GENDER EQUALITY

International Labour Office

Gender Mainstreaming in the Public Employment Service in Ukraine

Trainer's Guide

Valli Corbanese

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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

Ukraine has made significant legislative progress in the promotion of gender equality. It has ratified a number of international agreements, adopted a *'Law on Ensuring Equal Rights and Opportunities for Women and Men'* and is implementing national and regional programmes to ensure gender equality. Nevertheless, women in Ukraine continue to suffer from multiple forms of discrimination. Gender inequality persists due to gaps in the enforcement of gender equality legislation. Discrimination in employment and gender stereotypes limit women's access to jobs with better working conditions, which in turn reinforce existing inequalities.

In response to a request for technical assistance from the Ukrainian Government, the European Union and the International Labour Office (ILO) launched the joint technical cooperation project *'Gender Equality in the World of Work'* in 2009. Its core objective has been to enable 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.

As the key state agency responsible for effectively matching labour supply and demand, the Public Employment Service of Ukraine (PES) can play a significant role in promoting gender equality in the labour market, especially if equal opportunity principles are embedded within its operations. The way in which the PES implements its core functions – making available labour market information and job-brokering, employment counselling and vocational guidance, and the administration of passive and active labour market policies – may become an important tool in promoting equal access to quality employment for women and men and in redressing existing inequalities.

This training package has been developed to support the trainers of the Public Employment Service of Ukraine to design and deliver training courses on gender mainstreaming. The trainers' guide includes examples, individual and group activities and other resources, including a glossary of gender mainstreaming terms, guidelines to support trainers in the design, implementation and validation of gender mainstreaming workshops, and other questionnaires and forms. The package also includes a guide for users, such as employment counsellors and staff members of local employment centres who interact with clients and are responsible for vocational guidance.

The training package was developed by Valli Corbanese, who relied on her experience working with the PES in a number of transition countries. The development of the package was initiated by Gianni Rosas, a former Senior Employment Specialist at the ILO Decent Work Technical Support Team and Country Office for Central and Eastern Europe in Budapest. The finalization of the package would not have been possible without the invaluable feedback of the counsellors and trainers of the Public Employment Service of Ukraine, who participated in a validation workshop held in Kyiv in February 2011, and the team of the EU-ILO project *Gender Equality in the World of Work*. The technical aspects of the package were coordinated by Verena Schmidt and Natalia Popova of the ILO Decent Work Technical Support Team and Country Office for Central and Eastern Europe in Budapest.

Mark Levin
Director
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How to use the trainer's guide

Objective	The main objective of this material is to offer a training tool that the trainers of the Public Employment Service (PES) can use to promote the mainstreaming of gender equality principles into the operation of the employment service. The training sessions are designed to help the staff of the PES use gender analysis and auditing tools to evaluate the employment services offered to men and women, aiming to identify and remedy gender equality gaps. The material also suggests how to apply gender equality principles to the daily operations of PES, as well as how to monitor the impact of the actions taken.
Trainers' profile	The training material is a reference tool for the PES officials responsible for training and retraining employment counsellors and staff interacting with unemployed clients and employers. The material is accompanied by a *User's Guide* that the staff of the PES can use during training workshops or for educational purposes.
Structure and content	The training material is organized around four sessions totalling approximately eight hours of training. The sessions provide trainers with advice on how to successfully implement the activities. Sessions can be split up, lengthened, shortened or skipped based on the specific needs of participants. For instance, if participants already have a fair grasp on key gender concepts, trainers may skip Session 1, focusing instead on the particular areas of the Service that need improvement. Activities can be combined according to the learning speed of the audience and the time available for conducting the workshop. Time management is necessary to avoid falling behind schedule and out of sequence, and allowing participants time to reflect on what they have learned. Exercises are presented as examples of activities the trainer can conduct, keeping in mind the relevant composition of the target group and the time and resources available. The proposed learning sequence starts with a review of basic sex, gender, and equality concepts. Participants then carry out a gender analysis and conduct an audit of the PES organization/department/work unit, plan actions to achieve gender equality outcomes for men and women, and monitor the performance of the actions implemented.

Learning strategy	Trainers should offer participants the opportunity to become involved, i.e. through group discussions, hands-on activities, question-and-answer sessions and problem-solving. Sufficient discussion and practice time should also be allocated for. Trainers will need to decide which instructional techniques they will use to effectively convey the subject matter. To help trainers in this task, Annex 1 offers a summary of the main training techniques that can be chosen from. For each session, the material identifies learning objectives, explains the activities and suggests their approximate delivery time. Before delivering the workshop, it is recommended that trainers: ■ read through the entirety of the material to get an understanding of the topics covered and the activities proposed; ■ dentify the sections and tools that need to be adapted to fit the local context and the specific needs of the audience; ■ develop a plan for each session, highlighting the objectives, content, activities and learning resources of each plan (a template is provided in Annex 3); ■ prepare the learning resources to be used and distributed to participants; and ■ prepare an end of workshop validation tool (a template is provided in Annex 4).
Activities	Trainers' notes on the topics and group exercise templates are presented throughout the Guide. Trainers should adapt all activities to the participants' needs and learning styles to the extent possible. At the beginning of each session the trainer should take time to discuss the learning objectives of the activities with participants, and each group activity should be concluded with a debriefing session where participants are given the opportunity to share their experiences and impressions.
Adaptation	The training material is meant to serve as a reference for the trainer. It highlights the main goals intended to be achieved, and suggests tips and examples to be relied upon in the workshop sessions. To complement the learning activities presented, the trainer should gather and systematize information on: ■ the national and local labour market (both survey-based and administrative data), disaggregated by sex and other available variables; ■ the key national standards on equality between men and women in employment; and ■ the procedures and practices of the PES organization/department/work unit whose staff will be trained.

SESSION 1

KEY CONCEPTS: SEX, GENDER AND EQUALITY

Learning objectives:	By the end of the session participants will be able to: ■ Identify and understand the basic concepts of gender mainstreaming and equality of opportunities for men and women in employment.
Delivery time:	120 minutes
Activities	✓ Match the gender numbers ✓ Is this discrimination?

Introduction	Part of the first session should be aimed at introducing participants to the overall objectives of the workshop, as well as identifying the specific participants' expectations and needs. This will allow the trainer to tailor the workshop content and learning activities to the particular group. To identify participants' expectations, the trainer may ask participants in a plenary session to indicate what their expectations are through participating in the workshop. The most significant expectations may be posted on the walls in the training room so that they remain visible at all times. Participants must also be informed of the learning sequence (number and content of sessions and their expected learning outcomes) and the workshop's learning strategy, which focuses on the learners and requires participants to "learn by doing". The first part of the session should familiarize participants with key gender concepts and definitions. The second part should explain the rationales underlying the mainstreaming of gender equality principles in the operations of the Public Employment Service (PES).
Basic concepts	The trainer should discuss the basic concepts and definitions regarding sex, gender and equality with participants that are summarized in Box 1.1.

Box 1.1. Key gender concepts and definitions

Sex is about biological differences. People are born male or female. The biological differences between men and women are universal and are generally difficult to change.
Unlike gender, sex differences are not affected by history or culture.

Gender refers to the social differences and relations between men and women which are learned, vary widely within and between cultures, and change over time. Gender is an important variable in society and is affected by other variables such as age, social class, race or ethnicity, disability, and by one's geographical, economic and political environment.

Gender mainstreaming in the world of work is a means of integrating equality concerns across the board into all policy objectives and all activities in order to promote equality of all workers, irrespective of sex. Main areas of concern are the following:

- promoting and realizing fundamental principles and rights at work to ensure that the principle of non-discrimination is fully applied de jure and de facto;
- creating greater opportunities for women and men to secure decent employment and income, thus achieving the goals of decent living standards, social and economic integration, personal fulfilment and social development.

Gender values and norms on masculinity and femininity in society refer to ideas that people have on what men and women should be like. For example, in many societies women should be good housewives, while men are expected to be leaders of the family and community.

Equal opportunity in the world of work means having an equal chance to apply for a particular job, to be employed, to own or run an enterprise, to attend educational or training courses, to be eligible to attain certain qualifications, and to be considered as a worker/eligible for promotion in all occupations or positions, including those dominated by one sex or the other.

Gender equality, or **equality between men and women**, refers to the enjoyment of equal rights, opportunities and treatment by men and women of all ages in all spheres of life and work. It implies that all human beings are free to develop their personal abilities and make choices without the limitations set by stereotypes and prejudices about gender roles or the characteristics of men and women. It means that the different behaviour, aspirations and needs of women and men are considered, valued and favoured equally.

Gender roles refer to the activities that men and women actually do. Gender roles can be flexible or rigid. They vary according to the individual characteristics of people and change over time. For example, in many countries the roles of men and women are segregated by sex, with men working outside the household and women responsible for household and care duties. In other countries the roles of men and women are increasingly interchangeable with men sharing household and care work and more women engaged in the open labour market.

Gender stereotypes are the ideas that people have on what men and women are capable of doing, for example that women are better housekeepers and men are better leaders. While stereotypes may sometimes be true, they are often proven false.

Gender equity is about equality of outcomes and results. It is a means to ensure that women and men have an equal chance not only at the starting point but also when they reach the finish line. It is about **the fair and just treatment of both sexes**, taking into account the different needs and interests of men and women, cultural barriers and the past discrimination of specific groups.

Promoting gender equality and decent work means:

- Equal opportunity and treatment for men and women in employment and occupation, and fair and just outcomes for both sexes;
- The same human and workers' rights for men and women;
- Equal value and fair distribution between women and men of responsibilities and opportunities, paid and unpaid work, decision-making, and income.

Source: *International Labour Office (ILO), Gender mainstreaming strategies in decent work promotion: Programming tools, ILO, Geneva, 2010; ILO, ABC of women's workers rights and gender equality, ILO Geneva 2007.*

Activity 1.1. Match the gender numbers (ice-breaker)	This preliminary discussion can be transformed into an "ice-breaker" activity by asking participants to match gender terms with their correct definitions. This activity can either be done in a plenary session or in small groups. If the trainer organizes the ice-breaker in a plenary session, the trainer should write the summary definitions of key gender terms to be discussed with participants on a flipchart. The gender terms should be written on coloured cards (numbered in the back to facilitate matching). The trainer then reads aloud the definitions and asks participants to match terms with their definitions, as shown in the picture below. To shorten the exercise, play two to three matching rounds and ask participants to complete their work during a session break.

Activity 1.1. Match the gender numbers (ice-breaker) for a plenary session

1. Gender	**1**	Refers to the social differences and relations between men and women, which are learned, vary widely within and between cultures, and change over time.
		....
8. Gender equity	**8**	Is about equality of outcomes and results. It is a means to ensure that women and men, have an equal chance not only at the starting point but also when reaching the finishing line.

	Alternatively, the trainer can divide participants into teams of two or three persons. The teams then match the terms with their definitions in the handout provided below. To shorten the activity, the trainer may use only three or four of the terms listed. The trainer should make sure that participants understand the difference between "gender equality" and "gender equity". Whereas the first refers to the enjoyment of equal rights, opportunities and treatment by men and women, gender equity is a means to ensure that women and men achieve equality of outcomes and results.

Activity 1.1. Match the gender numbers (ice-breaker) for groups

Key gender concepts and definitions			
		1	Refers to the social differences and relations between men and women that are learned, vary widely within and between cultures, and change over time.
		2	Is about biological differences, which are universal and, generally, difficult to change.
		3	Refers to the activities that two sexes actually do. They can be flexible or rigid and they vary according to individual characteristics of people and change over time.
		4	Different ideas and expectations about the characteristics, abilities and behaviour of women and men.
		5	Ideas that people have on what men and women are capable of doing, for example that women are better housekeepers and men are better leaders.
		6	Ideas that people have on what men and women should be like, for example that women should be good housewives and men should be leaders of their family and community.
		7	Refers to the enjoyment of equal rights, opportunities and treatment by men and women of all ages in all spheres of life and work.
		8	This is about equality of outcomes and results. It is a means to ensure that women and men have equal chances not only at the starting point, but also at the finish line.
		9	This exists when unequal treatment stems directly from laws, rules or practices making an explicit differentiation between persons of different sexes.
		10	Rules and practices which appear neutral, but that in practice lead to disadvantages primarily suffered by persons of one sex, race, colour or other characteristics.
		11	Special temporary measures to redress the effects of past or continuing discrimination with a view to establish equality of opportunity and treatment in practice.

		12	Research examining similarities, differences and relations between women and men.
		13	Means of integrating equality concerns across the board into all policy objectives and all activities in order to promote equality of all workers, irrespective of sex.
		14	Describes measures and actions that neither recognize nor ignore possible differences between the position, needs, constraints, opportunities and interests of women and men.
		15	Refers to measures and actions that address the different situations, roles, needs and interests of women and men.
		16	This is the difference in any area between women and men in terms of their levels of participation, access to resources, rights, power and influence, remuneration and benefits.

Answers: 1) Gender, 2) Sex, 3) Gender roles, 4) Femininity and masculinity, 5) Gender stereotypes, 6) Gender values and norms, 7) Gender equality, 8) Gender equity, 9) Direct discrimination, 10) Indirect discrimination, 11) Affirmative or positive action, 12) Gender analysis, 13) Gender mainstreaming, 14) Gender blind, 15) Gender-sensitive, 16) Gender gap.

	If the workshop is addressing a group of participants with little to no prior knowledge on gender equality, the trainer may wish to expand the introductory part of the session to include the following: ■ An overview of the development of gender equality concepts (from a woman-focused to a gender-focused approach); ■ Rationales for addressing gender equality in employment; ■ International standards on gender equality. There are a number of publications and tools that can help the trainer develop this introduction, a selection of which can be found in the "Selected readings" part of the Guide. The trainer should also research publications on gender equality in the national language (usually published by the national authorities responsible for labour and employment and the equality of opportunities, international organizations, and trade unions or civil society organizations promoting the equality of opportunities), borrowing their relevant parts and distributing them to participants.

	An example of training notes is provided below *(Handout 1.1. Training notes on gender equality)*. Once adapted, these notes can serve as a useful reminder for participants and complement the gender concepts and definitions listed in Box 1.1. The trainer should also offer participants a glossary of selected terms on gender equality in employment. Such a glossary can be developed based on the International Labour Office's publication, *The ABCs of women workers' rights and gender equality* (2007). An example of this is presented in Annex 2.

Handout 1.1 – Training notes on gender equality

	Woman-focused	Gender-focused
The focus	Women	Relations between women and men
The problem	The exclusion of women	Unequal relations that prevent equitable development and the full participation of women and men
The goal	More efficient, effective development	Equitable development, with women and men sharing decision-making power, opportunities and resources
The solution	Integrate women into existing structures	Transform unequal relations and structures, and empower the disadvantaged and women
The strategies	Women-only projects. Increase women's productivity, income and ability to manage the household	Identify and address the practical and strategic needs determined by women and men to improve their conditions

Woman-focused vs. gender-focused approaches (European Commission, Directorate-General for Employment, Social Affairs and Equal Opportunities, EQUAL Guide on Gender Mainstreaming, 2005).

Handout 1.1 – Rationale for addressing gender inequality in employment

Gender equality is a fundamental human right. At the same time it also makes good economic sense because it means using the country's human capital more efficiently. There is mounting evidence that equitable employment policies have a strong relationship with economic efficiency. The separation of economic and social policies has had many negative effects, with women's issues often relegated to under-resourced social policy. The implicit assumption is that women are not dynamic economic agents, but rather passive recipients in need of assistance.

Empirical evidence has proven that gender equality is not only an end in itself, but also a means of achieving wider developmental goals, ranging from poverty reduction, increased productivity and aggregate output, reduced fertility and lower infant mortality. All these factors contribute to economic growth. Conversely, gender inequality can be a significant drag on economic growth, and countries with the highest levels of inequality are often those with the lowest levels of per capita income. Despite minor progress having been made over the last few decades, gender equality in employment remains an elusive goal.

Women face a double burden of paid work (e.g. remunerated work outside the household) **and reproductive work** (care and household duties). Unpaid work in the household is not recognized as being of economic value and is usually not included in the national accounts.

Women make up a large proportion of workers in the informal economy where decent work deficits are the most serious. Within the informal economy, women tend to be concentrated at the lower end, as domestic workers and contributing family workers in agriculture). Evidence from many countries demonstrates that women working in the informal economy are major contributors to their families' incomes.

Labour force participation rates of women have grown over the last few decades, but they still **remain below that of men. Women often experience higher rates of unemployment** even when they are better educated. Unemployment rates hide large numbers of women who may be discouraged workers or who are taking a break from the labour market to rear children.

Serious wage and income differentials exist between men and women. This is one of the most persistent forms of discrimination. Wage gaps are not only characteristic of low-skilled occupations but can be found in high-skilled jobs as well (for example, in accounting and computer programming). Women's lower educational qualifications and intermittent labour market participation are not the only reasons for the gender wage gap. Other factors, such as occupational segregation, job classification systems, biased pay structures and weak collective bargaining are important contributors to unequal pay.

Occupational segregation and fragmentation is common in labour markets around the world. Approximately half of all workers in the world are in occupations where at least 80 per cent of the workers are of the same sex. This has significant costs, creating rigidities in the labour market, higher male-female wage gaps, the underutilization of women's labour and lower levels of output and future growth rates. At the higher end, there are fewer women than men in management positions, and women are less likely to be involved in science and technology.

Women are migrating in greater numbers. Faced with few opportunities in their home labour markets, increasing numbers of women are searching for better opportunities abroad. While both men and women may face vulnerability in the migration process, women tend to be concentrated in the "3D" jobs: those that are dirty, difficult and dangerous.

Women often face greater barriers to starting a business because of their limited access to entrepreneurship training and capital, and a lack of mentoring and network support. Women's businesses are often smaller than men's. Market saturation and low productivity make for high failure rates among women's micro-enterprises, particularly in enterprises that exclusively use women's traditional skills such as cooking, sewing and hairdressing.

Increased 'flexibility' in the labour market may have a negative impact on women in particular. Women are often concentrated in part-time, temporary and casual work. While this may offer advantages by allowing them to combine work with family responsibilities, it also may leave women without the benefits and protection of permanent work status.

Women often have less access to social security (especially pensions) due to the breaks they take from the labour market for child-rearing.

Age discrimination. Young women are amongst the most vulnerable to unemployment and labour market discrimination and older women to poverty due to inadequate pensions and breaks in their employment history.

Handout 1.1 – Rationale for addressing gender inequality in employment (continued)

Enhancing women's economic capabilities has major economic benefits in terms of productivity, labour supply and human capital allocation, enhancing the tax base and economic growth. Some effects are direct, while others are perceivable in the long term. For instance:

- ✓ The industrialization of many emerging nations has often been female-led as well as export-led. Many East Asian economies, for example, have been able to compete in the world market by relying on the female labour force in export industries. This accounts for a significant share of their high growth rates.

- ✓ Reducing women's non-market work enhances their ability to earn a remunerative income. Studies show that when efforts are made to lessen gender constraints in the household, this results in household income increases by ten per cent, increases in labour productivity by 15 per cent and in capital productivity by as much as 44 per cent.

- ✓ Women's household work is invisible and under-valued. Nonetheless, it is a vital economic resource. Estimates of women's reproductive labour suggest that it accounts for about one third of world economic production. In developing countries, when unpaid agricultural work and housework are considered along with wage labour, women's work hours are estimated to exceed those of men by 30 per cent. A key tool for capturing such information is the Time-Use Survey, which is increasingly being used by a number of countries to design more equitable policies.

- ✓ Women make a significant contribution to the Gross Domestic Product (GDP) through the informal economy. In West Africa, the Caribbean and Asia, between 70-90 per cent of all farm and marine produce is traded by women. Street and market stands are estimated to generate around 30 per cent of all urban wealth. Some estimates suggest that the informal economy contributes around 41 per cent of non-agricultural GDP in certain regions of the world.

- ✓ Eliminating discrimination would increase national income. One study estimated that ending gender inequality in the labour market could increase women's wages by 50 per cent and increase national output by 5 per cent.

- ✓ Migrant remittances are becoming the largest source of foreign revenue for emerging countries, with female migrants playing a major role in contributing to their country's development. Additionally, female migrants have a positive effect on the labour market in destination countries and contribute towards economic growth by enabling other women to seek productive and remunerative employment outside the home.

- ✓ Research on economic growth and education shows that failing to invest in education can lower GDP. All other things being equal, countries in which the ratio of female to male enrolment in primary and secondary schools is less than 75 per cent can expect levels of GDP that are roughly 25 per cent lower than countries with lower gender disparity in education.

Source: *Adapted from: ILO, Guidelines on Gender in Employment Policies, ILO Geneva 2009.*

Direct and indirect discrimination	Discrimination – especially in its indirect forms – is one of the most difficult areas to address when addressing equality of opportunities. Discrimination is any (direct or indirect) distinction, exclusion or preference based on age, race, sex, religion, political opinion, national extraction and other grounds that nullifies or impairs equality of opportunity or treatment in employment or occupation.[1]

[1] ILO Discrimination (Employment and Occupation) Convention, No 111 (1958). In many countries, discrimination in employment is also prohibited on other grounds, such as age, migrant or marital status, maternity or family responsibilities, sexual orientation, disability or carrying infectious disease.

Direct and indirect discrimination	Direct discrimination exists when the unequal treatment stems directly from laws, rules or practices that explicitly differentiate between workers based on the aforementioned grounds. For example, a job advertisement that reads: *"Seeking strong young men, preferably less than 25 years of age, to work in the warehousing department of a furniture business"* constitutes direct discrimination on the basis of sex and age. Indirect discrimination is those rules and practices which appear neutral but that in reality lead to disadvantage, primarily affecting persons of one sex, race, colour or other characteristic. For instance, instituting job requirements or pay criteria that appear neutral but are irrelevant to the requirements of the job (such as minimum height or weight requirements for an office manager) and in practice exclude a large percentage of female or male applicants, or persons of a certain race, constitutes indirect discrimination. Giving different treatment to specific groups of people is allowed if the objective is: ■ to protect certain groups of workers on special grounds, i.e. prohibiting persons less than 18 years of age from working in hazardous occupations, or ■ to promote equality by affirmative or positive action. This includes special temporary measures intended to redress the effects of past or continuing discrimination with a view to establishing equality of opportunity and treatment in practice.
Activity 1.2. Is this discrimination?	Participants should be given an opportunity to think about what they already know about discrimination. This can be done by asking them (in pairs) to review the examples listed in Activity 1.2 below and decide whether the particular situations give rise to discrimination. If they do, they should consider what the likely outcome of such discrimination could be. Before beginning the activity, the trainer needs to summarize, on coloured cards (Equality flash cards), the key standards that are in force in the country on discrimination, equality of opportunities for men and women and equal pay for work of equal value, as shown in the picture below.

Example of an Equality Flash Card

Women and men shall be guaranteed equal rights and opportunities in job placement and employment, promotion, advancement in professional qualifications, and retraining.

	The examples provided below can be adapted to comport with real decisions taken by national courts or equal opportunity commissions, or with real life situations experienced by the trainer in his or her work with the employment service.

Activity 1.2. Is this discrimination?

- **Peter's story:**

Peter, who just graduated from the Art and Design Institute, registered with four of his friends (all young women who graduated with him) at the employment office in hopes of securing an internship to gain work experience. When he registered, however, only two internship positions for designers were being offered, and they both were with a company producing women's lingerie. An employment office counsellor arranged for the female applicants to interview with the lingerie company, offering Peter an interview for an internship in car sales instead.

→ *Ground of discrimination: Sex/gender*

The employment office discriminated against Peter on the basis of sex. The fact that all four of Peter's fellow graduates got an interview with the lingerie company and he did not (other things being equal) may indicate that the counsellor considered an internship with such a company unsuitable for a man.

- **Sonja's story:**

Sonja worked as a painter for a property developer for four months. When she lost her job because the company moved its place of business to another town, she registered with the local employment bureau. When a full-time position with another property development company opened up, the employment bureau did not short-list her for an interview. When she asked for an explanation, the employment office told her that the company manager specifically asked for a man because of the physically demanding nature of the job.

→ *Ground of discrimination: Sex/gender*

The employment bureau discriminated against Sonja on the basis of sex. If Sonja lodged a complaint she would probably win because the office bureau failed to short-list her although she could do the job as demonstrated by her prior employment history, and because it complied with a discriminatory request of an employer.

- **Alexandra's story:**

Alexandra applied for a client service position with the regional employment office. During the job interview she was assured that she would be recruited because she was a single parent with two children below five years of age and the employment office had to comply with a 5% recruitment quota for single parents with family responsibilities. During the interview, Alexandra asked for flexible working time in order to attend to her children, namely to leave work one hour early two days a week. The director of human resources of the employment office replied that this would not be a problem, but that she should change her application from full-time to part-time. After three weeks, Alexandra learnt that she had not been recruited, while one of her friends, also with two children to support, was recruited full-time.

→ *Ground of discrimination: Sex/gender; family responsibilities*

Since it was the employer that suggested that Alexandra apply for a part-time position due to her family responsibilities, she may have been discriminated against on this ground. However, if the employment office can prove that the job requires full-time work and no part-time work was possible, there is no discrimination. The fact that a manager of the employment office told Alexandra that part-time work was an option makes it a suspect incident of discrimination.

Gender mainstreaming strategies	Gender mainstreaming strategies aim to provide equal rights, opportunities and treatment to men and women as beneficiaries, participants and decision-makers by relying on the following techniques: ■ Integrating gender equality, and women's and men's priorities and needs, systematically and explicitly in all policies, programmes, institutional mechanisms and budgets; ■ Designing and implementing gender-specific measures to redress the effects of past or continuing discrimination through the empowerment of one or the other sex; ■ Addressing both practical and strategic gender needs, recognizing that the differing roles of men and women in the family and workplace give rise to different needs.

Gender mainstreaming strategies	There are two steps that need to be taken to bring gender issues into the mainstream and to redress imbalances. The first step is to carry out a gender analysis. A gender analysis includes: ■ collecting data disaggregated by sex, ■ analyzing such data to identify trends, patterns and inequalities, ■ identifying the division of labour, and access to resources and benefits, ■ reviewing women's and men's needs, constraints and opportunities, ■ identifying challenges and opportunities in the larger environment, and opportunities, ■ reviewing the capacities of organizations to promote gender equality. The second step is to plan a gender quality action. This can include: ■ ensuring equal participation and equal distribution of resources to men and women; ■ implementing gender-specific measures if inequalities need to be redressed (one warning sign that gender inequalities are present is the existence of sectors, industries or occupations where women/men are virtually absent); ■ starting a process of change in organizational procedure and process; ■ carrying out a gender audit.

Gender mainstreaming in the PES	The modern public employment service (PES) plays three key roles in the labour market: it i) increases the efficiency of the functioning of the labour market, ii) is a means of promoting equity in access to the labour market and protecting the position of those who might otherwise be disadvantaged, and iii) serves to mitigate the negative impact of structural adjustments on labour demand. As such, the PES can play a key role in promoting gender equality in the labour market, especially if equal opportunity principles are embedded within its operations. The way in which the PES implements its core functions – sharing labour market information and job-brokering (mediation); employment counselling and vocational guidance; the administration of active labour market policies – may become an important tool in achieving equality between men and women.

SESSION 2

GENDER ANALYSIS AND AUDIT

Learning objectives: By the end of the session participants will be able to:

- Carry out a gender analysis of national or regional labour market data to identify gender gaps and challenges;
- Design and use a matrix to gender audit PES departments/work units;
- Develop a reliable baseline for planning action.

Delivery time: 240 minutes

Activities:

✓ Spotting inequalities: Labour market data and trends
✓ Building a matrix for gender auditing
✓ Brainstorming core PES functions

Introduction

This session aims to familiarize participants with two key tools used in gender mainstreaming strategies: gender analysis and audit.

Gender analysis includes the collection of data disaggregated by sex and within the same sex, as well as the analysis of trends, patterns and inequalities. Gender audit is the process that examines the extent to which equality is being institutionalized. It helps identify challenges in technical work, and points to effective and efficient ways of moving forward in mainstreaming gender. The ILO has developed an instrument, the Participatory Gender Audit (PGA) methodology, which offers a comprehensive approach to gender auditing.

The learning process that follows is essential to the gender mainstreaming training PES managers and staff. PES officials can implement gender mainstreaming approaches in their daily work, thereby contributing to the achievement of the organization's gender equality objectives, only when they recognize that: 1) there are differences in the outcomes for men and women in the PES's work, and that 2) there are more effective ways to mainstream gender.

Gender analysis	The trainer should make clear that analyzing how men and women perform in a specific labour market is essential to identifying the equality challenges that need to be addressed. This exercise is particularly important when to the PES is planning to introduce a gender equality strategy in their operations, for the problems that men and women face in the labour market cannot be addressed entirely within the mandate and organizational structure of an employment service. This exercise requires an analysis of the data that the PES generates through its core functions (registration of individual jobseekers and employers, job placements, administration of active labour market policies), as well as survey-based data on labour supply and demand. Solely relying on administrative figures, in fact, may lead to the under- or overestimation of certain problems and, as a consequence, to the design of actions that have a limited impact on improving equality across the board. The more information the PES has on the functioning of the labour market and the underlying causes that affect the employment performance of different groups of the population, the better it can target employment services and programmes to deliver on the objectives of the national employment strategy.[2]
Activity 2.1. Spotting inequalities: labour market data and trends	Activity 2.1 (Spotting inequalities: labour market data and trends) offers an example of how the analysis of labour market data may inform the PES's actions. Participants, divided in small groups, are given 20 minutes to reach gender-related conclusions based on the figures of the Ukrainian labour market and to identify the cause/effect relationship stemming from the information available.[3] The objective is to show participants how to analyse administrative and survey-based information in a gender-sensitive manner. This exercise will also allow participants to brainstorm on the likely causes of a particular labour market situation in their own country or region (as seen in registration data). At the start of this activity, the trainer should inform participants that the results of this exercise will be used later on to identify gaps and challenges and to set a baseline against which to measure progress.

[2] The national employment policy document generally contains a detailed analysis of the labour market situation. This can be used to benchmark the data of the employment service.

[3] The examples for Ukraine are extracted from O. Kupets, *Gender mainstreaming in the Ukrainian labour market and the role of the Public Employment Service*, October 2010.

Activity 2.1. Spotting inequalities: labour market data and trends

Table 2.1: Ukraine, Key figures 2001-2008

		Ukraine	
		2001	**2008**
Demography	**GDP growth (annual %)**	9.2	2.1
	Population	48,683,864	46,258,200
	Female (percentage)	53.7	53.8
	Population ages 0-14 (% of total)	16.8	13.9
	Population ages 15-64 (% of total)	68.8	70.1
	Population ages 65+ (% of total)	14.3	15.9
	Life expectancy at birth (years)	68.2	68.2
	Male	62.7	62.5
	Female	74.0	74.2
	Youth literacy rate (% of 15-24)	99.8	99.8
	Male	99.7	99.7
	Female	99.8	99.8
Labour market	**Activity rate**	57.1	58
	Male	64	65.5
	Female	51.4	51.8
	Unemployment rate	10.8	6.4
	Male	11	6.7
	Female	10.8	6.0
	Long term unemployment incidence**	58.4	24.0
	Male	...	...
	Female	....	...

Labour market	**Employment-to-population ratio**	49.9	53.5
	Male	56.4	60
	Female	44.7	48.2
	Vulnerable employment ****	9.7	18.3
	Male	9.1	16.9
	Female	10.3	19.8
	Informal employment *	....	....
	Male	...	52.7
	Female	...	47.3
Education	**Net primary enrolment rates**	....	89.3
	Male	...	89.1
	Female	...	89.5
	Net secondary enrolment rates	90.9	84.4
	Male	90.0	84.4
	Female	91.8	84.8
	Gross tertiary enrolment rates	52.3	79.4
	Male	48.3	70.8
	Female	56.5	88.4
	Registered unemployment	....	625,000
	Male (% on total)	....	...
	Female (% on total)	....	....
	Registered long term unemployment		
	Male (% on total)		
	Female (% on total)		
	Percentage receiving UB		
	Male (% on total)		
	Female (% on total)		

Source: *World Bank Country data, downloadable at http://data.worldbank.org/country*

* O. Kupets, Gender mainstreaming in the Ukrainian labour market and the role of the Public Employment Service, October 2010 (unpublished). ** ETF, Ukraine Country Report, ETF Turin 2009.

Questions to guide the discussion:

1. Which conclusions can be drawn from the demographic data?

The demographic figures indicate that women exceed men in the population count. The youth cohort is shrinking, while the working-age population is increasing (meaning that the prior youth boom is being absorbed). The share of elderly people in the population is increasing, and this, combined with the decreasing share of children, means that Ukraine will soon have to face the problems characteristic of an "ageing population". Life expectancy is well below the average of the European Union, which is 82 years for women and 75.8 for men.[4] Because women live longer than men in Ukraine (like in the EU) but retire earlier (at 55 years of age), the social security and protection system may be put into jeopardy (with more disbursements required for the elderly and less income available from the shrinking working population). This may also bring about a feminization of poverty among the elderly.

2. What do the education figures tell us?

Ukraine has high youth literacy rates, with young men and women on the same footing when they enrol in primary education. Primary and secondary enrolment rates are likewise approximately the same for men and women. However, young women enrol in higher education at a higher rate than young men. Higher education for women does not automatically translate into better labour market performance, though; the activity and employment rates for women are still lower than for men, and the share of women in vulnerable employment is higher than the share of men.

3. Is there a gender gap?

Despite a higher proportion of women in the population, women's inactivity rates are higher than men and their employment rates are substantially lower. Vulnerable employment, characterizing the work environment of own account workers and contributing family members, is more commonly engaged in by women than by men. This may indicate that women are more likely to become own account workers or to work as contributing family members, although figures disaggregated by economic sector would be needed to clearly identify the cause of this difference. An additional set of data worth analyzing for gender equality purposes is the inactivity rate, disaggregated by sex and reason of inactivity. Oftentimes these figures reveal that women are more likely to be inactive because they are at school or are engaged in care or household duties, while men are more likely to be inactive due to disability or discouragement (e.g. they stopped searching for a job because they lost hope of finding one, even though they are available or willing to work).

4. Does the administrative data (registered unemployment figures of the PES) differ from the survey-based data?

The unemployment levels differ substantially between the survey-based data and the administrative data. The Labour Force Survey estimates that 1,4 million individuals were unemployed in 2008, while the PES recorded only 625,000 (less than half). This may indicate that registering with the PES is not an attractive option for finding work. Though not reported in the table, the share of women in the unemployment registry is higher than that of men, despite the fact that they have slightly lower unemployment rates. This may be because men register less, as they can more easily find employment than women (especially in the informal economy, since over half of male employment is informal).

[4] EU statistics can be downloaded at http://epp.eurostat.ec.europa.eu/portal/page/portal/eurostat/home/.

	Table 2.2 below provides additional information on the Ukrainian labour market that the trainer can use to help participants grasp the national employment figures.

Table: 2.2. Additional information on the cause/effect relationship of labour market data (Ukraine, ca 2008)

Labour market data (effect)	Cause
From 2001 to 2008, the activity rates for men increased from 64% to 65.5%, whereas for women they increased only by 0.4 percentage points (from 51.4% to 51.8%).	■ Economic growth has raised men's wages, thus increasing household income. This has led some married women to abandon the labour market. ■ A lack of public childcare facilities makes it difficult for workers with family responsibilities to engage in the labour market. Since childcare duties fall predominantly on women, this has impacted their activity rates.
Women are more engaged than men in own-account work (52.9 % in 2008), while men prevail in wage employment (52.5%).	■ A disaggregation of self-employment by economic sector is necessary to correctly interpret this data. It may be that self-employed women are concentrated in female-dominated sectors (like personal services or handicrafts). If this is the case, self-employment for women may be interpreted as a survival strategy, meaning that many women, faced with no possibilities in wage employment, revert to own account work to gain income. This data seems to be confirmed by the sharp increase in vulnerable employment.
There is a gender wage gap (women's wage are on average 77.2% of men's).	■ There are a number of possible explanations for the gender wage gap. Women may have lower levels of educational attainment, which has an effect on wages (although this is not the case in Ukraine). Women often are employed in occupations and economic sectors where the level of wages is lower compared to male-dominated jobs and economic sectors. A disaggregation of employment by occupation and economic sector for men and women can help detect the reason of gender wage gaps.
More women than men register as unemployed with the PES even though the unemployment rate of men, especially younger men, is higher than that of women.	■ This may be due to the type of benefits women and men receive when they register with the PES. For instance, if women are less likely to work in the informal economy compared to men, they will also be more likely to be entitled to unemployment benefits. As the PES registration is the first step to claiming unemployment benefits, this may partly explain the different registration rates.

	Annex 5 *(Selected key labour market indicators)* provides the most common labour market indicators (definitions and examples) that the trainer may use to help participants better understand employment figures. At the end of the group activity, the trainer may wish to mention that the available labour market information should be analysed not only comparing the two sexes, but also within the same sex group and correlated to other variables. Oftentimes more favourable figures for one of the sexes may hide other negative features. For instance, the Ukrainian labour market indicators show that there is strong correlation between educational attainment and employment, e.g. the better educated a person is, the more likely they are to be employed. The fact that women tend to be more educated than men, may lead, at the aggregate level, to better employment rates for women as compared to men. However, the higher employment rate of highly educated women and men may hide an education/ occupation mismatch. A simple method to measure mismatch uses levels of educational attainment and one-digit occupational classifications applied to one's primary job. A mismatch occurs when the educational attainment of the worker is higher than the educational level required by the job. The measurement of mismatch is represented schematically in Table 2.3, where the grey areas represent mismatch. The comparison of the matrices for men and women, respectively, may indicate whether women (or men) are more likely to experience mismatch.

Table 2.3. Education and occupation mismatch as a function of ISCO and ISCED

ISCO-08 Major Groups		**ISCED-97 Educational attainment**			
		0 1	2 3 4	5	6
		ISCO-08 Skill level			
		1st	2nd	3rd	4th
1	Managers				
2	Professionals				
3	Technicians and associate professionals				
4	Clerical support workers				
5	Service and sales workers				
6	Skilled agricultural, forestry, fishery workers			**Mismatch**	
7	Craft and related trades workers				
8	Plant and machine operators and assemblers				
9	Elementary occupations				
0	Armed forces occupations				

Participatory Gender Audit (PGA)	Once participants have a clearer picture of the overall position of men and women in the labour market, it is necessary to take a closer look at how the PES is performing in terms of gender equality and mainstreaming. A useful tool to appraise the effectiveness of an organization in gender mainstreaming is "auditing". The ILO Participatory Gender Audit (PGA) is a self-assessment methodology that takes into account objective data and staff perceptions on the achievement of gender equality in order to better understand concrete as well as unsubstantiated facts and interpretations. The PGA: ■ examines whether internal practices and related support systems for gender mainstreaming are effective and whether or not they are being followed; ■ sets up the initial baseline on gender mainstreaming in an organization to benchmark progress in promoting gender equality; ■ identifies critical gaps and challenges in incorporating gender issues and presents ways to address them (plan of action); ■ monitors the progress made in gender mainstreaming and recommends revisions as needed; ■ provides information on how, and to what extent, gender issues are internalized and acted upon by the staff. The overall aim of a gender audit is to convey to participants how to implement gender mainstreaming (more) effectively in policies, programmes and structures, and to assess the extent to which policies have been institutionalized at the organizational, work unit and individual levels.[5] The approach ensures that participants learn how to critically assess their attitudes and practices, and develop ideas on how to improve their performance on gender equality. The main outcome of the audit is generally an action plan intended to address the gaps and challenges identified and to promote effective gender mainstreaming (see Session 3). The PGA process is comprised of three main steps: ■ First, a desk review is carried out of key policy documents, major publications, and programming, budget, monitoring and evaluation processes on the basis of predetermined indicators. ■ Second, individual interviews are conducted with selected staff (managers, members of technical and support staff), clients and partners. These interviews provide a wealth of information by highlighting areas of achievement on gender equality and areas still requiring improvement. ■ Third, participatory workshops are organized that target identified work entities or bodies responsible for crosscutting issues. These workshops aim to assess the level of knowledge and practice on gender mainstreaming that exists in these entities. Implementation challenges and positive experiences are also discussed.

[5] ILO, *A manual for gender audit facilitators: The ILO participatory gender audit methodology*, Geneva, 2007. This manual offers a step by step guide on how to carry out gender audits, which can be used by any organization. Available at http://www.ilo.org/global/publications/ilo-bookstore/order-online/books/WCMS_093425/lang--en/index.htm.

Desk review	A PGA starts with a desk review to gather quantitative and qualitative information on the work of the organization/department/work unit that will be later used to develop a baseline. The information collected is then complemented and verified through semi-structured interviews with key staff members of the PES. It is suggested that the following documents be included in the desk review: **Administrative resources** ■ Staff lists, including managers, technical specialists and support staff, divided by categories and summarizing their main areas of responsibility; ■ Rules and regulations specific to the work unit, including personnel policy and procedures; ■ Key reports of the section/department and the relevant budgetary documentation. **Technical/substantive work issues** ■ Key documents and procedures of the organization/department/work unit; ■ Reports of major meetings and training activities; ■ Training materials in current use; ■ Other relevant documents specific to the work unit. **Information/promotion** ■ An overview document of the work undertaken by the organization/department/unit, if available; ■ Public relations materials, brochures, posters, leaflets, publications with photographs, graphics and so on; ■ Intranet and Internet web site links; ■ Electronic and print newsletters.

Box 2.1. Tips on how to screen key documents for a gender audit

- Select the documents that are most significant for, and have a direct bearing on, the organization/unit's work;
- Review documents that do not deal specifically with gender equality or mainstreaming, as these can yield useful information about the ways in which gender issues are integrated into the work in general. Documents that deal with gender only implicitly or marginally, or which leave it out completely, can be very telling as to where changes are needed;
- The gender sensitivity of the documents should be carefully reviewed. This is determined not just by the information provided by the documents, but also by their perspective, style and tone;
- Verify whether images, photographs and drawings communicate messages that promote gender equality, or conversely perpetuate stereotypical roles, for example portraying men in powerful positions or women as caregivers;
- Is the language relied upon gender-sensitive or gender-blind? For example, is the term "work hours" used instead of "man-hours", or is "chairperson" used instead of "chairman"?;
- Are data and information disaggregated by sex?

Activity 2.2 Developing a matrix for gender auditing

As the amount of information screened for a gender audit of the PES can be very large, the trainer can introduce the PGA workshop methodology or a modified group activity. This can help participants develop a matrix to systematize the core data necessary to assess the performance of the organization/work unit in gender mainstreaming.

The activity requires participants to complete a matrix and give examples of the type of information they would consider essential to the review. The trainer should group participants by the function they perform in the PES (i.e. registration, job mediation, services to employers, administration of active labour market programmes). This will allow each group to 1) select, for each function of the PES, the core tasks to be screened (familiarity with the tasks speeds up the review), and 2) carry out the desk review and the verification of information through interviews with key staff members (e.g. the members of their group). Alternatively, the trainer may assign participants performing different functions to the same group to get a fresh perspective (e.g. vocational guidance counsellors reviewing job mediation tasks and vice versa).

Once the sections of the matrix have been compiled for each PES function, the results should be discussed in a plenary session.

Activity 2.2 – Matrix to record information for the gender audit

1	2	3	4	5	6	7	8
Function/ tasks	**Procedures**	**Practice**	**Information material**	**Clients**	**Overall classification**	**Gaps/challenge**	**Baseline**
1. Registration							
Registration desk	Number of staff; Rules for recording data; Procedures for informing clients on entitlements.	■ Each office has 2-3 registrars. ■ They inform clients on how to fill in questionnaires, but have limited time to help those who cannot cope. ■ Only essential information is recorded (name, sex, age, education, prior experience and occupation). ■ Information on entitlements is provided through leaflets and print out documents.	Cover graphics show male-dominated jobs.	☐ Mostly men ☑ Mostly women ☐ Both sexes	☑ Gender-blind ☐ Men-specific ☐ Women-specific ☐ Mainstreaming	■ Not enough staff to help in the filling of the questionnaire; ■ Staff not trained in gender mainstreaming; ■ Long waiting time for registration; ■ Information material is gender-blind at best	
Registration of personal data of the unemployed	Questionnaire for the unemployed		Questionnaire worded in the male declination; No space to record skills acquired in informal settings.				
Registration of vacancies notified by employers	Forms to notify vacancies						
	2	3	4	5	6	7	8
Function/ tasks	**Procedures**	**Practice**	**Information material**	**Clients**	**Overall classification**	**Gaps/challenge**	**Baseline**
2. Counselling							
				☐ Mostly men ☐ Mostly women ☐ Both sexes	☐ Gender-blind ☐ Men-specific ☐ Women-specific ☐ Mainstreaming		
3. Vocational counselling							
				☐ Mostly men ☐ Mostly women ☐ Both sexes	☐ Gender-blind ☐ Men-specific ☐ Women-specific ☐ Mainstreaming		
4. Services to employers							
				☐ Mostly men ☐ Mostly women ☐ Both sexes	☐ Gender-blind ☐ Men-specific ☐ Women-specific ☐ Mainstreaming		

5. Job brokering/mediation							
				☐ Mostly men ☐ Mostly women ☐ Both sexes	☐ Gender-blind ☐ Men-specific ☐ Women-specific ☐ Mainstreaming		
6. Active labour market programmes							
				☐ Mostly men ☐ Mostly women ☐ Both sexes	☐ Gender-blind ☐ Men-specific ☐ Women-specific ☐ Mainstreaming		

Review of PES services and programmes

An important step in identifying gender mainstreaming gaps in the operations of the PES is provided through review. The services and programmes offered to clients are reviewed, as well as how they are provided and the effect they have on men and women, respectively. This process helps predict the effects (positive, negative or neutral) of any activity, measure or procedure implemented by the PES in terms of gender equality.

Ideally, every service provided under each of the PES functions should be screened. However, if time is limited, participants may focus on the PES's services that are more likely to present gaps or be performed in a gender-blind manner. These are vocational guidance, job placement and referral to active labour market programmes. Vocational guidance services may not promote the adoption of non-traditional careers for men and women, active labour market programmes officials may offer training or public works programmes (less costly) to unemployed women while men are offered employment subsidies (more expensive), and job-brokering services may tend to place women in female-dominated jobs or sectors and men in male-dominated jobs or economic sectors.

Activity 2.3 Brainstorming core PES functions

To help participants identify services and programmes that may still present gaps in the achievement of equality, the trainer should introduce brainstorming sessions where the data collected on the core PES functions is discussed in a plenary session, and participants question and assess how the organization/work unit performs its tasks. The data relied upon may be that of the whole employment service or of a local office only. The trainer should also encourage participants to formulate their own questions based on their experience in the organization/department/work unit.

Activity 2.3 Brainstorming core PES functions	During the brainstorming the trainer should 1) provide examples of what other employment services are doing in that particular area, 2) offer ideas on how to improve services so that men and women benefit in an equal manner, and 3) suggest tools that can be used to improve their performance. Activity 2.3 (Brainstorming core PES functions) includes separate handouts for the key PES areas (registration, counselling and guidance, job-brokering and active labour market programmes) to initiate discussion. Each handout includes a list of questions to be answered; a number of boxes summarizing country practices and/or tools to improve equality in the delivery of services; and tips on what the organization/work unit may do to encourage equal outcomes for men and women. The objective of this brainstorming exercise is to induce PES staff to reflect on how their employment services and programmes are delivered and how they can have different outcomes for men and women. Alternatively, the trainer may consider organizing a role-play where participants play unemployed persons, employer clients and PES staff, with the remaining group members observing the role-play. At its conclusion, a general discussion should ensue on how the delivery of services could be improved to foster equality.

Activity 2.3: Brainstorming core PES functions

Handout 2.1 - Registration

Data	Questions
Registered unemployed persons by sex, age group and rural/urban status	■ What type of personal data does the PES collect? Are there restrictions on the personal data that the PES can disclose to third parties (including employers)? ■ Can jobseekers only register in person at the PES, or are there alternative ways to register (ICT tools)? ■ Are jobseekers required to fill in forms and/or provide additional documentation when registering? Are these forms easy or difficult to fill out? ■ Are there significant differences in the numbers of men and women registered with the PES? ■ Are these differences reflective of the data on the participation and unemployment of women and men collected through household-based surveys? ■ What is the age composition of registrants of each sex? Do young women register more or less than young men? As compared to older women? ■ Is the share of women registered as unemployed higher or lower in rural areas than the share of men, or as compared to women and men registered in urban areas? If so, why?
Registered men and women jobseekers by education and qualification level	■ Are there significant differences between the most educated/ qualified and least qualified amongst male and female applicants registered with the PES? Do these differences persist within age groups as well? ■ Are the education and qualification figures of persons registered with the PES in line with the disaggregated figures collected through household-based surveys?

Box 2.2. Civil Rights legislation in United States

Civil Rights legislation in the United States has had an extensive impact on the workflow of employment services worldwide. In order to avoid discrimination against job applicants on the basis of sex, age, marital status or race in the employment service and on the part of employers, the workflow has been organized as follows:

- Personal data is collected for statistical purposes only. Employment counsellors are prohibited from asking about the marital or familial status of jobseekers during interviews and counselling sessions, including their number of children or other dependants;
- When referring candidates to employers, the employment service shall not disclose any personal information about the candidate. This includes their name and age, for one's name could provide information on the applicant's sex and race, and their age may suggest the extent to which they have family responsibilities. The employer provides the employment service with a description of the vacancy (including skill specifications, work experience requirements, etc.), and the counsellor organizes the candidates' information according to those skill specifications;
- The employer is required to first make a short-list of their desired candidates based on the information provided. Only at the time of the interview may the employer become aware of the candidates' "visible" personal details (sex, race and age).

One of the ways in which the United States was able to enforce antidiscrimination legislation, thereby drastically reducing discriminatory employment practices, was through shifting the "burden of proof" in court from the person who makes the complaint to the person or entity that is accused of discriminatory approaches or practices.

Tips:

1. The information collected during registration should be disclosed only insofar as it is necessary for job placement. For example, personal and familial information may be necessary to give priority to disadvantaged applicants, but it should not revert to differential treatment. The PES should consider how to collect information, the purposes to which that information will be put, and whether the information tends to give rise to assumptions being made about individuals that can lead to discriminatory treatment.
2. The informational materials given to registrants at the time of registration must not give the impression that a particular type of employment is better suited for one sex over another or one age group over another. The preparation of informational material for unemployed women specifically may be considered in order to combat widely held notions that certain occupations are only appropriate for, or available to, one gender (i.e. including illustrations of women working in non-traditional occupations).
3. All parts of the registration, education/training, and job search processes should be based exclusively on the candidate's skills. Women often downplay their knowledge and skills in informal settings and may feel compelled to stress their more feminine skills to meet societal expectations. Different formats and procedures should be tested to find which ones work best for each sex, keeping in mind that women candidates may have developed specific skills while managing their household, i.e. raising children or caring for elderly family members, or while working in other informal settings, i.e. volunteering or engaging in community work.

Handout 2.2 - Counselling and guidance

Data	Questions
Unemployed persons by type of service (job search, counselling and guidance), sex, age group and level of education/ qualification	■ Are there significant differences between the type of services men and women use and are directed to? For instance, do women use the job search training or self-service provisions more than men do, or vice versa? ■ What is the age composition within the sexes? Do young women use more or less self-services as compared to young men? Compared to older women? ■ Is the labour market information material used for job search services the same for everyone? Does it tend to perpetuate gender stereotypes? ■ Which methods are used to assess the level of education and qualifications a client has? Are those skills acquired in informal settings recognized and appraised? ■ Is the share of men receiving vocational guidance higher or lower than the share of women? If so, why? ■ What is the workflow leading from basic job search assistance to individualized employment counselling? ■ Are men more likely to have access to individual employment planning (and therefore to ALMPs) than women are?

Box 2.3 Job search, counselling and guidance services

Vocational guidance and training did not become a major aspect of the PES's work until the late 1970s. As jobseekers today greatly outnumber vacancies, there are limits to what the PES can achieve through placement services. One way the PES has responded to this situation is by focusing less on job-matching and relying more on job vacancy services, which in turn depend on a clear assessment of the jobseeker's skills, abilities and interests.

Universal and self-service provisions are the cheapest job search services. These often take the form of a resource centre or room where general occupational information, information on education and training opportunities, and job-specific information is made available on a self-service basis. Recently, most of this information has been made available on the computer and on the internet through electronic career information tools.

Group activities bring people in the same situation together so that they can learn from one other and build up their own networks. *Job clubs* – probably the best-known group provision – encourage jobseekers to take personal responsibility, to share information and ideas with others, and to increase their chances of finding jobs by searching more actively. Another common group activity is the job fair. *Job fairs* bring employers and jobseekers together within a limited time and space, allowing them to approach each other directly with the PES acting only as organizer and facilitator. *Group courses* on job-search techniques, employment conditions and occupational and career information help jobseekers define their objectives and discover employment possibilities. These group courses are addressed either to general jobseekers or to special target groups.

Individual or intensive assistance can be offered as vocational guidance, intensive counselling or as specialized counselling to particular disadvantaged groups. *Vocational guidance* is a process by which a trained counsellor draws information from individuals about their abilities, aspirations and attitudes, and provides them with information about employment opportunities and job training relevant to them. As such, vocational guidance is a key tool of the PES for breaking down gender discrimination. It can help individuals make worthwhile career choices by helping them better understand the labour market, as well as their own qualifications, interests and abilities. The process often includes psychological assessments of candidates' interests and aptitudes. In order to reach more jobseekers, simple client-administered print and automated systems have replaced earlier systems that were more resource-intensive. Effective vocational guidance is extremely demanding. It requires diagnostic skills, a thorough grasp on the relevant educational and training systems, and an understanding of the local and national labour markets (i.e. which occupations are growing and which are in decline).

The trend in *individual employment counselling* is moving towards the development of a more structured system relying on the case management approach. This involves the development of a plan that is agreed upon by the counsellor and the jobseeker, giving obligations to both the jobseeker and the PES. Progress checks are undertaken at regular intervals and additional job coaching and counselling is provided where appropriate.

Intensive counselling for the unemployed can involve addressing personal problems such as drug or alcohol addiction, homelessness, childcare and debt, all of which can be serious obstacles to re-employment. Such specialized employment counselling often goes beyond the PES's competencies and requires the help of specialists (social assistance services).

Box 2.4 Commonly overlooked elements of female jobs

Unlike predominantly male jobs, female-dominated jobs are often perceived as being performed in environments free of dust, noise, potentially harmful chemical products and uncomfortable temperatures. The psychological environment in the workplace is generally considered to be pleasant. Indeed, working conditions are,generally disregarded in the posting of vacancies for administrative or care jobs, but taken into consideration in the evaluation of production jobs. However, this perception is often untrue, as there are many female-dominated economic sectors that may have poor working conditions, such as food processing, manufacturing and textiles. Caution should be exercised not to equate female jobs with administrative jobs only.

Qualifications

- Interpersonal skills needed to work with children or adults whose problems require a degree of sensitivity and effective communication skills.
- Ability to operate and maintain machinery such as photocopiers, computers, manufacturing equipment, packing equipment, diagnostic or monitoring equipment.
- Manual dexterity needed to give injections, type documents, assemble parts, use sewing machines or give therapeutic massages, etc.
- Drafting letters, taking meeting notes, revising documents written by others.
- Developing and maintaining filing systems.
- Formatting reports or graphic presentations.

Effort

- Concentrating for long periods of time in front of a computer.
- Working simultaneously for several departments with different deadlines.
- Providing psychological or emotional support to patients or children.
- Dealing with aggressive, troubled or irrational people.
- Accomplishing tasks that require the collaboration of others.
- Performing several tasks simultaneously.
- Lifting children or frail individuals, such as patients or seniors.
- Working in uncomfortable positions, using a limited number of muscles repeatedly, and remaining in the same position for long periods of time.

Responsibility

- Protecting the confidential nature of sensitive information (i.e. planned layoffs, individual salaries, bonuses, sick leave, turnover).
- Organizing logistics for meetings or conferences.
- Providing care to patients, children or seniors.
- Training and providing guidance to newly hired staff.
- Coordinating the delivery and maintenance of schedules, production processes, equipment, and supplies.

Working conditions

- Stress caused by noise in an open workspace or overcrowded office.
- Exposure to illness.
- Stress caused by multiple or unpredictable work demands.
- Monotonous nature of tasks.
- Irregular or unpredictable work hours.
- Exposure to irritants or products that pose health hazards, such as cleaning products.

Source: *ILO, Promoting Equity. Gender-Neutral Job Evaluation for Equal Pay: a Step-by-Step guide, ILO, Geneva, 2008.*

Tips:

1. The staff members providing group information sessions need to be aware of the fact that unemployed persons are individuals with different needs facing different barriers to employment. Decide whether or not it is more effective to have single-sex sessions, as women sometimes feel more comfortable speaking up and asking questions when men are not present. Age is also an important consideration: more homogeneous groups by age are often more effective.

2. Employment counsellors should make a conscious effort to work in a non-discriminatory way. Women respond to different cues than men do, and interview styles and timing should be responsive to the different needs of men and women. Consider the possibility of increasing the number or length of counselling sessions for women facing specific difficulties.

3. Counsellors need to challenge stereotypical attitudes towards jobs and encourage individuals to consider non-traditional work areas. Written material or specific programmes can be developed to help break down these stereotypes.

4. Consider a system whereby guidance and counselling are subject to a "gender equality peer review".[6] This means that counsellors are periodically observed by peers and colleagues during their routine work to see if they engage in gender discrimination or gender-conscious practices. The following factors may be considered:

   - Is the counsellor equally attentive and responsive when interviewing men and women?
   - Is the counsellor treating the skills acquired by men and women in informal settings to be of equal importance and relevance?
   - Is the counsellor stressing the impact of an occupation on family responsibilities more or less when counselling women and men?
   - Is the counsellor offering part-time or full-time employment mainly to one sex?
   - Is the counsellor suggesting jobs and occupations based on their perception of what is most suitable? Is the counsellor actively challenging stereotypes associated with jobs and occupations, or are they merely accepting the client's perceptions and ideas?
   - Does the counsellor present men and women with information on a wide range of opportunities, including training in non-traditional occupations and work experience programmes? Did they suggest non-traditional vocational training or work positions to men and women equally?

[6] This approach may be limited by large staff workloads or a desire to respect client confidentiality. However, it may be nonetheless useful in the initial training of new PES recruits or during staff retraining programmes organized by the PES.

- Is the counsellor proposing equally active measures to men and women (i.e. training programmes, wage subsidies and public works), or are women and men referred mainly to certain measures only, for example to training and employment subsidies, respectively?

Handout 2.3 – Job placement services and services to employers

Data	Questions
Data search on unemployed persons for matching purposes by sex, age-group, occupation and economic sector	■ (For an IT-based register): Are the keywords used to screen jobseekers for vacancies linked to gender? For example, do they include descriptions such as “caring skills” or “physical strength”? ■ Does the IT screening process allow for direct or indirect sex discrimination? ■ Are certain jobs perceived as being more suitable for women or men (by jobseekers, by employers and by the PES staff)? ■ Is the PES staff’s screening process gender-biased? Do women get screened for female dominated jobs and men for male dominated jobs? ■ How many women in the last 12 months were matched to male dominated jobs, and how many men were matched to female dominated jobs? ■ Are the qualifications of jobseekers expressed differently between the two sexes? ■ Are men and women jobseekers equally represented in the interview lists prepared by PES staff? ■ Are the PES staff’s screening requirements related to skill, physical effort or responsibility in such a way that they favour one sex over the other?

Registered vacancies by occupation, education and qualification level **Vacancies filled by sex, age-group, occupation and economic sector**	■ Is the language used when registering vacancies gender neutral? ■ Does the vacancy registration system allow for indirect sex discrimination? ■ Does the way in which the qualifications are expressed in vacancies affect the number of applications of either sex? ■ Do the vacancies for male dominated jobs require higher qualifications than female dominated jobs? ■ Are vacancies referring to skill, physical effort and responsibility worded or organized in such a way to discourage one sex from applying?
Job mediation results by sex, age, qualification level and occupational classification	■ Are there differences between the occupations and economic sectors that men and women are matched with? ■ Are men (or women) matched to male (or female) dominated occupations? ■ Are men and women with similar qualifications matched to similar job posts? If not, why? ■ Is sex a factor when the PES selects candidates for job interviews? Does the PES disclose the sex of candidates prior to their job interviews? ■ Are women selected by employers more or less than men?

Box 2.5 Elements of the job analysis

Gender equality may be promoted when the PES assists employers by clarifying the posted job's requirements during the vacancy registration process. The PES may advise employers on how to find the best candidate to match their requirements irrespective of sex, age or ethnicity. One way of doing this is to learn as much from employers about the job as possible. Employers are often vague about the tasks that need to be carried out. They can also require a level of education unrelated to the job and the tasks to be carried out, and oftentimes they formulate the skills necessary for a job in such a way as to discourage one of the sexes. The job placement process requires a detailed job description for each vacancy and a detailed job specification outlining the general and particular requirements for each vacancy. The method used to provide this service is the job analysis, which is the detailed and systematic process of breaking down "work" into a number of separate tasks and duties.

Purpose: The job analysis requires that each individual job is understood in the overall context of the enterprise or organization in which it exists. The emphasis here is on why the job exists and how it contributes to the overall performance of the enterprise.

Tasks: The next step is to identify the specific tasks that characterize the job. Particular focus should be given to the tasks that are actually done by a worker in the job, the most frequently repeated tasks involved with the job, the number of different tasks the worker has to perform and their sequence, and the tools and equipment used.

Environment: The job analysis requires an analysis of the working environment in which the job is performed. Note should be taken of whether or not the job is performed in a small area, in one or more rooms, in the whole building, or indoors or outdoors; the levels of noise, dust, lighting and temperatures; the pace of work; and the extent of supervision.

Working conditions: Working conditions refer to the terms of employment concerning pay, hours of work, overtime requirements, leave allowances, social security benefits, sickness and other allowances. Women as well as men may also need to know additional things, i.e. whether flexible time arrangements, transport, medical benefits and work breaks are available and to what extent. These factors may influence the decision of a person to take or refuse a job, i.e. a person with family responsibilities may require more time in the morning to get to work. A flexible time arrangement would allow that person to arrive later in the mornings and make up the time later in the day.

Qualifications: An examination of the qualifications required for the job should not be left to the enterprise alone. Enterprises frequently overstate the qualifications required, in effect excluding many potential candidates. For instance, a hotel may require a maintenance gardener to have a university degree in horticulture or an enterprise may require cleaning persons to have completed six years of secondary schooling, These qualifications are considerably higher than those necessary for the effective performance of the job, and in such instances the employer must be reminded to focus on essential skills and abilities, not formal education. In assessing qualifications, consideration should be given to education, knowledge, skills and other attributes.

- Many enterprises insist that the completion of secondary schooling or a university degree is essential for almost every job. Yet while the level of education achieved gives a broad indication of the candidate's intellectual capacity, it does not by itself account for the specific knowledge, skills and abilities required by a candidate to do a particular job.

- A skill is the ability to do something involving mind-body coordination. This includes operating a keyboard, using a sewing machine or cooking food. A key element of the job analysis is to identify the specific and essential skills required to perform a job at an acceptable level. This involves identifying the tasks and then the skills required for each task.

- Some jobs require specific physical attributes, including the ability to lift or climb, or requirements concerning height and weight (i.e. for police officers and airline attendants). The job analysis should ensure, as far as possible, that the requirements for physical attributes do not exclude people who, in other respects, satisfy the job specification.

Source: *R. Heron, Job and work analysis, Guidelines on identifying jobs for persons with disabilities, ILO, Geneva, 2005.*

Tips:

There are various arguments the employment services can rely on to convince employers not to discriminate on the basis of sex. Discrimination is bad for business and equal opportunities are cost-effective, and they should therefore be integrated into all management, personnel and employment practices. By putting equal opportunity policies into action employers also enjoy a number of other advantages, including:

- reduced staff turnover, savings in recruitment costs and training, and improvement in motivation and performance (which can, in turn, reduce turnover levels);
- a broadening of the «talent base» which develops people's abilities faster and creates the potential for new and flexible approaches to the work;
- a healthier and more productive working environment;
- an improved corporate image for prospective employees and customers.

In short, employers have much to gain from reducing occupational segregation in the workplace. The employment service can assist employers in the following ways:

1. Challenge negative views among employers about recruiting women and inform employers of the better business rationale for equality, giving them the ability to:
   - Recruit from a wider pool of talent and skill;
   - Create a more diverse workforce which better reflects the customer base;
   - Widen the range of skills among employees to improve the quality of service delivery.
2. Work with employers to "rebrand" work opportunities and re-define skills in male-dominated sectors so that they are appealing to both sexes;
3. Encourage employers to understand the connection between gender equality and a competitive and productive workforce;
4. Help employers review recruitment and selection criteria to ensure that they do not contain outdated, narrow or irrelevant criteria that may exclude or discourage one sex;
5. Encourage employers to give all atypical applicants who meet the minimum selection criteria an interview;
6. Assist employers in designing explicit selection criteria, adopting a structured approach to interviewing, and developing competency-based selection procedures;

7. Carry out equality and diversity training for managers and other personnel responsible for recruitment;
8. Help employers adopt positive action strategies to encourage applications from underrepresented groups;
9. Make financial incentives available to employers who take on atypical apprentices and/or workers.

The employment service should develop a procedure to address employers who appear to be discriminating on the grounds of sex. For example, counsellors and advisers should remind employers that:

- treating somebody who is married less favourably than a single person of the same sex is direct discrimination;
- it is unlawful to instruct or put pressure on the employment service to discriminate by insisting that the service refer only women or men to them for a particular job;
- The law does not require employers to recruit somebody who cannot perform the job. Employers can set reasonable ability requirements so long as these apply equally to both sexes.

Handout 2.4 – Active labour market programmes

Data	Questions
Percentage of entrants into ALMPs by type of programme, sex, age group, occupation and economic sector **Percentage of ALMP participants employed at follow-up by type of programme, sex, age group, occupation and economic sector**	■ Do men and women have equal opportunities to participate in longer, more expensive programmes (for instance, public works rather than employment subsidies)? ■ Is the PES staff's screening process for ALMPs gender-biased (e.g. are men and women referred to different types of programmes because of their sex)? ■ How do the shares male and female programme participants compare to shares of male and female registered unemployed persons? ■ Are ALMPs used to introduce men and women to male or female dominated jobs or economic sectors?

Checklist for mainstreaming gender in training and retraining measures:

- ☐ Are the factors known that most discourage women from enroling in vocational education and training in non-traditional occupations?
- ☐ Can skills training be delivered in such a way as to improve women's participation? For example, would more women participate if flexible course hours were provided to accommodate women's childcare arrangements or if they were provided with childcare allowances?
- ☐ Did the service consider providing single-sex training courses in non-traditional skills to encourage more equal participation in non-traditional areas without fear of being undermined, ridiculed or isolated? Is additional support (such as confidence or assertiveness modules) provided to help learners in non-traditional courses?
- ☐ Is the advertising material for courses welcoming to both sexes?
- ☐ Do the measures implemented (targets) for addressing segregation account for part of the review of trainers' performances?
- ☐ Is the training provider offering the possibility of trying out different courses or undertaking trial work periods to both men and women?
- ☐ Are self-employment and business development opportunities (training, access to credit, guarantee schemes and advisory services) offered equally, or are women referred mainly to training? Are both sexes offered access to financial and non-financial services?

Box 2.6 Evaluation results: what works for whom?
Lessons from ILO evaluations around the world

Intervention	Appeared to help whom?	Comments
Job search assistance; Employment services	Unemployed adults when economic conditions are improving, with women and youth possibly benefiting more	Relatively more cost-effective than other measures due to low intervention costs. Possible deadweight loss if not effectively targeted.
Training for long-term unemployed persons	Women and other disadvantaged groups	No more effective than job-search assistance in increasing re-employment probabilities and earnings. Two to four times more costly.

Formal classroom training	Women re-entrants; does not appear to help prime-age men and older workers with low levels of formal education	It is important that courses have strong labour market relevance. They should lead to a recognized qualification. Programmes should be kept relatively small in scale.
On-the-job training	Women re-entrants; single mothers	Must directly meet labour market needs. Strong links with local employers are required. Can also increase the risk of job displacement.
Retraining workers displaced in mass lay-offs	Little positive impact; positive results mainly when the economy is improving	No more effective than job-search assistance and significantly more expensive. Rate of return usually negative.
Training (vocational skills)	Disadvantaged groups, especially prime age women	Results are patchy. Positive effects are as common as minimal or negative effects. Higher positive impact when training involves placement with a private sector employer. Less effective than other measures, especially direct job creation. Creaming, deadweight and substitution effects.
Employment and wage subsidies	Long-term unemployed persons	Benefits to participants not significant compared with control group. Sometimes used by firms as a permanent subsidy programme. High deadweight and substitution effects.
Subsidies for employers	Disadvantaged groups such as long-term unemployed persons, unskilled youth, welfare recipients, disabled persons and women with long absences from the labour force	Positive impact, but usually with high deadweight and substitution effects.
Direct employment: traditional job-creation and intermediate labour market schemes	Unqualified unemployed persons and youth	Positive effects on employment and income. More short-term than long-term advantages. Those with no qualifications have increased chances of staying in employment. Occasional displacement, deadweight and substitution effects.

Box 2.7 Which policies increase women's participation in the labour market?

A study conducted in OECD countries in 2003 identifies the role of various factors in determining the pattern of women's participation rates, in particular the participation of married women with children in the labour market. Based on country practices, the study summarizes the most effective policy interventions as follows.

- A more neutral tax treatment of the work of second earners (spouses or partners) boosts female participation by increasing the return on women's work. For example, reducing the dependent spouse/partner allowance increases the spouse/partner's incentives to take up employment (especially part-time jobs).
- Child benefits and tax allowances, which are essentially lump sum payments for child maintenance, generate an income effect that reduces women labour supply, particularly disincentivizing potential part-time workers. Child benefits, however, may be justified on grounds of creating horizontal equity between different types of families. A better alternative to child benefits – from the point of view of increasing female labour supply – are childcare subsidies, as they increase the return on market work. The case for childcare subsidies may be particularly strong when high taxation differences between second earners and single individuals distort female labour supply, or where an excessive compression of the wage structure limits the supply of affordable childcare (by making the relative cost of childcare higher). Childcare subsidies are more effective and less costly when they are conditioned on women labour force participation. Effectiveness can also be enhanced by targeting low-skilled women as the recipients of tax cuts and childcare subsidies, as they suffer the largest distortion in deciding whether or not to participate in the labour market.
- Provisions for paid parental leave also tend to boost female labour participation by helping women reconcile work and family life and strengthening their attachment to the labour market through job guarantees. However, taking parental leave for an extended period of time may deteriorate labour market skills and damage future careers and earnings. Beyond 20 weeks, the effect of additional parental leave on female participation appears to turn negative. The supply of affordable childcare and providing parental leave tend to stimulate more full-time than part-time participation.
- Increasing the availability of part-time work opportunities also tends to raise women's participation, though not by the same extent in all countries. Although it is the preferred working arrangement in many European countries, part-time work is not considered attractive by women in most Scandinavian and Southern European countries. When part-time work entails a wage penalty, low social security coverage, job insecurity and scant training, it risks marginalizing women in these jobs. In such instances, policies should aim at fostering better access to full-time jobs, or reducing the negative consequences of periods spent in part-time work.

- Women's education, well-functioning labour markets (translating into low unemployment) and cultural attitudes remain important determinants of women's participation in the labour market. However, it should also be noted that the education choice of a woman may depend to a large extent on her future career prospects, in particular to what extent policies exist that would help her reconcile work and family life. When these policies are more developed, women are more likely to invest in their education.

Source: *Jaumotte, F., Labour force participation of women: empirical evidence on the role of policy and other determinants in OECD countries, OECD Economic studies No 37, 2003/2, Paris.*

Tips:

1. A correct diagnosis of the causes of employment problems is essential for the design of effective employment programmes. Such causes are normally grouped into three broad categories:

    - Mismatch between the skill level of jobseekers and the skills demanded by employers (mismatches between the supply and demand of skilled labour). This can be effectively tackled by training programmes aimed at raising the qualifications of the unemployed;
    - Low labour demand, meaning that the supply of workers seeking a job exceeds demand, i.e. the number of vacancies available. This may also be caused by high labour costs that reduce the incentive for enterprises to invest. It can be addressed by providing incentives to employers to recruit workers (employment subsidies);
    - Long spells of unemployment, caused by the dissemination of incorrect information on job availability, skill mismatch or a low demand for work. These induce a process of de-motivation, resulting in the reduction of individuals' job search activity and the subsequent decrease in the probability of their becoming employed. This may be addressed through the dissemination of accurate labour market information, by providing job search assistance, counselling and guidance, and also by conditioning unemployment or social assistance benefits on job search activity.

2. In practice, however, high unemployment levels in many labour markets are the result of the combined effect of factors listed above. Integrated programmes, combining training with vocational guidance, labour market information, job search assistance and subsidized employment, are therefore preferred, as they are more likely to lead to permanent employment. The impact evaluations of active labour market programmes carried out in several countries provide strong, positive evidence in support of this.

3. While individual labour market adjustment programmes may be pursued, there are advantages to integrating them into a single approach that are especially beneficial for special groups.

    - Rely as much as possible on individualized counselling, job search incentives such as re-employment bonuses, and job search assistance programmes. Evaluation studies have shown that job search assistance alone is potentially as effective and certainly less costly than training and job creation programmes in reducing unemployment.

- Keep public training programmes small in scale and target them to the specific needs of both jobseekers and employers.
- As the duration of persons' unemployment spells increase, various forms of employment subsidies may serve to maintain workers' attachment to the labour force. However, employment subsidies should be of a short duration, properly targeted and closely monitored.
- Subsidize business start-ups for those unemployed persons who have entrepreneurial skills and the capacity to thrive in a competitive environment. However, first screen the economic sector or area of business to appraise the self-employment activity's chance of survival in the market.

4. The type of training provided to women is often reflective of their domestic function, or is training for occupations that are less prestigious and poorly paid. Interventions that segregate men and women may likewise reinforce traditional roles. There are a number of shortcomings associated with vocational training programmes that can inhibit the participation of women: the time and place of training may restrict the participation of women who have family responsibilities; the training may be in fields not experiencing economic growth or in areas with high education eligibility requirements; and training periods may be too short for women to achieve the level of competence required.

Activity 2.4. Gender audit of PES services and programmes	Activity 2.4 involves carrying out a gender audit of the tasks performed by the organization/department/work unit in order to identify whether or not there are (still) gaps and/or challenges in achieving equality of outcomes for men and women. It is at this stage of the training workshop that participants are asked to combine their knowledge and experience as PES practitioners with what they have learned during the workshop in order to screen, in a participatory manner, the outcomes of their work. The activity requires participants, divided by their PES function, to review: **I)** relevant data disaggregated by sex, **II)** key documents, procedures and practices of the PES organization/department/work unit; and **III)** information provided by the participants themselves (as key informants) to identify gaps and challenges in achieving gender equality. Participants are asked to select two core tasks for each PES function and to summarize, following the example provided in the matrix below: **1)** the team's appraisal, **2)** the gaps and challenges characterizing the tasks performed (and the effect these gaps or challenges have on the services delivered to men and women clients) and **3)** the baseline (the point from which the organization/work unit performing the task begins).

Activity 2.4. – Auditing PES services and programmes

Appraisal	Gap/challenge	Baseline
Example: The procedures to register as an unemployed person are burdensome and require long waiting periods. cause	**Example:** Men register with the PES less than women, and therefore have less access to employment services and programmes. effect	**Example:** 65% of registered jobseekers are women (2008). 35% of registered jobseekers are men (2008).

Since the results of this activity form the basis of an action plan developed later (see Session 3), the trainer should closely facilitate this activity, providing feedback, guiding the discussion towards real equality issues, and advising participants to maintain realistic expectations as to what can be achieved by their work unit/department/organization.

Perceptions and subjective opinions about the abilities or attitudes of particular groups of the population are slow to change in any setting, especially in complex organizational structures like the employment service. Achieving gender equality thus requires the sustained efforts of all staff members (through mainstreaming gender concerns in their daily work) and a strong commitment made on behalf of management (to pursue the necessary reforms of the service's delivery).

The group activity concludes with each group presenting the results of their work in a plenary session. At the end of each presentation, the trainer should ask participants which of the two tasks presented by each group would warrant priority action in order to prepare the ground for the planning action in session 3.

SESSION 3

PLANNING AN ACTION ON GENDER EQUALITY

Learning objectives: By the end of the session participants will be able to:

- Plan an action to address the identified gender equality gaps/challenges in their organization/department/work unit;
- Develop gender sensitive indicators to monitor progress in achieving gender equality outcomes.

Delivery time: 180 minutes

Activities:

- ✓ Selecting affordable and feasible options for gender equality actions;
- ✓ Planning an action in their organization/department/work unit to address equality gaps.

Introduction	The development of a plan of action to address gaps and challenges in achieving equality of outcomes for men and women builds on the work done by participants in the prior sessions (gender analysis and audit). The identification of the main gaps/challenges and their causes are crucial for participants to devise ways to address them. The findings of the gender analysis and audit provide the information necessary for participants to choose the most suitable options for action and to order them by priority.
Options to tackle identified gaps/ challenges	The trainer should remind participants that there are three steps to prioritize action. The first step is to list the gaps/challenges identified by the PES data analysis and the audit of the PES' core functions. The trainer should briefly summarize the results of the previous session, namely the results of *Activity 2.4 Gender audit of PES services and programmes*. The second step is to establish a hierarchy among the challenges in order to select those to be addressed as a matter of priority. The trainer should remind participants that they had selected one PES task/service for each function that they considered especially in need of attention. The trainer should then ask participants to establish a hierarchy, ranking all of the challenges identified by order of their importance. The trainer should remind participants that a realistic number of challenges should be addressed, taking into account organizational constraints and their available resources. The third step is to develop, for each priority gap or challenge, a range of options for action, selecting those options that are the most feasible and affordable (Box 3.1).[7]

[7] CG. Rosas, Rossignotti, G., *Guide for the preparation of national action plans on youth employment* , ILO Geneva, 2008.

Box 3.1: Criteria for prioritizing policy options	
Affordability	This criterion compares the cost of the option to its expected returns. ■ How much will this option cost? ■ Who will pay for it? Are the requisite financial resources likely to be found for this option? ■ Will the benefits of taking this action outweigh its costs?
Feasibility	This criterion refers to the resources available for implementing the option. ■ Is the proposed option feasible from a technical, organizational and administrative perspective? ■ Is there any evidence that this choice will achieve the expected results? ■ What is the time frame required to implement the option? ■ Are the existing staff's capacities adequate to implement this course of action? Do they need training? ■ Will staff development costs affect the affordability of the option?

Source: *Adapted from World Bank and Canada School of Public Service: Policy Analysis in Government. Step 3: Option Identification and evaluation, Washington D.C., 1994. See also G. Rosas, Rossignotti, G., Guide for the preparation of national action plans on youth employment , ILO Geneva, 2008.*

Activity 3.1. Selecting affordable and feasible options for the gender equality action	Activity 3.1 is a fast-paced activity that requires participants to work in three groups, each focusing on one of the three most crucial gaps or challenges identified. Each group is asked to develop three action options to address the gap or challenge assigned to them, as shown in the example below. This work is then handed over to another group that will assess the options chosen according to their feasibility and affordability, and they will select one of the options as the most affordable and feasible.

Activity 3.1. Selecting affordable and feasible options for gender equality action

Appraisal	Gap/challenge	Baseline	Options
Example: The procedures to register as an unemployed person are burdensome and require long waiting periods. cause	**Example:** Men register with the PES less than women and therefore have less access to employment services and programmes. effect	**Example:** 65% of registered jobseekers are women (2008). 35% of registered jobseekers are men (2008).	**Example:** 1. Increase the staff working at the registration desk during peak periods (recruit more staff to work as registrars). 2. Introduce touch screen/internet-based registration systems for the unemployed. 3. Launch an advertisement campaign (TV, radio and other media) to inform the public of the services offered by the PES.

Possible causes and effects of the gap or challenge being considered, as well as their relationship to one another, can be found in the gender audit matrix (Activity 2.4 – Auditing PES services and programmes). It is easier to develop options for action if participants look at the causes and effects of the gap or challenge, assessing how the effects can change when the causes are addressed.

When presenting this activity to participants, the trainer should provide some concrete examples of what may be considered "affordable" and "feasible". These may include the following:

- A lack of childcare facilities hampers the participation of women in the labour market. However, an option proposing that the PES construct and run childcare facilities is neither affordable (because of the costs involved) nor feasible (as the competence to build and run such facilities are outside the scope of the PES). The provision of childcare grants for inactive women to allow them to participate in an active labour market programme or to find employment would be more affordable and more feasible.

	- Women prevail in public sector jobs, which means at the same time that men are underrepresented. This can be addressed by giving priority to private sector jobs in the delivery of employment services and programmes to women. However, job competition is high in a tight labour market and this increases the overall cost of programmes geared to ease the entry of unemployed women into the private sector. Such an option would only be feasible if there is space to increase the financial resources available for ALMPs. It is affordable if the expected return on the investment (economic and social) is high enough.[8] - Men register as unemployed persons less than women do. However, a wider selection of job vacancies may attract men to the service. Increasing the selection of vacancies that the PES makes available can be achieved through a number of means, including: 1) increasing counsellors' contact with employers and increasing the extension of services to employers (for instance, job analyses and psycho-attitudinal testing of prospective employees are services that employers appreciate and that are not very expensive to set up, but require a change in internal procedure and possibly an increase in staff); 2) increasing collaboration with private employment agencies (PEAs) so that their vacancy listings are also available in the PES (probably the most feasible and affordable option in the short-term); and 3) improving the PES web portal and allowing employers to register vacancies directly in the database (a process which involves software and hardware costs, changes made to existing procedures and the training of staff). At the end of the activity, the trainer should write, on a clean flipchart, the most feasible and affordable options devised by participants (one option for each of the top three challenges). This will form the basis for planning an action.

Planning actions to address equality gaps	Planning an action means to set a series of tasks or steps designed to achieve an objective. The plan should identify what is to be achieved, who is responsible, how and when the measures are going to be implemented, and what resources are required to implement the action. The **objective** should indicate what the plan aims to achieve by the end of its implementation. The objective should be as clear and concise as possible. It needs to be accompanied by one or more quantifiable or verifiable targets to be reached. ✓ For example, an objective could be *"To provide men and women with equal access to PES services and programmes".*

[8] This is measured by comparing the cost of the programme for an unemployed woman with the returns in terms of taxes and social contributions that she would pay to the State if employed for six months.

Planning actions to address equality gaps	**Targets** provide benchmarks for monitoring the progress made in the achievement of objectives and assessing the impact of the action taken. ✓ For example, a target of the above-mentioned objective could be *"Increase the number of men/women receiving individualized employment services by 15 per cent".* The **outputs** indicate the change that is expected to happen within the planned time frame. These should take the form of realistically achievable ends. When defining outputs, the aim (the longer term goal) should be kept in mind, as well as the resources that are available. ✓ An example of output could be *"An ICT-based system developed and used by all PES local offices for the registration of unemployed men and women".* The trainer should remind participants of the importance of carefully drafting indicators (Box 3.2). An accurate baseline is essential for constructing indicators that are achievable.
	When deciding on indicators, it is usually best to work initially with levels rather than with percentages. For example, if the indicator refers to an increase in the share of men registering with the PES, it can be calculated as follows: ■ Take the total number of men that registered with the PES in the prior year (inflow), for instance 15,750 (meaning that the inflow of women was 29,250, applying the baseline share of 35/65). ■ Consider what can be reasonably achieved in one year, i.e. the introduction of a web based registration system that will definitely bring an additional 5,300 men to the PES, although it will not have a notable impact on the registration of women. ■ The PES has experienced a two per cent decrease in the inflow of unemployed persons in the last year. If the total number of registered unemployed persons in the prior year was 650,000, a 2 per cent decrease equals a decrease of 13,000 individuals registering with the service (and applying the percentages of the baseline, this means 4,550 fewer men and 8,450 fewer women per year). ■ Therefore, the inflow of men in the next period is determined by adding the natural inflow of men (- 4,550 men) to the number of men induced by the action (+5,300 men) for a total net inflow of 750 men. ■ The expected increase in the inflow of men in the next year is thus going to be 4.7 per cent (750*100/15,750), and this becomes the indicator for the given output.

Box 3.2 Tips for the development of indicators

Relevance. Indicators should be relevant and carefully tailored to the aims of the user.

Disaggregation. All data should be disaggregated by sex. This is key for the development of gender-sensitive indicators. When possible, data should also be disaggregated by age, level of education and other variables.

Comprehensibility. Indicators should be easy to use and understand, and should be developed to the levels necessary for the institutional capabilities of the user.

Clarity of definition. A vaguely defined indicator will be open to several interpretations, and may be measured in different ways at different times and places, which could lead to ambiguity which should be avoided. Care must be taken in defining the norm or benchmark. For example, in examining the status of women, is the norm the situation of men is a particular region, or is it that of women in other regions?

The number of indicators chosen should be small. There are no hard and fast rules to determine an appropriate number of indicators, but a rule of thumb is that the user should avoid an overload of information or over-aggregation, as designing a composite index based on aggregation or weighing schemes may conceal important information. In general, the number of indicators should be as small and as disaggregated as possible, especially for new actions. A larger set may be developed over time.

Specificity. The selection of indicators should reflect those gaps or challenges that the action seeks to address.

Technical soundness. Data should be reliable. The user or reader should be informed of how the indicators were constructed. Information should be provided on their meaning, how they are to be interpreted and their limitations. Indicators must be available on a timely basis.

Forward-looking. A well-designed system of indicators must not be restricted to information reflective of current concerns. Indicators must also measure trends over time.

Adaptability. Indicators should be readily adaptable for use in different regions and in changing circumstances.

Source: *Canadian International Development Agency (CIDA), Guide to Gender-Sensitive Indicators, 1997, downloadable at http://www.acdi-cida.gc.ca/inet/images.nsf/vLUImages/Policy/$file/WID-GUID-E.pdf.*

The indicators must be **gender sensitive**, meaning that they need to capture gender-related changes. Whereas gender statistics provide factual information about the status of women, a gender-sensitive indicator provides direct evidence of the status of women or men relative to a reference group. An example of a gender statistic is:

- ✓ *95 per cent of women in Ukraine are literate today, as opposed to 80 per cent five years ago.*

	An example of a gender-sensitive indicator is: ✓ *95 per cent of women in Ukraine are literate today as compared to 97 per cent of men, and compared to 80 and 90 per cent five years ago, respectively.*[9] Using the indicator calculated above, its gender-sensitive description will read: ✓ *There is a 5 per cent annual increase in the number of men registering with PES local offices as compared to the 3.2 per cent decrease of women registering with the PES.* This means that the composition of the inflow into the PES in the next year will be 44.2 per cent for men (compared to the 35 per cent baseline) and 55.8 per cent for women (compared to the 65 per cent baseline).
	Activities are short statements that describe a series of individual tasks that will be carried out. The implementation of the tasks specified in the activities should bring about the change described in the relevant output. Achieving the outputs should, in turn, lead to the attainment of the objective set out. An example of an activity under the output mentioned above could be: *"Draft and approve technical specifications for the introduction of a new ICT and internet-based registration system for the unemployed".*
Activity 3.2 – Develop a set of actions to address equality gaps	At this point in the training workshop, participants: 1) have identified three gaps or challenges that need to be addressed; 2) have designed a baseline (point of departure) for each, and 3) have decided the most effective option to address the problems. All of these will serve the formulation of objectives, targets, outputs, indicators and activities to be undertaken to improve gender mainstreaming. Activity 3.2 (Develop a set of actions to address equality gaps) requires participants, divided into three teams, to formulate: i) objective(s) and target(s) to achieve equality of outcomes for men and women; ii) outputs and indicators, and iii) activities, on the basis of the work done previously and as shown in the example below. During the presentation of the group work, the trainer should again consider the different impact that the actions designed may have on men and women, respectively. The trainer should limit the exercise to the development of two outputs maximum with no more than three activities per output, as the process of planning the action is more important than the final product.

[9] T. Beck, Using gender- sensitive indicators: A reference Manual for Governments and other stakeholders, Commonwealth Secretariat, June 1999.

Activity 3.2 – Develop a set of actions to address equality gaps

Gap/challenge	Baseline	Options
Men register with the PES less than women do and consequently have less access to employment services and programmes.	65% of registered jobseekers are women (2008), and 35% of registered jobseekers are men (2008).	1. Introduce touch screen/ internet-based registration systems for the unemployed.

Objective	Target	Output	Indicator	Activities
Improve access to PES services and programmes.	Increase by 15% the number of men using PES services by 2013. Link to timeframe	Touch screen/ internet-based registration systems for the unemployed are introduced in local employment offices. Link to resources	5 per cent annual increase in the number of men registering with PES local offices.	1. Draft and approve technical specifications for the introduction of a new ICT and internet-based registration system for the unemployed. 2. …… 3. ……

	During the plenary presentation of the actions put forth by participants, the trainer should look closely at how the indicators were developed. Oftentimes indicators are developed on the basis of what seems achievable at the time of drafting rather than on actual calculations made with reference to the existing baseline. If the data and figures necessary to develop a sound baseline are not available, an action to gather the necessary figures should be the first one planned. To conclude the session, the trainer should remind participants that important preconditions for effective gender mainstreaming include a clear and transparent organisational structure, clear enforcement mechanisms and a strong dedication on the part of the organization/department/ work unit to achieving equality. Handout 3.1 Gender equality options, measures and programmes for the PES administration suggests approaches that an employment service may consider for improving the achievement of equal opportunities for men and women.

Handout 3.1 – Gender equality options, measures and programmes for the PES administration

Gender equality options, measures and programmes	Comments / Results
1. Systemic reform of the employment service	
Tiered approach	This approach foresees access of the basic service to all the jobseekers with greater efforts being made towards "hard to place" candidates. Unemployed persons considered better off are offered "soft assistance" that ranges from job-search skills to group counselling and self-service, while the hard to place candidates are provided with intensive and individualized services through integrated packages of active labour market programmes. Such approaches are considered to be effective in achieving gender equality as well, since sex is often a determinant of labour-market disadvantage.
Profiling system	The profiling system is an alternative approach to the tiered approach. It normally results in the creation of individual employment plans, describing the path a specific individual should follow to find employment.

Gender awareness training for all PES personnel	Training is the most common approach, but its effectiveness is enhanced if it is accompanied by other programmes and approaches. It needs to be sustained over time and its results must be measured (e.g. how are unemployed women benefiting? Is the service more gender-friendly as a result of training?)
Gender-sensitive procedures and guidelines for interactions with clients	The service designs and implements workflow procedures aimed at redressing gender inequalities in the treatment given to clients. A code of practice is established, which is subject to monitor and impact review. (See, for example, the manual of the Malta employment service for gender sensitive vocational guidance. This approach is sometimes accompanied by "gender inspection" practices.)
"Gender peer review" of career guidance and employment counselling	The practice, workflow and procedures of the employment service are regularly reviewed by gender specialists in lieu of the gender targets set beforehand. Usually the review is preceded and followed by gender training activities.
Gender sensitive informational materials and campaigns aimed at challenging gender stereotypes	Often the PES uses the same informational material for long periods of time, and little attention is paid to whether or not the material distributed to clients perpetuates gender segregation in employment, i.e. includes pictures of men performing plumbing or construction jobs that lend credence to the notion that such employment is only suitable for men.
Revision of contracting training procedures for training providers (performance reviews)	Training providers contracted by the PES are required to implement measures (and set targets) to address gender segregation. Training providers offer workplace internship sessions, mentoring, work trials and shadowing opportunities in non-traditional occupations. They are also required to organize courses with flexible hours. During performance reviews, the PES verifies the attainment of the gender targets set.
Childcare allowances to accompany ALMPs	The PES offers an allowance or bonus to public childcare facilities to help women participating in active labour market measures to manage their child-rearing responsibilities.

2. Targeting unemployed women	
Skill analysis in counselling and guidance processes	This approach is introduced when the national qualification system is biased in favour of formal education. The unemployed client undergoes a skills and competencies assessment to verify what knowledge and skills they possess, regardless of how they were acquired. Such assessments are useful in widening the occupational choice of clients. Usually they are carried out by skills centres accredited with the employment service or the Ministry of Education.
Activation of single-sex training courses and work trials in non-traditional occupations	This provides clients the possibility to try out non-traditional occupations (for example, childcare for men and construction work for women). The fact that the trials and courses are single-sex helps clients overcome psychological barriers to participation due to socially entrenched stereotypes. It is normally accompanied by confidence building and assertiveness modules.
3. Targeting employers	
Gender awareness-raising programmes for employers	Offered by the PES to employers free of charge. They promote the business case for equality and diversity and help employers comply with the legal requirements on equality in employment.
Employers' recruitment and selection criteria structures	The employment service helps employers revise their recruitment processes, job requirements and vacancy announcement procedures to ensure that they comply with the existing legislation. Usually this is preceded by gender awareness programmes that are provided at no charge.
Employers' code of good practice on gender equality	The PES assists employers in designing and enacting sets of corporate rules on gender equality. Such rules can cover advertising, recruitment, promotion and sexual harassment in the workplace.
Job evaluation and job analysis approaches	Job descriptions and salary scales within a company are revised based on the competencies required for each job (through job analyses), including responsibility and accountability. The final result is that same competencies in different occupations are remunerated at the same level, thus ensuring equal pay for work of equal value.
Financial incentives to take on atypical workers	This approach is achieved through the distribution of wage subsidises. Companies that recruit atypical workers are subsidized for a period of time. The subsidies are normally accompanied by mentoring and coaching for workers. Since wage subsidies generate high substitution and displacement effects, this approach is normally envisaged as an affirmative action.

SESSION 4

PERFORMANCE MONITORING OF THE PES'S SERVICE DELIVERY

Learning objectives:	By the end of the session participants will be able to: ■ Use PES performance monitoring indicators to measure progress in achieving gender equality targets.
Delivery time:	90 minutes
Activities:	✓ Measuring progress in achieving gender equality.

Monitoring	The final part of the training workshop monitors the effect of the actions taken and identifies ways in which they could be redesigned, if necessary, to better promote gender equality. The need for redesign is particularly strong where initial gender differences are high and have major impacts on women's chances in the labour market and on their ability to adapt to new developments over time. Performance measurements may assess the impact of past activities (i.e. monitoring and evaluation) or set benchmarks for future performances (targeting). Implementing performance measurement systems, however, requires pre-existing reliable data and suitable indicators. Performance indicators provide managers and staff of the employment offices with the quantitative information they need to: 1) ensure the efficient delivery of programmes and services and 2) estimate the extent to which gender targets are being achieved. Attention has to be paid to both qualitative and quantitative indicators. For example, an increase in the placement rate of women may be desirable, but if women are placed only in segregated, low-paid jobs there is a problem of quality of performance.
Indicators to measure PES performance	The most commonly used measures to monitor PES performance are demand, output, outcome and impact indicators. The trainer may wish to distribute the tables below to discuss with participants how each of these indicators can be used to measure progress on gender mainstreaming.

Indicators to measure the PES's performance: Demand indicators

Demand Indicators	Description	Disaggregation
Composition of clients (individuals/companies)	Number of clients by typology in year t = ------------------------------- Total number of clients in year t	Individuals by sex, age, education, unemployment duration, type of disadvantage Companies by economic sector, dimension
Stock variation of clients (people/ companies)	Number of clients in year t = ------------------------------- Number of clients in year t-1	by type of service (LMI, counselling, placement, active labour market programmes) Individuals by sex, age, education, unemployment duration, type of disadvantage Companies by economic sector, dimension
Inflow of clients (people/companies)	Number of new clients in year t = ------------------------------ Stock of clients at the end of year t-1	Individuals by sex, age, education, unemployment duration, type of disadvantage Companies by economic sector, dimension

Demand indicators provide information on the clients of the PES: individual jobseekers and employers. They help the service monitor how specific policies, programmes and actions are influencing the labour market. They measure variations in the number of unemployed persons by their individual characteristics (such as sex, age, level of education) and variations in enterprises posting vacancies. For example:

- ✓ The success of an outreach programme aimed at promoting labour market participation of women can be measured by the yearly increase in the inflow of women jobseekers (indicator: yearly increase in inflow of jobseekers by sex).

	✓ The progress of convincing employers in emerging economic sectors to use the services of the PES can be measured by the yearly increase of the number of enterprises in these sectors (inflow of companies by economic sector).

Indicators to measure PES performance: Output indicators

Output Indicators	Description	Disaggregation
Degree of coverage of target population (companies)	Number of companies using NES services*100 = ------------------------------- Total number of companies in the reference area	■ by economic sector ■ by dimension
Degree of coverage of target population (people)	Number of people using PES services*100 = ------------------------------- Targeted population (active population, or unemployed persons in the reference area)	■ by type of PES service ■ by sex ■ by age ■ by education ■ by unemployment duration ■ by type of disadvantage (disabled, ethnic minority)
Implementation	N° implemented actions = ---------------------------- N° planned actions	■ by activity and target group

	Output indicators are mostly used to evaluate the performance of local employment offices. They provide an overview of the coverage of the PES in terms of jobseekers and enterprises. For example: ✓ An action to promote women's integration in the labour market can be measured by an increase of women using the PES mediation service as compared to the number of women detected as unemployed in the Labour Force Survey in the specific area (degree of coverage of the target population by sex and PES service).

	This set of indicators is more useful when it is read together with outcome indicators. For example, a local employment office may show a high degree of coverage for the target group selected (i.e. for long-term unemployed women) but have a very low placement rate (gross placement rate by sex and length of unemployment spell). This may indicate a problem in the mediation function (e.g. counsellors find it difficult to convince employers to recruit long-term unemployed women). Combining and sequencing activities (for example, counselling combined with an active programme such as wage subsidies) may address this problem.

Indicators to measure PES performance: Outcome indicators

Outcome Indicators	Description	Disaggregation
Gross Placement rates (individuals)	Number of placements*100 = ---------------------------- Target population	■ by type of service ■ by type of client (people/ companies) ■ by type of job Type of service (LMI, counselling, placement, active labour market programmes) Individuals by sex, age, education, unemployment duration, type of disadvantage, occupation, type of contract Companies by economic sector, dimension
Gross Placement rates (companies)	Number of hirings *100 = ---------------------------- total hirings	■ by type of service ■ by economic sector ■ by dimension ■ by type of hiring
Cost per placement	Total cost = ------------------------- Number of placements	■ total ■ by type of service ■ by clients completing the intervention
Degree of ex post satisfaction (companies)	Number of clients satisfied by the service*100 = ---------------------------- Total number of clients	■ by type of service ■ by economic sector ■ by dimension

	Outcome indicators need to be looked at closely to identify how well the PES is progressing. Generally, the most significant indicator is the gross placement rate of the unemployed by individual characteristics and their cost. The more disaggregated the figures the better, as this allows for the comparison of men and women. For instance: ✓ If an action planned by the PES is to increase the number of men employed in a female-dominated sector, like elderly care, the gross placement rate by sex, occupation and economic sector will allow for the comparison of women and men who were placed in these jobs in a certain period of time. Comparing these with the figures of the prior period will allow the PES to determine to what extent the actions are successful. **Cost** is an important variable to measure: it allows for the determination of whether or not a service or programme is cost-effective, e.g. whether the rate of return in terms of placement justifies the resources invested. For example: ✓ The total costs of training programmes to upgrade the skills of men are lower than those for women because the latter require longer periods to acquire job competencies (indicator total cost by type of service). However, placement after a training programme is more likely for women than for men, meaning that the cost per placement is lower for women.
	Performance monitoring often stops at the determination of gross placement rates and does not investigate the quality of such placements. For example, it is not so difficult to place a good number of unemployed women in low quality or poorly paid jobs. It is much more difficult to place women in high-paid jobs of higher quality. That is why it is important to measure the "quality of jobs" brokered by the PES as well. This can be done by investigating the occupations men and women are placed into; the type of employment contracts men and women clients sign (permanent vs. temporary, full-time vs. part-time); and their hours of work, wage levels and other work conditions. It is also helpful to ask clients of their opinion as to the quality of the services they have received. Increasingly, employment services offer client satisfaction surveys to help them identify the areas of service delivery that need improvement.

Indicators to measure PES performance: Impact indicators

Impact indicators	Description	Disaggregation
Rate of immediate transition	Number of beneficiaries hired at the end of the scheme (or given a better income) ------- Total placed in the period	■ By sex, age group, education, unemployment duration, type of disadvantage, occupation, type of contract
Net placement rate (individuals)	Gross placement minus deadweight and substitution losses ------------- Total placed	■ By sex, age group, education, unemployment duration, type of disadvantage, occupation, type of contract
Net placement rate (companies)	Gross placement minus deadweight and substitution losses ------------- Total hiring	■ By economic sector and size
Quality jobs	% of hired beneficiaries in full time and permanent jobs after 12 months ---- % of full time and permanent jobs in the region	■ By sex, age group, education, unemployment duration, type of disadvantage, occupation, type of contract

Impact indicators measure the net effect of employment services (generally) and active labour market policies (specifically) on aggregate employment and unemployment by estimating deadweight, substitution and displacement effects.

Net impact evaluations are rarely carried out, as they are lengthy and costly. However, they are indispensable to:

- deciding whether PES programmes were adequately designed, targeted, sequenced and administered;
- measuring the impact on individuals in terms of employment and income;
- comparing the outcomes of different programmes;
- demonstrating what works and for whom.

Activity 4.1 – Indicators to measure the PES's performance in gender equality	Activity 4.1 (Measuring performance in gender equality) offers participants the possibility to determine, with the trainer, whether or not the indicators they have designed in their plan for action correspond to any of the indicator sets used by the PES to measure performance in service delivery. In a plenary session, participants are asked to choose which performance indicators they want to use to measure the progress of the action proposed to achieve gender equality. Multiple indicators are possible. The trainer should list the indicators of the plan of action on the left-hand side of a flip chart and write the indicators suggested by participants on the right hand, as shown in the example below.

Activity 4.1 – Measuring performance in gender equality

Plan of action indicator	Performance monitoring indicator
■ 5 per cent annual increase in the number of men registering with PES local offices as compared to a 3.2 per cent decrease in women Example	**<u>Demand Indicator</u>** *Composition of clients:* Number of individual clients by sex in year t/ total number of clients in year t *Stock variation of clients:* Number of clients by sex in year t/ Number of clients by sex in year t-1 *Inflow of clients:* Number of new clients by sex in year t/ Stock of clients by sex at end year t-1 **<u>Output indicators</u>** *Degree of coverage of target population:* Number of men registering with PES *100/ Number on unemployed men in reference area Number of women registering with PES *100/ Number on unemployed women in reference area

	To conclude the session, the trainer should inform participants of the data sources that are generally used to measure performance indicators: ■ *Demand indicators:* these rely on the figures of the PES register related to jobseekers and employers (administrative data). ■ *Output indicators:* these use the data the PES register related to jobseekers and employers (administrative data), the data of the Labour Force Survey (or Household Budget Survey or the Census) and the data of establishment surveys (business survey, job vacancy survey or wage survey). ■ *Outcome indicators:* these can be measured through administrative data (data from the PES register on outflow into employment along with the data of the social insurance or tax administration) or survey based data (questionnaires administered to clients usually six months after the delivery of a service or programme). The second method is more reliable, for it also often includes data on individuals that are working informally. ■ *Impact indicators:* these are survey-based and rely on a sample of unemployed persons using a PES service or programme. The survey generally runs for two or three years after the service/programme has ended.
Concluding remarks	The process highlighted in this Guide to mainstream gender equality principles can be used to train a small team of PES staff members (for instance, the placement officers in an employment bureau), the personnel of a single work unit or department, or, conversely, the entire staff of a local employment office or the employment service organization. Clearly, formulating a gender equality strategy for the highest levels of the PES yields better long-term results and ensures a uniform approach to gender equality throughout the organization. However, given the specificities of local labour markets, this strategy may also be combined with locally based plans of action geared towards the achievement of the ultimate goal of gender equity in employment and occupation. Nonetheless, gender equity is best promoted through the direct services provided by individual PES staff members to men and women, respectively.

GUIDELINES FOR TRAINERS

Understanding the audience	An understanding of the nature and characteristics of participants is crucial when planning for, designing and conducting a workshop. With this understanding, trainers will be more sensitive to participants' needs and will be able to personalize the workshop according to what will most effectively maximize their learning experience.
Developing learning objectives	Objectives are statements that clearly describe what participants want to be able to do as a result of their learning experience. These describe the intended *results* of instruction. Objectives help trainers: ✓ decide what they want to accomplish through the workshop and how to do it; ✓ shape the workshop according to the needs of the participants; ✓ understand to what extent participants find the workshop relevant and appropriate; ✓ determine the content and activities the trainer will provide, and decide on how they should be developed; ✓ specify exactly what participants will be able to do at the end of the workshop, thus allowing trainers to choose an appropriate tool to measure the learning achieved; and ✓ focus on end results and work towards them.
Identifying the workshop design criteria	The first step in designing the training workshop is to determine the learning objectives. Based on these objectives, trainers can select which subject material and instructional techniques to use for communicating this material to the participants. Trainers should have thorough knowledge of the subject material that they include in their course. They must also be conversant in the instructional methods upon which they rely. Below are guidelines that will help trainers to design their workshop.

Identifying the workshop design criteria

WORSHOP DESIGN GUIDELINES

The following guidelines are neither rigid nor comprehensive. It is rather intended that trainers select the guidelines that they find useful, modifying or adding to them according to their needs and the needs of the participants.

1. Supply participants with an overview of the course that outlines what they should expect to gain from the workshop.
2. State the workshop's objectives so that it is clear what level of performance is expected from the participants at the end of the workshop.
3. Provide an overview of each topic and explicitly state its objectives, relevance and benefits.
4. If the topic introduces a number of concepts, focus on one concept at a time.
5. Present simpler concepts first before going on to more complex ones.
6. Provide alternative means for learners to understand the subject matter (i.e. provide a variety of instructional approaches).
7. Give an adequate number of positive examples of a concept.
8. Provide examples of what the concept is not in comparison with the positive ones.
9. Allow time for participants to consider the examples.
10. Portray concrete details and real examples when possible.
11. Show the relevant connection between the materials and real examples.
12. If possible, take examples from the ideas or experiences of the participants.
13. Select the best instructional technique for teaching the particular skill (i.e. role-playing, case studies and experience-sharing among the participants).
14. Offer the participants opportunities to become involved (i.e. through group discussions, hands-on activities, question-and-answer sessions and problem-solving).

	15. Allot discussion and practice time that fit the difficulty and importance of the material. **16.** Provide explanations and/or examples, depending on the difficulty of the material. **17.** Allow sufficient opportunity to receive feedback from the participants so that the participants' learning progress can be measured effectively. **18.** Provide a number of exercises sufficient to produce over-learning. Over-learning is the acquisition of a knowledge or skill to the extent that it becomes automatic. **19.** Summarize and connect the previous topic to the next topic, creating continuity between the topics and a smooth transition from one topic to another. **20.** Provide a non-threatening, self-motivating environment. Based on these simple guidelines, trainers can choose what they want to include in the workshop and which instructional approaches they want to use. They will thus be able to develop their **session plan**, which will serve as an organized guide for the implementation of the design.
Tips for running workshops	**Skilled and knowledgeable facilitators** As adult learners often have a specific purpose for attending the workshop (i.e. to gain knowledge and to acquire skills) and have limited time at their disposal, they expect trainers to be skilled and knowledgeable. They also expect them to have the ability to pass on knowledge and skills. It is important that trainers thoroughly know the subject matter and come to the workshop well prepared. They should also be able to communicate subject matter effectively. **Real-world application** Adults expect their training to provide them with knowledge and skills that they can directly and immediately apply in their work. It is important, therefore, that trainers meet expectations by actually conducting 'real world' research and finding real-life applications of the concepts they teach. This will allow them to provide present actual cases or situations as examples in the workshop.

Tips for running workshops	**Application of theory to practice** In addition to the actual application, adults also expect the workshop to be structured in such a way that the concepts and theories they have learned can be easily and immediately applied to practical situations. To meet this expectation, trainers may provide activities where the adult learners are given interactive roles. For instance, trainers may design role-playing activities, provide realistic case studies, or organize problem-solving exercises for participants to undertake.
Starting the workshop	**1.** Facilitators should hand out nametags for participants to wear. This will help participants get to know one other. **2.** If possible, facilitators should offer a welcoming cup of coffee or tea to the participants. While participants expect the session to start on time, leaving them few moments to greet each other and socialize before the workshop will help them settle in and feel relaxed. ***INTRODUCTIONS AND ANNOUNCEMENTS*** When opening the session, trainers should take time to make introductory announcements and provide any necessary information. This will set the tone for the workshop. Below are some guidelines. **Welcoming Participants** Welcoming participants is the first activity the trainer engages in. It is best to have participants' names and some information about them beforehand to create a friendly and familiar tone in the workshop. **Introducing the trainer(s)** Next, trainers should introduce themselves formally. This is when trainers establish their qualifications to provide this course. They may include information about their background, relevant work experience, their particular qualifications for conducting the workshop, and personal information to create rapport with the participants. **State the purpose** Trainers should explain the purpose of the workshop to participants. The purpose is a brief statement explaining why the participants are in the workshop. It announces what the trainers expect to do for participants in the workshop, and what they are expected to do as participants.

Starting the workshop	At this point trainers should focus on the main objectives only. Trainers should also ask participants what they anticipate from the workshop and the objectives that they want to meet. This will allow trainers to confirm the needs of the participants and help them determine which topics need more emphasis. Trainers may write participants' inputs on a flipchart. **Outline the agenda** Trainers should present participants with an agenda of what will be included and when, and how trainers plan to organize the sessions, activities, and breaks. They should refer to the timetable of activities sent out with the invitation letter, or hand out a revised timetable if it has been changed. **Introduce the participants** Trainers may either ask participants to introduce themselves or organize an icebreaker activity. This will depend on whether trainers simply want to obtain participants' basic information, or whether they wish to collect in-depth information in order to establish a particular atmosphere. If the former is the case, trainers may simply ask participants to state their name and why they are attending the workshop. If facilitators feel that many people are uncomfortable about introducing themselves, they can try to use an activity for the introduction. ***BREAKING THE ICE*** Icebreaker activities, or warm-ups, can help trainers create a more informal atmosphere and make participants feel more comfortable with the trainers and with one another. They are designed to help trainers establish the mood of the workshop. Depending on the kind of icebreaker activities used, trainers can establish a supportive, positive, co-operative climate within the group, or conversely create a climate of openness to facilitate interpersonal relations. Icebreakers are particularly useful in creating a group dynamic among the individuals. ***BUILDING RAPPORT*** Establishing and maintaining rapport is critical for the success of the workshop, since it influences the degree to which the participants will be willing to follow the direction of the trainers. It also greatly affects the extent to which participants will learn, as strong rapport results in more open interaction between trainers and participants and among the participants themselves, which maximizes peer learning.

Starting the workshop	There are several ways in which trainers can establish rapport: ✓ Using individuals' names when addressing participants and answering questions. ✓ Treating everyone with courtesy and dignity. ✓ Being accessible. Trainers can do this by being approachable and welcoming contributions. ✓ Handling errors sensitively and with tact. At the conclusion of the opening of the workshop, trainers can go on to actual instruction. The next paragraphs discuss some of the commonly used instructional techniques that trainers may rely upon.
Instructional techniques	In choosing the most appropriate instructional technique, trainers should keep in mind the nature of adult learners and the nature of their participants specifically. The objectives also should be kept in mind, for the instructional techniques chosen must help the trainers achieve the stated objectives. Below are some instructional techniques from which trainers may choose. Most of these techniques can be combined to make the workshop more effective and interesting. ***LECTURE*** This technique is usually chosen when time is limited or when there is a large group. Usually the basic aim is to communicate information. However, even when delivering a lecture, trainers should try to establish two-way communication and leave room for questions. The lecture allows trainers to communicate information to a large group of participants in a short period of time. It also provides a good introduction and can easily transition to other instructional techniques. For example, trainers may use a lecture to introduce a case study, summarize the results and the knowledge gained from the case study, and introduce the next topic and activity. The lecture technique places the burden of learning on the instructor and limits the opportunities for participation and peer learning. It also offers minimal feedback on whether trainers are making the information understood by the participants.

Instructional techniques

QUESTION AND ANSWER (Q&A)

If trainers know the types of questions to ask, when to use them, and how to link them to their objectives, the question and answer technique can be very effective in gaining and maintaining interest, encouraging participation, prompting thinking, improving understanding, and promoting peer-learning.

Here are a few guidelines when using this technique:

1. Do not pose questions that will put participants on the spot.
2. Make sure that the questions are clear and concise. Restate them if they are not understood by the group.
3. Ask only one question at a time.
4. Give participants time to think and respond.
5. Ask the question first to the whole group before directing it to a participant, allowing everyone to contemplate the question privately.
6. Be tactful in dealing with responses. For example, if the answer is wrong, trainers may say, *"Good try, but it's not exactly what I was looking for".* Trainers may then help the participant by giving them hints or clues, or they may redirect the question to the group, giving others an opportunity to answer.

Q&A encourages participants to become actively involved in the learning process, transforming them from listeners to active participants. It provides trainers feedback on whether or not they are getting information across and the extent to which it is understood. From the question and answer technique, trainers may gauge the capacity of the participants to apply the concepts being discussed.

This technique is time-consuming. Trainers should ensure that the question and answer process does not lead to the discussion of irrelevant topics and that it contributes to the achievement of the objectives. It can also result in a minority of participants answering a majority of the questions, creating disincentives for shyer types to participate.

DISCUSSION

The most effective instruction involves the active participation of the group. Discussion invites participation and provides an open forum for the group's ideas. Trainers may either initiate a general group discussion involving the whole class, or break up the class into small groups. Either way, trainers should always keep in mind that the discussions must be purposeful and focused. Discussions must be productive, and should lead towards the achievement of the workshop objectives.

Instructional techniques

During small-group discussions, trainers should make sure that they change the groupings for different activities so that participants have the opportunity to interact with other members of the class, thereby expanding their learning experiences. Trainers should monitor what is being discussed by each group to prevent misunderstandings and keep the discussions properly focused.

Facilitators can do this by circulating among the groups, gently reminding participants to stay on topic by saying, *"Getting back to the point of the discussion...".*

For whole class discussions to be effective, participants must feel comfortable with the trainers and with each other. This allows them to be more open in expressing their ideas and opinions in front of others. In whole class discussions, trainers should introduce the discussion and summarize it at the end.

Trainers should remember that with a big discussion group, they are responsible for the outcome of the discussion. They should therefore continue to guide the discussion, even while encouraging the maximum participation of others. Trainers must make sure that the discussion remains focused: participants will usually become bored and frustrated if they feel the discussion is "going in circles" or wasting their time.

Discussions provide excellent peer-learning opportunities. Participants can exchange ideas, learn from others, compare knowledge and opinions, and collectively analyze the points of the discussion.

The main disadvantage of discussions is that they are time-consuming and may lead participants off track. Thus effective facilitation skills are needed on the part of the trainer to avoid this result.

DEMONSTRATION/PRACTICE

This instructional technique is primarily used to help participants apply the theories or concepts that they have just learned to a practical situation. The process can involve the observation of a 'live activity', conducted by the trainer, or the viewing of a videotape demonstration. Participants can then test out the theories or concepts themselves in the workshop environment, where they will get immediate feedback from trainers and other participants.

This instructional technique allows the participants to demonstrate their skills and get immediate feedback on whether the concepts or theories were properly understood and correctly applied. It also enables the participants to develop skills, and it promotes their self-confidence through practice.

Instructional techniques	

However, it also requires considerable preparation time and careful planning. Trainers must also make sure that the demonstration and practice are closely linked to actual situations.

CASE STUDY

A case study is a prepared presentation of facts and/or descriptions of realistic situations that may be based on actual events. Participants are asked to discuss the facts/situations and should devise the best course of action to reach a solution.

Well-executed case studies help participants develop judgment, decision-making, and problem-solving skills. They also enhance peer-group learning because participants can observe how the case was approached by each group, thereby providing the entire class with alternative solutions to a given problem.

It requires considerable effort to develop a good case study. Some case studies oversimplify problem vis-a-vis the actual situation, making the solutions to these case studies only partially effective at best in real-life situations. Furthermore, to give a good case study, attention to detail must be given when describing the situation, identifying the characters, providing proper handouts and developing answers.

ROLE-PLAYING

This is a technique where participants act out situations by taking on assigned roles. It helps participants identify with the attitudes, beliefs and points of view of others. It also allows participants to practice new behaviours and skills. Finally, it helps participants become more confident in exhibiting new skills.

Its main disadvantage is in the fact that some participants are uncomfortable with the technique. Trainers should explain how the technique improves the acquisition of new behaviours and skills through practice, and they can prepare a demonstration themselves to stress that this is not about one's ability to act, but the proper application of what has been learned. Hints for handling role-playing include:

1. Provide background information.
2. Assign, or let participants choose, roles.
3. Provide instructions on how to perform the roles.
4. Give participants time to prepare for their roles.

Instructional techniques

5. Assign at least one person to the role of observer. The task of the observer is to take notes for discussion and to provide feedback to the role players on how effectively they used their skills.

6. If participants fall out of character, trainers should gently remind them to get back on track.

7. Ask each group to discuss the outcome, either among themselves or with the class.

8. Conclude with a summary of the activity, and provide a transition to the next activity.

9. If possible, consider videotaping the role-play. Reviewing taped interactions during the debriefing discussion is an especially effective learning tool.

PROBLEM-SOLVING

This is an instructional technique in which a realistic problem is presented and participants are asked to solve it within a reasonable time. "Realistic" means that activities are tailored according to the participants' needs, i.e. the problem identified is one that they normally encounter, and easily identifiable names, places and situations are used.

BRAINSTORMING

Brainstorming is a process that generates creative ideas and solutions through intensive and less restrictive group discussion. Every participant is encouraged to think aloud and suggest as many ideas as possible. Brainstorming allows participants to look at problems in novel ways (lateral thinking). While vertical thinking addresses problems directly, lateral thinking approaches them in a radically different way. Brainstorming allows for creative thinking, encourages full participation, draws on the group's knowledge and experience and creates a spirit of cooperation.

However, brainstorming can be unfocused, participants may have difficulties thinking outside the box, and if the technique is poorly managed it may generate criticism.

The instructional techniques chosen will be based on the time available, as well as the preferences of the trainers and participants. Regardless of the instructional technique or combination of techniques that trainers use, they should always keep in mind their objectives the needs of the participants.

Validating the workshop	Evaluation is an important aspect of the training process and provides trainers with very useful information and feedback on the effectiveness of the training. There are four levels of evaluation. The level trainers choose will depend on the type of information they want, and how they want to use the evaluation results. The **reaction evaluation** obtains feedback from the participants. What did they think of the workshop? Were they satisfied with it in terms of content and delivery? Did it reach the stated objectives? Were the conditions appropriate for learning? Some of the things to be evaluated include: **1.** course content (including the clarity of the course objectives, the development of materials, the effectiveness of the instructional strategy, and the length and pace of instruction); **2.** acquired skills and knowledge; **3.** course materials (including the training materials and the use of visual aides); **4.** instructor quality; **5.** workshop facilities. The **learning evaluation** examines how and what the participants learned from the workshop. What knowledge did they gain, and what skills did they acquire? This level of evaluation is content-specific and is based on the performance of the participants during training. The learning evaluation may be done through: **1.** participation in class; **2.** ongoing participant evaluation during different activities (i.e. the application of knowledge and skills during role-playing, case studies, etc.); **3.** short-answer tests; **4.** essays; **5.** in-class observations. The **performance evaluation** examines the extent to which the knowledge gained and the skills acquired through the training have been transferred (or applied) in reality. What improvements have participants made in their environment? Are they now able to provide effective guidance to their clients? How so? The information for this level of evaluation may be gathered through:

Validating the workshop	**1.** direct observation; **2.** supervisor interviews; **3.** performance appraisals; **4.** participants' reports (on how certain cases have been handled). The results evaluation examines the impact that the training has had on its target group. Did the workshop produce the results it intended to produce (i.e. mainstream gender equality principles in the operations of the PES)?

SELECTED GENDER EQUALITY TERMS FOR THE PUBLIC EMPLOYMENT SERVICE[10]

Access to employment. Equal opportunities for access to employment must be guaranteed to men and women throughout the hiring process. Public and private employment agencies should promote equal employment opportunities by:

- encouraging applications from all eligible men and women workers, and reviewing the recruitment records for both sexes;
- rejecting discriminatory requests from prospective employers, and informing them of the national law and policy on equal opportunities;
- informing applicants of their right to equal employment opportunities;
- informing applicants of any policies and practices concerning work and family reconciliation measures.

Pregnancy or motherhood should not constitute a source of discrimination in access to employment. Tests for pregnancy or certification of non-pregnancy should not be required for a job application except where national laws or regulations restrict the employment of pregnant or nursing women in specific situations, for instance in work deemed hazardous to the mother or the child (ILO Convention N. 183, *Maternity Protection*, 2000).

Advertising for workers should not indicate any preference for applicants of one sex or with other particular personal attributes unless the preference is clearly justified as job-related. The following are some general guidelines for creating gender-aware job advertisements:

- ✓ Illustrations that suggest that a job is for men or women only should be avoided.
- ✓ Applications from both women and men should be encouraged. In specific sectors or professions where one sex is under-represented, wording that encourages members of the under-represented sex to apply may be helpful.
- ✓ Advertisements should not contain irrelevant job requirements that could limit the number of applications of one sex.
- ✓ Selection criteria should be objective, related to the requirements of the job and consistently applied to all applicants. Criteria such as sex, age, appearance and physical characteristics should not influence selection.
- ✓ Advertisements should reach the widest range of potential applicants. They should be distributed where potential applicants of either sex are likely to learn about the job.
- ✓ The qualifications required should be based on current job descriptions that accurately identify the purpose and function of the job.

[10] Adapted from ILO, ABC of women workers' rights and gender equality, 2007.

Affirmative action – or positive measures – to counter sex discrimination includes special and usually temporary measures to redress the effects of past or continuing discrimination in order to establish de facto equality of opportunity and treatment between men and women. Affirmative action for women may encompass a wide range of measures, including:

- ✓ setting targets, goals or quotas for women's participation in activities or sectors where they have been historically excluded and in which they are still under-represented;
- ✓ promoting women's access to wider opportunities in education, vocational training and employment in non-traditional sectors and in higher positions;
- ✓ placement, guidance and counselling services, and provisions for gender trained personnel familiar with the special needs of employed and unemployed women;
- ✓ informing and motivating employers to recruit and promote women, especially in the sectors and categories mentioned;
- ✓ eliminating stereotypes;
- ✓ promoting the active participation of women in decision-making bodies within and beyond the world of work;
- ✓ adapting working conditions and adjusting the work organization to suit the needs of workers with family responsibilities;
- ✓ adopting contract compliance policies within the framework of public spending;
- ✓ fostering more egalitarian sharing of occupational, family and social responsibilities between men and women.

Equal remuneration. Remuneration is defined as the ordinary, basic or minimum wage or salary and any additional emoluments, payable directly or indirectly, whether in cash or in kind, provided by the employer to the worker and arising out of the worker's employment (ILO Convention No. 100 *Equal Remuneration*, 1951).

The principle of equal pay for work of equal value addresses discriminatory structural gender biases in labour markets that lead to horizontal and vertical occupational segregation by sex. It means that rates and types of remuneration should be based not on an employee's sex (or other personal attributes) but on an objective evaluation of the work performed. This is a fundamental women workers' right, widely acknowledged. There are several reasons for sex differences in earnings, including differences in skills and qualifications, seniority, and employment sectors. Because pay structures and job classification systems are biased, the jobs done by most women tend to be classified at lower levels. Women are highly concentrated in "flexible" work such as part-time, piece-rate or temporary work, which is usually poorly paid. Women work fewer overtime hours than men.

Workers with family responsibilities are men and women workers with responsibilities in relation to their dependent children and other members of their immediate family who clearly need their care or support, where such responsibilities restrict their possibilities of preparing for, entering, participating in or advancing in economic activity (ILO Convention No. 156 *Workers with Family Responsibilities*, 1981).

Flexibility of labour is determined by the ability of the labour market to adapt quickly to new conditions. It occurs in several dimensions of a labour market, including in the adaptation of labour quantities by means of hiring, firing or recurring to temporary contracts (external flexibility), variations in working time, the way work is organized, and the adjustment of wages to respond to economic shocks and other developments (internal flexibility). Flexible and casual forms of work, including fixed-term and short-term contracts, agency work, project work, the holding of multiple jobs and self-employment are often associated with insecure access to, or coverage by, social security schemes (including pensions, health care and other forms of social assistance).

A ***job description*** lists the essential features of a job, describing the tasks and functions that characterize it and the qualifications required for its performance. The job description should follow an established format and be evaluated according to a common objective standard. The format should contain the job title, the type of supervision received and given, its relationships with other jobs (e.g. line management) within the organization, a description of the principal functions of the job and the time required for each function, and the educational, experience, and abilities required for the job.

Job descriptions should be written in gender-sensitive language. Care should be taken that the qualifications stated as necessary for the job are not worded in such a way as to apply to one sex only, either directly or indirectly. For instance, if a job involves physical strength, the job description should establish this ability as an objective employment criterion unrelated to the sex of a candidate.

Job evaluation and classification are elements in a system that compares different jobs to provide a basis for grading and pay structures. Job classification is a set of categories used to classify jobs in a particular enterprise or organization. In a job classification scheme, individual jobs are graded by reference to benchmark jobs and grade descriptions. Job evaluation is the logical determination of the relative value of individual jobs in an organization for such purposes as wage determination and promotion. The process involves evaluating one job and its various elements in relation to others by means of a weighing system.

Occupational segregation by sex occurs when women and men are concentrated in different types and at different levels of activity and employment. Worldwide, labour markets are segregated to a surprisingly large extent: women tend to be confined to a different range of occupations than men (horizontal segregation) and to lower job grades (vertical segregation). The causes of occupational segregation are usually found in practices based on stereotypes concerning the roles of women and men in society, including indirect discrimination in educational systems.

Parental leave is leave granted to either parent in order to care for a child. It generally follows a period of maternity leave, to which only the mother is entitled. Either parent should have the possibility of obtaining leave of absence for childcare purposes:

- ✓ within a period immediately following maternity leave;
- ✓ in case of illness affecting a dependent child; and
- ✓ for other reasons connected with the upbringing of a child.

Selection procedures, such as tests and interviews, should bear a relationship to the job and be proposed to all applicants without distinction. The results of these procedures should be evaluated on an objective basis by more than one person, preferably by persons of different sexes.

Pregnancy tests and the disclosure of marital status should never be part of selection procedures.

Sexual harassment in the workplace is any unwelcome sexual advance or verbal or physical conduct of a sexual nature, the acceptance of which is explicitly or implicitly made a condition for favourable treatment affecting one's employment. Sexual harassment may consist of:

- ✓ insults, remarks, jokes and insinuations of a sexual nature;
- ✓ inappropriate comments on a person's dress, physique, age or family situation;
- ✓ undesired and unnecessary physical contact;
- ✓ embarrassing remarks and other verbal harassment;
- ✓ lascivious looks and gestures;
- ✓ requests or demands for sexual favours;
- ✓ explicit or implied threats of dismissal, refusal of promotion if sexual favours are not granted.

Sexual harassment weakens the basis upon which industrial relations are built and potentially has a negative effect on productivity through absenteeism, staff turnover and low staff morale. It can also tarnish a firm's public image and ultimately decrease its profits due to bad publicity and high litigation costs.

Work-family balance. Motherhood and the gendered division of labour that places primary responsibility for maintaining the home and family on women are important determinants of gender-based inequalities between the sexes and of inequalities among women. Conflict between family responsibilities and workplace demands contributes significantly to women's disadvantage in the labour market. On the one hand, women accept poorly paid, insecure, part-time, home-based or informal work in order to combine their family responsibilities with paid employment. On the other hand, these difficulties in reconciling the demands of work and family contribute to men's disadvantage in the family and limit their ability to be involved in family matters. Workplace schedules that do not take into account workers' family responsibilities can constitute indirect discrimination in that they force workers to "under-perform" in terms of participation in workplace activities, thus potentially damaging their career development prospects.

SAMPLE OF A SESSION PLAN

SESSION 1

Learning objective	Content	Training resources
■ Identify the basic concepts of gender mainstreaming and equality of opportunities between men and women	**Introduction (15 min)** ■ Introducing the participants and the trainer ■ Purpose of the training activity ■ Learning sequence ■ Learning objectives of Session 1	Flip chart that lists: ■ Purpose of the training activity ■ Learning strategy and sequence ■ Learning objectives of Session 1
	Learning more about gender (30 min) ■ Presentation: why considering gender makes sense in the PES (PES as mediator between labour demand and supply, the economic value of women's work) ■ Gender equality in employment and occupation *Activity 1.1 – Match the gender numbers (15 minutes)*	Flip charts that list: ■ Summary definitions of key gender terms (sex, gender, gender equality, gender equity, gender stereotypes) ■ Coloured cards with terms to be matched to their definitions *Trainer's notes on gender equality*
	Discrimination (20 minutes) ■ Presentation: direct and indirect discrimination, examples from the EU *Activity 1.2 – Is this discrimination? (20 minutes)*	Equality flash cards (labour code, equality legislation) Copies of the three case studies
	Conclusions (10 minutes) ■ Why ensuring gender equality makes economic sense ■ Role that the PES can play	Flip chart

ANNEX 4

VALIDATION QUESTIONNAIRE

Workshop: Gender mainstreaming in the operations of the PES

Venue:

Dates:

Please check the box that best corresponds to your response to the questions below. Rate aspects of the course on a scale from 1 to 5, with 1 being the lowest and most negative impression, 3 an average impression and 5 the highest and most positive impression. If you feel unable to answer a question you may skip it. Please be honest in your answers. This questionnaire is anonymous and the results will be shared only in an aggregated form.

Your feedback is sincerely appreciated.

Thank you.

	Fully	Mostly	More or less	Partly	No
Were the objectives, content and methods of the workshop clarified before you participated in the activity?	o	o	o	o	o
After this workshop, I agree that:	Fully	Mostly	More or less	Partly	No
The training activity was well structured and well organized	o	o	o	o	o
The facilitation of the training activity was professional	o	o	o	o	o
The training activity focussed on key issues	o	o	o	o	o
The trainers took participants' feedback into account	o	o	o	o	o
The content delivered was appropriate and interesting	o	o	o	o	o
The group of participants contributed to the learning experience	o	o	o	o	o
The learning methods were appropriate	o	o	o	o	o
The venue suited participants' needs	o	o	o	o	o

After this workshop, I consider that:	Fully	Mostly	More or less	Partly	No
The objectives of the training activity have been reached	O	O	O	O	O
What I have learned will have a positive impact on the task I perform	O	O	O	O	O

Overall, I consider this training activity to have been

Very relevant	O
Relevant	O
More or less relevant	O
Barely relevant	O
Irrelevant	O

How would you improve this training activity? (Check all that apply)

O	Provide more information before the workshop	O	Clarify the training activity objectives
O	Reduce the content covered	O	Increase the content covered
O	Update the content covered	O	Improve the instructional methods
O	Make activities more stimulating	O	Improve the organization of the activity
O	Make the training activity less difficult	O	Make the training activity more difficult
O	Slow down the pace	O	Speed up the pace
O	Allot more time for the training activity	O	Shorten the time for the training activity

After this workshop, how confident do you feel with the following topics?	Very high	High	Moderate	Low	Very low
Basic sex, gender and equality concepts	O	O	O	O	O
Gender analysis	O	O	O	O	O
Gender audit	O	O	O	O	O

Review of PES services from a gender mainstreaming perspective	O	O	O	O	O
Action planning to mainstream gender	O	O	O	O	O
Gender-sensitive indicators	O	O	O	O	O
Performance monitoring of the PES's delivery	O	O	O	O	O

What else would you require to successfully put what you have learned into practice?
Which parts of the workshop were most useful to you and why?
Which parts of the workshop were least useful to you and why?
Any additional comments about this workshop?

SELECTED KEY LABOUR MARKET INDICATORS[11]

Working-age population

Young people below a certain age are either physically unable to work because of their age or are not allowed to work due to national labour legislation or compulsory education systems. In countries where compulsory schooling and employment working-age legislation have broad coverage and are widely respected, the age specified in these regulations is used to determine the appropriate minimum age for measuring the economically active population. The *United Nations Principles and Recommendations for Population and Housing Censuses* specify that the minimum age limit adopted for census questions on economic activity should never be higher than 15 years.

In addition to using a minimum age limit, certain countries use also a maximum age limit. Adoption of a specified upper age limit means that all persons above that age are excluded from the economically active population count. Generally an inquiry into economic characteristics is restricted to persons under 65 years of age.

EXAMPLE

Neverland has a total population of 10,000 people. Mandatory education lasts nine years (from the ages of six to 15), and the retirement age is set for both men and women at 65 years of age.

The population of Neverland is composed of the following age-groups:

- 1,000 people are children aged 0 to 14,
- 2,000 people are young people aged 15-24,
- 5,000 people are people aged 25-64,
- 2,000 people are people above 65 years of age.

Working-age population

The working-age population of Neverland is 7,000 people.

Labour force participation rate

The labour force participation rate is the proportion of a country's working-age population that engages actively in the labour market, either by working or looking for work. Breaking down the labour force rate by sex and age creates a profile of the distribution of the economically active population within a country.

The labour force is the sum of employed and unemployed persons. The labour force participation rate is defined as the ratio of the labour force to the working-age population, expressed as a percentage.

[11] This summary is extracted from the Key Indicators of the Labour Market (KILM), published every year by the International Labour Office (ILO). It contains a core set of 20 labour market indicators that cover various aspects of decent work deficits around the world. The complete set can be downloaded in English at http://www.ilo.org/public/english/employment/strat/kilm/index.htm.

EXAMPLE

The working-age population of Neverland is 7,000 individuals. Of these, 2,500 are employed and 1,700 are unemployed.

The labour force comprises 4,200 individuals.

The labour force participation rate is (4,200*100)/7,000=60%.

The inactivity rate is 100%-60% = 40%.

The measurement can be broken down by sex and by the following standardized age groups: 15+; 15-64; 15-24; 25-54; 25-34; 35-54; 55-64 and 65+. The group of persons aged 25-54 years corresponds to the "prime working age".

This measure indicates the relative size of the supply of labour available for the production of goods and services. It plays a central role in the study of factors that determine the size and composition of a country's human resources and is used to formulate projections of the future supply of labour. The information is used to create employment policies and to determine training needs. It also is relied upon in the calculation of the expected working lives of the male and female populations and their rates of accession to, and retirement from, economic activity, factors that are crucial for the financial planning of social security systems.

Employment-to-population ratio

The employment-to-population ratio (sometimes referred to as the "employment rate") is defined as the proportion of a country's working-age population that is employed.

EXAMPLE

The working-age population of Neverland is 7,000 individuals. Of these, 2,500 are employed and 1,700 are unemployed.

The employment-to-population ratio is (2,500*100)/7,000 = 35.7%.

Employment is defined as the engagement of persons above a specified age who performed any work in the reference period for pay or profit (or pay in kind), or were temporarily absent from a job due to illness, maternity or parental leave, holiday, training or an industrial dispute. Unpaid family workers who work for at least one hour are included in the employment count, although many countries use a higher hour limit in their definition.

A high employment-to-population ratio means that a large proportion of a country's population is employed, while a low ratio means that a large share of the population is not directly involved in market-related activities, either because they are unemployed or because they are uninvolved in the labour force. Although a high overall ratio is typically considered to be positive, the indicator alone is not sufficient for assessing the level of decent work or the level of a decent work deficit. Additional indicators are required that relate to earnings, hours of work, informal employment, underemployment and working conditions. Indeed, the ratio could be high for reasons that are not necessarily positive: for example, where education options are so limited that young people take up any work available rather than remain in school. The employment-to-population ratio is of particular importance when broken down by sex, as the ratios for men and women can provide information on gender differences in labour market activity.

Status in employment

The indicator of status in employment distinguishes between three categories of employed persons. These are: (a) wage and salaried workers (also known as employees); (b) self-employed workers; and (c) contributing family workers (also known as unpaid family workers). These three groups of workers are presented as percentages of the total number of employed persons for both sexes, and for males and females separately.

EXAMPLE

Of the 2,500 persons employed in Neverland (1,800 men and 700 women), 1,500 are employees, 600 are employers or self-employed persons, 170 are members of cooperatives and 230 are contributing family workers.

- Wage-employment makes up 60% of the total employment (1,500*100)/2,500.
- Self-employment makes up 30.8% (600+170)+100/2,500.
- Contributing family members constitute 9.2% of the total employment (230*100/2,500).

Breaking down employment information by status in employment provides a statistical basis for describing workers' behaviour and conditions of work. A high proportion of wage and salaried workers in a country can signify advanced economic development. If the proportion of self-employed workers without hired employees is sizeable, it may be indicative of a large agriculture sector and low growth in the formal economy.

Employment by sector

The indicator for employment by sector divides employment into three broad groupings of economic activity: agriculture, industry and services. The agriculture sector includes work in agriculture, hunting, forestry and fishing. The industry sector comprises mining and quarrying, manufacturing, construction and work in the public utility sector (electricity, gas and water). The services sector consists of work in wholesale and retail trade, restaurants, hotels, transport, storage and communications, finance, insurance, real estate and business services, community services, social services and personal services.

Part-time workers

The part-time workers indicator focuses on individuals whose working hours total less than "full time". Because there is no agreed international definition of a minimum number of hours that constitute fulltime work, the minimum is determined on a countrywide basis, typically somewhere between 30 and 40 hours a week.

Two measures are included in this indicator: total part-time employment as a proportion of total employment, sometimes referred to as the "part-time employment rate", and the percentage of the part-time workforce comprised of women. The part-time indicator can be further divided into "voluntary" and "involuntary" part-time. Involuntary part-time workers are those workers who accepted part-time work because they could not find a full-time job.

EXAMPLE

Of the 2,500 persons employed in Neverland, 500 work less than 30 hours per week. Of these, 350 are women.

The <u>part-time employment rate</u> is 20% (500*100/2,500). Women represent 70% of the part-time workforce (250*100/500).

There has been rapid growth in part-time work in recent decades in the developed economies. This relates to the increase in the number of women in the labour force market, but also reflects an attempt to introduce labour market flexibility in the changing work organizations within industries and to respond to the growth of the services sector. The shift towards more flexible working arrangements is of concern to policymakers because it is assumed that such working arrangements are less economically secure and less stable than full-time employment.

Hours of work (KILM6)

There are two measurements of working time that create an overall picture of the amount of time that employed persons worldwide devote to work activities. The first measure expresses the hours worked by employed persons per week, while the second measure expresses the hours worked annually per person. The statistics are presented separately for men and women and according to the following hour ranges:

- less than 20 hours worked per week,
- between 20 and 29 hours,
- between 30 and 39 hours,
- 40 hours and over and
- 50 hours and over.

"Excessive" hours of work – over 50 hours per week – may be a concern, as they may indicate that inadequate wages are being earned. Long hours can be voluntary or involuntary (imposed by employers). Overemployment, or the "inadequate employment related to excessive hours", has been defined as "a situation where persons in employment wanted or sought to work less hours than they did during the reference period, either in the same job or in another job, accepting a corresponding reduction of income".

Employment in the informal economy

Employment in the informal economy includes all jobs in informal economic enterprises or the employment of persons who, during a given reference period, were employed in an informal enterprise, irrespective of their employment status or whether it was their main or secondary job. The criteria for informal economy enterprises are as follows:

- They are private unincorporated enterprises, i.e. enterprises owned by individuals or households that do not constitute separate legal entities and for which complete accounts are unavailable that would permit a financial separation of production activities from the other activities of its owner(s).
- All or at least some of the goods or services produced are meant for sale or barter.
- Their size in terms of employment is below a certain threshold to be determined according to national circumstances, and/or they are not registered under specific forms of national legislation (such as enterprise registration acts, tax laws or social security laws), and/or their employees are not registered.
- They are engaged in non-agricultural activities, including secondary non-agricultural activities of enterprises in the agricultural sector.

Informal employment comprises the total number of informal jobs, whether carried out in formal or informal economy enterprises (or households) during a given reference period. It comprises:

- *Own-account workers and persons employed in their own informal economy enterprises and own-account workers engaged in the production of goods exclusively for use by their own household*, such as subsistence farming or do-it-yourself construction of one's own dwelling.
- *Contributing family workers*, irrespective of whether they work in formal or informal economy enterprises. The informal nature of their jobs is due to the fact that contributing family workers usually do not have explicit or written contracts of employment, and usually their employment is not subject to labour legislation or social security regulation.
- *Employees holding informal jobs*, whether employed by formal or informal economy enterprises or as paid domestic workers. Employees are considered to have informal jobs if their employment relationship is, in law or in practice, not subject to national labour legislation, income taxation, social protection or entitlement to employment benefits (i.e. advance notice of dismissal, severance pay, or paid annual or sick leave). Informal jobs can arise due to the non declaration of jobs or employees, and include casual jobs or jobs of a limited short duration, jobs with hours of work or wages below a specified threshold, employment in unincorporated enterprises or by persons in households, jobs where the employee's place of work is outside the premises of the employer's enterprise, and jobs to which labour regulations are not applied or enforced.
- *Members of informal producers' cooperatives.* The informal nature of their jobs is directly related to the informal characteristics of the cooperative to which they belong.

Unemployment rate

The unemployment rate is defined as the quotient resulting from the division of the total number of unemployed persons by the labour force (sum of the total persons employed and unemployed). It is the labour force, or the economically active portion of the population, that serves as the base for this statistic, not the total population.

EXAMPLE

The labour force participation of Neverland is comprised of 4,200 persons (2,500 are employed and 1,700 are unemployed).

The unemployment rate is 40.4% (1,700*100)/4,200.

Unemployed persons are defined as those individuals without work who have sought work in a recent period and are currently available for work. Persons who have not sought work in a recent period but have a future labour market stake (i.e. arrangements for a future job start) also counted as unemployed.

Discouraged workers are persons not currently in the labour market who want to work but do not actively "seek" work because they view their job opportunities as limited, because they have restricted labour mobility, because they face discrimination, or because of structural, social or cultural barriers.[12]

The criterion that workers be available for work during a short reference period also excludes many people from the unemployed count. A short availability period tends to exclude those who would need to make personal arrangements before starting work, i.e. to care for children or elderly relatives. Various countries have acknowledged this coverage problem and have extended the "availability" period to two or more weeks following the reference period.

Youth unemployment

The term "youth" refers to persons aged 15 to 24 years and "adult" refers to persons aged 25 years and over. The indicator consists of four distinct measurements, each representing a different aspect of the youth unemployment problem:

- youth unemployment rate (youth unemployment as a percentage of the youth labour force);
- ratio of the youth unemployment rate to the adult unemployment rate;
- youth unemployment as a proportion of total unemployment; and
- youth unemployment as a proportion of the youth population.

EXAMPLE

The total youth population is 2,000. Of these, 1,000 are still in school, 450 are employed and 550 are unemployed.

- The youth unemployment rate is 55% (550*100/550+450).
- The ratio of youth unemployment to adult unemployment is 2. The adult unemployment rate is 27.3%. 1,700 persons total are unemployed and 550 youth are unemployed, so the adult unemployed population is 1,700-550= 1,150. The adult unemployment rate is 27.3% (1,150*100/4,200). The ratio is 50/27.3 = 2.
- The share of youth unemployment as a part of total unemployment is 32.3% (550*100/1,700).
- Unemployed youth constitute 27.5% of the total youth population (550*100/2,000).

[12] The relaxed unemployment rate also includes discouraged workers in the unemployment count. This measure is determined by adding the total number of discouraged workers to the labour force and to the unemployed.

The youth unemployment rate can serve as a useful proxy for the health of the labour market situation facing this group and the analysis of the four indicators above can highlight some of the main characteristics of the youth unemployment problem. For example, in a country where the youth unemployment rate is high and the ratio of the youth unemployment rate to the adult unemployment rate is close to one, it may be concluded that the problem of unemployment is not specific to youth. When both indicators are high, it means that young people suffer more difficulties in finding a job than do adults. The problem of unemployment is unequally distributed when, in addition to a high youth unemployment rate, the proportion of youth unemployment in total unemployment is high. In this case, employment policies might usefully be directed towards easing the entry of young people into the world of work.

Long-term unemployment

The indicator on long-term unemployment looks at the duration of one's unemployment, e.g. the length of time that an unemployed person has been without work and looking for a job. The standard definition of long-term unemployment is unemployment for continuous periods extending for a year or longer (52 weeks and over). The indicator includes two separate measures of long-duration unemployment:

- the long-term unemployment rate – those unemployed for one year or longer as a percentage of the labour force; and
- the incidence of long-term unemployment – those unemployed for one year or longer as a proportion of the total unemployed population.

EXAMPLE

The unemployed population in Neverland is 1,700 people. Of these, 1,200 have been unemployed for a year or longer.

- The long term unemployment rate is 28.5% (1,200*100/4,200).
- The incidence of long term unemployment is 70.5% (1,200*100/1,700).

While short periods of joblessness are less of a concern, especially when unemployed persons are covered by unemployment insurance schemes, prolonged periods of unemployment bring many undesirable effects, particularly a loss of income and diminishing employability.

High ratios of long-term unemployment indicate serious employment problems for certain groups in the labour market and often slow rate of job creation. Conversely, a high proportion of short-term unemployed persons indicates a high job creation rate with greater turnover and mobility in the labour market. Such generalizations must be made with caution, however, as many factors – including the coverage of unemployment benefit programmes – can influence the relationship between long-term unemployment and the relative job health of a given country. Women tend to have higher unemployment rates than men, including those for long-term unemployment.

Unemployment by educational attainment

This indicator focuses on unemployment among workers categorized by their level of educational attainment. Specifically, the indicator expresses the distribution of a country's total number of unemployed persons according to five levels of schooling: 1) less than one year, 2) less than primary level, 3) primary level, 4) secondary level, and 5) tertiary level. The categories of educational attainment used in the indicator are conceptually based on the ten levels set forth in the *International Standard Classification of Education (ISCED)*.

EXAMPLE

The unemployed population of Neverland is 1,700 people. Of these, 700 have a primary education or less, 800 have completed secondary education, and 200 have a tertiary education.

The share of unemployment by level of educational attainment is

- Primary education: 41.2% (700*100/1,700);
- Secondary education 47% (800*100/1,700);
- Tertiary education 11.8% (200*100/1,700).

This indicator can provide important insights into the relationship between the educational attainment of workers and unemployment, having important implications for both employment and educational policy. If it is confirmed that persons with low education levels are at a higher risk of becoming unemployed, the political reaction may be either to seek to increase education levels or to create more low-skilled occupations.

Alternatively, a higher share of unemployment among persons with higher education could indicate a lack of sufficient professional and high-level technical jobs. In many countries, qualified jobseekers are being forced to accept employment below their skill level. Where the supply of qualified workers outpaces the increase in the number of professional and technical employment opportunities, high levels of skill-related underemployment are inevitable. The presence of highly educated unemployed persons in a country can result in a "brain drain" whereby educated professionals migrate to find better employment opportunities abroad.

Time-related underemployment

This indicator reflects the number of employed persons whose hours of work in the reference period are insufficient in relation to the more desirable employment situation in which the person is willing and available to engage. The international definition of time-related underemployment is based on three criteria: it includes all employed persons who, during a short reference period, were

- willing to work additional hours,
- available to work additional hours and
- had worked less than a threshold relating to working time.

Two time-related underemployment rates are normally used: one gives the number of persons in time-related underemployment as a percentage of the labour force, and the other presents the time-related underemployed as a percentage of total employment.

EXAMPLE

The unemployed population in Neverland is1,700 people. Of these, 400 are willing and available to work additional hours (they currently work less than 30 hours per week).

- Time-related underemployment in Neverland is 9.5% (400*100/4,200).
- Underemployed workers represent 23.5% of total unemployment (400*100/1,700).

To satisfy this criterion, workers should report that they want another job or jobs in addition to their current employment; that they want to replace any of their current jobs with another job or jobs with increased hours of work; that they want to increase the hours of work of any of their current jobs or that they want a combination of these three possibilities. This criterion also encompasses those persons who are actively seeking to work additional hours, using the same definition of job search as in the measurement of unemployment.

Underemployment reflects the underutilization of the productive capacity of the labour force. In order to draw a more complete picture, one needs to examine indicators such as the labour force, employment-to-population ratios, inactivity rates, status in employment, working poverty and labour productivity.

Statistics on time-related underemployment can be useful in analyzing the efficiency of the labour market in terms of the ability of the country to provide full employment for all those who want it. This indicator can thus provide insights for the design, implementation and evaluation of employment and social policies and programmes.

Inactivity rate

Individuals are considered to be outside the labour force, or inactive, if they are neither employed nor unemployed, that is not actively seeking work. When added together, the inactivity rate and the labour force participation rate will equal 100 per cent.

This indicator takes on greater importance if broken down by reason of inactivity (care duties, retirement, disability, pursuing education, belief that no job is available or unwillingness to work), age group and sex.

A subgroup of the inactive labour force comprises discouraged workers. Regardless of the reasons for their being discouraged, these potential workers are generally considered underutilized. The presence of discouraged workers is confirmed if the measured labour force grows as unemployment falls. People who were not counted as unemployed (because they were not actively searching for work) when few jobs were available jobs may start looking for work when the probability of their finding a job improves. Furthermore, if the number of discouraged workers is high, policymakers may attempt to assist this group by improving job placement services.

Educational attainment and illiteracy

This indicator reflects the levels and distribution of the knowledge and skills of the labour force. The indicator includes two measures pertaining to educational levels (educational attainment of women and men in the labour force and the proportion of young workers aged 25 to 29 years having completed tertiary education), and a third measure estimating illiteracy amongst the youth and adult populations.[13]

The ability to examine educational levels in relation to occupation and income is useful for policy formulation and for a wide range of economic, social and labour market analyses. Statistics on levels and trends of the educational attainment of the labour force can:

- provide an indication of the capacity of countries to achieve important social and economic goals;
- give insights into the broad skill structure of the labour force;
- highlight the need to promote investments in education for different population groups;
- be used to analyze the influence of skill levels on economic outcomes and the success of different policies in raising the educational level of the workforce;
- give an indication of the degree of inequality in the distribution of educational resources between groups, particularly between men and women; and
- provide an indication of the skills of the existing labour force, with a view to discovering untapped potential.

Growing wage disparities between low-skilled and high-skilled workers in many countries provide strong evidence of the increasing returns on education. The distribution of educational attainment can thereby play a significant role in determining a country's income distribution.

Occupational wage and earning indices

This indicator looks at trends in occupational wages (i.e. wage rates or earnings) by industry group. Wages for individual occupations provide greater insight than do the broad averages covering many occupations within an industry. The wage and earning indices are disaggregated by occupation group and skill level on the basis of the International Classification of Occupation – ISCO88 (Box 3).

Box 3 Major ISCO groups, descriptions and skill levels

Skill levels	Major group and description
4th (University degree required)	**Professionals (2):** This group includes occupations whose main tasks require a high level of professional knowledge and experience in the fields of physical and life sciences, social sciences or the humanities. Their main tasks involve increasing the existing stock of knowledge, applying scientific or artistic concepts and theories and teaching about the foregoing.
2nd (Secondary education and/or formal training such as on-the-job training and experience, or apprenticeships)	**Clerks (4):** This includes occupations whose main tasks require the knowledge and experience necessary to organize, store, compute and retrieve information. Their main tasks consist of performing secretarial duties, operating word processors and other office machines, recording and computing numerical data and performing a number of customer-oriented duties.

[13] Literacy is defined as the ability to read and write a simple sentence. The estimates are national, based on data collected either through national population censuses or household surveys.

2nd (Secondary education and/ or formal training such as on-the-job training and experience, or apprenticeships)	**Service workers and sales workers (5):** This group includes occupations whose main tasks require the knowledge and experience necessary to provide personal and protective services, and to sell goods in shops or at markets. The main tasks consist of providing services related to travel, housekeeping, catering, personal care, protection of individuals and property, maintaining law and order, or in the sale of goods in shops or at markets.
2nd (Secondary education and/ or formal training such as on-the-job training and experience, or apprenticeships)	**Skilled agricultural and fishery workers (6):** This group includes occupations whose tasks require the knowledge and experience to produce farm, forestry and fishery products. Their main tasks consist or growing crops, breeding or hunting animals, conserving and exploiting forests, and selling products to purchasers or resellers.
2nd (Secondary education and/ or formal training such as on-the-job training and experience, or apprenticeships)	**Craft and related trades workers (7):** This group includes occupations whose tasks require the knowledge and experience of skilled trades or handicrafts which involve an understanding of materials and tools to be used and knowledge of all stages of the production process, including the characteristics and use of the final product. Their main tasks consist of extracting raw materials, constructing buildings and making various products as well as handicraft goods.
2nd (Secondary education and/ or formal training such as on-the-job training and experience, or apprenticeships)	**Plant and machine operators and assemblers (8):** This group includes occupations whose main tasks require the knowledge and experience necessary to operate and monitor large scale, and often automated, industrial machinery and equipment. Their main tasks consist of operating and monitoring mining, processing and production machinery and equipment, driving vehicles, driving and operating mobile plant, or assembling products.
1st (Primary school education)	**Elementary occupations (9):** This group covers occupations that require the knowledge and experience necessary to perform simple and routine tasks involving the use of hand-held tools and in some cases considerable physical effort with limited personal initiative or judgement. Their main tasks can involve informally selling goods, watching and protecting property,, cleaning and washing, working as labourers in mining, agriculture, fishing, construction and manufacturing.

Labour productivity and unit labour cost indicators

Productivity represents the amount of output per unit of input. Output is measured as "value added", which is the total production value minus the value of intermediate inputs such as raw materials, semi-finished products, services purchased and energy inputs. Value added – the "gross domestic product" (GDP) in the national accounts – represents the compensation for the input of services from capital (including depreciation) and labour directly engaged in production.

The GDP concepts for the aggregate economy are expressed in market prices that reflect the market value of the output produced. The measure is expressed in terms of Purchasing Power Parity (PPP), which is the amount of a country's currency that is required to purchase a standard set of goods and services worth one US dollar.

An example of the productivity levels for Central and South-Eastern Europe (non-EU countries) and CIS countries from 1996 to 2006 is presented below

	1996	2002	2003	2004	2005	2006
Productivity levels (value added per person employed, constant 2000 US$ at PPP)	11,787	14,215	15,281	16,148	17,088	18,121
Annual change in productivity (%)	4.0	7.5	5.7	5.8	6.0	5.8

Unit labour costs are defined as the average cost of labour per unit of output and are calculated as the ratio of total labour costs to real output. Total labour compensation includes not only gross wages and salaries of employees but other costs of labour that are paid by employers, including employers' contributions to social security and pension schemes.

In addition to employees' compensation, the estimated labour costs of the self-employed are included when possible, included with the assumption that the labour compensation of one self-employed person equals that of one employee.

Labour productivity estimates can be used to develop and monitor the effects of labour market policies. Unit labour costs represent a direct link between productivity and the cost of labour used in generating output. On the one hand, a rise in an economy's unit labour cost represents an increased reward for labour contributions to output. On the other hand, however, a rise in labour costs greater than the rise in labour productivity may indicate weaknesses in a country's competitiveness if other costs are not adjusted in compensation. As a competitiveness indicator, unit labour costs are particularly relevant for the manufacturing industry, where many internationally tradable products are produced.

Poverty, working poor and income distribution indicators (KILM 20)

The indicators used for monitoring poverty reduction and progress toward the first UN Millennium Development Goal (MDG) estimate the size of the population living below the international poverty lines of US$1 and US$2 a day. This is supplemented by other poverty measures, including estimates of the population living below a nationally defined poverty line.

The working poor are defined as individuals who are working but fall below an accepted poverty line. The ILO calculates upper- and lower-bound estimates of the working poor. Upper bound estimates are calculated using the equation working poor =poverty rate * population. Lower-bound estimates of the working poor are calculated using the equation working poor = poverty rate * labour force.

The shares of the working poor in Central and South-Eastern Europe (non-EU countries) and CIS countries from 1996 to 2006 are displayed below.

	1996	2002	2003	2004	2005	2006
US$1 working poor share in total employment (%)	7.5	3.4	3.1	2.8	2.2	1.9
US$2 working poor share in total employment (%)	32.8	27.2	25.0	23.8	22.7	21.7

Because of the multiple dimensions of poverty, there are various approaches to measuring it. The three most common approaches are described below.

1. One common approach is to analyse information on personal consumption expenditure and, in a few cases, personal income.
2. A second approach focuses on "basic needs" and reflects deprivation in terms of material requirements for the fulfilment of minimal human needs, including food and employment. The concept takes into account the need for basic health care and education, as well as essential services such as access to safe water. The concept of the Human Poverty Index (HPI), developed by the UNDP, is a composite index that combines three dimensions: limitations on life expectancy, illiteracy and overall standard of living.
3. The third approach, which combines elements of the two previous approaches, relates to the capabilities required for a person to function in a particular society. This approach covers a wide range of capabilities, varying from the capability of being well nourished to more complex social achievements, such as the capability of gaining computer literacy. Poverty is defined in terms of being out of the societal mainstream, notably outside the labour market. Poverty analyses from this angle have led to the development of the concept of "social exclusion".

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