities.

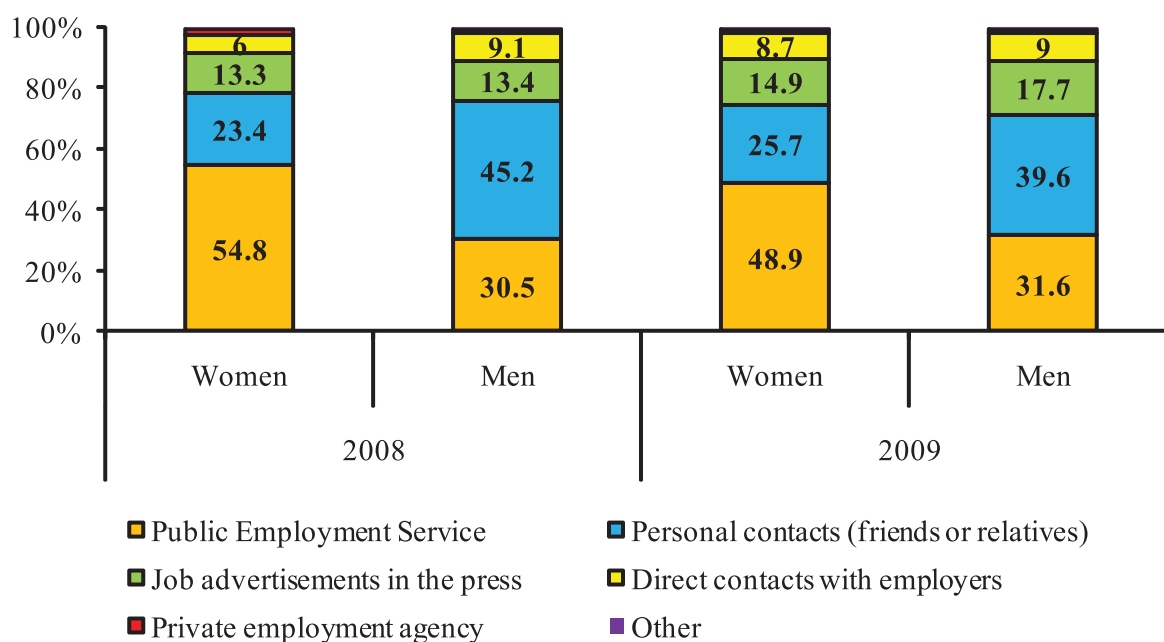


Figure 2.10. Gender differences in job search methods (% of unemployed seeking work), 2008-2009

Source: State Statistics Committee (LFS data).

¹⁴ The shares of men and women using private employment agencies in 2009 are 1.3 and 0.9 per cent, respectively. The corresponding figures in 2008 are 0.9 and 1.7 per cent.

These differences between men and women in their job search methods are in line with the traditionally higher registered unemployment numbers of women compared to men. The enormous gaps between registered and the ILO-defined unemployment for both sexes, and to an even greater extent among men (Figure 2.11), suggest that the registered unemployment rate does not effectively capture the scope of actual unemployment. The notion often repeated in the mass media as well as on the websites of regional employment centres - that unemployment in Ukraine has a female face - is therefore erroneous, as it is based solely on the statistics of registered unemployed persons.

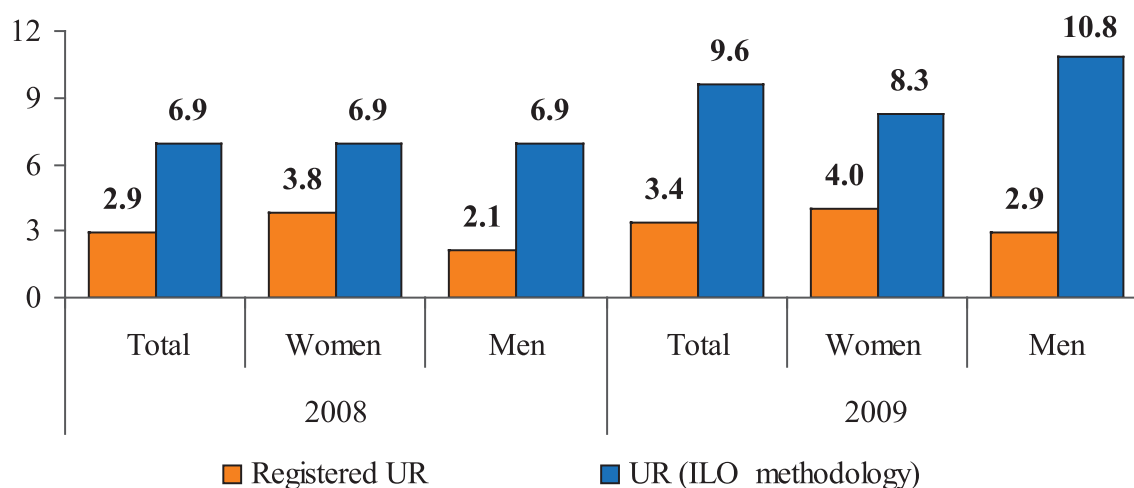


Figure 2.11. Unemployment rates of working-age population by gender: registered vs. ILO-defined unemployment (in % to the labour force of working age), 2008-2009

Source: State Statistics Committee, Report "Labour market in 2009", Diagram 5.

According to the official numbers of registered unemployed persons in Ukraine, women have always constituted a majority. However, the female share of registered unemployed persons decreased from over 64 per cent in 2001-2002 to 60.8 per cent in the end of 2005, and then to 53.4 per cent in the end 2009. This was primarily due to a larger inflow of men in the end 2008 and a larger outflow of women during 2009 (Figure 2.12).

There is limited sex-disaggregated data on the registered unemployment rates of various vulnerable groups. From the data available, the total number of women from three gender-specific groups, in particular women with children under six, single mothers with children under 14 or disabled children, and women of pre-retirement age (53 years), divided by the number of all unemployed who belong to ten vulnerable groups (excluding the disabled), yield the lowest estimate of the women's share. For instance, it was 63.3 per cent in 2008 (from 224.6 to 354.7 thousand persons) and 59 per cent in 2009 (from 196.2 to 333.5 thousand persons). This suggests that the PES attracts many jobless women who seek special social protection stipulated by law, and that this, in addition to the job search strategies mentioned above, is one of the major factors explaining the numerical overrepresentation of women at the PES registry.

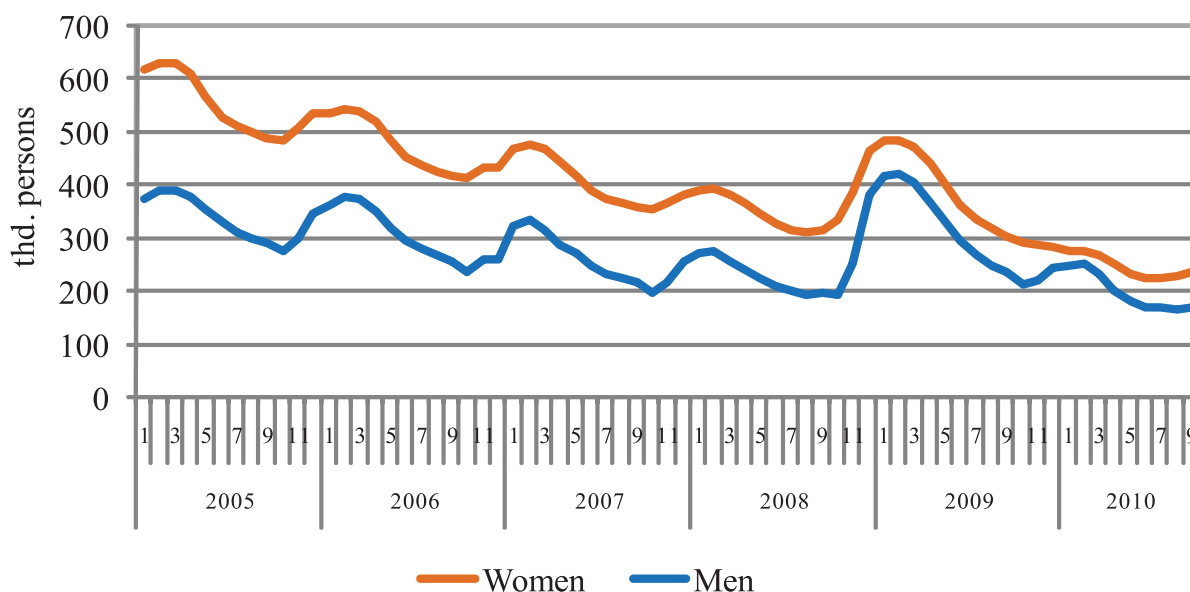


Figure 2.12. Monthly registered unemployment stock by gender (in thousand persons), 2005- September 2010

Source: State Statistics Committee, Public Employment Service.

Figure 2.12 reveals persistent reductions in the number of registered unemployed persons (and, therefore, the number of unemployment benefit claimants) in 2009 and in the first half of 2010, which is at odds with the tension observed in the Ukrainian labour market at the same time due to the ongoing economic crisis. This is mainly attributable to amendments made to the Laws on Employment and On State Social Unemployment Insurance adopted in December 2008, which considerably tightened the regulations concerning unemployment registration and the eligibility of the unemployed to receive benefits. As a result, the number of registered unemployed at the mid 2010 was significantly less than before the onset of the recession. These amendments have been made in response to the global financial and economic crisis that hit severely the Ukrainian economy in the end of 2008 and placed a significant budget strain on the State Unemployment Insurance Fund.

Despite this observed reduction in the number of registered unemployed persons, unemployment benefit costs have multiplied between 2008 and 2009 due to an inflow of highly skilled and thus high-paid workers. PES expenditures on unemployment benefits increased in nominal terms by 75 per cent, from 0.25 per cent of GDP in 2008 to 0.43 per cent in 2009. As a result, previously small ALMP spending (within 0.10-0.13 per cent of GDP in 2005-2008) has been rapidly "crowded out" by payments of unemployment benefits to 0.09 per cent of GDP, with a 28.7 per cent decrease in nominal terms.

Consequently, the number of beneficiaries of ALMPs (other than initial counselling and similar services) decreased considerably between 2008 and 2009, largely at the expense of women. Specifically, the number of female participants of training programs decreased by 43.9 per cent (compared to a 24.8 per cent decrease among men), the number of female beneficiaries of public works scheme decreased by 50.8 per cent (compared to a 32.3 per cent decrease among men), and the number of women placed

in jobs with help of the PES decreased by 37.9 per cent (compared to a 32.6 per cent decrease among men). As a result, the gender composition of the most popular ALMPs in terms of the number of participants has changed, with a decreased share of women in training (from 58.1 per cent in 2008 to 50.8 per cent in 2009) and public works (from 62.1 per cent in 2008 to 54.3 per cent in 2009). As *Figure 2.13* shows, the coverage of the registered jobseekers by ALMPs has decreased for both genders, with greater reductions for women in training and public works and lesser reductions for them in job placement.

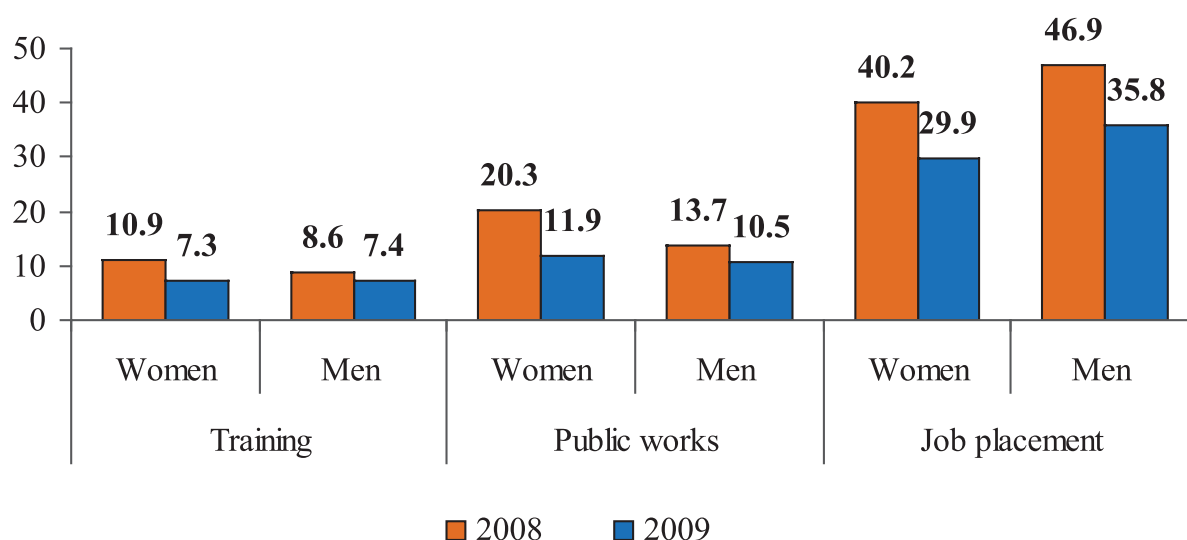


Figure 2.13. Coverage of the registered jobseekers by the most popular ALMPs and by gender (in percentage of the total number of registered jobseekers by gender): 2009 versus 2008

Source: Public Employment Service (Tables VIII.8 in PES (2009, 2010)), own estimates.

Note: Coverage of men by ALMPs is estimated by the author from the available statistics on the number of female participants and their share in the total number of registered jobseekers.

Sectoral analysis of job placement of the registered jobseekers in Ukraine by the PES in 2009 finds that economic activities with female numbers prevailing are the traditional female-dominated activities such as trade and repair (63.4 per cent of the total number of people placed to jobs by the PES), hotels and restaurants (79.7 per cent), financial services (65.6 per cent), public administration (58.5 per cent), healthcare and social work (71.8 per cent), communal, personal and other services (56.4 per cent), and household activity (55 per cent). The most notable change in 2009 occurred in the education sector, which broke with the trend of women being more prevalent than men. Instead, the share of women placed to education in 2009 was 49 per cent, compared to 55.4 per cent in 2008. This might be explained by the adverse effect of the economic crisis on the availability of better jobs for men in other sectors, inducing many of them to accept previously unattractive job offers in the education sector. However, the reasons behind this change in direction need further research based on more disaggregated statistics.

Although there are no statistics available on the participants of career guidance and training programs by profession and gender, a review of the documents disseminated by PES suggests that these ALMPs do not encourage girls and women to participate in non-traditional occupations (i.e. in occupation which are considered male occupations). By channelling women into sectors emphasizing traditional skills considered to be female and not helping to increase their presence in other sectors, labour market segregation and gender stereotypes are reinforced.

Measures to stimulate creation of new or temporary jobs - such as large-scale public investment programs, wage subsidies, start-up support and social security tax reductions (Mandl and Salvatore, 2009) - have not received adequate support in Ukraine due to significant budget constraints. Some of them have been suspended until better times (e.g. wage subsidies and the self-employment scheme)¹⁵ while large-scale public investment programs have been put on hold, and the unemployment insurance contribution rate and total social insurance contribution burden have been raised.

2.3. Gender pay gap

Although Ukrainian women perform better in school than men and form the majority of university graduates, women on average earn less than men. According to the official statistics on the average monthly wages of staff employees by gender, provided by the State Statistics Committee, the average monthly wages of women in 2009 made up 77.2 per cent of men's wages: UAH 1677 versus UAH 2173. However, the positive development observed in recent years is a narrowing gender pay gap, from 30.7 per cent in 2002 to 22.8 per cent in 2009 (*Table 2.3*). These developments are in line with Ukraine reaching its stated goal of reducing the gender gap to 14 per cent pursuant to the Millennium Goals, which Ukraine has firmly expressed its commitment to.

Table 2.3.

Gender wage gap in Ukraine, 2002-2009

	Average men's wage, UAH	Average women's wage, UAH	Gender wage gap, %
2002	447.08	309.75	30.7
2003	552.04	378.84	31.1
2004	707.01	484.71	31.4
2005	953	675	29.1
2006	1,216	885	27.2
2007	1,578	1,150	27.1
2008	2,080	1,565	24.8
2009	2,173	1,677	22.8

Source: State Statistics Committee, statistical yearbooks for the corresponding years "Labour in Ukraine".

¹⁵ These schemes were resumed in May 2010. However, their effects should not be exaggerated because they are relatively small-scale programmes in comparison with training and public works schemes. For instance, in 2008 only 44.7 thd. persons (1.79% of the total number of registered jobseekers) have been placed into subsidized jobs, and less than 31 thd. persons (1.24% of the total number of registered jobseekers) received lump-sum unemployment benefits to start up their businesses.

Ganguli and Terrell (2006) attribute the wage gap reduction in the bottom half of the distribution to the improvement in women's productive characteristics (i.e. their personal characteristics related to productivity), diminished rewards for men in the bottom half of the wage distribution, and changes in the skill composition of the labour force. However, the most important factor is the institution of the minimum wage, which significantly raised the wage floor for more women than men, therefore playing an important role in reducing the wage gap.

The causes of income disparity between women and men in Ukraine are the subject of heated debate. These involve the extent to which male-female income disparity is the result of the following: hours worked, schooling, skills and work experience; vertical occupational segregation, often called the "glass ceiling" because of its invisibility; gender-specific differences and choices made by women and men concerning working conditions and the amount of time and energy devoted to a career (considering the tendency of women to freely choose low-wage jobs because women prefer less dangerous or more flexible work); pay premiums for harmful conditions and dangerous jobs predominantly taken by men; or direct gender-based discrimination. Pignatti (2010) finds empirical evidence for the segmentation of the Ukrainian labour market along the lines of formal and informal employment, as well as discrimination against women, which partially explains the existing gender pay gap. However, this discrimination is not taking place through the segregation of women into the informal sector, but through the different remuneration given to different tasks in the formal sector, different career opportunities, and the exclusion of women from better- remunerated jobs at the top of the labour hierarchy.

UNDP (2003) lists among the factors contributing to the wage gap in Ukraine the fact that women tend to work in industries where average salaries are lower and grow more slowly. But our analysis presented above in Figure 2.4 does not support this argument if we do not take into account the pattern of wage gaps by sectors. According to the official statistics on wages of staff employees by sectors and gender in 2008, relatively large gender wage gaps exist in sectors with higher wages and lower rates of informality than the national average, such as industry (32.8 per cent), mining (48.7 per cent), and financial services (31.2 per cent). Relatively small wage gaps are present in sectors with higher rates of informality (e.g. real estate and business activities - 7.5 per cent) and/or lower wages than in the other branches of economic activity (e.g. fishing - -5.2 per cent, forestry - 7.5 per cent, agriculture - 11.4 per cent, and health care - 12 per cent). This suggests that differences in the sectoral distribution of female and male employment contribute to the overall wage gap in Ukraine.

To sum up, given the existence and prevalence of so-called envelope wages (an illegitimate wage arrangement whereby formal employers pay their formal employees both an official declared wage usually at some minimum level as well as a supplementary envelope wage) and undeclared income from informal economic activities, the data on wage gaps based on official statistics in Ukraine should be interpreted with caution. Furthermore, official statistics on wages based on statistical reporting of medium and large enterprises do not portray an accurate account of differences in hours worked, pay systems (with various bonuses and pay premium) and the tax burden. Finally, there is no reliable statistics on monthly wages and normal hours of work differentiated by gender covering important occupations or groups of occupations in important branches of economic activity.¹⁶

¹⁶ According to the recent UNDP study on gender statistics in Ukraine (2009a, pp. 36-38), Ukraine needs to collect and disseminate data on the gender pay gap according to the Eurostat methodology.

2.4. Other aspects of gender inequality

The disadvantage of women extends beyond pay and employment (underemployment, instability and job precariousness) to all aspects of life. According to the UNDP in Ukraine ¹⁷, Gerasimenko (2008) and UNDP (2003), the other challenges with regard to gender in Ukraine may be summarized as follows:

- a lack of female representation in top positions in the public sector, including at the MP level, in ministerial positions and in local governments;
- a lack of female representation in the private sector;
- gender-based discrimination in the labour market against women older than 45-50 years;
- great gender imbalances in rural areas;
- unequal sharing of paid and unpaid domestic work,¹⁸ resulting in an asymmetry in the work-family life balance. The lack of working-time flexibility and family-friendly arrangements in the workplace due to employers' preferences for regular full-time jobs ¹⁹ forces many women with caretaking responsibilities to leave employment, work below their qualifications, and switch to lower paid and possibly more precarious part-time positions in occupations where these are offered, often in the informal sector. This disparity in the approach towards evaluation and assessment of men's and women's economic productivity affects not only the current social and economic status of women, but also their status in the future caused by gaps in the pension provisions;
- a gender gap in the pension provisions and in quality of life. Women usually have interrupted working lives due to childcare leaves, lower pay, and a lower retirement age than men (55 versus 60 years). On the other hand, their average life expectancy at birth exceeds men's life expectancy by over eleven years. As a result, women have lower income replacement rate when they retire than men. Negative consequences of this inequality include a lower quality of life for women after retirement and a higher risk of falling into the poverty trap. According to Gerasimenko (2008, p. 149), women represent 70 per cent of poor people over 60 years and 90 per cent of poor single persons over 60 years;
- health and demographic implications caused by domestic violence, including high numbers of incapacitating traumas and deaths;
- social and economic implications of inequalities which are further reinforced by the risky behaviour of men and prevailing gender stereotypes.

¹⁷ http://www.undp.org.ua/files/en_11592EOWR_prodoc_eng.pdf.

¹⁸ According to the ILO estimates, women in Ukraine work on average 4 to 6 hours longer than men if unpaid domestic work is taken into account (<http://biz.liga.net/news/E1005225.html>).

¹⁹ Labour legislation in Ukraine is not very restrictive in this respect. Specifically, Article 51 of the Labour Code specifies that an enterprise or organization may establish, at its own expense, a reduced duration of work time for women who have children under 14 years old or a disabled child.

3. Gender mainstreaming in the PES of Ukraine: institutional mechanisms and policy actions ²⁰

The PES is among the first state institutions in Ukraine to incorporate the principles of equal treatment of men and women into its work. It demonstrated a strong interest in the gender equality approach in 2000 and started to implement it gradually in 2001, when the Law of Ukraine on Obligatory State Social Unemployment Insurance came into force. The long-term objective of this approach is to improve PES' services to persons seeking employment, attending training courses, or receiving any other assistance from the PES by incorporating considerations of equal rights and opportunities. This approach is seen as one of the means to achieve an efficient labour market policy, to promote equal opportunities between men and women on the labour market and to bring more people into employment.

Essential elements of the gender equality approach in the PES of Ukraine include:

- encouraging the entire staff of PES to think and act differently, bringing equality objectives into their everyday practice and work duties (such as counselling and job matching services). New employees of the PES receive training on gender issues within the training programme developed and provided by the Training Institute of the PES;
- appointing a representative for equality in all regional employment centres;
- consolidating the efforts of various public and civil society organizations, including PES, women's and youth public organizations, trade unions and employers' organizations, political parties and the other stakeholders;
- providing PES clients with informational materials and services in order to raise awareness of gender equality.

Emphasis has been also placed on breaking down traditional gender stereotypes in Ukrainian society in order to promote women's progress in the world of work. An essential element of this strategy is the collaboration of the PES with employers, providing employers with relevant information and specific training opportunities such as "Gender policy and labour market" and "The ways of overcoming gender stereotypes on the labour market". This collaboration aims to raise awareness of gender equality in recruitment and at the workplace.

The work on equal opportunities in the PES has been established through a transparent organisational infrastructure. First, a manual on promoting gender equality in the operations of employment centres was developed in 2004 (PES, 2004) and later implemented. It briefly describes the principles of gender equality policy, provides recommendations on the provision of informational services on gender issues, and specifies a number of particular services targeted at groups most vulnerable to gender inequality (in particular, female employers and young employers, female jobseekers and youth). It also lists the basic services on ensuring gender equality provided through the PES network, provides the job description of a specialist on gender issues, specifies requirements for gender corners, and provides recommendations on organising and carrying out thematic workshops on gender issues. Although the manual contains many seemingly useful recommendations, it remains rather declarative and superficial as it focuses primarily on the formal rights of

²⁰ This section is based on a Manual on promoting gender equality in employment centers' operations (PES, 2004), a policy brief prepared by Inna Bondini from the State Employment Center; materials from the websites of regional employment centers on realization of gender equality policy; and first-hand information acquired by the author through visits to the base employment centers in Kiev City and the oblast and the communication with their staff and clients.

women and youth as disadvantaged persons to whom special attention should be paid. It also focuses on the provision of low-cost informational and counselling services for women and young persons, but does not identify specific programmes for women and proactive steps that can be taken to prevent existing gender-based discrimination in the Ukrainian labour market. This approach does not directly seek to increase the labour force participation of women which would result more directly in an equality of outcomes rather than an equality of opportunities.

Since 2004 there have been significant changes in the policies, strategies and priorities of the PES, therefore rendering the aforementioned manual out-of-date. However, it is analysed here as it is the only official document on promoting gender equality in the PES. It is recommended that the PES either update this manual or develop an alternative document to better reflect their present situation regard to gender mainstreaming.

Second, action plans and programmes aimed at supporting women in professional self-determination, acquiring necessary skills, their adaptation in the labour market and self-actualization in professional activity have been incorporated into all territorial employment programs. The main tasks of these programs are to:

- provide assistance in adapting women to the regional labour market and to encourage them to actively participate in the labour market;
- direct women toward acquiring the skills that are currently in demand;
- direct women toward their potential entrepreneurial development and towards creating their own business;
- develop the system of social partnership with women's civil society organizations on the subject of preventing illegal labour migration and human trafficking, and addressing problems related to gender equality;
- raise awareness of the problems associated with female employment in the media.

Active labour market services

To fulfil these tasks and implement gender equality policy, the following active labour market services are provided on a regular basis by the PES of Ukraine:

- informing the clients about the main trends and projections in the local labour market, including information on labour demand and supply among women and youth;
- informing the clients about the existing public organizations which provide support for women and youth, and organizing meetings with their representatives;
- information, guidance and counselling services related to job search and employment, including employment abroad;

- career guidance services, including special workshops and meetings with experienced professionals in the fields of health care, education, psychology, economics, law, taxation, etc.;
- psychological support and assistance in professional adaptation;
- search for suitable jobs and assistance in job placement;
- vocational training scheme (training, retraining and skills upgrade), including acquiring necessary skills for further self-employment;
- temporary employment in paid public or seasonal work;
- employment of women with children under 6 and single mothers with children under 14 or disabled children in newly-created or reserved jobs pursuant to the Law on Employment of Population (the so-called 5 percent quota);
- measures promoting entrepreneurship among the unemployed in the form of lump-sum payments of unemployment benefits;
- subsidized employment to support those who are most vulnerable.

According to the Laws of Ukraine On Employment of the Population (1991) and On Obligatory State Social Unemployment Insurance (2001), most services, except information, advisory and counselling services, and public works (in case of their excess) are available only to persons registered in the PES as unemployed, i.e. working age individuals who, because of lack of work, do not have earnings or other income specified by legislation and are registered with the PES as job-seekers ready and available for suitable work. Thus, formally all jobless persons willing to work can register with the employment centre as unemployed and receive entitlement to wider range of services, including training and subsidized employment. However, the unemployed status may be denied to the following people: unskilled persons looking for their first job if they refuse an offer for vocational training or a job, including a temporary unskilled job; persons below or above the statutory working age, and persons eligible for pension according to the legislation; and persons who rejected two offers of a suitable job within seven days of registering as non-employed jobseeker with a local employment centre. Given that for some categories of jobseekers - in particular persons with a previous period of inactivity over 12 months - public work is also considered suitable work since January 2009, many skilled women, returning after long-term leave, are excluded from most PES services because they refused two offers for typically low-skilled public works jobs.

Another important issue is whether provided ALMP measures address the needs of specific groups with disadvantages in the labour market. According to the Law of Ukraine On Employment of the Population (Article 5), all companies with a workforce of more than 20 persons are obliged to reserve five per cent of their regular workforce (the so-called five per cent quota) for employment of workers from vulnerable groups, including mothers with children under six years old, single mothers with children under 14 or disabled children, several categories of youth, persons of pre-retirement age (53 years for women and 58 years for men) and persons released from imprisonment. The Law of Ukraine on the Principles of Social Security of the Disabled in Ukraine (1991) also sets the quota for employment of the disabled at four per cent of the regular workforce (or one per workplace if the total workforce is between 8 and 25 persons). This measure is often criticized for imposing restrictions and expenses on employ-

ers, often providing them with incentives to manipulate the law (through avoidance or evasion) and thus resulting in discrimination against the protected categories. Furthermore, issues still remain regarding the quality of work given and the sustainability of employment even if employers do hire persons from disadvantaged groups protected by law.

Hence, it has been recommended that Ukraine instead pursue the so-called non-discrimination policy as in some EU countries, or at least to pursue a "stick and carrot policy" providing direct or indirect incentives to employers instead (European Business Association, 2008). Examples of such incentives are employment (or wage) subsidies and reduced social security contributions. The PES of Ukraine provides wage subsidies to employers in the private sector for employing registered job-seekers from the aforementioned vulnerable groups, and also for employing pregnant women and members of households with two or more unemployed persons. This wage subsidy scheme is often criticized for possible distortive effects including deadweight loss (as many beneficiaries may have found jobs independently of the subsidies), substitution effects (as subsidies may cause some regular workers to lose their jobs) and displacement effect (as subsidies may reduce the market share of subsidized firms relative to others), thus not resulting in a straightforward net employment effect (Kluge, 2007). However, it is found that wage subsidies may have some positive effects on employment and earnings for specific targeted disadvantaged groups, in particular if they are combined with job development, training, and job search assistance efforts (Katz, 1996). Given this, the wage subsidy scheme in Ukraine may be an effective tool for employment of hard-to-place individuals. However, due to budget constraints it is implemented on a fairly small scale.

With regards to the other ALMPs, they are not specifically targeted at persons from vulnerable groups, and they are provided on a regular basis specified by the law and internal regulations of the PES. The balance within active labour market measures programmes is over-concentrated in temporary public works, which provide employment of the last resort and are unlikely to contribute to the long-term employability of participants. The PES reports that it actively promotes self-employment and entrepreneurship among unemployed women, but due to a very limited amount of material support (capped by the total amount of unemployment benefits available to the applicant), most women are trapped in low-productivity jobs in trade and personal services requiring less initial investment but providing a higher cash turnover.²¹

In addition to these traditional measures, the PES of Ukraine has developed and implemented new arrangements related to gender equality such as gender information corners, gender clubs and places for temporary supervision of children whose parents are attending the employment centres.

Gender corners

Gender information corners were set up according to the manual on promoting gender equality in the operations of employment centres (PES, 2004) in the job information sectors of all base employment centres of the PES during 2004-2005. Depending on the base employment centre, the gender corner may take up several shelves of a stand or bookcase with various informational materials, or it might occupy a separate space (usually in the corner) with tables and seats. The main objective of these gender corners is to inform PES clients of their constitutional rights in the labour market and the achievements of women and youth in the professional sphere. Gender information corners for women usually contain informational materials (as a rule, in the form of leaflets) and copies of relevant legislative acts under the following headings:

²¹ According to the most recent information in 2008, women represented 43.2% of all beneficiaries of the self-employment scheme. However, only 1.02% of female registered jobseekers (13.4 thd persons) benefited from this scheme.

- supplemental information for female employers;
- supplemental information for female jobseekers;
- supplemental information for certain categories of women with unemployment statuses such as:
 - unemployed single mothers and mothers of many children;
 - female jobseekers of pre-retirement age;
 - women returning to work after a long term of care leave;
 - women willing to work at home or with flexible working hours;
 - women willing to start their own business;
 - disabled women and mothers of disabled children;
 - women discharged from military service;
- information for those willing to find employment abroad with help of private employment agencies;
- information on prevention of violence at home and human trafficking;
- information on prevention of child labour;
- information about healthy lifestyles.

Additionally, every base employment centre has a library including literature on gender issues. Thematic folders containing gender-related information, collected by specialists of the regional employment centres, are available in gender corners as well as in other areas of the employment centre. All interested persons have access to these materials.

Although the various informational materials in gender corners and in other areas of the employment centre help raise unemployed citizens' awareness of gender issues and women's socio-economic rights in access to education, work and entrepreneurship, the real effectiveness of this scheme in promoting gender equality in the Ukrainian labour market seems doubtful if it is not supported by more active labour market programs taking into account the specific needs of women and focusing on increasing their employability. Moreover, illustrations on leaflets showing women in traditional female occupations (such as knitting, embroidering and other kinds of needlework, cooking, cutting, teaching, etc.) and men in traditional male occupations (predominantly in industry and construction) tend to reinforce gender stereotyping, therefore perpetuating gender segregation in jobs. The PES also uses - in accordance with the National classification of professions - some gender-specific job titles (e.g. "knitteress", "embroideress" and "seamstress"), which do not have gender-neutral analogues in Ukrainian. Therefore, it is recommended that the Research Institute of Social and Labour Relations in Luhansk modify the National classification of professions, and that gender-neutral job titles are used thereafter.

Gender clubs and thematic workshops

In accordance with a Manual on promoting gender equality in the operations of employment centres (PES, 2004), gender clubs have been organized in large towns and cities. These gender clubs aim to join the efforts and functional cooperation of the PES with women's and other public organizations to provide high-

quality, up-to-date information promoting the employment and labour force participation of women in the present economic environment. The centre should have enough space for shelves with information materials, tables with computers (one seat for the equality adviser and several seats for clients) and for group meetings. Ideally it should be also be equipped with a phone, fax, printer, copier, TV and video player so visitors can watch short films about gender-related issues.

Women are involved in various active labour market programs such as informational and counselling services, special thematic workshops and trainings, and meetings with employers. For instance, in gender clubs, special thematic workshops for women with various specialists from the world of work - including lawyers, HR specialists, psychologists, teachers and successful business women - are held. These workshops and meetings discuss topics such as "Business for women", "I'm a successful woman", "Woman and modernity", "Woman in social and political thought", "Woman and the present time: peculiarities of employment of women in the current environment", "Components of career", "Woman, unemployment and own business", "Presentation of blue-collar jobs and professions", "Workshop on general issues of employment and the local labour market conditions", "Prevention of illegal labour migration, human trafficking and child labour", and "Employment abroad". During such meetings, women learn to independently search for a job, prepare their CV, present themselves effectively during job interviews and communicate well with employers. Such basic skills are vital for many workers in Ukraine so that they can integrate into the modern labour market environment easily and find a suitable job quickly. Also, in order to enhance the competitiveness of women in the labour market and promote their employability, female participants of the meetings are taught to analyse their own strengths and weaknesses, find the causes of their own problems and the ways to address them, and to increase their self-understanding and self-assertion. Some women also attend special workshops aimed at developing their entrepreneurial skills.

For women living in rural areas there are thematic workshops on effectively performing household work and subsidiary agriculture, the peculiarities of entrepreneurial activity in rural areas, and employment in rural green tourism. The aim of such measures is to raise women's awareness of the law and their rights with regard to job placement and employment.

There are also mixed workshops on gender issues for both men and women and specific workshops only for men. Besides the traditional workshops available throughout Ukraine, regional employment centres also create specific workshops within their region. For instance, the Kyiv City Employment Centre offers several workshops such as "Ways of overcoming gender stereotyping in the labour market" (participants: jobseekers of both genders, plus women returning after long-term care leave, mothers of children up to 6 years old, and women of pre-retirement age), "Middle age and career" (participants: middle-aged and older jobseekers of both genders), "Social and professional adaptation" (participants: jobless persons switching to a new professional environment and those returning to the labour force after a long period of non-employment). Currently, Kyiv City Employment Centre is also testing a career guidance scheme in the form of a "Gender and profession" lesson taught to high school students that aims to challenge existing gender stereotypes in jobs among young people.

In conclusion, thematic workshops are extensively used by the PES and are considered by its specialists to be the main gender-related service designed to help women overcome personal or cultural barriers to labour market participation and advancement. However, their impact with respect to participants' job search behaviour and chances of re-employment has not yet been evaluated. The only assessment conducted was based on the feedback questionnaires filled out immediately after the workshop, which cannot accurately assess changes in the participants' employability.

Places for temporary childcare

In all base employment centres, places for temporary supervision of children whose parents are attending the employment centre have been set up. The size and nature of such areas largely depend on the premises of the employment centre and its amount of traffic. In large employment centres, there are often separate children's rooms with a table, chair, sofa, toys, books and stationery, while in small employment centres these are simply chairs and tables "equipped" with pencils, paper and books, usually located in the main room in which other services are provided to jobseekers.

However, the overall availability of such children's rooms or corners provides little information on the quality of the services and their usefulness. Although the PES acknowledges that the lack of adequate childcare facilities in Ukraine is one of the major barriers to increasing female labour force participation, improving women's training opportunities and avoiding their segmentation into disadvantaged forms of employment, it denies any responsibility for this problem. The Law of Ukraine On Ensuring Equal Rights and Opportunities for Women and Men specifies that executive government bodies and local governments authorities within their competences should provide accessible childcare services (Article 12), while employers are obliged to provide men and women with the opportunity to combine their working and family responsibilities. Although the PES acknowledges that the lack of adequate childcare facilities in Ukraine is one of the major barriers to increasing female labour force participation, improving women's training opportunities and avoiding their segmentation into disadvantaged forms of employment, it is beyond the mandate of PES to address this issue. The Law of Ukraine on Ensuring Equal Rights and Opportunities for Women and Men specifies that executive government bodies and local government authorities within their competences should provide accessible childcare services (Article 12), while employers are obliged to provide men and women with the opportunity to reconcile work and family responsibilities (Article 17). However, neither this Law nor the State Programme for Ensuring Gender Equality in Ukrainian Society up to 2010 specifies concrete proposals on how to ensure the fulfilment of these provisions.

Gender impact assessments and performance indicators linked to gender at PES

Another essential precondition for successful gender mainstreaming is a systematically -conducted gender impact assessment, and the monitoring and evaluation of the measures taken by all government bodies and state agencies (EC, 2007). A gender impact assessment helps to identify whether the policy or programme under scrutiny has positive or negative outcomes in terms of promoting gender equality, and therefore can be used to improve the quality and efficacy of policy design.

The PES is in the process of introducing a monitoring and evaluation system aimed at measuring the impact of the various provisions on promoting gender equality and eliminating existing inequalities. This should include the setting of targets with regard to equal rights and opportunities, defining concrete policy measures to reach these targets, and developing a set of indicators to be used as benchmark against which to assess the performance of various measures.

To sum up, the PES has invested effort and resources into promoting gender equality since 2001, Nonetheless, there are a number of challenges that the PES should consider addressing to further improve its performance in terms of achieving gender equality.

These include the following:

- the manual on promoting gender equality in the employment centres, written in 2004, is out-of-date as it does not cover recent changes in gender policies and programmes;
- illustrations on information leaflets of the PES showing women in traditional female occupations and men in traditional male occupations reinforce gender stereotyping, and thus indirectly perpetuate gender segregation in jobs;
- most active labour market policy measures are formulated in gender-neutral terms, i.e. are not gender-sensitive;
- policies and documents on ensuring equal rights and opportunities for women and men developed in Ukraine are not fully integrated into the legislation regulating the PES;
- several specific measures may have a gender impact (e.g. thematic workshops for women or men), but no gender impact assessments are available;
- the gender equality approach implemented in the PES is limited to equality of treatment, focusing on the formal rights of women as workers and the equal access of men and women to PES services. This approach is based on the ILO principle of inclusivity, but it is often criticized as it does not effectively address the differences in needs, skills and experiences of men and women and fails to reduce existing disadvantages. It should be complemented by positive actions that create conditions more likely to result in equal employment and training opportunities;
- a monitoring and evaluation system to measure the impact of the various services for the unemployed to promote gender equality and eliminate existing inequalities in the labour market has yet not been introduced.

4. Promoting gender equality in the operations of public employment centres: survey results

In order to evaluate the actual performance of gender-related policies provided by the PES of Ukraine in terms of promoting gender equality and addressing the needs of PES clients, a sociological survey of three target groups - namely PES counsellors, jobseekers and employers (survey methodology and the survey's limitations are discussed in the Annex) - was carried out in March-April 2010 for the first time in Ukraine. The results are analysed here separately for the three groups of respondents, and then summarised in concluding remarks.

4.1. Survey results: PES specialists ²²

According to the responses of specialists from all surveyed base employment centres throughout Ukraine (34 centres), ²³ men and women registered in their local employment centres have equitable access to various active labour market measures including training and self-employment schemes and seem to benefit from them equally. At the same time, six out of 34 respondents mentioned that implementation of the self-employment scheme through the lump-sum payment of unemployment benefits is currently suspended due to the budget constraints resulting from the ongoing economic and financial crisis.

An analysis of the answers about the availability of various gender-related services and materials (*Table 4.1*) shows that the most widespread services provided are gender corner materials. They are available in all surveyed employment centres, and are considered very useful by the overwhelming majority of PES specialist respondents. Another widespread service in the surveyed employment centres is a children's room or corner, which is also considered very useful by three-fourths of surveyed PES specialists. On the other hand, important services such as organised childcare for participants in training and public works schemes are available in only two of the 34 surveyed employment centres, and even these two cases seem unrepresentative, given that this kind of service is not authorized within the PES of Ukraine.

²² The number of observations is 34. Descriptive statistics of the sample are presented in the Annex (Tables A.5, A.6). Given the fairly small sample size (34 out of 654 base employment centers total), the survey is a qualitative rather than quantitative assessment of the activity of the PES in the field of gender mainstreaming. Therefore, all numbers presented in section 4.1 should be treated with caution.

²³ Although there have been several cases where separate questionnaires were filled out by two to four specialists from the same base employment center, we keep only one questionnaire per base employment center. That way the number of respondents is equal to the number of surveyed base employment centers in the final sample, i.e. 34.

Table 4.1.

**Availability of gender-related services and materials
in base employment centres and their usefulness for jobseekers
in terms of their access to ALMP programs and further employment**

Services of the PES	Availability	Degree of usefulness		
		Very useful	Rather useful	Neither useful, nor useless
Consultations with a specific equal opportunities officer (equality consultant)	50%	52,6%	42,1%	5,3%
Gender corner materials	100%	62,5%	37,5%	–
Gender club materials and meetings	50%	61,1%	38,9%	–
Children's room or corner	67,6%	75%	20,8%	4,2%
Organised childcare for participants of training and public works schemes	5,9%	50%	50%	–
Training facilities for women returning after long-term care	44,1%	81,3%	12,5%	6,3%
Specific measures for female returning migrants	29,4%	54,5%	45,5%	–
Thematic workshops and meetings with social partners, employers and women's public organizations	50%	84,6%	15,4%	–

Source: Survey of 34 PES counsellors throughout Ukraine carried out in March-April 2010.

In half of the surveyed employment centres, predominantly those located in large towns and cities, consultations with an equality consultant, gender club materials, and meetings and thematic workshops on gender issues that which are thought to be useful for women are also available. Training facilities for women returning from long-term care leave and specific measures for female returning migrants are also provided in some of the surveyed employment centres.

Although no particular trend has been found on the relationship between the availability of some particular services and the characteristics of an employment centre, there is a general trend of the total number of gender-related services provided corresponding to the settlement size, and therefore with the working load of the employment centre.

Over 80 per cent of respondents believe that PES services adequately take account of the specific needs of women and men, while the rest were unsure. In particular, different individual and group meetings are organised for women in order to understand and subsequently address their specific needs. Some highlight how women from vulnerable groups can be employed in reserved or subsidised jobs, according to the Law of Employment of Population. The specific needs of women regarding work time and the content of the work are also taken into account when matching one with a job or training. When we look at the examples how the PES services take account of men's specific needs, they are mainly about the provision of information materials in gender corners and the organisation of thematic workshops for men. Only some of them mentioned training tailored to employers' needs and matching men to a suitable job taking into account the offered wage rate, as men are expected to support the family.

Fewer respondents (58.8 per cent) were positive that the PES took the specific needs of individuals with family responsibilities into account, and more respondents (35.3 per cent) found this question difficult to answer. Moreover, most of the respondents who gave some examples of how exactly these specific needs are taken into account cited the various thematic workshops (on the prevention of illegal migration and human trafficking, prevention of child labour and the trafficking of children, family unemployment, employment opportunities in the rural area, etc.) and the available places for temporary childcare in the employment centre. Few of them pointed to considerations taken in job placement, such as priority given to a family member in the case of family unemployment when placing workers in temporary or subsidised job placement, or taking into account the need of workers to be near their family when training courses or public work positions are offered.

When asked about the ability of men and women to articulate their skills and qualifications during counselling sessions, half of respondents reported no difference between men and women in this respect, but 35.3 per cent of respondents said that women usually perform better, most likely due to a higher education level and better communication skills.

As far as the gender-neutrality of the language used by employers for registering vacancies is concerned, only 29.4 per cent of respondents said that their local employers always use gender-neutral language. A majority of PES specialists who participated in the survey (64.7 per cent) responded that gender-neutral language is sometimes used, and only one specialist said that it is not used at all. Although employers are prohibited from advertising a vacancy exclusively for men or women according to the gender equality legislation in Ukraine, it often happens that they specify a required gender during vacancy registration in the PES regardless.²⁴ In this case, the PES puts the illegal requirements concerning sex, age, liability for military service or health status in the notes of the open job post, places a gender neutral ad, but then often uses this additional information when matching the unemployed person to it. The main justification for using such practices is to save employers' time by matching the unemployed workers with the desired qualifications to the open job posts. However, this recruitment practice is discriminatory and

²⁴ Analysis of job vacancy announcements posted in mass media, Internet job portals (including the one supported by the PES - www.trud.gov.ua), private employment agencies and other sources (e.g. job ads in public transport) suggests that employers regularly specify gender, age and sometimes appearance requirements when advertising vacancies.

therefore undermines the achievements of the PES elsewhere in promoting gender equality and breaking down inequalities in the labour market.

About 53 per cent of respondents reported that local employers only sometimes use gender-neutral language in job vacancies when referring to skills, physical efforts, and levels of responsibility, although 30 out of 34 respondents agreed that vacancies of male dominated jobs in their locality do not usually require higher qualifications than female dominated jobs. This implies that in some cases employers tend to express the qualifications in vacancies in such a way that it can affect the application and further employment of the two sexes. On the other hand, employers are likely to enquire about the sex of candidates prior to the job interview: in six out of 34 surveyed employment centres this happens often, and in 21 centres it occurs sometimes.

Thus, Ukrainian employers often use gender-specific job announcements, and many of them seem to be unaware of the discriminatory nature of their advertising and recruitment practices. To address this problem, PES specialists discuss gender equality issues with local employers and the authorities. According to the survey of PES specialists, 31 out of 34 surveyed employment centres reported that they had participated in such interactions.

In half of the surveyed employment centres (irrespective of the settlement size, region or other characteristics) the sex of candidates is disclosed by the PES specialists prior to the job interview. Nevertheless, all of the PES specialists surveyed argued that they treat men and women with similar qualifications equally when matched to similar job posts, and that there are no significant differences between men and women in the occupations and economic sectors they are matched to. In the overwhelming majority of the surveyed employment centres (27 out of 34), women tend to be selected by employers posting vacancies with the same frequency as men, and only in five centres were they selected less often than men, mainly due to the specific features of vacancies requiring heavy manual labour or offering harmful working conditions.

To sum up, many PES specialists believe that jobseekers must be matched and then selected by employers according to their competencies/qualifications and not according to the sex, unless a specific sex is an essential condition for the work to be performed. The challenge is to ensure that when sex is considered, it is an essential condition according to the law (for instance in harmful and unsafe jobs, in which Ukrainian law prohibits women from being employed) and not because of stereotypical perceptions about women. Otherwise, the PES is inadvertently supporting gender discrimination in job application and recruitment.

4.2. Survey results: Registered jobseekers ²⁵

The overwhelming majority of surveyed registered jobseekers using various services of the PES agree that most services are provided on an equal basis to both women and men (Table 4.2). However, some respondents of both sexes think that women are treated more favourably, particularly in access to such ALMPs as gender specific programmes, public and temporary works, and career guidance services. This suggests that the PES of Ukraine uses a gender-sensitive approach, and this is a positive sign from a gender mainstreaming perspective. As the second column of *Table 4.2* shows, a majority of respondents are covered by passive income support program and traditional PES services such as advice, counselling, career guidance and assistance with their job search, which attempt to improve participants' employability and increase their motivation for their job search or retraining if necessary.

²⁵ The total number of registered jobseekers in the sample representing three selected base employment centers (Kolomyia Rayon Employment Center, Donetsk City Employment Center and Solomyanskiy Rayon Employment Center in the City of Kiev) is 90. Descriptive statistics of the sample are presented in the Annex (Table A.3).

Table 4.2.

**Opinion of jobseekers on equal treatment between men and women
in the access to various services of the PES**

PES services for jobseekers	Use of service (% of 90 respondents)	% of respondents using the service who argue that:		
		men and women are treated equally	men are treated more favourably	women are treated more favourably
Registration	100%	100%	–	–
Information and counselling services related to job search and employment	98,9%	98,9%	–	1,1%
Assistance in the choice of suitable job and in job placement	92,2%	96,3%	–	3,7%
Career guidance services (special workshops, meetings)	92,2%	93,8%	–	6,3%
Vocational training	27,8%	96,3%	–	3,7%
Organisation of public and seasonal works	10%	81,8%	–	18,2%
Payment of unemployment benefits and assistance	91,1%	100%	–	–
Self-employment scheme (lump-sum payment of unemployment benefit)	0%	–	–	–
A gender specific programme (e.g. a women-only or men-only workshop)	8,9%	66,7%	–	33,3%

Source: Survey of 90 registered jobseekers in Kyiv, Donetsk and Kolomyia carried out in April 2010.

As concerns specific gender-related services and materials such as gender corner materials, gender club materials and meetings, and children's rooms, a considerable share of respondents either never used or were unaware of these services and materials (*Table 4.3*). At the same time, about 73 per cent of those who assessed the usefulness of children's room found this service as rather or very useful. Interestingly, most respondents considering the children's room to be of low usefulness do not have children of pre-school age, and only one young woman with a child between the ages of three and six responded that she was dissatisfied with this service. About 80 per cent of respondents, who assessed the usefulness of the other two gender-related services and materials, found them rather or very useful, but men appeared to be more sceptical than women.

Table 4.3.

**Opinion of jobseekers on the usefulness of gender-related services and materials
(in % to the total number of respondents)**

PES gender-specific services	Very useful	Rather useful	Neither useful, not useless	Rather useless	Completely useless	Never used before	Not aware of this service
Children's room or corner	10,0%	11,1%	1,1%	4,4%	2,2%	54,4%	16,7%
Gender corner materials	22,2%	32,2%	6,7%	6,7%	–	28,9%	3,3%
Gender club materials and meetings	20,0%	22,2%	4,4%	5,6%	–	38,9%	8,9%

Source: Survey of 90 registered jobseekers in Kyiv, Donetsk and Kolomyia carried out in April 2010.

54.4 per cent of respondents think that that PES services adequately take account of women's needs, 10 per cent do not agree with this statement (two thirds of them are women), and 35.6 per cent find this question difficult to answer. The most popular answers on the question about the different women's needs/requirements that should be taken into account by the PES when designing and delivering services to the public could be aggregated into the following groups:

- matching to a job with favourable working conditions for women, in particular with flexible or fewer working hours, easier work and a suitable location closer to home;
- ensuring protection of job-placed women with young children according to the Labour Code of Ukraine;
- increasing the number of suitable vacancies for some vulnerable categories of women, such as women over 45, disabled women, single mothers, mothers of young children, and mothers of adopted children;
- arranging more places for visitors, places for temporary childcare (children's room or corner), and separate WC facilities for men and women in the employment centre.

A similar distribution can be observed in the answers about men's needs: 55.1 per cent of respondents agree that PES services adequately take account of men's needs, 7.9 per cent do not agree (70 per cent of them are men complaining about the lack of jobs matching their profession and skill level), and 37.1 per cent are not sure. As one could expect, the most popular answer as to the different men's needs that should be taken into account by the PES is about earnings. Respondents of both sexes claim that since men are the key breadwinners in their families and have more time and greater health, they need to be offered jobs with higher earnings. They also respond that the jobs offered need to be in accordance with their profession and skill level. For this reason, jobseekers recommend that the PES cooperate more closely with employers. Several respondents also suggest that the PES address the issue of the low labour demand for older workers, which presumably results from age discrimination in the labour market as well as the lower productivity of older workers due to poor health.

Significantly less respondents - only 31.5 per cent - are satisfied with how the PES services meet the needs of individuals with family responsibilities, and 24.7 per cent are rather unsatisfied, most of them because of the lack of jobs for individuals with family responsibilities (e.g. mothers with young children or large families) and the strict criteria of remaining in the register, which does not take into account various personal or family circumstances (e.g. situations where women cannot reschedule employment centre visits because of parenting responsibilities).²⁶ Accordingly, jobseekers recommend that family circumstances be taken into account when compulsory regular visits to the PES are scheduled and when jobs or PES services are offered.

The main conclusion is that in the opinion of the surveyed jobseekers, the PES overall does everything possible to make things equally fair for men and women. 89 out of 90 respondents reported that they never experienced gender discrimination when dealing with the PES.

Another important conclusion which follows from the answers of jobseekers is that the discriminatory attitudes which dominate the views of many employers remain one of the major sources of gender inequality in the Ukrainian labour market. Registered jobseekers reported evidence of discrimination by employers, predominantly in large cities and against women, in recruitment (14.4 per cent of respondents), pay (8.9 per cent), performance appraisal and promotion (5.6 per cent), dismissal for economic and other reasons (3.3 and 4.6 per cent, respectively), and training opportunities and fringe benefits (1.1 per cent each).

4.3. Survey results: Employers²⁷

All respondents representing employers (directors, deputy directors, HR managers or chief accountants) who participated in the survey consider the PES services to be provided to female and male employers on an equal basis. According to those surveyed, employers use the PES services related to the mandatory state unemployment insurance and statistical reports (Table 4.4). Employers also use the PES to fill vacant job positions, either through matching the registered jobseekers to the available vacancies (30 per cent of surveyed employers) or through organizing job fairs, presentations of companies and occupations, and organizing meetings with candidates among jobseekers. (23.3 per cent). The other PES services for employers listed in *Table 4.4* are not widely used by the surveyed employers.

²⁶ According to the law and regulations of the PES, an unemployed person is obliged to visit the employment center once a week but is allowed to postpone the visit for valid reasons (including illness, or a child or family member requiring full-time care), accompanied by related documents.

²⁷ The total number of employers in the sample representing three selected base employment centers (Kolomyia Rayon Employment Center, Donetsk City Employment Center and Solomyanskiy Rayon Employment Center in the City of Kiev) is 90. Descriptive statistics of the sample is offered in the Annex (Table A.4).

Table 4.4.

Use of PES services by employers *

PES services for employers	Use of service (% of 90 respondents)
Information services about the local labour market and the occupational composition of the registered jobseekers	16,7%
Information and counselling services on labour and employment legislation and the issues related to the mandatory state unemployment insurance and statistical reports	55,6%
Counselling services related to employment of certain groups of workers (foreigners, disabled, vulnerable)	13,3%
Assistance in preparing and posting job advertisements	10%
Assistance in quick recruitment selection by organizing fairs of vacancies, presentations of companies and occupations, meetings with candidates among jobseekers, etc.	23,3%
Job mediation services (matching of registered jobseekers to available vacancies, including temporary jobs)	30%
Subsidies for employment of the registered unemployed	10%
Vocational training of registered unemployed customized to the specific needs of the company	4,4%

Source: Survey of 90 employers cooperating with employment centres in Kyiv, Donetsk and Kolomyia carried out in April 2010.

Note: * Given that all services are thought to be provided on an equal basis to both female and male employers by all 90 respondents, the columns about the treatment of men and women by the PES are left out.

Out of 33 respondents who used the PES to fill vacant job positions at their companies in the past year, 16 employers asked the local employment centre to pre-select candidates by gender. At the same time, only five of these 33 employers think that sex is an important factor for the PES when it elects candidates for job interviews.

Though most surveyed employers believe that men and women with similar qualifications are equally treated by the PES when matched to a job post, they also agree that the PES is responsive to employers' needs and so may be encouraged to treat men and women differently when matching them to a job. The sur-

veyed companies from Kyiv, Donetsk and Kolomyia unanimously responded that they had never discussed gender equality issues with their local employment centre, despite the fact that the PES specialists from the surveyed employment centres in Donetsk and Kyiv reported that they provide local employers guidance on gender equality issues. ²⁸ Given the large number of small private enterprises in Kyiv and Donetsk (see Table A.2 in the Annex); it indeed seems unfeasible for the PES to provide all employers with gender-related counselling and workshops. Therefore less expensive and time-consuming methods for providing employers with gender equality guidance are called for.

As indicated above, PES specialists and jobseekers often blame employers for their unequal treatment of women. However, the findings of the employers' surveys are not in full agreement with this statement. According to the employers surveyed, men and women are treated equally by employers in most cases, and in some cases (e.g. in access to fringe benefits) women are often treated more favourably than men (Table 4.5).

Table 4.5.

Treatment of women and men by employers

	Men and women are treated equally	Men are treated more favourably	Women are treated more favourably	Difficult to say
Recruitment for low- and mid-level positions	74,2%	12,4%	11,2%	2,2%
Recruitment for top-level positions	72,1%	2,3%	1,2%	24,4%
Pay (salaries and bonuses)	96,7%	1,1%	2,1%	–
Performance appraisal and promotion	94,4%	2,2%	3,4%	–
Training opportunities	69,6%	3,8%	2,5%	24,1%
Fringe benefits	91,9%	–	7%	1,2%
Dismissal for economic reasons	79,8%	1,2%	–	19%
Dismissal for other reasons	85,1%	–	–	14,9%

Source: Survey of 90 employers cooperating with employment centres in Kyiv, Donetsk and Kolomyia carried out in April 2010.

²⁸ An explanation of this discrepancy suggested by the PES is that respondents who represented the employers' side in the survey (e.g. a chief accountant or a deputy director) might be unaware of the interactions between the local employment center and HR department.

The greatest instances of unequal treatment of men and women presumably occur in the recruitment of new employees for low- and mid-level positions (the first row of Table 4.5). The usage of gender-sensitive language when registering vacancies and advertising jobs (in the PES, mass media, Internet, etc.) by 47.1 per cent of respondents is additional proof of gender-based discrimination in recruitment.

Eight out of ten employers who reported more favourable treatment of women in the recruitment and selection for low- and mid-level positions belong to the trade and repair, education, and agricultural sectors. The only instance of more favourable treatment of women being reported in recruitment for top-level positions is also in agriculture. According to the survey, cases of more favourable treatment of men in recruitment and at the workplace typically take place in the transport and communication, trade and repair, real estate and business activity sectors. Finally, among the employers surveyed, all cases of unequal treatment (either for men or women) that were reported took place in de-novo private firms and among private entrepreneurs (physical persons), i.e. in the private SME sector.

4.4. Survey results: Concluding remarks

The survey shows that the PES of Ukraine performs fairly very well in relation to promoting equality of treatment between men and women. Equal treatment principles have been gradually embedded within the operation of the PES and have become widely accepted in all regional and base employment centres of Ukraine. It is believed that after the PES changed its routines in accordance with a gender mainstreaming strategy, it influenced the attitudes and opinions of both jobseekers and the companies in relation to gender and the staff of the PES in the placement of men and women in specific jobs and providing other services. At least our current survey reveals that a majority of jobseekers and employers see the PES services as provided equally to men and women.

However, the experience to date suggests that a specific gender equality policy administered through the PES can only deal with a small segment of the complex issue of gender equality in the labour market, not with the broader processes in employee-employer relations leading to de facto equality of the sexes.

The greatest unresolved problem in the Ukrainian labour market that limits women's access to jobs, in particular to better-remunerated and more prestigious jobs, is discrimination by employers. Employers often justify their preferences for male employees on stereotypical assumptions about women's physical and intellectual capacities and family responsibilities (Gerasimenko, 2008; UNDP, 2007a; Human Rights Watch, 2003). Employers, in particular in the small private sector, often discriminate against young female job applicants because of their pregnancy, breastfeeding or parental status or intentions of having children (Dudwick et al., 2002). One PES specialist participating in the survey supports this fact, arguing that employers prefer male employees because of the lower losses incurred in terms of working hours and family benefits stipulated by Ukrainian law in view of the fact that women take long-term maternity and parental leave and also paid sick leave for child or family care more often than men. Although insurance-based family benefits, namely maternity leave and sick leave for child or family care, are partly reimbursed by the State Social Insurance Fund on Temporary Disability, some employers may be still unaware of this fact and most of them worry about added business costs due to long or frequent periods of absence of their skilled workers.²⁹ Thus, rather generous family benefits and rigid female protective legislation provide disincentives to employers, and therefore can often act against women's interests.

²⁹ See Human Rights Watch (2003, pp.28-33) for an extensive interview-based study on gender discrimination in the Ukrainian labour market related to marital and family status. Based on personal experience, we may conclude that the findings of the Human Rights Watch study are still relevant.

Another respondent from the PES adds that employers prefer male employees for mid-level positions (managers of company's departments) and positions requiring manual labour, while female employees are preferred in light industry, trade and accounting. Thus, women might be encouraged by the PES to work in lower-paid light industry, service or public sector jobs. This is one of the main issues which should be addressed by the PES within their gender mainstreaming activity.

Another issue to be urgently addressed by the PES and the government is the unexplained phenomena of the particularly low demand for workers of both sexes over 45 years old that may push many registered unemployed in this age group to leave the PES registry and seek employment in the unregulated informal sector or migrate abroad.

The survey of jobseekers likewise reminds us that many Ukrainians think in terms of gender stereotypes, believing that men should earn more and work hard while women can earn less but have more time for child-care and family responsibilities, and that the PES needs to take these different "needs" into account when it provides various services and matches people to jobs.

Gender stereotypes are deep-rooted in all levels of the Ukrainian society, ³⁰ and changing the practices of the PES is unfortunately not enough to change the culture of the whole country. However, the PES plays a key role in matching supply and demand in the labour market, in promoting equal access to quality employment for women and men and in redressing existing inequalities in employment and occupation. Furthermore, the PES can serve as a good practice example by challenging some of the widespread stereotypical notions of gender in the labour market in Ukraine. Instituting active labour market measures encouraging individuals to participate in non-traditional occupations and skills through career guidance and training opportunities, as well as effectively cooperating with employers to reduce discriminatory practices in employment and occupation, are important means of discouraging gender stereotyping of employers and jobseekers and breaking down occupational segregation (ILO, 2009).

³⁰ See UNDP (2007b) for a comprehensive analysis of gender stereotyping in Ukraine, in particular Chapter 3.4, which provides interesting findings, based on opinion poll about gender aspects in the area of economic life and labour relations.

5. Conclusions and policy recommendations

Despite the fact that the gender gap in the employment rate of Ukraine is lower than the EU average and that Ukrainian women experience lower unemployment than men, the Ukrainian labour market is characterized by pronounced inequalities between men and women. The study finds the following main inequalities:

- a relatively low employment rate for women of child-rearing age (24-29 years), resulting in a significant gender gap in the employment rates of this age group;
- low participation rates of women over 50 years old due to a low retirement age and age discrimination, contributing to gender gaps in the pension provision and in the quality of life of older generations;
- pronounced labour market segregation (both horizontal and vertical);
- unequal sharing of regular paid work and unpaid domestic work, and a high share of women in precarious jobs due to the lack of work time flexibility and family friendly arrangements in the workplace;
- a high gender wage gap;
- extremely high unemployment of young males (15-24 years) whose situation has worsened considerably due to the ongoing crisis;
- gender gaps in unemployment coverage by the PES, unemployment benefits, and active labour market programmes due to lower propensity of men to register with the PES.

An equal opportunities policy initiative which has been implemented in the PES since 2001 seeks to address some of these imbalances through organizational changes and by integrating the principles of equal opportunities into its everyday practice. The present study indicates that the PES has invested significant effort and resources into promoting gender equality in its operations. As a result, it has achieved considerable progress in furthering equality of treatment of its clients and promoting equitable access to its services and measures.

The next task for all government bodies and state agencies responsible for the development and implementation of the state employment policy, including the PES, is to ensure equality of outcomes for men and women in the Ukrainian labour market by addressing the fundamental causes of the existing inequalities. An effective tool in this respect are positive action programmes which seek to increase the participation of the women in the labour market, increase their employability, and encourage the provision of childcare. An important instrument for the improvement of the position of women in the labour market are the active labour market policies (ALMPs) provided through the PES.

Taking into account the findings of the study presented above and the best practice cases for gender mainstreaming with respect to ALMPs and the PES in developed countries presented in the next section, we provide a checklist to mainstream gender equality within PES activities and programmes, followed by a number of policy recommendations for Ukrainian authorities and institutions that are responsible for the gender mainstreaming of employment policies.

Recommendations for the PES of Ukraine

In order to further improve the performance of the PES with regard to gender mainstreaming, particular emphasis should be placed on the following:

- breaking down gender stereotyping and gender segregation in vocational training and work;
- working with employers to ensure gender-neutral recruitment and selection processes;
- providing specific, well-targeted activation measures for disadvantaged women;
- preparing a gender equality plan, developing gender equality indicators and setting up a system for its regular monitoring and assessment at later stages.

1. 1. Key steps in breaking down gender stereotyping and gender segregation in vocational training and work:

- check all information materials provided by the PES (not only those presented in gender corners) to make sure that they do not give the impression that a particular type of occupation is more suited to one sex, use gender-neutral language in job titles (after changes in the national classification of professions have been made by the responsible state agency) and put illustrations showing women and men working in non-traditional occupations (for example, a woman working as a welder or a mechanic in industrial enterprise ³¹ and a man working as a nurse ³²);
- ensure that individual employment and training counsellors, as well as the staff providing group information and career guidance sessions, follow procedures which are not based on incorrect assumptions and gender stereotypes. Also ensure that they are conscious of the need to challenge stereotyped choices of jobseekers and to encourage individuals to consider non-traditional areas of training and work. Regular gender training of the PES staff and specific materials on gender issues (either in written form or in the form of training film or presentation) might be very helpful. A "validation" system aimed at periodically checking counsellors during their routine work and whether they use gender discrimination-conscious practices can be also considered (a set of possible questions is provided in Drews, 2008, p.52);
- consider broadening the scope of the policy to include dealing with the counselling of young people at secondary schools. Career guidance initiative in the form of the lesson for schoolchildren named "Gender and profession" developed by the Kyiv City Employment Centre should be tested, reformulated (if necessary) and propagated throughout Ukraine;

³¹ Joint stock companies "Luganskteplovoz" and "ZAZ" are perfect examples.

³² Such cases can be found in cancer hospitals where young boys liable for military service do alternative service for religious reasons.

- ensure that all supplemental information materials related to vocational training do not discourage women and men from enrolling in training in non-traditional occupations. It is also reasonable to provide additional support (for example, psychological trainings) to help trainees in atypical courses. Offering the possibility to try out different courses with some specified trial period seems extremely useful in this respect;
- help challenge existing gender stereotypes (through career guidance, advice and counselling) when unemployed women and men are selecting the sector of economic activity and occupation for the organization of their own business with the financial and non-financial support of the PES.

2.2. Key steps in working with employers to ensure gender neutral recruitment and selection processes:

- refrain from all practices that promote gender-specific recruitment and do not justify them by the need of being responsive to their customers' needs (i.e. employers') or following the law prohibiting the use of women's labour in many types of work.³³ It should be stressed that women should not be presumptively deemed unable to spend many days on business trips or lift heavy objects and thus denied access to some positions. If some specific requirement (e.g. the ability to lift heavy objects) is central to the job description of a given position, these abilities should be established as objective employment criteria unrelated to a gender of a candidate. If a woman or man finds this requirement inappropriate, he/she will most likely self-select out;
- through various interactions with employers (such as individual counselling and advice, equality and diversity training for managers and HR specialists involved in recruitment, etc.) encourage them to tackle discrimination in recruitment and employment (based on gender, age, disability status, etc.) and promote equality using, for example, the following arguments:
 - there are benefits of promoting equality and treating people fairly in recruitment, training and development of their core businesses. These include a wider range of applicants for job vacancies and the increased possibility to fill skills gaps in areas with tight labour markets; increased employee satisfaction, which helps attract new staff and retain those already there, reduces recruitment costs, and can increase productivity; and an improved corporate image with prospective employees, customers, sub-contractors, suppliers, and in the wider community where the business is based (CBI, 2008);
 - there is the possibility that an employee or former employee will seek to make a claim against the organisation that acts against the law. This process is likely to be costly in terms of time and money;

³³ The Ukrainian law has been criticized for preventing women from holding certain jobs or working in certain conditions not based on objective criteria. Given that such provisions are incompatible with the principle of gender equality and endorse discrimination against women in many types of work, it is recommended to amend the Labour Code to make it consistent with international standards regarding equal treatment in employment, including in access to employment (see Human Rights Watch (2003, pp. 14-17).

- develop a procedure for dealing with discriminatory employers who instruct or put pressure on the PES to discriminate on their behalf when advertising a vacancy. The PES staff should explain to employers that it is against the law to discriminate directly or indirectly on the grounds of sex, age or other personal characteristics not related to the capability to carry out a given job. It should be stressed that the skills specifications should be the "yardstick" to judge the best candidate for the post. PES specialists can offer their help instead to design explicit recruitment and selection criteria, check application forms and develop competency-based selection procedures, if necessary;
- work with employers to re-define skills in male- or female-dominated sectors so that they would appeal to both sexes, and convince them to give all applicants from under-represented groups who meet the minimum selection criteria an interview;
- offer wage subsidies or other incentives (such as reduced social security contributions if possible) to reduce employers' resistance to providing work or apprenticeships to particular categories of the unemployed. This measure should be targeted to help hard-to-place individuals, not necessarily to those defined by the current Law on Employment as members of vulnerable groups. These may include young persons without work experience, women over 45 and men over 50, workers with care responsibilities, single parents, men and women with long unemployment or inactivity spells and returning labour migrants. However, a rigorous empirical study is first needed to define the categories of workers for whom this measure is most effective.

3. Key steps in providing specific, well-targeted activation measures for disadvantaged women:

- take positive action programmes offering individualised treatment, and tailor ALMPs to the particular needs of specific groups to integrate them into the labour market. The five per cent quota measure to protect the most vulnerable should be replaced or complemented by modern and more effective ALMP measures, such as job rotation and job sharing, wage subsidies and reduction of social security contributions, vocational (re)training and perhaps self-employment schemes. Also, the list of vulnerable groups should be revised on the basis of recent statistics on unemployment, and then approved by the Parliament in amendments to the Law on Employment of Population. It is useful to envisage some flexibility and autonomy given to regional employment centres in this respect as the list of vulnerable groups might significantly differ from region to region. Thematic workshops provided in gender clubs by the PES of Ukraine are not enough to raise the employability of disadvantaged women and men;

- in order to increase participation of disadvantaged women in vocational (re)training and other ALMP measures it is important to provide for the possibility of meeting time flexibility (including compulsory regular visits to the employment centre), for courses to fit the schedules of women with family responsibilities, and that practical advice and help is provided on finding conveniently-located childcare facilities;
- develop and implement an action plan together with other governmental bodies aimed at the better reconciliation of work with family life. The PES is certainly not responsible for the availability of childcare services in Ukraine. However, it can be very effective in improving the employment opportunities of women (and occasionally men) with care responsibilities if it matches them to part-time jobs or jobs with flexible forms of work.

4. Key steps to preparing a gender equality plan for the PES, developing gender equality indicators and setting up a system for its regular monitoring and assessment at later stages:

- prepare its own gender equality plan using best practice examples. The main components to be included in the equality plan are: its general objective and specific objectives, expected results, accomplishments resulting from the use or development of products in keeping with the specific objectives, indicators of the plan's results, equality plan strategies and methodology, actions or activities that are going to be carried out keeping with the strategies defined, organization of resources (economic, personal, technical, infrastructural) which are to be used in the equality plan, and planning for the assessment (see organisational chart in Annex, Figure A.2). The details of each component with examples, as well as brief description of regular monitoring practices, and are provided in Drews (2008);
- as one component of the gender equality plan, develop and include gender equality performance monitoring indicators in its overall performance monitoring system. These indicators should be the basis for planning measures and evaluating their results. Examples of indicators which may be useful to measure the PES performance in promoting gender equality in the labour market in Ukraine are presented in the *Table 5.1* below. For instance, in order to assess the gender impact of the training provided by the PES it is necessary to look at the number of men and women (disaggregated by age group, education, place of residence) hired at the end of training compared to the total number of trainees in the corresponding group (gender and other characteristics).

Suggested gender equality performance monitoring indicators

Indicators	Disaggregated by
<p>Coverage of the working-age unemployed population (defined according to the ILO methodology) by PES services</p> <p>Number of ALMP beneficiaries hired at the end of the scheme to the total number of registered jobseekers placed during the period</p> <p>Number of ALMP beneficiaries hired at the end of the training compared to the total number of ALMP participants who completed the training</p>	<p>Gender</p> <p>Age, education, place of residence (urban/ rural)</p> <p>Type of disadvantage (caring responsibility/ disability/ returning migrant status, etc.), unemployment duration</p> <p>Type of PES service</p>
<p>Gross placement rates of registered jobseekers by the PES</p>	<p>Gender</p> <p>Age, education, place of residence (urban/ rural), type of disadvantage (care responsibility/ disability/ returning migrant status, etc.), unemployment duration</p> <p>Economic sector, ownership type</p> <p>Occupational group ³⁴</p> <p>Quality of jobs (full-time vs. part-time job/ temporary, seasonal vs. permanent job)</p>
<p>Number of registered jobseekers called up by individual counsellors, referred to through an interview with employers or some active measures during a period (to the total number of registered jobseekers)</p>	<p>Gender</p> <p>Age, education, place of residence (urban/ rural), type of disadvantage (care responsibility/ disability/ returning migrant status, etc.), unemployment duration</p>
<p>Number of companies using PES employment and counselling services (not including services related to reporting to the Unemployment Insurance Fund) to the total number of companies in the reference area</p>	<p>Economic sector, ownership type, size</p>

³⁴ Nine occupational groups according to the National classification of professions based on ISCO.

Recommendations for Ukrainian authorities and institutions related to gender mainstreaming in the labour market

- **Verkhovna Rada of Ukraine:** amend the laws governing labour and employment relations and the activity of the PES, in particular the Labour Code and the Law on Employment of Population, by incorporating the fundamental principles and measures envisaged by the Law on Ensuring Equal Rights and Equal Opportunities of Women and Men. Revise the list of vulnerable groups that are subject to additional guarantees of employment according to Article 5 of the Law on Employment, and give regional employment centres flexibility in defining this list of vulnerable groups. Also, include developing and implementing the gender equality plan of the PES and its regular monitoring and assessment among the tasks of the PES (Article 19 of the Law on Employment);
- **Government (in particular the Ministry for Family, Youth and Sports, which is responsible for the development and implementation of the gender strategy in Ukraine):** (i) develop and submit to the Verkhovna Rada a State-Wide Programme for the Affirmation of Gender Equality in Ukrainian Society until 2016 that provides for specific objectives, tasks and the corresponding financing for the PES of Ukraine as a separate state agency; (ii) run a full-fledged media campaign (using social advertising, booklets and brochures and TV and radio programs) to increase awareness of gender issues, help overcome prejudices on women's and men's roles in society and in the labour market, help break down gender segregation in vocational education, training and work, and open up non-traditional job opportunities for men and women; (iii) assign responsible persons in all local state administrations to regularly monitor job advertisements in local media, private employment agencies and other places of advertisement (e.g. public transport), and conduct public-awareness activity on the need to comply with the non-discrimination principle in recruitment and employment; (iv) help local authorities to increase the availability of adequate childcare facilities for children under six; (v) develop and implement measures aimed at encouraging employers to create more part-time jobs and jobs with flexible working arrangements;
- **State Department for Supervision over Labour Legislation Observance (Ministry of Labour and Social Policy):** effectively deal with discriminatory employers and ensure compliance with the provisions of the Law of Ukraine on Ensuring Equal Rights and Equal Opportunities of Women and Men with respect to employment and the main ILO Conventions ratified by Ukraine;
- **Research Institute of Social and Labour Relations in Luhansk (Ministry of Labour and Social Policy):** modify the National classification of professions, making all job titles gender-neutral;
- **State Statistics Committee:** provide statistical data on the earnings of men and women in as much detail as possible, including data on the earnings in the different sectors and occupations. In order to make the analysis of other gender-related issues possible, it is recommended to extend the number of tables based on the LFS data. New tables should graph the sectoral composition of employment by gender, the composition of total employment and employment of women and men by ownership type (public vs. private), the indicators of underemployment by gender, and the labour market status of the following groups: (i) fathers and mothers by their number of children and the age of the smallest one, (ii) single parents,

(iii) married, single, and divorced men and women, (iv) school drop-outs, and (v) ethnic minorities. A UNDP study (2009a, pp. 36-38) recommends developing and disseminating more gender-related statistics based on the existing primary data of the sample survey of households' living standards, in particular on the gender and age structure of households, households with single parents, etc. As regards statistics on registered unemployment and ALMPs based on the PES reports, the following gender-disaggregated data is needed: (i) job placement by profession (occupational group), (ii) the amount of unemployment benefits paid, (iii) ALMPs provided to various disadvantaged groups such as the unemployed with disabilities, ethnic minorities, ex-convicts, and returning migrants, and (iv) registered unemployment and services provided to the residents of rural areas;

- **Social partners:** ensure a social dialogue approach to address the issues of equal pay for work of equal value and discrimination in employment and occupation.

6. Good practice cases

Denmark: Procedures for implementation of gender mainstreaming in the PES and institutional arrangements

Procedures for implementation

In the PES, gender mainstreaming is defined as 'a strategy including the gender equality perspective in all activities'. The goal is that gender equality work is taken into consideration in the ordinary work at all levels and in all fields of policy. An important element of the strategy is that at both the managerial and political levels, all are working actively to ensure that equality work is done by all staff members.

Thus the gender mainstreaming strategy is both building upon the previous strategy of the PES - having equal opportunities consultants in each region mainly working from a women's issues perspective - and departing from this strategy in the sense that 'women' concerns are replaced by 'gender' ones. This implies a double perspective on issues dealing with the situation of both genders.

The purpose of the GM strategy in the PES is declared to be: (i) to develop tools and work procedures in gender equality work; (ii) to develop organisational schemes that can carry through mainstreaming of gender equality; (iii) to develop and test methods to measure gender equality.

In this sense the strategy of the PES is 'real mainstreaming', as gender equality is integrated into overall work procedures and the PES' organisation. Gender mainstreaming work is undertaken not only by gender equality officers, but also by all staff members.

Another general strength of the gender mainstreaming strategy is its monitoring and evaluation practice, which allows the people responsible for the strategy to follow up on its processes and procedures.

Institutional arrangements

The project consists of partly autonomous processes in the regions supervised by the national PES authorities.

The officers in charge of supervision set up statistical systems and relevant codes to be able to measure the mobility of women and men towards less gender stereotypical jobs. However, an overall obstacle to this effort has been and still is that three different IT systems have been running in the five years of the pilot project. This means that it is not possible to get sufficient historical information on the success of the project, and the relevant precise codes on different professions to run the project.

The gender mainstreaming strategy was implemented in three phases. In the first two phases, three regions (Aarhus, Vejle, Vestsjælland) and then seven regions have tested the strategy primarily in the two core services: dissemination of jobs and activation. One single region has worked on a broader scale in integrating the GM strategy into a wide range of work procedures in the region.

The regions active in the pilot project chose for themselves their scope of implementation for the project. This particularly concerns methods and procedures.

In the first phase, the Aarhus region chose to carry out a campaign for the project in 100 companies. As a result the companies announced 58 per cent more jobs. The Aarhus region argues for the importance of the policy, showing its utility value to solve general PES tasks. In Aarhus there were two overall methods: 1. To establish theme banks of unemployed people with qualifications in kitchen, canteen and cleaning work in order to allocate more men to these jobs, and 2. To test the group registration of unemployed people with similar professional backgrounds in order to remove registration that is not gender-neutral. The overall aims were to change the attitudes of the PES staff and employers.

In Vejle the methods of collegial learning were used. The aim was to avoid regarding gender as a relevant category in job placement activities. In the process of placing people in jobs, two PES advisors would compare their results (how often they allocated along gender stereotype lines) and learn from each other.

Source: Sjørup (2004).

Austria: Examples for the implementation of Gender Mainstreaming and training of PES staff

Examples for the implementation of Gender Mainstreaming

An example for the successful implementation of Gender Mainstreaming can be found in the Guidelines for Devising Guidelines, which stipulate an equal-opportunities sensitive procedure for all new guidelines drawn up by the PES. A checklist at the end of these guidelines provides invaluable help to ensure the equal-opportunities approach has been adopted successfully.

- A further step was the review of the Guidelines for Selecting Education and Training Institutions. These guidelines define gender aspects as key assessment criteria for choosing and hiring training and education organisations. Criteria evaluated in these guidelines include the institution's attitude towards equal opportunities in the workplace as well as the gender-sensitive programmes and framework conditions available. These criteria are taken into account when evaluating offers and provide an additional gauge for the selection of service providers.
- With the help of Gender Mainstreaming analysis instruments, the Guidelines for the PES Business Start-Up Programme were changed to promote the number of women taking part in the programme by no longer tying participation in these measures to eligibility to PES transfers and by providing additional funds to meet the demand for qualification measures for women.
- In addition to the guidelines, the Gender Mainstreaming principle has been endorsed in all key PES planning tools, e.g. with regard to labour-market policy targets from 2002 Gender Mainstreaming is to be documented and taken into account in the planning of annual work programmes.
- In addition, the PES budget controlling system is to document the characteristics of women participating in promotion measures.

Information and Training of PES Staff

A key factor to successfully integrate Gender Mainstreaming as a horizontal measure is the effective dissemination of the necessary knowledge and information on its practical application. The Austrian PES provides dissemination by:

- Offering training at all levels of the organisation, including seminars for senior executives and ESF representatives, workshops for staff of various PES departments as well as training and qualification measures for PES women's representatives. The participation of senior and junior management in 'gender seminars' has become compulsory.
- An informational leaflet is available for enterprises, designed to increase public awareness of Gender Mainstreaming.

Source: Sorger (2004)

France: Gender balance contracts promoting the diversification of jobs occupied by women

This measure, which was introduced over 20 years ago, aims at promoting the diversification of jobs occupied by women and their promotion via specific aid to SMEs (less than 600 employees) through training aid and help to rearrange workstations or buildings. It can be considered that via its ergonomic aspects, this measure contributed - in certain favourable contexts and through a knock-on effect - to improving working conditions for all employees in the companies concerned.

The State meets some of the costs of the measures named in the contract for promoting gender balance, up to a maximum of: 50 per cent of the cost of teachers for training; 50 per cent of other costs related to women's occupational integration, such as rearranging workstations and 30 per cent of the pay of women employees during their training.

Source: Silvera (2004).

UK: Examples of actions taken by employers and by those involved in work-related learning and careers advice to open up non-traditional opportunities for women and men.

The document providing examples of actions taken by employers (EOC, 2005a) covers the following issues:

- How employers can benefit from having a more diverse workforce.
 - Ways in which employers can increase their recruitment and retention of atypical trainees and employees through:
 - i. promoting apprenticeships, training programs and employment generally;
 - ii. recruitment and working practices;
 - iii. support mechanisms for trainees and employees;
 - iv. changing their organisational culture and working practices; and
 - v. working in partnership with other organisations.
 - Organisations and resources that can help employers to challenge occupational segregation.
-

The document providing examples of actions taken by for those in work-related learning (EOC, 2005b) has three sections:

- ways in which Education Business Partnerships (EBPs) can take the lead in tackling gender segregation and opening up a wider range of work placements;
 - school initiatives to open up non-traditional work-based learning opportunities to girls and boys; and
 - organisations and resources that can assist all those involved in tackling gender segregation in work-related learning.
-

Thee third document providing examples of actions taken by for those involved in careers advice (EOC, 2005c) also has three sections:

- steps that professionals involved in careers advice and education can take to tackle gender barriers to better jobs;
- how careers advice agencies can work in partnership with stakeholders to address gender segregation; and

- links to organisations and resources that can support those aiming to deliver gender equality in careers.

Source:

1. UK Equal Opportunities Commission (EOC). 2005a. Action for change: How employers can break down gender segregation in vocational training and employment. Available at:
http://www.employersforapprentices.gov.uk/docs/research/Research_1_306.pdf
2. UK Equal Opportunities Commission (EOC). 2005b. Action for change: How those involved in work-related learning can break down gender segregation in vocational education, training and work. Available at:
http://www.staffpart.org.uk/action_for_change.pdf.
3. UK Equal Opportunities Commission (EOC). 2005c. Action for change: How careers advice professionals and teachers can break down gender segregation in vocational education, training and work.

US: Employer best practices for workers with care giving responsibilities

In 2007, the U.S. Equal Employment Opportunity Commission (EEOC) issued guidance explaining the circumstances under which discrimination against workers with care giving responsibilities might constitute discrimination based on sex, disability or other characteristics protected by federal employment discrimination laws.

This document supplements the 2007 guidance by providing suggestions for best practices that employers may adopt to reduce the chance of EEO violations against caregivers, and to remove barriers to equal employment opportunity. Best practices are proactive measures that go beyond federal non-discrimination requirements.

Currently, many workers juggle both work and care giving responsibilities. Those responsibilities extend not only to spouses and children, but also to parents and other older family members, or relatives with disabilities. While women, particularly women of colour, remain disproportionately likely to exercise primary care giving responsibilities, men have increasingly assumed caretaking duties for children, parents and relatives with disabilities.

Employers adopting flexible workplace policies that help employees achieve a satisfactory work-life balance may not only experience decreased complaints of unlawful discrimination, but may also benefit their workers, their customer base, and their bottom line. Numerous studies have found that flexible workplace policies enhance employee productivity, reduce absenteeism, reduce costs, and appear to positively affect profits. They also aid recruitment and retention efforts, allowing employers to retain a talented, knowledgeable workforce and save the money and time that would otherwise have been spent recruiting, interviewing, selecting and training new employees. The benefits of these programs remain constant regardless of the economic climate, and some employers have implemented workplace flexibility programs as an alternative to workforce reductions. Such programs not only enable employers to "go lean without being mean," but they also can position organizations to rebound quickly as soon as business improves.

The document provides a wide range of best practices for employers presented in three parts (general/recruitment, hiring, and promotion/ terms, conditions, and privileges of employment).

Source:

<http://www.eeoc.gov/policy/docs/caregiver-best-practices.html> (last modified on May 22, 2009)

Similar initiatives aimed to remove barriers to equal employment opportunity of new and expectant parents (e.g. **Toolkit for employers: guidance on managing new and expectant parents**) as well as guidelines on tackling gender discrimination and promoting gender equality at work, education and public services are also developed by the **UK Equality and Human Rights Commission**. Available at: <http://www.equalityhumanrights.com/our-job/what-we-do/our-business-plan/gender-equality>.

UK: Targeted policy initiatives

Jobcentre Plus in the UK offers a number of targeted New Deal programmes to help unemployed people, particularly those with disabilities (New Deal for Disabled People), non-working or working less than 16 hours per week persons bringing up children with youngest child under 16 years old (New Deal for Lone Parents), partners of people claiming any of the specified benefits (New Deal for Partners) and people over 50 that have been on at least one of the specified benefits for the last six months or longer (New Deal 50 plus).

The key feature of the New Deal for Lone Parents is the role of Jobcentre Plus personal advisers who provide practical advice and support not only in finding and applying for jobs but also in finding child-care and training. Personal advisers are also able to tell lone parents about how benefits will be affected when they start work and to help them apply for any in work benefits or tax credits.

The main idea of the New Deal 50 plus is similar to the one of the New Deal for Lone Parents in that every person joining the program gets a personal adviser helping him/her at every stage of New Deal. The innovative thing (in the Ukrainian context) is, however, that once the person finds a job, he/she may get Working Tax Credit and an In-work Training Grant (up to ?1,500) and a personal adviser can help claim these.

Source: http://www.direct.gov.uk/en/Employment/Jobseekers/programmesandservices/DG_173717
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Annexes

Annex 1. Organisational charts

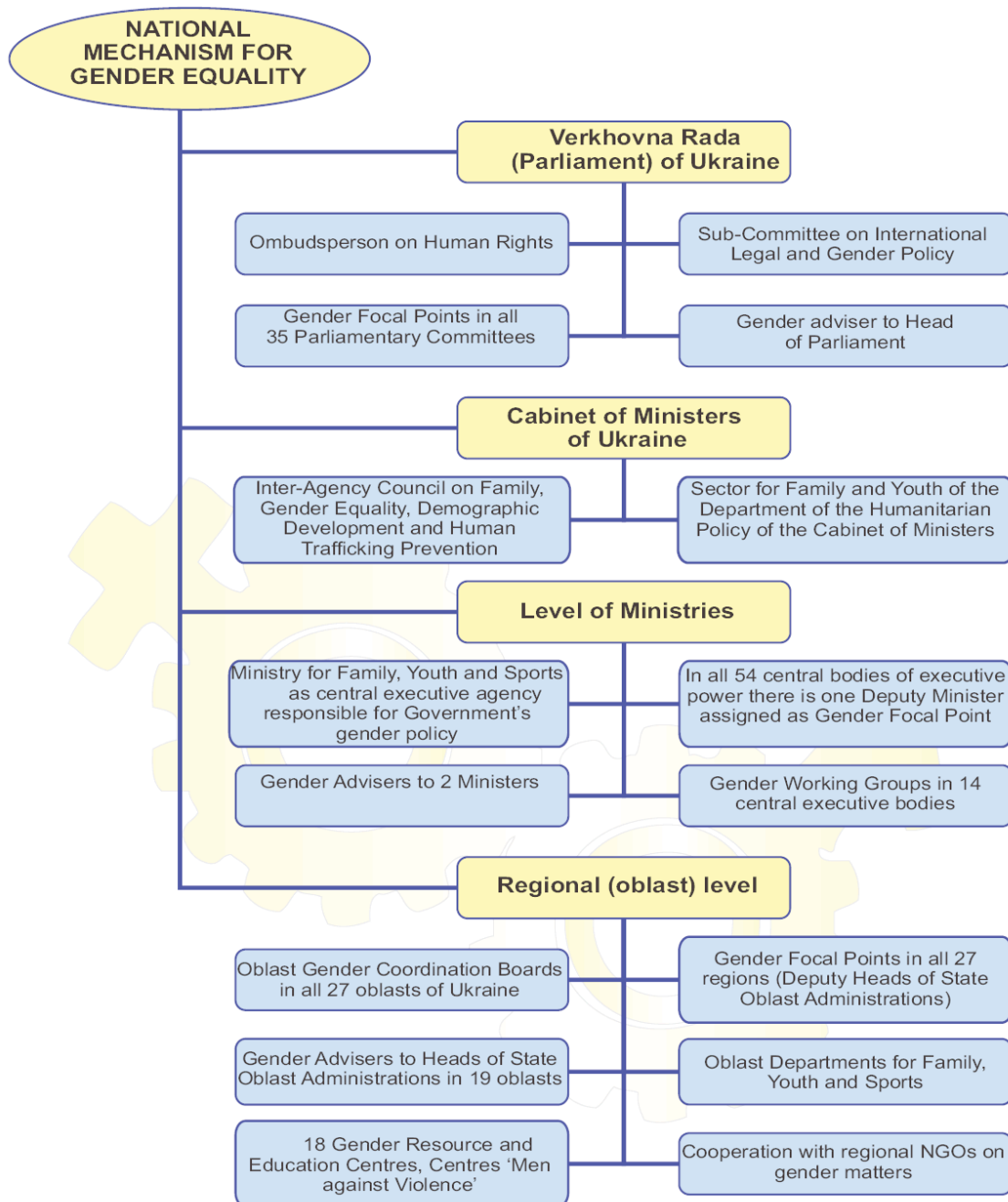


Figure A.1. The national gender machinery in Ukraine

Source: http://www.undp.org.ua/files/en_11336ukraine_beijing_15.pdf.

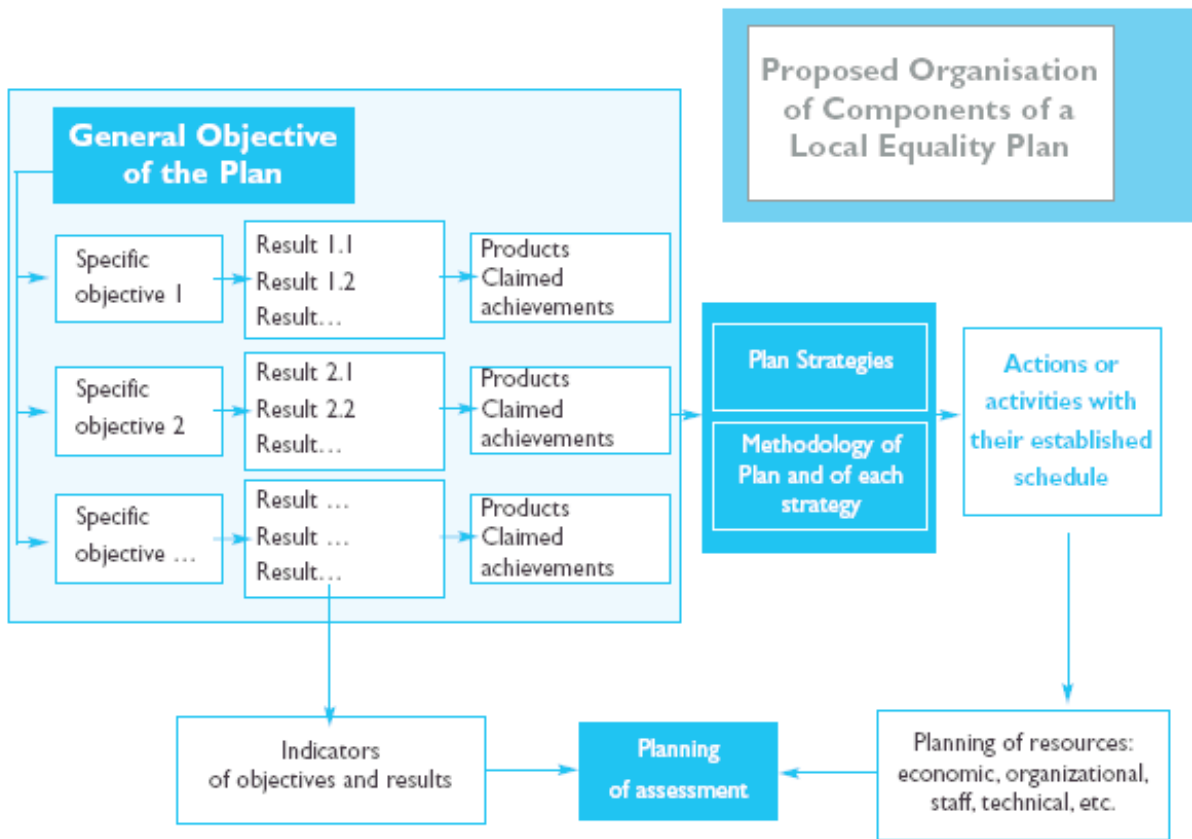


Figure A.2. Organisation of components of a local equality plan

Source: Drews, 2008.

Annex 2. Sociological survey methodology and description of the sample

Survey methodology

Three sets of questionnaires consisting of about 20 questions for the corresponding target groups were developed and translated into Ukrainian and Russian in February-March 2010. At the same time, sample size and sampling criteria were fixed and the survey methodology was approved.

According to the approved methodology, a sociological survey of PES counsellors was conducted through the internal PES network in the end of March 2010. A cover letter signed by the project's national coordinator, Sergiy Savchuk, specified the desirable number of respondents from each administrative region (24 oblasts, Crimean AR, the cities of Kyiv and Sevastopol) and requested that the questionnaire be filled out in electric form in all 27 regional offices of the PES. The total number of questionnaires filled out by the specialists of base employment centres working with clients was 34.

Natalia Kharchenko from the Kyiv International Institute of Sociology was contracted to organize the sociological survey of jobseekers and employers who are the clients of the PES.

First, three settlements were chosen in which to conduct the survey. To ensure selection of typical cases, such criteria as region and size of the settlement were used. In order to take into account the specific features of each of the three main regions of Ukraine - Central, East and West - three base employment centres from each region were selected. In particular, the Solomyanskiy rayon base centre in the city of Kyiv was selected to represent the capital of Ukraine and its Central region. The registered labour market in Kyiv is characterized by relatively low unemployment, high demand for skilled labour, and therefore by excess labour demand.³⁵ Donetsk city was selected as the most typical representative of the Eastern region, which is characterized by high levels of urbanization and industrialization and a relatively tight labour market.³⁶ Finally, Kolomyia, a small town with a population of 62,000 people in the Ivano-Frankivsk oblast, was selected to represent the Western region. This region is characterized by relatively low levels of urbanization and industrialization, the highest share of agriculture in total employment, persistently weak labour market development, poor living conditions and material well-being of the local population, and high levels of temporary labour migration.³⁷

Second, taking into account the fairly small sample size specified in the contract (30 unemployed persons and 30 employers in each of the three selected cities), multi-stage quota purposive sample selecting typical cases has been used to represent the overall structure of respondent's characteristics. For this reason, the following characteristics of registered jobseekers were used to develop quotas for their sampling:

- gender (female/male);
- age (less than 35 years/ 35 years and more);
- time spent with name in the PES register (up to 6 months/ 6 months or more);
- educational attainment and occupational group (white-collar workers with complete higher education/ white-collar workers without higher education/ skilled blue-collar workers/ unskilled workers).

³⁵ According to the data of State Statistics Committee in the end of February 2010, the number of registered jobseekers per one vacancy in Kiev was 0.3 persons.

³⁶ As of end of February, 2010, the number of registered jobseekers per one vacancy in Donetsk was 5 persons, compared to the national average of 8.3.

³⁷ According to the data of State Statistics Committee in the end of February 2010, Ivano-Frankivsk oblast had the second highest number of registered jobseekers per one vacancy (53.6 persons).

For the sample of employers, characteristics included:

- number of employees (up to 10 employees/ 11-100 employees/ more than 100 employees);
- ownership type (state or communal/ private);
- type of economic activity (agriculture, hunting, forestry and fishing/ mining and manufacturing, production and distribution of electricity, gas and water supply, construction/trade and repair, hotels and restaurants/ transport and communication, financial intermediation, real estate and business activities/ public administration, education, health care and social work/ other services).

The detailed information about the composition of the population of jobseekers and employers in the selected employment centres by these characteristics is provided below in Tables A.1 and A.2.

Finally, specialists of three local employment centres selected potential respondents among the unemployed and employers according to the quotas developed by an expert-sociologist. Seven interviewers involved in data collection received the lists of potential respondents' contacts (both jobseekers and employers) to find and recruit for participation in the survey the appropriate number of respondents from each quota.

Face-to-face interviews of the registered jobseekers were conducted in a convenient place and time according to prior agreement. The exception was the survey of jobseekers in Donetsk, which was performed directly at the building of Donetsk city employment centre because of the refusal of its specialists to provide jobseekers' contacts.

A similar approach was used for the recruitment and questioning of employers. Face-to-face interviews typically took place at the employer's office according to prior telephone agreement. The target group included employees responsible for cooperation with their local employment centre. Usually these employees are specialists in the HR department, HR-managers or company directors.

The survey fieldwork was carried out from April 14 to April 29, 2010. Overall, 90 jobseekers and 90 representatives of employers were surveyed. The composition of these two samples in the three employment centres by selected sampling characteristics is provided below in Tables A.3 and A.4.

Several limitations of the study should be mentioned. One of the primary limitations is its fairly small sample size. For that reason, its results should be treated with some caution, and probably followed up by a larger study. Also, given that this is the first study of the PES activity from a gender perspective and that there is no comparable data already in print, we cannot yet judge changes in the attitudes and access to PES services in response to policy changes. The study merely provides a snapshot of the current situation in Ukraine.

Nevertheless, this first survey offers a great opportunity for the analysis of all qualitative data currently available, giving us insight into the views and experiences of all three interested parties on the subject of gender mainstreaming in the field of active labour market policies and the role of the PES. This analysis is extremely useful in signalling the strong and weak aspects of the gender mainstreaming approach used in the PES. It provides ideas on how to best develop an action plan aimed at addressing existing weaknesses and improving the quality and efficacy of policy design.

Composition of the population of registered jobseekers

Table A.1.

Characteristics	Kyiv		Donetsk		Kolomyia	
	Count	%	Count	%	Count	%
Gender						
Male	210	40%	3286	63%	673	46%
Female	309	60%	1948	37%	793	54%
Age						
Less than 35 years	154	30%	2395	46%	783	53%
35 years and more	365	70%	2839	54%	703	47%
Time spent in the PES register						
Up to 6 months	293	56%	2883	55%	837	57%
6 months and more	226	44%	2351	45%	629	43%
Education and skill level:						
White-collar workers with complete higher education	268	52%	1747	33%	132	9%
White-collar workers without higher education	172	33%	1870	36%	554	36%
Skilled blue-collar workers	66	13%	1368	26%	691	45%
Unskilled workers	13	3%	249	5%	167	11%

Composition of the population of employers cooperating with regional

Table A.2.

Characteristics	Kyiv		Donetsk		Kolomyia	
	Count	%	Count	%	Count	%
Ownership type						
State or communal	424	2%	1148	3%	176	10%
Private	17375	98%	35013	97%	1571	90%
Number of employees						
Up to 10 employees	19313	92%	18842	87%	1427	82%
11-100 employees	1503	7%	2241	10%	189	11%
More than 100 employees	287	1%	511	2%	131	7%
Type of economic activity						
Agriculture, hunting, forestry and fishing	102	1%	141	1%	53	3%

Characteristics	Kyiv		Donetsk		Kolomyia	
	Count	%	Count	%	Count	%
Mining and manufacturing, production and distribution of electricity, gas and water supply, construction	4305	23%	3867	22%	0	0%
Trade and repair, hotels and restaurants	7020	37%	8782	50%	1081	62%
Transport and communication, financial intermediation, real estate and business activities	5172	27%	2930	17%	311	18%
Public administration, education, health care and social work	817	4%	755	4%	163	9%
Other services	1398	7%	1244	7%	139	8%

Table A.3.

Composition of the sample of registered jobseekers

Characteristics	Kyiv		Donetsk		Kolomyia	
	Count	%	Count	%	Count	%
Gender						
Male	12	40%	18	60%	14	47%
Female	18	60%	12	40%	16	53%
Age						
Less than 35 years	9	30%	14	47%	16	53%
35 years and more	21	70%	16	53%	14	47%
Time spent in the PES register						
Up to 6 months	17	57%	16	53%	20	67%
6 months and more	13	43%	14	47%	10	33%
Education and skill level:						
White-collar workers with complete higher education	16	53%	11	37%	1	3%
White-collar workers without higher education	11	37%	10	33%	11	37%
Skilled blue-collar workers	3	10%	8	27%	14	47%
Unskilled workers	0	0%	1	3%	4	13%

Table A.4.

**Composition of the sample of employers cooperating
with the regional base employment centre**

Characteristics	Kyiv		Donetsk		Kolomyia	
	Count	%	Count	%	Count	%
Ownership type						
State or communal	2	7%	2	7%	2	7%
Private	28	93%	28	93%	28	93%
Number of employees						
Up to 10 employees	26	87%	27	90%	25	83%
11-100 employees	4	13%	3	10%	3	10%
More than 100 employees	0	0%	0	0%	2	7%
Type of economic activity						
Agriculture, hunting, forestry and fishing	0	0%	0	0%	1	3%
Mining and manufacturing, production and distribution of electricity, gas and water supply, construction	7	23%	8	27%	0	0%
Trade and repair, hotels and restaurants	11	37%	14	47%	19	63%
Transport and communication, financial intermediation, real estate and business activities	8	27%	4	13%	6	20%
Public administration, health care and social work	2	7%	2	7%	2	7%
Other services	2	7%	2	7%	2	7%

**Composition of the sample of PES specialists
by region and type of base employment centre**

Region	Count	Region	Count	Type of employment centre	Count
Crimean AR	2	Mykolayivska	1	Rayon	11
Vinnytska	1	Odeska	2	City-rayon	6
Volynska	1	Poltavska	1	City	14
Dnipropetrovska	2	Rivnenska	1	Rayon in city	3
Donetska	1	Sumska	1		
Zhytomyrska	2	Ternopilska	1		
Zakarpatska	1	Kharkivska	1		
Zaporizhska	2	Khersonska	1		
Ivano-Frankivska	2	Khmelnyska	1		
Kyivska	1	Cherkaska	1		
Kirovogradska	1	Chernivetska	1		
Luhanska	2	Chernihivska	1		
Lvivska	2	Sevastopol City	1		

Table A.6.

**Descriptive statistics of the sample of base employment centres
(quantitative information as of end of February, 2010)**

Indicators	Mean	Stand. deviation	Min	Max
Stock of registered jobseekers, total	1796,7	1446,2	33	5671
Stock of registered jobseekers, female	1026,2	834,6	15	3065
Share of women in the stock of				
registered jobseekers, total	56,2%	6,3%	42,2%	65,5%
registered jobseekers, rural area	56,8%	13,5%	38,9%	94,4%
registered jobseekers, 15-24 years	58,7%	11,4%	43,3%	100,0%
registered jobseekers, 25-35 years	59,4%	6,9%	48,1%	77,8%
registered jobseekers with complete higher education	56,4%	11,7%	20,0%	71,8%
registered jobseekers without formal professional education	52,8%	13,7%	25,0%	83,3%
registered jobseekers from vulnerable groups according to the Law on Employment	67,5%	13,8%	25,6%	97,7%
registered unemployed	56,9%	6,8%	42,2%	68,2%
benefit claimants	57,6%	7,4%	40,6%	68,8%
long-term unemployed (staying at the register 12 months or more)	63,1%	13,0%	32,6%	86,3%
Number of registered jobseekers per one vacancy	35,5	67,2	1	288