Gender Equality in Local Development in Spain

Case Study for the International Project W. In D. Women in Development

Eva Alfama
Imma Quintana

"With the support of the European Union - Programme concerning the Community framework strategy on gender equality (2001-2005)"
Gender Equality in Local Development in Spain

Case Study for the International Project W. In D. Women in Development

Eva Alfama
Imma Quintana

With support from the European Community – Programme relating to the Community Framework Strategy on Gender Equality (2001-2005). The information contained in this publication (or in other materials) does not necessarily reflect the position or opinion of the European Commission.
Case study report for the
Italian Presidency of the Council of Ministers,
Department for Rights and Equal Opportunities

Not to be quoted without permission

September 2007

IGIOP - Institut de Govern
i Polítiques Públiques
Universitat Autònoma de Barcelona
Edifici B - Campus de la Uab
08193 Bellaterra - Barcelona
Telf: +34 935 81 344 6
<table>
<thead>
<tr>
<th>TABLE OF CONTENTS</th>
</tr>
</thead>
</table>

**Preface**  
IX

**Part 1: General overview of the Spanish State**  
1

**Overall context**  
1

1. Territory, population and the economy  
2

2. Gender, the Welfare State and the Labour Market  
9

2.1 The Welfare State in Spain  
9

2.2 Time and work  
13

2.3 The Labour Market and Gender Differences  
15

3. Participation in decision-making processes  
27

3.1. Women in Trade Union Organizations and Employers Associations  
27

3.2. Political parties and State organisation  
29

**Regulatory framework**  
32

1. General regulatory framework for gender equality  
32

2. General regulatory framework of Local Development Policies  
39

**Part 2: Local Development and Gender**  
42

**Local Development Policies in Spain**  
42

1. From the first economic promotion initiatives to Local Development Policies  
42

2. Employment policies  
43
3. Local Development Policies

The Gender Perspective in Local Development

1. Analysing Local Development Policies from a gender perspective
2. EQUAL projects promoting equal opportunities in Spain

Analysis of Good Practices

1. Yo, Politica Programme (Municipality of Sant Boi de Llobregat)
   1.1 Project background history and resources
   1.2 Objectives, beneficiaries and territorial reach
   1.3 Operational aspects
   1.4 Quantitative and qualitative results
   1.5 Lessons learned: innovative elements and transferrability
2. EMERGIM Programme (Municipality of Vilafranca del Penedès)
   2.1 Project background history and resources
   2.2 Objectives, beneficiaries and territorial reach
   2.3 Operational aspects
   2.4 Quantitative and qualitative results
   2.5 Lessons learned: innovative elements and transferrability
3. Local Equality Agents Programme (Diputación of Barcelona)
   3.1 Project background history and resources
   3.2 Objectives, beneficiaries and territorial reach
   3.3 Operational aspects
   3.4 Quantitative and qualitative results
   3.5 Lessons learned: innovative elements and transferrability

4. Incorporating a gender perspective in Law 2/2004 Upgrading city districts, urban areas
and twons requiring special attention (Autonomous Community of Catalonia) 77

4.1 Project background history and resources 77

4.2 Objectives, beneficiaries and territorial reach 77

4.3 Operational aspects 78

4.4 Quantitative and qualitative results 78

4.5 Lessons learned: innovative elements and transferrability 78

5. Cerezas por la Igualdad (Cooperativa Montaña of Alicante) 80

5.1 Project background history and resources 80

5.2 Objectives, beneficiaries and territorial reach 80

5.3 Operational aspects 80

5.4 Quantitative and qualitative results 81

5.5 Lessons learned: innovative elements and transferrability 82

6. KIDEITU Project: a horizon of quality for the employment and training systems of the Basque Autonomous Community 83

6.1 Project background history and resources 83

6.2 Objectives, beneficiaries and territorial reach 83

6.3 Operational aspects 84

6.4 Quantitative and qualitative results 84

6.5 Lessons learned: innovative elements and transferrability 86

7. RESSORT Project: promotion and guidance towards the Social Responsibility of SMEs with a view to improving the quality of employment over the territory (Regional Council of Barcelona) 86

7.1 Project background history and resources 86

7.2 Objectives, beneficiaries and territorial reach 87
INDEX
OF TABLES AND CHARTS

Table 1: Local Administrations in Spain, 2005
Chart 1: Map of Autonomous Communities in Spain
Chart 2: Correlation between income and well-being indexes, 2002
Chart 3: GDP by Autonomous Community as a percentage of total national GDP, 2004
Chart 4: Population distribution by Autonomous Community, 2004
Table 2: Percentage of people who live in homes whose total income equivalent is less than 60% of the mean national income equivalent, 2001
Chart 5: Expenditure for social benefits to families and children in the EU (in percentage of GDP), 2003
Table 3: Recent trends in gender-linked political space in the EU
Table 4: Mean time devoted to paid and unpaid work according to the EUTE (CSIC) survey. (Percentages by gender), 2003
Chart 6: Time devoted to unpaid work (synthetic index) during work days by gender according to the EUTE survey, 2003
Chart 7: Distribution of employment, unemployment and inactivity by gender. 4th quarter of 2006
Chart 8: Placement in economic activities by gender. 4th quarter of 2006. Percentage
Chart 9: Activity rate according to age and gender: 2nd quarter of 1992 and 2003
Chart 10: Characteristics of paid work according to gender. Percentage. 4th quarter 2000
Chart 11: Gender distribution as Chairman or member of the Board of Directors of IBEX-35 listed companies, 2006
Chart 12: Women Managers, 2004
Chart 13: Comparison of average annual salaries according to workday typology and gender, 2002
Chart 14: Gross annual salary distribution according to gender

Chart 15: Deviation of women’s earnings against men’s as a percentage of their education level

Chart 16: Percentage of offices held by women in major trade unions, 2006

Chart 17: Female and Male members of Government, 1996-2004

Chart 18: Percentage of women in State Public Administration executive offices

Table 5: Autonomous Community legislation incorporating the obligation to draft gender impact reports to accompany legal provisions

Table 6: Summary: Principal legal provisions aimed at Equality and Reconciliation in Spain

Table 7: Principal measures adopted locally by the INEM in favour of employment

Table 8: Principal employment policy coordination tool according to territorial administration levels

Table 9: Objectives, lines of action and instruments of Local Development Policies in Spain

Table 10: Structural Funds in Spain 2000-2006 (in million Euros, at current prices)

Table 11: Presence of gender perspective in actions promoting local development policies

Table 12: Distribution of EQUAL projects according to thematic area and call, 2002-2007

Table 13: Distribution of EQUAL projects according to the type of Development Partnership, 2002-2007

Table 14: Distribution of EQUAL projects by Autonomous Community, 2002-2007

Table 15: Distribution of EQUAL projects by main partner, 2002-2007

Table 16: Percentage of EQUAL projects in which each type of partner participates, 2002-2007

Table 17: EQUAL projects according to the target group of each activity and the percentage of EQUAL projects addressed to each target group, 2002-2007

Table 18: EQUAL projects according to the type of activities provided, 2002-2007

Table 19: Good Practices selection criteria

Table 20: Areas of Municipal policy intervention according to gender-sensitivity

Tabla 21: Incorporating gender mainstreaming in local development processes in Spain
Local development processes are not neutral from a gender point of view. There is now some interesting theoretical and empirical evidence of a strong correlation between Local Development and Gender Equal Opportunities.

Numerous studies that have been carried out highlight the strong correlation between economic growth and female presence in the labour market. There are also many studies that emphasize the inefficiency in various contexts where discrimination and segregation hinder a better use of the resources to re-launch competitiveness of the local systems through men’ as well as women’ skills.

These correlations most certainly have two implications:

(a) Equal opportunities improve local development;

(b) Local development improves the female position in local contexts.

Such a hypotheses is not based, obviously, on an ethical principle (which would also have its relevancy), but on evidence of a very precise socio-economic nature. The literature leaves little doubt regarding the growing role of women in socio-economic growth processes, given the clear positive correlation between growth and equal opportunities in the labour market. The countries with the highest growth rates and the highest levels of pro-capita income, also have the highest female participation in the labour market.

The cause-and-effect direction primarily goes from growth to gender equality since higher levels of development generally lead to higher levels of education, democracy and equality between men and women (Lofstrom, 2001), but there is also a positive relationship between gender equality and socio-economic growth. Greater female participation and employment imply greater current production, but also a greater future growth, because of the effects on the new generations (higher family income, greater investment in human capital and health). According to recent estimates (Ols-son, 2000), the growth in participation of women in the labour market would explain, for the 20 years between 1980 and 1999, almost a fifth of the growth of the European GDP against a negative contribution from the male workforces. Even though this data could be an overestimation because of the greater concentration of women in part-time jobs and in sectors of smaller scale production (for example, in Public Administration), in all the European countries, an ever greater share of the wealth produced and social development is incontestably due to the contribution of women.

In a long-term perspective, the benefits to supporting participation in female employment...
become clear even in terms of an increase in development levels given that, again from an economic perspective, some virtual circles become grafted and increase efficiency in resource use (Humphries, Rubery et al., 1999; Rubery et al., 1999).

When female employment grows, for example, family incomes grow with a positive impact on the collective demand and tax revenue. Another virtual circle is the tie between the growth in educational levels — and therefore the investment in human capital — and the growth in female participation in training courses. Or, the support of female participation in the labour market makes it possible to reduce the depreciation of investment in female human capital that emerges following an interruption in work activity for problems related to re-conciliation and/or problems of occupational and professional segregation of the female workforce. Again to give another example, the support to participation and female employment through re-conciliation policies insures, in the medium and long-term, adequate conditions for social reproduction, such as, for example those tied to the growth of future generations.

The benefit of Equal opportunity policies is also clear, both in the short and long-term, in the area that is most concerned with social development of a given territory because equality of the productive and reproductive conditions of men and women have a positive impact on the quality of life, increasing women’s possibilities of choice; risks of poverty for the female population are reduced, working conditions of men and women and, more generally, life conditions are improved.

Support for the participation of women in active working life is therefore a form of investment in the female resource that has side effects for society on the whole and for its various components: there is a parallel improvement in life conditions of men and children. The attempts at analyzing the efficiency of Equal opportunity policies conclude that this type of measure (Rubery et al., 1999) can be considered as a true factor in productivity.

The female world is a resource for Local development not only because it contributes to economic growth of the territory and its social reproduction, but also because it promotes and confirms alternative approaches to development. The experiences of microcredit for women enduring extreme conditions of backwardness and poverty in Southern areas of the world, though being distant experiences, are enlightening. In fact, the microcredit institutions recognize these women as carriers of a more valid and effective social promotion than men, finding one of the basic motives for it in their ties with their children and, therefore, with the future generations. Beyond the growth of female awareness, the effects of microcredit are reflected in the most varied environments of social and family life and emphasize women’s great attention to the future: from educational and instructional choices of children (that favour education and oppose under-age labour) to planning procreation. Furthermore, the women show themselves to be more careful administrators than men regarding loans, apart from emphasizing, especially in some countries where there is strong pressure to emigrate, that there is less of a propensity to leave the country (Yunus, 2003).

The territorial and local dynamics confront each other with various expectations from the female world related to the configuration of the combination of productive and reproductive roles that women play in a given territory. These elements must be made known (and shared) in order to identify the possible solutions in terms of policy (and the participation of the territory in their definition).

The factors of the socio-economic context — therefore the local dimension — have a special influence in determining the choices and the participational behaviours of women, then of those of men.

If we take for granted the unequal distribution of
care roles between men and women as data, it is impossible to ignore the differences in the female condition and problems of re-conciliation that they denote, for example, in urban and rural areas, both in support for participation and in a perspective of support for permanent employment. The elements that differentiate the female condition in the local dimension are related to a myriad of other environmental factors: from the economic vocation of a territory (industrial, tertiary, tourist, agricultural, specialized, etc.), to the cultural and relationship models of the community, from the available resources to redistribute care work, whether institutionalized (infancy services, large companies that more easily adopt reorganization models for work schedules, roots in the third sector and the spread of practices such as Time Banks) or other, (relationships with neighbours and exchange models, family structures and intergenerational solidarity) to policies on times and transport.

It is actually the context’s relevancy in designing the terms by which women represent a resource for development that suggests that the local dimension is a resource for Equal opportunity policies.

In fact, in the first place, like the development policies, the Equal opportunity policies have a greater probability of meeting the needs for measures in as much as the more they are planned and implemented “close” the population that expresses the need, the better. In the second place, the local dimension facilitates that policy integration process that characterizes the essence of gender mainstreaming. The labour and training policies often have a greater possibility of being planned and implemented in synergy with other policies that support female inclusion in the labour market, such as care policies (children, the elderly, the infirm), transport policies, scheduling policies and all those measures that have an impact on the quality of life and the safety both of the workplace, and more generally, the territory.

Finally, the Equal opportunity policies promoted at the local level have greater chances of involving the relevant actors (local authorities, enterprises, civil economy, management and labour, the population). The question of capacity building and mobilization of local stakeholders is furthermore a central element in the implementation of equality policies, and emphasizes the need to promote women in policymaking processes and at all decisional levels (empowerment), whether with the greater involvement of women in the decision-making places or the involvement of equality bodies and other women’s organizations. At the same time, the equality organizations should be involved in networking processes both in terms of connection with other local actors as well as connection with other levels of government. This could also take place through “concertation”\(^1\) tables that deal with this issues and/or protocols, for example, in the sphere of territorial pacts in order to provide openly for promotion and gender mainstreaming in the choices implemented to foster Local development (Campbell, 2003).

Unfortunately, although the world of women represents a resource for the territory and the local context, primarily when a medium to long-term perspective is adopted (Rubery, Fagan, 1999), this topic is rarely analyzed in its complexity and multidimensional nature, from the gender point of view. In this framework, a project such as W. In D., promoted by the Dipartimento per i Diritti e le Pari Opportunità (Italian Department for Rights and Equal Opportunities) of the Presidenza del Consiglio dei Ministri (Presidency of the Council of

---

\(^1\) For “concertation” we intend activities in order to involve main stakeholders and reach consensus on a specific issue.
Ministers), seems important. The project's ambitious objective is, to define methodological steps for verifying the gender policies that contribute to Local development. This means, in other terms, verifying the hypothesis on the negative influence which occurs when the Equal opportunity principle is not applied in the local development of a territory and, vice versa, to which degree the lack of local development limits improvement in the position of women.

The little involvement of women in local development processes, and the minimal attention reserved for the gender principle in those same development policies, continue to be constant in most European countries. The issue is at the center of the V Program of community action for equal opportunity between men and women in the framework W. In D. was funded. The project goes from the conviction that it is necessary to promote a strong coordinated action at a European level to support these issues and make the necessary cultural change in order to concretely apply the gender mainstreaming principle in local socio-economic development processes.

The transnational partnership of the project was formed to include various cultural attitudes and various experiences in gender oriented equal opportunity throughout the European Union, as well as different organizational-institutional systems found in the Member Countries. The partnership structure of W. In D. is as follows:

- **Promoter with the role of direction and coordination of the project activities:** Department for Rights and Equal Opportunities - Presidency of the Council of Ministers, Italy
- **Transnational partners:**
  - European Policies Research Centre (EPRC) University of Strathclyde, UK
  - Institut de Govern i Politiques Públiques (IGOP) University of Barcellona, Spain
  - National Commission for the Promotion of Equality (NCPE), Malta
  - National partner: Institute for Social Research (IRS), Italy

Including Spain and Italy in the project led to the “typical” problems of Mediterranean countries on topics of gender oriented equal opportunity, although they were part of two rather different political institutional contexts, especially in the area of administrative decentralization.

The Maltese partner allowed for a perspective on the experience of a small country that is still dealing with numerous problems in the sphere of equal opportunity. For this reason the recent entry into the European Union represents, at the same time, a challenge and a chance for rapid progress.

The Scottish partner, finally, guarantees the Anglo-Saxon perspective, characterized by a more advanced situation in gender equality terms and therefore working more on a gender mainstreaming approach and on a wider concept of equal opportunities, open to all forms of discrimination.

Through a comparative research action, the project produced an Intervention model and Guidelines for introducing and strengthening the equal opportunity principles in the local development processes. This tool is intended to meet a double need:

- to foster and consolidate local strategies that favour female participation in local development processes in the various local contexts;
- to define an integrated approach for fostering the inclusion of gender mainstreaming in local development processes, shared by all the project partners.

The intervention model was outlined starting with the results of the research and from the solicitations and needs that emerged in the panels organized in each of the partner countries with the par-
ticipation of institutional stakeholders, representatives of the socio-economic partnership, reference people of the best practices analyzed – and represented a first step for the definition of concrete methods and tools for promoting gender mainstreaming as a constituent element in the local development processes, as declined in the Guidelines.

This publication is one of the products of W. In D. listed below:

- Italian case study;
- Scottish case study;
- Spanish case study;
- Maltese case study;
- Final report of the comparative research study “Strategies and experiences carried out in the local development processes at a European level”;
- Model and Guidelines: “A gender oriented local development model”;
- Catalogue of best practices.

Bibliography

The speed at which political, social and economic changes occurred in these last few years produced relevant transformations in the Spanish society. However, our society did not succeed to adequately adjust to the silent revolution carried out by women in recent years by massively and stably integrating into the labour market and reducing their fertility rate. On-the-job discrimination persists, both in the public and in the private sector. Within these frameworks, transformation is very unassertive and, as we shall see, a significant gap still exists between the career advancement of men and that of women. In this context, the progressive and unrelenting increase in the training level of Spanish women who, in the span of two generations, have equalled – and even exceeded, in some population segments – the qualification level of men, has not translated in women taking on greater professional responsibilities.

The conservative values of the traditional family, which are currently in crisis, coexist with new forms of cohabitation within the family (one-family homes, a growing variable family structure, an increase in single-parent families) pressuring towards greater reliance on external services. Despite all this, we still depend on the family both as the safety net and as the instrument for the redistribution of income because of the little progress made by gender-equality policies, policies aimed at reconciling family and work and of those focused on providing family care within the framework of the Spanish Welfare State.

These family networks (a euphemism concealing the work that is almost exclusively shouldered by women) are those that are prevalently engaged in caring for children, elders, young and/or disabled persons, but are becoming increasingly overworked. Population ageing, the growing precariousness of work, the increased number of working women and the rise in single-mother homes, among other things, is putting pressure on them. Their safety net is therefore becoming increasingly looser, both in towns and in rural communities.

On the other hand, gender-typed roles are changing and women are claiming a multiple identity and, above all, the right to dispose of more time: time for their partners, for their children, for their work and for themselves. This is time they need and that, as far as we can see, is the main evidence of the persisting gender inequalities in our society and the main source of social problems and even of health problems. The solution to the lack of balance between work, the family and a personal life still falls within the scope of each individual and of people's private spheres and no policy has been launched that was subsequently converted into structural reforms.

Thus, public Administrations have not responded...
satisfactorily to this new scenario.

It is within this context that we have to incorporate the questions of our survey: How do local Administrations respond to these issues? How are local development policies articulated from a gender-oriented perspective?

1. Territory, population and the economy

Spain is probably the European Union country that has experienced the greatest and quickest decentralization process in the last three decades. The adoption of the Constitution in 1978 consecrated a system of Government based on three levels: the central State Administration, the 17 Autonomous Communities¹ and local Administrations, in turn comprising two main levels (the 50 provinces and the 8,110 municipalities, respectively governed by the “Diputaciones Provinciales” (County Councils) and by the Municipal Councils).

Thus, present-day Spain is a “State of Autonomies” featuring a high degree of decentralisation, although this has not been to the advantage of a significant increase in the relative weight of local Governments but rather of the Autonomous Communities. If in 1981 the expenditure of local Governments represented 10% of overall public spending in Spain, in 2002 it had grown to hardly 13%², still far from the roughly 20% spent by States with a comparable level of federalism such as Germany, Austria, Switzerland, Canada or the United States, where decentralisation has increased the relative weight of local Governments.

At local level, in addition to provinces and municipalities, the legislation on Local Administrations also envisages the existence of other local entities with a more specific nature, both at inter-municipal (minor local entities) and supra-municipal (associations of municipalities, “comarcas” – regions – and metropolitan entities) level, to which the Ley reguladora de las Haciendas Locales, the law regulating local taxing, assigns revenues of their own. If, on the one hand, the fact that 85% of existing municipalities do not have more 5000 inhabitants has generated a sizable association (“mancomunación”) process in order to deliver given services, on the other hand, metropolitan areas have developed to a lesser extent.

| TABLE 1 |
| Local Administrations in Spain. 2005 |

<table>
<thead>
<tr>
<th>Provinces</th>
<th>50</th>
</tr>
</thead>
<tbody>
<tr>
<td>Supra-Municipal Entities</td>
<td></td>
</tr>
<tr>
<td>Islands (Island &amp; Municipal Councils)</td>
<td>10</td>
</tr>
<tr>
<td>Association of Communities</td>
<td>975</td>
</tr>
<tr>
<td>Regions</td>
<td>81</td>
</tr>
<tr>
<td>Metropolitan Areas</td>
<td>4</td>
</tr>
<tr>
<td>Territorial entities smaller than municipalities</td>
<td>3,708</td>
</tr>
<tr>
<td>Municipalities</td>
<td>8,110</td>
</tr>
<tr>
<td>Other</td>
<td>5</td>
</tr>
<tr>
<td>Total Local Entities</td>
<td>12,943</td>
</tr>
</tbody>
</table>

Source: Bosch y Espasa (2006)

¹ Regions corresponding to the NUTS-2 level established by the EU.
² 17%, if we exclude expenditure for pensions and pensioners.
Overall, the regulation of local authorities is homogeneous in all municipalities and provinces, with the exception of the Municipalities of Madrid and Barcelona, which are endowed with a special Municipal Charter, the Municipalities of Ceuta and Melilla, which have the status of autonomous cities and the concerted economic regime established for the Provincial Councils in the Basque Country which, under the Foral System, hold full jurisdiction in tax matters.

Up to the end of the ‘80s, local democracy in Spain was exercised without great specific contributions from Municipalities in the field of economic, social, territorial or environmental policies. Few were the complaints filed against autonomous taxing, jurisdiction or administration systems, a tendency that was clearly inverted during the ‘90s. At present, the territorial structure of Spanish local administrations is highly fragmented and strongly unbalanced.

In order to better understand the differing socio-economic characteristics of Autonomous Communities (henceforth ACs), it is possible to clearly distinguish the ones corresponding to the areas under Objective 1 of the EU Structural Funds, whose GDP is characteristically 75% lower than the Community average (10 ACs: Andalusia, Asturias, Canary Islands, Cantabria, Castile-La Mancha, Castile and Leon, Valencian Community, Extremadura, Galicia and Murcia) and the areas lying outside Objective 1, among which we would like to point out the areas under Objective 2 (7 ACs: Catalonia, Madrid, Aragon, Balearic Islands, Navarre, La Rioja and the Basque Country).

---

3 The actions provided under Objective 2 are aimed at supporting the economic and social revitalization of areas with structural deficiencies.
In order to graphically show the differences between Autonomous Communities, we shall illustrate the different results obtained in the social well-being index, a synthetic parameter defined on the basis of different components of social well-being\(^4\). On this chart, notice should be taken of the fact that the upper right-hand section encompasses all the Autonomous Communities under Objective 2 while the remaining ACs are located in scattered positions, thus showing that although there is a strong correlation between the income and social well-being indexes, it is not conclusive.

\(\text{CHART 2}\)

*Correlation between income and well-being indexes, 2002*

Within this context, one of the main elements in the Spanish *economy* that needs to be highlighted is that it has grown very significantly during the last 35 years, with an average growth rate close to 3% a year, especially in the period between 1996 and 2004, showing a considerable uptrend both in economic growth and in job creation. This has made it possible to enhance the economic convergence process with the rest of the European Union member States. During the last decade, Spain has caught up on roughly 10 of the points that separated it from the Community average (EU-15), having exceeded roughly 80% of the Community’s average income in 1995 and up to 90% in 2005 (OSE, 2006). However, if we take territorial diversities into consideration, it is possible to see how the different ACs contributed unevenly to the economic dynamism.

\(^4\) This index establishes a comparison between the level of social well-being in different regions and is based on 12 components of well-being: income, health, health care services, educational level, cultural and leisure-time entertainment, employment, work conditions (quality of employment), dwellings and household appliances, access to economic activity and road safety, individual and community safety, social cohabitation and participation and the environment and climate. All the above indexes, including the synthetic index of social well-being, are broken down into 10 levels, of which level 1 reflects the lowest level of social well-being, 10 the maximum level and 5 the intermediate level corresponding to the Spanish average (OSE, 2006).
In effect, the Spanish economy is strongly hinged upon the tertiary sector: its growth depends on the service and construction sector with a leading role also played by tourism. For example, according to 2005 data, activities could be broken down by sectors as follows: 5.3% in the primary sector, 16.5% in the industrial sector, 12% in the construction sector and 62.3% in the service sector (INE, 2006).

At national level, the service sector represents 66.37% of the total working population, reflecting a rather high percentage compared to all the other sectors, which also reveal the greatest regional variations. In the primary sector of the areas under Objective 1, the rate of employment is 8.56% higher than in the other areas. The range goes from Madrid, which holds the lowest rate (0.65%), to Extremadura, with the highest rate amounting to 14.70%. Relevant differences also exist in the sector of industrial activities, as most of these are concentrated in only a few of the ACs (Madrid, Catalonia, Valencian Community, Navarre and Basque Country). Even so, the trend, at national level, shows a greater drop in agricultural work but also a downtrend in the industrial sector, with a concomitant rise in employment rates in the construction and service sectors. (UAFSE, 2004)

This type of economic structure is also reflected in the distribution of employment by gender. As shall be illustrated below, the proportion of female employment in the service sector is much higher than in any other sector, this essentially being the only sector in which it can be considered to be equally distributed.

According to 2005 data, the current Spanish population accounts for over 44 million people, 50.62% of which are women. As concerns migration, it can be stated that in barely two decades Spain has gone from being an exporter to being an importer of substantial migratory flows: since 1990 the number of legal foreign residents has quadrupled, going from 400,000 to over 3 million according to the latest data, amounting to 8% of the population, 46.6% of which are women (OSE, 2006; INE, 2006).

This substantial foreign population is dishomogeneously distributed over the territory and in municipalities featuring very different charac-
teristics. Spanish society is prevalently urban: 28 million inhabitants, namely 2 out of every 3, live in municipalities with more than 20,000 inhabitants and, among these, the municipalities with over 100,000 inhabitants represent 40.5% of the overall Spanish population. Therefore the urban setting reflects the scenario comprising the first eight largest Spanish cities: Madrid, Barcelona, Valencia, Seville, Zaragoza, Malaga, Murcia and Bilbao. Despite this, it should be mentioned that, at the opposite extreme, another 23.6% of the population resides in the 7,458 municipalities with less than 10,000 inhabitants that stretch over a rural territory that represents 80.2% of the Country’s total surface area (INE, 2006).

Similarly, a significant proportion of the population is concentrated along the peninsula’s coastline: 60% of the population lives in the coastal areas and in the islands while the hinterland (with the exception of Madrid and its metropolitan area) is the area that has the highest rate of depopulation, of ageing population and of primary sector activities. (OSE, 2005)

![Population distribution by Autonomous Community, 2004](chart)

**Source:** OSE, 2006.

Within this framework, notice should be given to the unique role played by rural municipalities in the Spanish context. Ever since the ‘40s and consequently to both internal and external migrations, Spanish rural areas have suffered an acute demographic crisis. Until quite recently, depopulation phenomena were being recorded in small municipalities located in rural and high mountain regions. The decline of the rural world seemed irreversible and everything pointed to the human abandonment and to the societal breakdown of extended territories.

However, starting from the ‘90s, the demographic trend in small Spanish municipalities suddenly reversed and overturned the negative balance in both growth and migratory flows. This demographic trend reversal might be explained on the basis of different factors such as territorial redistribution policies, local development
strategies or the transformation of production systems. Note should also be taken of the latest phenomenon, namely the inflow of new inhabitants (among which many are foreigners) that is modifying the social make-up of these municipalities.

On the other hand, if we take into consideration the main economic activities of Spanish rural municipalities, the prevailing trend as of the ’90s also shows a greater degree of flexibility and diversity in rural activities, among which the tertiary sector acquired a more relevant role. From this outlook, changes can be detected in the rural municipalities’ most intensive production systems, which are not only affecting the industrial aspects of local production systems but above all the overall activities of the service sector. Thus, these municipalities’ local development plans target both diversification of production and the need to retain and attract young segments of the population, with a special focus on women, who represent the group that is most prone to leave this environment.

As concerns age groups, what stands out the most is the low birth rate and the high ageing index. As a matter of fact, Spain is among the EU member States with the highest life expectancy indexes and, at the same time, the lowest fertility rates.

In Spain, fertility rates have been dropping since the ’70s, going from 2.8 children per woman in 1975 to 1.25 in 2002. This drop in fertility rates is a trend affecting all of Europe although what characterises the case of Spain is that this drop set in later than in the Northern European countries and also the intensity of the phenomenon, which made the fertility rate drop even lower than the replacement fertility rate (two children per woman). In the last few years there has been a slight recovery in this rate, due to the demographic growth among immigrants and the onset of the reproductive age among the baby-boomer generation of the ’70s (INE, 2006b).

In turn, the over-65 segment of the population is growing at a faster pace than the working population: in 2004, the dependency rate among over-65 year olds\(^5\) was 24.5\%, with an expected rise to up to 30.2\% by 2020. In short, dependency levels and the need for long-term care among elderly populations are growing exponentially (OSE, 2006).

On the other hand, the last thirty years have witnessed an outstanding increase in the average level of education of the Spanish population, accompanied by a gradual reduction in the historical educational deficit found among women. Thanks to younger cohorts, although a lower educational profile still characterises older women – with a considerable rate of illiteracy and primary education only – the female population has outperformed the male population: the percentage of women with University education amounts to roughly 25\% against 16\% among men (INE, 2006a).

As concerns the economic sector, there continues to be a gender-linked segregation: it is mostly men who opt for studies referred to industry, mechanical engineering and technical professions while women go into the traditional courses of study associated with teaching, administration, health care and self-care. Women have lower school dropout rates and are better academic achievers and, although traditional roles still persist in selecting one’s field of study, the presence of women in technical and experimental disciplines is progressively growing. Even so, the lowest employment rates still apply to students.

\(^5\) The percentage of over-65 year olds calculated against the potential working population (between 16 and 64 years of age).
of both genders who undertake more characteristically feminine fields of study while the highest employment rates are found among the most male-oriented fields of study. The transition from the educational system to the labour market is also gender-specific. Given the same educational level, in the stages subsequent to leaving the educational system, unemployment is seen to be greater among women.

In conclusion, even if training is a decisive factor in entering the labour market and for professional advancement and, even if Spanish women have proven to have a better academic training than men, this correlation does not seem to effectively apply to women: unemployment rates, even among University educated women, is twice as high as among men and they are also more frequently overqualified in the job they hold. The same results can be observed in women's longer job-seeking and shorter job-retention times. In short, at present, the difficulties that women find in the labour market cannot be attributed to their lack of training. It appears that improving their training level is simply not enough.

Another socio-economic characteristic that we consider to be relevant in our analysis is the information relative to poverty. The table below highlights the large proportion of women generally found to be in conditions of poverty but also the special incidence that poverty has on the over-65 year old group of women due to the characteristics of the Spanish social security system that, as shall be illustrated in the following section, is essentially contribution-based and provides a low degree of coverage.

Similarly, if we stop to analyse the data relative to poor workers we see that, due to the precariousness and the deteriorated quality of employment, having a job is increasingly less a guarantee against poverty.

Some features of the labour market may give rise to situations of social exclusion of workers, for example sub-contracting, working without an employment contract, part-time employment or the existence of a high rate of temporary work. The percentage of workers at risk of poverty against the overall working population was up to 10% in 2001, thus ranking Spain third among the

---

**TABLE 2**
Percentage of people who live in homes whose total income equivalent is less than 60% of the mean national income equivalent. 2001.

<table>
<thead>
<tr>
<th></th>
<th>Both sexes</th>
<th>Women</th>
<th>Men</th>
</tr>
</thead>
<tbody>
<tr>
<td>Under 16 years old</td>
<td>25,5</td>
<td>26,5</td>
<td>24,6</td>
</tr>
<tr>
<td>From 16 to 29 years old</td>
<td>16,3</td>
<td>17,7</td>
<td>14,9</td>
</tr>
<tr>
<td>From 30 to 44 years old</td>
<td>16,6</td>
<td>18,8</td>
<td>14,4</td>
</tr>
<tr>
<td>From 45 to 64 years old</td>
<td>16,4</td>
<td>16,8</td>
<td>15,9</td>
</tr>
<tr>
<td>Over 65 years old</td>
<td>22,2</td>
<td>24,2</td>
<td>19,5</td>
</tr>
<tr>
<td>Total</td>
<td>18,8</td>
<td>20,3</td>
<td>17,3</td>
</tr>
</tbody>
</table>

Source: Instituto de la Mujer.
15 EU member States, which instead recorded an average of 7%. This percentage of poor workers ranges from more than 20% in some ACs like Extremadura down to 5% in Madrid (OSE, 2006).

2. Gender, the Welfare State and the Labour Market

2.1 The Welfare State in Spain

According to different authors (Adelantado, 2000; Gallego, Gomà y Subirats, 2003; Moreno, 2001) the main features defining the Mediterranean Welfare State (Spain, Portugal, Greece and Italy) may be summed up in the following points:

- The historical overlap in the building and restructuring of the Keynesian social pact. Unlike in the rest of the EU, it was essentially developed in the ‘80s during the transition to democracy and in a context of essential structural change.

- The establishment of labour relation models with high levels of collective bargaining but with much less trade union participation than in the systems characterising continental Europe.

- The establishment of universal health and education models financed through tax levying.

- The greater involvement of regional and local Governments in providing welfare along with a greater decentralization of competences.

- The conservation of family-oriented assistance schemes, with scarce public intervention in the field of social exclusion despite putting in place new public social service networks and the implementation, albeit partial and fragmented, of minimum income programmes.

- The especially relevant impact of the EU’s social and cohesion policies in every one of the member Countries, both in terms of social expenditure (the relative weight of Structural Fund financing) and of the adjustment of State policies to Community programmes.

- The persistence of wide-reaching cronyism in the public distribution of welfare.

This is how the Welfare State consolidated in Spain in the ‘90s, in a general situation of economic crisis and restructuring and through a specific process aimed at the universalization of social rights by increasingly incorporating benefits into the welfare system and a general tendency to apply the so-called “welfare mix”, progressively more focused on the tertiary sector, on the private care sector and on families in managing and providing welfare services and benefits.

Similarly, note should be taken of the territorial fragmentation in the provision of welfare. While in some Autonomous Communities large budget allocations are invested in order to facilitate a wider application of a larger number of benefits, in other Communities progress in this direction has been scarce. Moreover, the Spanish territories affected by lower poverty rates are paradoxically those that are endowed with a larger array of social policies in the form of social benefits. Despite this, the incidence of this type of benefits is comprehensively very slight: the guaranteed minimum income system evolved slowly and it is still limitedly applied due to the fact that it is linked to the general socio-political context which increasingly aims at linking its welfare benefits to tradeoffs, especially within the employment framework.

Thus, the Spanish social security model is dual, requiring a high level of contributions while providing scarce universal welfare benefits. Welfare policies have been aimed at guaranteeing health care coverage, education and pension schemes practically to the entire population. This however simultaneously created the over-protection of adult workers and pensioners, insofar as social rights and benefits are based on
the individual's status in the labour market, and
the under-protection of young people and women.

At the same time, nothing has changed in the
crucial role played by the family in the creation of
safety nets and in the redistribution of income.
This leads us to state that in Spain the family and
the relations based on reciprocity and solidarity
that stem from it are one of the fundamental
mechanisms of social inclusion and of restraining
poverty (Moreno, 2001). Despite this, note should
be taken of the existence of two parallel processes
that are developing in connection to this issue.

First of all Spanish families, witnessing the
intensification of social duality and an increase in
their vulnerability, find it increasingly difficult to
continue playing the role of social buffer,
especially if we consider the increase in the ageing
index and the fact that younger generations have
much more precarious living conditions – both in
the workplace and in home ownership – to the
extent that in the future it will probably prove
much harder for them to perform this role.
Similarly, the cohorts of informal and economically
inactive care-givers that shoulder this task are
increasingly older while the need for care is on a
continuous uptrend and the younger generations
have a higher activity rate, which means that our
society will necessarily have to face a great and
increasingly undeferrable challenge: reviewing
the between-gender social pact of citizenship as
well as the debate on the sharing of public and
private responsibilities.

On the other hand, it should be highlighted that
in these last few years we have been witnessing
the onset of important transformations in family
relations that consolidate the tendency towards
fragmentation and individualization, as well as
the appearance of new forms of families and of
cohabitation. These changes will significantly lead
to the social inclusion of individuals and families,
especially of women and children, in some of the
communities that are most affected by the growth
of poverty and social exclusion, while also
producing an increase in the social exclusion
processes, especially in the case of family break-
ups.

The truth of the matter is that the decisive role
played by families in limiting social exclusion in
Spain is not sufficiently supported by public policy.
It should be noted that social spending in Spain is
mainly channelled towards paying pensions and
unemployment allowances, to a much greater
extent than the European average, while spending
is minimum on other universal benefits. In this
sense, the economic weight of family-oriented
policies in Spain represents less than one quarter
of the EU-15 average, stably set at a low 0.5% of
GDP from 1996 through to 2002 (Eurostat).
Therefore, while the most widespread ideal model
of worker continues to be the “breadwinner”,
public policies enabling people to weave the
different aspects of their lives together are barely
being developed.

This scarce development of family policies in Spain
can mainly be explained by the fact that families
are associated with the traditional model under
the Franquist regime. During the first stages of
the transition to democracy, any form whatsoever
of social support to families was identified with
the pronatalist and conservative policies that
characterised family support during the
dictatorship. Throughout the '80s and '90s family
policies were limited to few and fragmented
actions. The whole responsibility of reproduction,
child care and care to dependents was shouldered
by families or by women, which amounts to the
same thing. Spain continues to lag more than 7
GDP points behind the European average in overall
social welfare spending; it also ranks last in the
EU-25 rating in the provision of family support, as
can be seen from the table below.
The public social service coverage index for the care of children and seniors is much lower than the European average. On the other hand, home care and assisted living activities (IHC, henceforth simply “care services”) are still not very developed and are especially focused on people living alone, so that the provision of care is indirectly grounded on the generosity of families who shouldler the care of dependent persons. The subsidiarity approach taken in organizing social programmes has discriminated the sounder families as these receive less social benefits in support of dependents, thus creating a problem of inequity.

In the light of the scarcity of public resources, needs are met through a variety of private strategies, normally informal in nature, that working women put into practice in order to reconcile their two-fold obligations of work and family. These strategies are essentially based on mechanisms replacing one woman with another, either along female lines of descent – especially grandmothers taking on the task of the mother – or with an unrelated woman who performs these tasks for a salary, a position more and more frequently occupied by immigrant women. In the ECFE survey\(^7\), maternal grandmothers emerge as the key players in reconciling necessities in our Country: in over a quarter of the cases, working mothers report that grandmothers as those who help them most in reconciling family and work. In almost 40% of the cases, the family network, mainly comprising grandparents, constitutes the principal resource for the viability of the family in case both of the parents have a job. If, in addition, we consider the help given by the husband or partner as a basic resource (24.7%), it comes out that the family is the basic source of reconciliation in more than two-thirds of the cases. The perception of the importance of the help provided

\(^7\) Encuesta de Compatibilización Familia-Empleo (Survey on Family-Work compatibility).
by the family network grows among younger mothers and mothers with a lower socio-economic level who cannot rely on external sources of domestic work and care, as well as among women who are single parents (it should be recalled that 90% of single-parent families rely on a single woman who is solely responsible for the family nucleus and dependents) (UAFSE, 2004a).

<table>
<thead>
<tr>
<th></th>
<th>Female activity rate</th>
<th>Public Service Coverage (0-3 years of age)</th>
<th>Public Service Coverage (over 65 years of age)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Nordic Welfare States</td>
<td>63,6%</td>
<td>67,0%</td>
<td>31,6%</td>
</tr>
<tr>
<td>Continental Welfare States</td>
<td>51,6%</td>
<td>53,3%</td>
<td>9,4%</td>
</tr>
<tr>
<td>Anglo-Saxon Welfare States</td>
<td>52,0%</td>
<td>54,0%</td>
<td>1,3%</td>
</tr>
<tr>
<td>Latin-Mediterranean Welfare States</td>
<td>47,0%</td>
<td>47,2%</td>
<td>3,3%</td>
</tr>
</tbody>
</table>

In the last two columns, the first figures indicate residential care services; the figures in brackets indicate home care services.


In Spain, cohabitation between different generations of a single family forms one of the major networks of family solidarity that greatly reduces the need for seniors to apply for help from public services. The family-oriented or Southern Spanish system, based on a high degree of multigenerational coresidence, has facilitated the sustainability of the care given to seniors in a fast-ageing society, even if this has engendered an excessive pressure on the intermediate generations, especially in the low-income segments, which are the ones that have taken responsibility for the most serious cases.

The most serious cases of dependence – that translate into a greater amount of care – are the ones that are most invisible from the perspective of the public sector and can generally be located in multigenerational homes in which it is mainly the daughters and the other women in the family network who take charge of the situation. For example, it is estimated that in the case of home care patients affected by an advanced state of Alzheimer's disease, the health care system only provides 0.05% of the total time of care required (Durán, 2004).

Like other Mediterranean countries, Spain presents the highest percentage of older parents and their children living in the same dwelling, in the same building or in the neighbourhood.
The whole problem is now thought to be sufficiently tackled by the Ley 39/2006 de Promoción de Autonomía Personal y Atención a las personas en situación de Dependencia (Law 39/2006 Promoting Individual Autonomy and Care of Persons in Conditions of Dependence) and the development of the related System for the Autonomy and Care of Persons in Condition of Dependence, which requires a qualitative step in the social security services it refers to. The law envisages going from a care model aimed at supplementing and compensating the needs of dependent persons but in which care-giving is essentially shouldered by women (the welfare model), to a model in which care is oriented towards stimulating and enhancing the capacities of dependent individuals (the individual autonomy promotion model). The aim is to guarantee universality of access to all care services in conditions of equality and non-discrimination for the whole population. Even so, we should wait and see how this law develops as it is still at the very beginning of the implementation phase.

2.2 Time and work

All the elements outlined above allow us to open a debate that we deem to be necessary in order to tackle the problem of introducing a gender-oriented perspective in development: the issue of the distribution of time and work between men and women.

To this end, we shall briefly illustrate the results of the CSIC Survey on the Use of Time in Spain (EUTE) that was carried out in 2003. This survey revels that in Spain, as in the rest of the European Union Countries, working time is unequally distributed between men and women. Spain is the country in which the difference between the genders in the time they dedicate to work is the greatest (Durán, 2004).

First of all, highlight should be given to the fact that a larger proportion of work is carried out outside the market than the amount performed for commercial purposes: more than half (56%) of the work comprehensively performed in Spain is unpaid whereas the remaining 44% is paid (job). This shows the large proportion of work performed outside the market that is therefore not reflected in the economic indicators illustrating the wealth generated. It can also be similarly observed that roughly 60% of the total workload is borne by women while the remaining 40% corresponds to the bulk of work performed by men (Aguirre et al., 2005).

If we observe the distribution of the time devoted to each type of work between men and women, we can see that the percentages are very similar but inversely proportional: whereas women devote 74% of their time to unpaid work, men devote a similar amount to paid work. This gives us a clear idea of the female community's high contribution to the total workload and scarce participation in earned income.

Also the analysis of how time is spent allows us to estimate the real costs that motherhood entails for young women: the average time dedicated by over-18 year olds to child care is 6.98 hours per week, distributed as follows: 3.03 hours among men and 10.78 hours among women.
On the other hand, the distribution by age groups of the time devoted to unpaid work does not seem to indicate that great changes are taking place that might lead to some equality in the time distribution. Women between 18 and 24 devote three times more time to housework than men of the same age. Men reach the peak of the time dedicated to the household between 30 and 39 years of age (with 1.50 hours a day). Among women, the increase is constant until it reaches a peak between 50 and 59 years of age (5.45 hours a day) (Durán, 2004).

Thus, while women have forcefully become incorporated into the formal labour market, men have maintained their exclusive presence in the sphere of production almost intact. In this way, women have summed up their workload to their dual presence by almost exclusively taking on the household-family work, independently from the position they hold on the labour market: those who can, externalise it and those who can’t simply accumulate the hours worked, with important consequences on their professional advancement, their leisure time and, in many cases, also on their health. Moreover, in Spain the work culture gives great relevance to the time present on the workplace, with long working hours despite the fact that it records one of the lowest productivity levels in the EU.

Women’s participation (or, better said, their non-participation or partial or intermittent participation) in the labour market, fundamentally reflects the structure and subdivision of household and family work although it is difficult to achieve a better distribution without first reorganising the labour market.

“This gives rise to the urgent need to implement policies that take into consideration the particular situation of women, not with a view to consolidating it but rather to demand that society on the whole (private and public sector and male population alike) accept it and tackle it as a social issue. Said policies should tend towards a greater flexibility of the labour market in order to meet human needs in terms of relations and care and
not the needs of commercial production, and lead the way to achieving a better quality of life and greater well-being for the population at large” (Carrasco, 2001).

2.3 The Labour Market and Gender Differences

Before going into this section, we deem it necessary to recall the difficulties met with analytical approaches that pretend to apply a gender-linked perspective in this field, due to the fact that the concepts, classifications and data normally available are configured around traditionally male-dominated activities, values and time distribution patterns that do not illustrate or highlight the diversity and complexity of women’s lives.

Starting from the data that is readily available, the main characteristics of the Spanish labour market in comparison to the EU, are a high rate of unemployment, a reduced activity rate and considerable regional differences. Historically speaking, the growth of employment has not translated into a proportional reduction of unemployment due to the parallel growth of the working population and especially thanks to the approximation of the female activity rate, which started off very low, to European levels.

Thus, even if considerable differences persist between population segments and regions, the growth in employment has been high in the last 15 years and especially from 2000 on, particularly spurred by the service sector and part-time or temporary work, which has brought to light jobs that were previously submerged.

The Northeastern and Central regions, along with the Balearic Islands, falling outside the scope of Objective 1, have a more favourable situation in terms of employment, unemployment and salaries while the rest of the regions under Objective 1 are characterised by low employment levels, a high percentage of unemployment combined with lower salary levels. So, during the third quarter of 2003, employment rates varied from 59.14% in the Balearic Islands to 42.29 in Asturias. Considerable differences also exist in relation to unemployment: the Objective 1 regions, and more specifically Andalusia (18.70%), are those recording the highest unemployment rates (11.48%) whereas in some of the Autonomous Communities outside Objective 1 – Cantabria, Balearic Islands, Madrid, Catalonia and Basque Country – the rate is around 6%. Even so, women’s unemployment rates are twice as high as men’s in almost all the regions and can even be three times as high in some of the regions. (INE, 2007).

The regions of the largest EU member Countries, excluding Italy, are more cohesive than their Spanish counterparts: Spain has a significantly higher territorial dispersion of employment (8.8) than the rest of the European countries of more or less comparable size: France (5.0), Germany (6.0), United Kingdom (6.0) and Poland (7.2). Therefore, notwithstanding Spanish and European territorial rebalancing policies, Spain continues to be a country lacking territorial cohesion in this respect (OSE, 2006).

Such a peculiar situation in the labour market, with unemployment rates high and unevenly distributed, even during a favourable economic cycle, means that the structural component of unemployment is also high: according to data referring to the third quarter of 2003, almost half of the unemployed remain in this situation for over a year and two-thirds of these for more than 2 years. (UAFSE, 2004b).
CHART 7
Distribution of employment, unemployment and inactivity by gender. 4th quarter of 2006


CHART 8
Placement in economic activities by gender. 4th Quarter of 2006. Percentage

Structural characteristics of the labour market in relation to women

We have to consider that the organizational set-up of our societies is based on the division of labour by gender and therefore on a model envisaging a family nucleus made up of a “breadwinner” according to a “standard” conception of work seen as a “permanent full-time job” and a housewife who is mostly responsible for care-giving and housework; this is what is seen to best characterise male work from the end of World War II to the end of the seventies in developed societies. At present, despite women’s massive incorporation into the labour force, this model has not changed in a substantial manner: as we have already seen, women’s main responsibility is household work and they only work outside the home in a secondary and supplemental manner. Thus, greater social tolerance for phenomena like female unemployment or for atypical forms of labour might be explained with the leading role played by women in the private sphere and the social legitimisation of a form of citizenship delegated to womankind. (SURT, 2003).

“From this perspective, it can be argued that the precariousness of work and the phenomena of social inclusion and exclusion are not extraneous to the relation between genders…This gives rise to a feminine way of looking at “contractual relations” (Maruani, Rogerat and Torns, 2000; Alonzo, 2000), identified through their greater exposure to atypical forms of labour like temporary contracts or part-time work; through their vertical and horizontal segregation and lower salaries; in sum, through the greater participation of women in any of the more flexible forms of employment or the lack thereof, namely unemployment or inactivity (Torns, 1999). This ultimately applies to all age groups and is closely correlated with possible present and future household responsibilities (Carrasquer, 1997; Torns-Carrasquer, 1999) and with the role traditionally adjudicated to women. (EIRO, 2001)

The structural characteristics of the labour market in relation to women could thus be summarised in the following three: absence, segregation and inequality of retribution. The following is the description of how these are concretised in the case of Spain.

A) Absence
   - High rates of inactivity
   - High rates of unemployment
   - Unstable or intermittent pathways
   - Informal economy

B) Segregation in the labour market
   - Horizontal segregation: concentration in lower quality jobs (temporary, part-time or informal work)
   - Horizontal segregation: concentration in few sectors of economic activity
   - Vertical segregation

C) Inequality of retribution
A) ABSENCE:

High Rates of Inactivity

The European Council of Lisbon set forth the priority objective of achieving a 70% global activity rate by 2010, with a special focus on increasing women’s activity rate to 60%. Within this context and despite the evident progress made, the Spanish State still has a lot of ground to cover in the light of the fact that in 2006, the overall activity rate in Spain was equal to 58.3%, with quite a considerable difference between the activity rate of men, which was close to 70%, and that of women, which was only 48% (INE, 2006). The 21.1% difference, although it is considerably lower than the 35% spread recorded at the beginning of the ‘90s, is among the highest in Europe, where it varies from 42% in Malta to figures around 20% in the Mediterranean Countries and Ireland and to 8% in Sweden (Lamolla, 2005).

As concerns women, one of the most characteristic features of the Spanish economy is the spectacular increase in female activity rates. In actual fact, note should be taken of the tardy incorporation of Spanish women into the labour market: under the dictatorship, women needed their husbands’ authorization in order to have access to a formal job. During the last 30 years, the transformation has been quite impressive: the female activity rate went from 32.8% in 1980 to 48.6% at the end of 2006 (Manpower, 2004), although it is still considerably low if compared to male activity rates and the European average.

Analysed by age, note should be taken of the different pattern of participation in the labour market according to age groups and therefore throughout one’s span of life.

CHART 9
Activity rate according to age and gender. 2nd Quarter of 1992 and 2003

Therefore, while in younger age groups differences are not very large because the main reason for inactivity is schooling, the progressive downtrend in female economic activity as women grow older and the higher inactivity rates among older cohorts, simply reflect the “choice” between family and work that many women are obliged to make. The more active women are found in the 25-50 age group. This confirms the fact that there is no massive exit from the labour market during the reproductive years although women indeed behave in a significantly different way from men. The generational turnover is of great importance and it is also necessary to take into consideration the existence of different combinations of models and attitudes vis-à-vis the labour market.

On the other hand, we would like to recall that activity rates in and of themselves are gender-typed: to begin with, they only account for paid work whereas inactivity rates conceal and make invisible the work of women and their contribution to the sustainability of society as they do not acknowledge the work involved in reproduction and care-giving. Thus, whereas in the case of older men, their inactivity corresponds to their retirement from work, in the case of women, most of them continue to do unpaid work. In the case of Spain, as was specified in Section 2.1 above, this situation generates a situation of great vulnerability for women due to the essentially contribution-based characteristics of the social security system.

**High rate of unemployment**

During the last 10 years, there has been a drop in the unemployment rates of both women and men. Despite this, data show that today unemployment mainly affects young people and women, whose overall rates almost double those of men and, in some Autonomous Communities, practically triple them. This turns Spain into one of the EU countries with the highest rates of female unemployment (12.25% in 2005, according to Eurostat) and with the widest gap with male unemployment rates (7%). As for the situation in the EU-25, the average rate is equal to 8.8%, with women touching 9.8% and men 7.9%.

Even so, the spread between female and male unemployment rates has narrowed significantly during the last few years: from almost 13% in 1998 down to 5.3% in the last quarter of 2006. It should however be recalled that this drop is partly due to the change in the computation of unemployment rates that was introduced recently: a person is now considered to be employed on having worked at least one hour during the week prior to the interview, which evidently does not generate sufficient income for the people concerned.

Moreover, the situation of hidden unemployment is not accounted for: unemployment rates only take into consideration persons who actively seek a job during the 4 weeks prior to the survey, which leads to a tendency to underestimate female unemployment. Therefore, many women are not considered to be unemployed because, since they can’t find a job, they stop actively looking for one and therefore appear to be inactive. In relation to this, some surveys (GPI Consultores, 2005) reveal that over 65% of housewives interviewed would like to perform a paid activity outside the home and this figure reaches almost 80% among housewives between 30 and 49 years old.

Lastly, although the real magnitude of the phenomenon is not entirely accounted for, notice should be taken of the high long-term unemployment rates among women: in 2005, women represented 60.65% of the long-term unemployed population, a situation that is worsened by the fact that long-term unemployment is the principal cause of poverty and social exclusion in our Country (INE, 2006).

The pattern of female unemployment in the last decade also indicates significant changes in its characterization. It no longer mainly involves women belonging to intermediate age groups, with a low level of training and economically
dependent on their partners, as was the case a relatively short time ago. This makes it necessary to enhance our knowledge of the new profiles of female unemployment in order to be able to develop policies targeted on combating it (CES, 2003).

**Unstable or intermittent pathways**

Women’s participation in the labour market is confirmed not to follow the male “employment/unemployment” (a stable full-time job alternating with periods of unemployment) participation model: on the contrary, their work experience compounds a great variety of combinations of employment/unemployment/inactivity (SURT, 2003). Women’s work pathways are largely characterised by intermittent entries and exits in and out of the labour market.

Thus, according to the study, almost 30% of women with a preceding employment experience abandoned the labour market for a prolonged period of time while only 12% of men experienced this circumstance. Whereas among men the reasons for abandoning the labour market are mainly connected to health problems or directly with the loss of their job, conversely among women, the reasons are altogether different: in more than 40% of the cases, it was because of the birth of a child, compared to only slightly over 2% for men. Furthermore, women also find it more difficult to return to work (GPI Consultores, 2005).

Similarly, the very characteristics of most female jobs (the jobs concentrating most of the exits are highly female-dominated, characterised by scarce qualification, long or irregular working hours or working during the weekend), combined with a low wage level, facilitate women’s exit from the labour market, hitting peak levels when there is some other source of earned or private income in the family.

From this perspective, there is a close relationship between employment and marital status: the activity rate of married women drops steeply, showing a difference of more than 17 points with single women and the greatest difference compared to a peer group of men, amounting to almost 26 points less than male activity rates (UAFSE, 2004a).

**Informal economy**

Consideration should also be given to the considerable incidence of irregular or undeclared work that exists in the Spanish economy. This phenomenon represented 22% of Spanish GDP in 2000, according to data issued by the European Commission. These figures place Spain third among the OECD countries with the largest underground economies that, according to the Spanish Government, generate a volume of informal work involving between 18% and 20% of the working population10.

Whatever the cause, undeclared work mainly affects the sectors of agriculture, construction, hostelry, textile industry and the SMEs. The most disadvantaged population segments comprise women, young people and immigrant populations.

As far as women are concerned, their participation in this type of work, without social security coverage and with the worst safety, hygiene and retribution standards, is quite considerable. This is due to the lack of alternative employment options, their low qualification, their need to make their work compatible with their taking care of their families or their lack of work permits.

In this field, it is necessary to highlight two types of female-dominated irregular forms of labour: on the one hand, the lack of recognition given to the so-called invisible business partners (especially significant in agricultural estates, in small-scale retail work or in family-run businesses); and, on

---

10 See http://www.lukor.com/not-por/0411/09110122.htm
the other hand, the growing domestic work and individual care sectors that concentrate a sizable proportion of female immigrants due to the lack of State care policies and the increase of female activity. This gives rise to the internationalisation of care-giving in which the excessive workload of native women with a satisfactory economic level is transferred onto other women in worse economic conditions. Some figures will enable us to more accurately estimate the magnitude of this phenomenon: at the end of 2001, the overall number of foreign female workers was recorded to be almost a third less in the registry office than in the Census (CES, 2003).

B) SEGREGATION IN THE LABOUR MARKET

Occupational segregation is the direct consequence of gender inequalities and of a gender-typed division of labour. It envisages two different elements: on a horizontal level, women are concentrated into specific sectors, jobs and employment contracts and, on a vertical level, into specific categories that are at the bottom of the hierarchical scale.

Horizontal segregation: job quality

The recent changes in production are modifying production processes and forms of work by imposing flexible forms of work that make them precarious and with a lower level of job quality and stability. Moreover, these are correlated with low wages, in many cases too low to assure subsistence, as well as limited or entirely lacking social security coverage and job stability. The most affected are women and other socially disadvantaged groups like young people and immigrant populations.

In this situation, despite the growing activity rate of women, it is necessary to analyse the conditions of their participation. At present, access to paid work, both for women and other population groups, is no guarantee of stability but rather the beginning of an itinerary combining unemployment with temporary secondary jobs entailing work that is part-time, flexible, etc. This tendency corresponds to the aforesaid model of principal/secondary wage earner: it is thereby envisaged that women and young people do not represent groups bearing the responsibility of providing income for their families.

Thus, it is in part-time jobs that this generalized tendency of the labour market is consolidated and spread. Women are over-represented in part-time contracts throughout the EU: if the EU-27 average in 2006 was 31.4% among women and 7.75% among men, in Spain part-time work has increased by 7% a year during the last 8 years and the ratio is now 23.5% for women and 4.55% for men, a relevant figure although nowhere near the almost 75% recorded in the Netherlands.

This means that more than 80% of employed workers with a part-time contract are women. This type of contract is seen as the solution allowing for the reconciliation of different needs according to a logic whereby this is specifically considered to be the task and obligation of women. Nonetheless, the implications are very negative, as they neither facilitate economic independence nor full social security coverage. Surveys show that the principal cause behind this high percentage is due to the type of activity or contractual requirements; the need to attend to family responsibilities is only the third cause outlined although it is also true that this is the cause that actually gives rise to the greatest difference with men (UAFSE, 2004a).

Women hold part-time jobs mainly in services requiring low levels of qualification and in unqualified manual work (27% and 38% respectively).

Along the same lines, Spain is unquestionably the EU member State with the highest percentage of temporary work: 33% of employed workers against an average of 14.5% in the EU-25 (Eurostat). This high incidence of temporary work is mainly concentrated among women and young people, the rate of female temporary employment being 5 percentage points higher (37.3% vs.
32.2%). In any case, because of the high level of instability that it entails, the high rate of both female and male temporary employment in Spain is an indicator of the difficulties that couples find in forming a family and stabilising their income, their reduced capacity in negotiating working hours and conditions, also in view of the fact that workers with a term contract receive a 40% lower annual salary than those with a permanent contract (INE, 2004).

Horizontal segregation: the sectors of economic activity

The massive entry of women in the formal labour market was mainly due to the rise in the tertiary sector of economic activities: it is in the service sector that 80% of female activities are concentrated. Spanish official statistics list more than 35 sectors of economic activity, 5 of which group together two-thirds of employed women (SURT, 2003).

If we break the sectors down into “female-dominated”, “male-dominated” and “gender-integrated” according to gender dominance11, the female-dominated sectors are education (65.48%) and services (58.25%); the male-dominated sectors are transportation, communication and naval (22.58%) as well as metal, construction and the like (10.73%), while the gender-integrated sectors are the retail sector (53.62%), public services (53.61%) and connected industries (35.87%) and the agro-food sector (31.59%). Moreover, it can also be stated that women are generally more concentrated into the female-dominated sectors than men are in the male-dominated ones.

---

11A sector is considered to be female-dominated when the female occupational participation in this sector exceeds 15% of the overall female employment rate (amounting to 41.3%) and, in case of men, the same approach is used (with a rate equal to 58.70%) (Data referring to EPA, 4th Quarter of 2005).
Thus, the possible options for men are more varied as they can choose to work in the whole range of sectors while the selection options for women are much narrower (UGT Secretariat for Equality, 2005). Women are concentrated in the sectors of activity more closely associated with “social reproduction”: care-giving, education, social services, domestic services, retail sector, hostelry and the labour-intensive manufacturing industry. These occupations have a number of characteristics relative to management, mediation, social relations, delicacy, sensitivity, manual deftness etc. that are associated with female social stereotypes, in which the skills acquired within the home are frequently transferred to the professional sphere and re-socialised as professional skills, albeit often not acknowledged as such (SURT, 2003).

Similarly, part of these activities have been taken over by the State (16.3% of employed women work in the public sector, according to Manpower, 2004) and are currently undergoing commoditization processes.

In relation to occupation distribution, it should be highlighted that out of all the people employed in the public sector 48.28% are women, which means that when the occupation attainment system is objective, women face as many hindrances or advantages to access as men.

Female-dominated occupational sectors translate into low wages and worse working conditions and even highly qualified women are concentrated in sectors whose professional and retribution status is scarcely recognised. As Torns affirms (2000), they walk on slippery and sticky ground, which becomes an important element of discrimination in terms of their economic and career advancement opportunities.

*Vertical segregation*

The other dimension of the inequality of the labour market that integrates the already-mentioned “slippery ground” is what is known as the glass ceiling or vertical segregation, which refers to women’s lower presence or capacity of access to professionally recognised occupational sectors or categories as well as to management positions.

In 2001 women only occupied 31.96% of management positions (SURT, 2003) while only 21.6% of job-assigning employed workers were women. Also the management and operation of businesses is male-dominated: women represent 26.3% of the corporate management of companies with 10 or more employees and reach 45.8% only in the management of companies without employed personnel. During the last few decades, there has been a relevant increase in the number of Spanish women that have started businesses of their own although these data precisely reveal the importance of self-employment in women’s strategies to continue moving forward in the light of the existing discrimination and of a work culture based on full availability and the impossibility to reconcile their personal and professional lives (Instituto de la Mujer).

The presence of women in management positions in large Spanish companies, despite the current uptrend, is still merely symbolic. According to the data issued by the Instituto de la Mujer, among the corporate managers of companies quoted in the IBEX-35, only 5.41% are women and the figure is even lower in lower-ranking management positions.

---

12 The Ibex 35 index (Iberia Index) is the principal reference index of the Spanish stock exchange elaborated by Bolsas y Mercados Españoles (BME) and is formed by 35 listed companies selected among the companies quoted in the SIBE system.
positions. If we stop to take a look at managing positions in the Public Administration, the figure rises to 32.22% (Instituto de la Mujer, 2006).

C) RETRIBUTION INEQUALITY

The retribution inequality is still very relevant in the Spanish State. It is estimated that in the middle of the 19th Century, at the beginning of the Industrial Revolution, women’s wages were between 30% and 40% lower than men’s (SURT, 2003). At present and notwithstanding existing legislation prohibiting direct wage discrimination, wage differences have not changed significantly:
women’s mean wages are still calculated to be only 71.3% those of men. However, this difference should be completed with other occupational variables (type of contract, working hours, position, seniority, etc.) that have a considerable impact on wages (INE, 2004).

Women’s wages are lower than the average wages of men, independently from the type of contract, as the difference amounts to 8% in the case of permanent contracts and 36% in term contracts. Furthermore, the wage differences increase as workers get older.

Wage differences, on the one hand reflect indirect discrimination processes and, on the other hand, factors like women being concentrated in less paid sectors of activity, less requested types of contracts, the type of workday or the level of qualification, just to list a few. Therefore, while in the case of lower wage-earning women, the inequality mainly arises from the fact that they work in less qualified sectors, in the case of women who are better positioned in the labour market, the difference arises from their discriminatory professional placement as well as from their salary and benefit formation (the difference in terms of basic salary amounts to roughly 28.3% which then grows to 31.9% on taking into consideration bonuses and up to 51.4% on calculating non-recurring extra bonuses) (INE, 2004). Said discrimination also reflects women’s weak position in their participation in collective bargaining processes.

The asymmetry in wage distribution between men and women is evident in the light of the fact that 48.1% of women receive salaries lower than 12,000 Euros a year while only 20.1% of the men are under this threshold. If we take into consideration higher wage levels, we see that 22.8% of the men have salaries above 30,000 Euros a year against only 6.3% of the women (INE, 2004).
Regional variations in the wage difference between genders mainly arise from the different organization of labour in different regions. In relation to the deviation existing between the average income of men and women, it should be highlighted that in almost all the Autonomous Communities the average salary of women is between 21% and 38% lower than the average salary of men. The region presenting the lowest deviation is that of the Canary Islands while the highest is recorded in Castile and Leon (-38.5%).

If we stop to analyse the wage difference between genders for each sector of activity, we find that in 2004 women received a lower salary than men in all sectors. This inequality can again be explained by occupational differences as well as by the workday typology and the type of contract.

The sector of activity recording the lowest level of inequality is the Construction sector, being the one that employs the least number of women (only 8.7%) even if they are assigned to better paying jobs like, for example, administrative or technical direction tasks. Conversely, the sector recording the largest wage differences between genders is the Service sector in which 52.4% of the personnel are women. Analysed by occupation, the difference ranges from 87% (machine tool drivers and operators) to 62% (industrial installations and machine operators; fitters and assemblers) of the wages paid to men (INE, 2004).

Said wage differences are also independent of the level of education. Generally speaking, women’s average salaries are more than 30% lower than men’s in every one of the sectors analysed.


**CHART 14**
Gross annual salary distribution according to gender
3. Participation in decision-making processes

Even if there is a growing participation of women in different spheres of decision-making and numerous initiatives have been adopted in different domains in this direction during the last decade, these results do not appear to be sufficient to narrow down the existing unbalance. Women are still not equally represented in any one of the three political powers of the State, nor in the internal organization of political parties, nor in the organizations representing the economic and social interests of the citizenry within civil society organizations, nor in academic and scientific institutions.

3.1. Women in Trade Union Organisations and Employers Associations

In relation to the participation of women in decision-making processes in the economic sector, it should be highlighted that little information exists on the presence of women within the organizational departments and the decision-making bodies of social stakeholders as well as on the gender composition of the negotiating units participating in social dialogue (CES, 2003).

In this respect, the European Parliament Resolution 11829/99\(^{13}\) considers that women are not adequately represented in social concertation processes in the light of the fact that, although they represent 42% of the working population and 40% of trade union members within the European Union, there is no proportion between female membership and their participation in decision-making bodies and leadership positions in trade union organizations.

---

\(^{13}\) European Commission Report on women in decision-making processes within the member States and the European Institutions, 11829/99 SOC 340.
Within the framework of collective bargaining, there has been an increase in the participation of women in trade union organizations: in 2000 the presence of women in bargaining units negotiating collective agreements varied from 25% in the UGT trade union organization to 60% in the CCOO.

It is similarly important to highlight the fact that ever since the 2002 Collective Bargaining Agreement, which was signed by the most representative trade union and employers organizations, equality of opportunity has become an explicit target of collective bargaining. In 2005, 19.4% of the collective agreements embracing 52.3% of male and female workers\textsuperscript{14} contained equal opportunity and non-discrimination clauses for reasons of gender (CES, 2006). Despite this, said positive figures should be better specified by clarifying that the contents of these agreements tend to be more a declaration of intents than to promote concrete actions: only a minority of these agreements include specific clauses promoting equal opportunity like, for example, assertive action measures or equality plans.

Data on employers organizations are currently limited. On the one hand, we might mention the data relative to the presidency of the Official Chambers of Commerce, Industry and Navigation where, up to 2006, women only represented 2.35% of executive officers (Instituto de la Mujer, 2006).

On the other hand, Resolution 11829/99 considered that women constitute a minority group in the higher ranks of organizations representing employers’ interests even if at European level, female entrepreneurs represent approximately 24% of the total.

\textsuperscript{14} Due to the introduction of these issues in Public Administration labour agreements.
3.2. Political parties and State organization

In Spain, despite the constant increase of female membership in all political parties since the turn of the century, it at best barely exceeds the critical threshold of 30% (Instituto de la Mujer, 2006).

The percentage of women parliamentarians in the Congress of Deputies in the current 2004-2008 legislature amounts to 36% although note should be taken of the relevant increase, if we consider that it started off at 5.87% in the 1982-86 legislature and it was 28.29% in the preceding 2000-2004 legislature (INE, 2006b).

As for the Parliaments of the Autonomous Communities, the female presence has almost quintupled since 1989 although the most relevant rises occurred in the second half of the ‘90s. At present, the average is of 37.7% women and only in 4 Autonomous Communities is it over 40% and in none is it lower than 30% (Instituto de la Mujer, 2006).

In the European Parliament, the current participation of Spanish parliamentarians has reached 33.33%, slightly over the 30.32% average (INE, 2006b).

Up to date, no woman has yet been at the head of the State Government and there is a female Deputy Premier only as of 2004. However, we would like to highlight the progress made thanks to the equal opportunities introduced by the current Government led by Rodríguez Zapatero, although a comparable progress has not been recorded at the immediately lower levels of State administration.

---

CHART 17
Female and Male members of Government. 1996-2004

Source: INE, 2006b.

---

15 Governments 1996-2003 led by the PP; 2004 by the PSOE.
With reference to the executive offices in the Administration, the available data shows the following:

**CHART 18**

**Percentage of women in State Public Administration executive offices**

![Graph showing percentage of women in State Public Administration executive offices from 1995 to 2006.](image)

Source: Instituto de la Mujer, 2006.

Also in the case of the **Judiciary**, where the presence of women is roughly half (42.05%), it is however mostly men who hold top-ranking positions in the judicial system: the Supreme Court (98.98%), the Constitutional Court (83.33%), the Council of State (100%) and even the Consejo General del Poder Judicial (the General Council of the Judiciary) (90%) (INE, 2006b).

Among the **Autonomous Community executive officers**, there was only one woman-President out of all 19 Autonomous Communities and female Councilors were 33.44% in 2006, which represents a sizable increase if we consider that only ten years earlier, in 1996, they only represented 11.33% (Instituto de la Mujer, 2006).

At **local level**, it should be noted that, unlike in the majority of EU member countries (with the exception of Portugal and Italy), the presence of women is higher than at regional or State level.

The latest data available show that the proportion of women mayors in the over 8000 Spanish municipalities barely exceeds 12%, even if their presence has almost trebled. On the other hand, women represent 28.2% of the overall number of local representatives and hold 21% of councillorships. As for supra-municipal local administrations, in 2006 women represented 2.7% of the Presidents of the Provincial Councils and 22% of the Municipal or Island Councils (CES, 2003; Instituto de la Mujer, 2006).

All the data reported in the foregoing section shall have to be reviewed in the forthcoming years due to the recent approval, in March 2007, of the Ley Orgánica para la Igualdad Efectiva de mujeres y
hombres (Organic Law for the effective equality of Women and Men) which, as shall be illustrated in detail in the following section, directly affects the participation of women in the executive, legislative and judicial powers.

This law provides for the obligation to achieve a balanced representation of women and men in all the appointments to the State Administration’s executive bodies, in the personnel selection and assessment boards, as well as in collegiate bodies, committees and in the Board of Directors of partly State-owned companies. The provision also sets forth\(^\text{16}\) that the candidatures presented in all electoral processes at all Government levels shall have to be equally composed of women and men. According to the provisions of this law, a balanced representation is defined as one in which the members of both genders should neither exceed 60\% nor be less than 40\%.

\(^{16}\) With some exceptions in small Municipalities and in the Senate.
1. General regulatory framework for gender equality

Gender equality policies derive from the 1978 Spanish Constitution:

“Spanish citizens are equal before the law, without the possibility of any discrimination whatsoever prevailing for reasons of birth, race, gender, religion or opinion or for any other personal or social condition or circumstance”. (Article 14 of the Constitution)

“Public authorities are obliged to remove all obstacles hindering or complicating conditions of equality”. (Article 9.2. of the Constitution).

Until recently, the Spanish regulatory framework for gender equality and local policies has been rather ambiguous and territorially fragmented due to, on the one hand, the poor implementation of municipal jurisdiction and, on the other hand, the high degree of State decentralisation.

In this respect, it is important to once again highlight the approval of the Organic Law for the Effective Equality of Women and Men in March 2007, which considerably broadens the regulatory framework by introducing significant innovations in the field under study.

More specifically, Title II of the Bill on Equality lays down principles to be referred to by Public Administrations in developing public equality policies and defines the principle of transversality and the instruments to be developed with a view to incorporating it in the drafting, execution and enforcement of legal provisions.

Special mention should be made of Article 13 insofar as it integrates the principle of equality of treatment and opportunity in all economic, employment and social policies, thereby aiming to avoid occupational segregation and to eliminate differences in remuneration, as well as to promote the growth of female entrepreneurship and acknowledge the value of women’s work, including household work.

It should be similarly highlighted that this article sets forth both the need to promote collaboration and cooperation between different Public Administrations in applying the principle of equality of treatment and opportunity and the need to promote a balanced participation of women and men in decision-making processes as well as the development of collaboration instruments between different Public Administrations and social partners, women’s associations and private organizations.

On the other hand, Article 14 establishes the obligation to transversally report on the actions of all Public Authorities in relation to the
application of the principle of equality of treatment between women and men, with a view to making Public Administrations actively incorporate it into the adoption and enforcement of their regulatory provisions, in defining public policies and in developing all of their activities.

Lastly, Article 20 of the Bill on Equality explicitly specifies the need for the Administrations of Autonomous Communities and of Local Entities to incorporate the principle of equality in the performance of their duties and, to this end, to cooperate and collaborate with the other Public Administrations.

Title IV of this Law recognises the right to work on the basis of equal opportunity, incorporates measures to guarantee equality between women and men in accessing the labour market, in training, in professional advancement and in work conditions. In addition to establishing the general obligation for companies to comply with the principle of equality within the workplace, it also specifically provides for the obligation to negotiate equality plans in companies with more than 250 employees while highlighting the need to promote equality plans in small and medium-sized enterprises.

In order to facilitate the incorporation of women in the labour market, the Law establishes the aim of improving the access and permanence of women therein by enhancing their level of training and their eligibility for occupational requirements by possibly considering them as a priority group in active employment policies.

Lastly, Title VII envisages the possibility for companies to voluntarily develop equality-oriented socially responsible actions that could also be the object of concertation with labour representatives, consumer organizations, equality safeguarding associations and equality organizations. More specifically, it regulates the use of these actions for advertising purposes. Within the framework of corporate social responsibility, this Title also promotes a balanced presence of women and men in the Board of Directors of business companies by granting them a reasonable span of time in which to comply (it gives the Board of Directors of large companies 8 years’ time to include a minimum 40% of women). The aim of this provision is that the prevailing criterion for the incorporation of Board members might be professional skills and achievement, in consideration of the fact that if the process is to be regulated by a criterion of impartiality, gender should not constitute a hindrance for appointment.

On the other hand, mention should be made of the State provision recognising the need to incorporate gender transversality in Government actions. More specifically, State Law 30/2003 of 13 October on Measures to incorporate the assessment of gender impact of legal provisions elaborated by the Government establishes the obligation to draft reports on the gender impact of all bills of law and regulatory provisions; several Autonomous Communities have already previously established this obligation.

Thus, in order to complete the analysis of the general regulatory framework on gender equality and local policies, reference must be made to the legislation on equality developed by Autonomous Communities. It is only the Autonomous Communities of Galicia and of the Basque Country that have adopted Equality Laws: the Law of the Galician Parliament 7/2004 of 16 July for the equality of women and men and the Law of the Basque Parliament 4/2005 of 18 February for the equality of women and men; special note should be taken of the latter insofar as it is an innovative, far-sighted and ambitious legislation within the Spanish context in the matter at issue, conferring ample competences to local administrations.
TABLE 5

**Autonomous Community legislation incorporating the obligation to draft gender impact reports to accompany legal provisions**

<table>
<thead>
<tr>
<th>Autonomous Community</th>
<th>Legislation</th>
</tr>
</thead>
</table>
| **Catalonia**        | Law 4/2001 of 9 April, amending paragraph 2 of Article 63 of Law 13/1989 of 14 December on the organisation, procedures and regulation of the administration of the “Generalitat” of Catalonia.  
A single Article regulating the obligation for the report accompanying the bills of law to evaluate the possibility of gender equality by means of an inter-departmental gender impact report on the measures envisaged in the Law. |
| **Extremadura**      | Law 1/2002 of 28 February of the Government and Administration of Extremadura.  
Art. 66 establishes the obligation to draft a gender impact report on all the measures envisaged in the legal provisions. |
| **Andalusia**        | Law 18/2003 of 31 December approving tax and administrative provisions.  
Art. 139 establishes the obligation to accompany the measures with a gender impact report. |
| **Galicia**          | Law 7/2004 of 16 July for the equality of women and men.  
Art. 7. Obligation to incorporate a gender impact report in drafting legislation. |
| **Basque Country**   | Law 4/2005 of 18 February for the equality of women and men.  

Source: Elaborated by the Authors

---

12 The Basque Law for the Equality of Women and Men establishes the following functions for local administrations:
- Updating and creating facilities, programmes and processes aimed at incorporating a gender perspective into its Administration.
- Enforcing positive action measures at local level.
- Developing local plans within the framework of the Government’s general plans as well as the plans of its respective Foral Provincial Councils.
- Updating and maintaining statistics up to date so as to provide information on the different situation of women and men in different fields of local intervention.
- Performing studies and research on the situation of women and men at local level.
- Implementing sensitising activities at local level on the situation of inequality between women and men and on the measures required to promote equality.
- Doing the follow-up of local provisions and their application according to the principle of equality between women and men.
- Providing information and counselling to the citizenry and especially to women on the resources and programmes aimed at the equality of women and men and on the programmes or services aimed at guaranteeing women suffering multiple discriminations access to basic social rights.
- Providing programmes or services with the aim of guaranteeing women suffering multiple discriminations access to basic social rights which, by their very nature, have to be provided at Municipal level.
- Establishing social and community resources and services for the reconciliation of the personal, occupational and family life of women and men which, by their very nature, have to be provided at Municipal level.
- Establishing relational, participation and collaboration channels with public and private entities that, by virtue of their aims or functions, contribute to the achievement of equality between women and men at local level.
- Detecting situations of gender discrimination that might arise at local level and adopting measures to eradicate them.
The analysis of State and Autonomous Community legislation on gender equality should be completed by illustrating the regulatory framework for policies aimed at reconciling work and family life as these reconciliation policies form part of the general gender equality policies and should promote the redistribution of responsibilities between men and women.

A detailed analysis of the Spanish legislation developed during the last decade on the issue of reconciliation shows how provisions exclusively attribute reproduction tasks to women. This shows that reconciliation is mainly considered to be an issue relating to women, who should receive assistance in combining their domestic reproduction tasks with their productive work in the labour market. The laws continue to consider women as the ones mainly responsible for care giving despite the fact that, ever since 1993, State-adopted Equality Plans highlight the need to work towards the co-responsibility of men and women both in public and private spheres. In this respect, the legislation reproduces traditional gender-typed roles and does not envisage a redistribution of responsibilities between the sexes. On the contrary, it promotes a redistribution of household work and care-giving among women themselves.

Law 39/1999 of 5 November to promote the reconciliation of the work and family life of workers is the law of reference that transposes international and Community Directives into Spanish legislation regulating maternity leaves, parental leaves and part-time work. The law regulates and integrates the scattered legislation that existed up to then on maternity leaves, redundancies, the reduction of working hours to accommodate time for taking care of the children and specific leaves for family reasons18.

The Reconciliation Law introduces innovative aspects into the legislation, such as the extension of leaves for the caring of children (including in cases of pre-adoption or temporary custody) or the extension of leaves to take care of other not self-sufficient family members to a second-degree blood relationship. In any case, it can be stated that the funding given by the Spanish State for reconciliation purposes is relatively sizable but not generous if compared to that of other neighbouring Countries19.

The regulatory framework for reconciliation also shows a dispersion of competences in this field as it is regulated by different public policy bodies: there are measures aimed at reconciliation in equality, employment, social service, family and education policies that not always meet the objectives established.

On the other hand, there is also a considerable dispersion and diversity between the actions promoted by different Autonomous Communities that in practice imply that such measures do not equally affect all the citizens.

Generally speaking, the State legislation and the action plans aimed at reconciliation adopt measures in the following domains:

a) Parental leaves. According to the current regulation of maternity/paternity leaves under Law 39/1999, there is no recognition of an independent and untransferrable right for working men relatively to the care of children, as indicated in European recommendations. Thus, a paternal or material leave is not considered as the right of the baby to be looked after by its parents but is only acknowledged to be a right of the mother.

---


b) **Tax relief and incentives.** In addition to State contributions and incentives, tax incentives are among the measures most widely developed by different Autonomous Communities, which have promoted cash funding to supplement the measure adopted by the Government in 2003 to establish a contribution of 100 Euros a month to working mothers with children under 3. Despite this measure, it should be noted that there is no State coordination mechanism and each Autonomous Community defines its own priorities.

Moreover, most of these contributions fall under the scope of family support policies and by individualising the right of mothers, in many cases this translates into the necessary promotion of natality that, in our Country, continues to be among the lowest in the world.

Some of these measures have been strongly criticised both in terms of equal opportunities between women and men and of the struggle against poverty and social exclusion, as such criteria have revealed to be scarce and insufficient.

c) **Individual care and assistance services.** The mention of the need to enhance individual care and assistance services has been consistent through all the proposals for reconciliation suggested over time and in different territorial spheres. As has already been mentioned, welfare coverage is clearly insufficient throughout the Spanish State, despite the existence of differences in the services provided to dependent persons in the different Autonomous Communities.

Care and assistance services should stop being considered as a family support measure and/or a way of promoting the participation of women in the labour market and should start being considered as a right of the direct beneficiaries of said actions. It is the children and older, sick or disabled people who have the right to receive high-quality care services that might contribute to their education and care and meet the needs of the family units in which they live.

d) **Work flexibility and changes in the organisation of businesses.** Flexible work formulas are scarcely developed in Spain. Part-time contracts are precarious and not very widespread and, as we have already mentioned, are mainly resorted to by women. Companies do not consider this type of contract as essential to their core business; these contracts do not receive the same consideration as full-time contracts. On the other hand, in addition to receiving a lower salary due to shorter working hours, the social protection awarded to these types of contracts is frequently not proportional to that of full-time contracts and the prerogatives of employers, for example, in terms of the choice and organisation of tasks, convert it into an example of a measure facilitating anti-reconciliation more than reconciliation. In this perspective, it should be noted that work flexibility, as it pursues objectives that are beneficial for the companies, was promoted more as a measure whereby to support and restructure production than as an action aimed at improving the quality of life of workers and at enabling reconciliation between professional and family obligations.

At State level, note should be taken of the implementation of the Comprehensive Plan for the Reconciliation of Personal and Professional Life in the Administration, the so-called “Plan Concilia”, which was approved on the 7th of December of 2005 and targets civil servants. Said plan sets forth a number of measures to facilitate reconciliation, as required in order to make clear progress in this field within the framework of public service. More specifically, it lays down measures aimed at making working hours more flexible, extending parental leaves for the birth of children and compassionate leaves to assist family members, promoting lifelong training and protection measures against gender violence.

At Autonomous Community level, Catalonia is one of the Communities with the longest tradition in developing its own reconciliation policies. The 2003 Family Support Law introduced a whole set of measures explicitly aimed at helping to make family and work obligations compatible within the
context of an express concern for the low fertility rate which places Catalonia among the lowest of the State and consequently of the whole European Union. Said reconciliation measures only apply to the personnel of Public Administrations although the underlying intention is to introduce “an example to be followed” in other occupational contexts, thus motivating workers and employers associations to make progress in this direction. On the one hand, it establishes cash funding measures, among which notice should be taken of the one granting annual contributions to all the families with children under three, independently from the job of the parents and the level of family income. On the other hand, by building on pre-existing provisions, measures are established such as the possibility for the parents of children under one to reduce their work hours by a third while still receiving 100% of their salary, or to reduce their work hours by a third – or by a half – while receiving 80% and 60% of their salary respectively. Furthermore, as of the year 2000, with children under 12, it is possible to check in at work an hour earlier or later in order to be able to take them to school. Moreover, the father is individually entitled to having a 4-week paternity leave in addition to the mother’s 16-week maternity leave and to having his job preservation period extended to three years during parental leave, which was limited to only the first year under the 1999 State Law.

Note should also be taken of the clearly local measures approved by the Government of Navarre envisaging draft agreements with Municipalities, with a view to implementing plans, actions and initiatives aimed at reconciliation. Said measures set forth local reconciliation agreements that aim at, on the one hand, promoting a cultural change in gender-typed roles and in the social responsibility of care-giving with a special focus on companies and men and, on the other hand, developing child care services as well as services for disabled and older people. This perspective is largely focused on the everyday life of women and families and seeks to create coordination and collaboration between the Institutions and the entities involved in reconciliation. Its main weakness lies in the absence of budget resources, thereby limiting the scope of action to the participation of the Government of Navarre in providing technical assistance and counseling.
## TABLE 6

*Summary: Principal legal provisions aimed at Equality and Reconciliation in Spain*

<table>
<thead>
<tr>
<th>Law/Decree</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>Law 39/99 promoting the Reconciliation of Family and Work Life of Workers</td>
<td>Transposition of Community Directives: Directive 92/85/EEC relative to enforcing measures to improve the on-the-job safety and health of workers who are pregnant, have given birth or are breast-feeding, and Directive 96/34/EEC relative to the Framework Agreement on Parental Leave.</td>
</tr>
<tr>
<td>Royal Decree Law 1/2000 of 14 January 2000</td>
<td>It reviews the economic contributions to families for dependent children under 18 and establishes two new single-payment funding provisions for the birth of the third and subsequent child as well as for multiple deliveries.</td>
</tr>
<tr>
<td>Royal Decree Law 5/2001 of 16 November 2001</td>
<td>It envisages urgent measures aimed at reforming the labour market, by increasing jobs and improving their quality. The most important innovations are extending the possibility of applying for maternity leave also to self-employed workers and to domestic workers as well as recognizing them the possibility of applying for social security coverage in case of redundancy.</td>
</tr>
<tr>
<td>Law 12/2001 of 9 July 2001</td>
<td>It envisages urgent measures aimed at reforming the labour market, by increasing jobs and improving their quality, in cases reforming part-time contracts, leaves of absence and the possibility to reduce work hours in the case of premature births requiring hospitalization.</td>
</tr>
<tr>
<td>Royal Decree Law 5/2002 of 24 May 2002</td>
<td>It provides urgent measures aimed at reforming unemployment benefits and at improving employability by establishing measures promoting employment through the recruitment of unemployed women during the 24 months subsequent to their date of delivery, with 100% Social Security allowances.</td>
</tr>
<tr>
<td>Comprehensive Family Support Plan 2001-2004, approved by the Council of Ministers of 8 November 2001</td>
<td>Its main aims concern providing assistance and protection to families in the light of recent social, economic and cultural changes.</td>
</tr>
<tr>
<td>I Equality Plan (1989-90)</td>
<td>It provided to eliminate discriminatory legal provisions, especially in relation to civil, occupational and criminal issues.</td>
</tr>
<tr>
<td>II Equality Plan (1993-95)</td>
<td>It envisaged the balanced distribution of responsibilities between women and men among the priority measures (applied to the private sphere).</td>
</tr>
<tr>
<td>III Equality Plan (1997-2000)</td>
<td>It introduced the term “social co-responsibility” within the framework of reconciliation, which began to be considered as a social problem involving different social players and in which public Institutions should intervene with actions and measures facilitating both men and women in their effort to reconcile their work and family life.</td>
</tr>
</tbody>
</table>
2. General regulatory framework of Local Development Policies

The analysis of the general regulatory framework of local development policies in Spain should first be tackled by studying the types of legislation. On the one hand we find the legislation of the State and of the Autonomous Communities regulating local entities, which establish the overall regulation of Municipal jurisdiction and the sectors of activity of local interest. On the other hand, there is the enforcement of the local regulation by the State and the Autonomous Communities, which is implemented by means of sectorial laws specifying the competences and the different fields of activity identified as being of municipal interest.

The law presently in force at State level is the Ley de Bases de Régimen Local 7/1985 (Law providing the Bases for Local Regulation 7/1985) and the subsequent sectorial legislation envisaging the regulation of the competences of local entities, along with the basic law developed by the Autonomous Communities. However, this basic State legislation is being thoroughly revised within the framework of the Anteproyecto de Ley Básica del Gobierno y la Administración Local (Bill for the...
Basic Law for Local Governments and Administrations), which is being elaborated by the Government and is currently under debate.

With respect to the issue at hand, it is interesting to refer both to the competences attributed to local entities by the current legislation on local development and to the new regulatory framework proposed by this new basic legislation for local administrations, which introduces new provisions for gender-oriented local development policies.

First of all, it should be noted that the Law providing the Bases for Local Regulation 7/1985 does not specifically or formally determine local competences. In no case does it explicitly envisage the competences of local entities in respect of local development nor does it clearly assign them competences relatively to employment, one of the crucial policies of local development plans.

Thus, public competences over employment issues are equally shared by the State and by the Autonomous Communities. The State legislation regulating the programmes promoting employment do not envisage activities to be directly managed by Municipalities, as it establishes that these can be managed both by local authorities as well as by other public or private entities. In these matters, the State and the Autonomous Communities can confer competences to local authorities to act on their own behalf or through delegated powers.

If we stop to analyse the development of the sectorial legislation of the Autonomous Communities in matters dealing with employment, we find that in the case of Catalonia for example, the local legislation does not expressly refer to municipal competences over employment either. No explicit reference is made to local competences for the promotion of employment, occupation, the fight against unemployment or the promotion of economic activities. This law neither guarantees competences nor does it define the responsibility of municipalities in matters of employment. Even so, the legislation contains several references that can serve as the grounds on which to legally legitimize the initiatives and activities undertaken by municipalities in favour of local development.

As we shall see in the following section, the activities aimed at promoting employment and occupation have been on the local agenda ever since the transition to democracy and they were first developed in the major cities of the Country during the ‘80s, with the aim of mitigating the effects of the economic crisis. It is on the basis of this legal framework that local authorities started concretely developing initiatives and services focused on actively promoting local development policies.

Within this analysis, note should be taken of the regulatory framework of local development, namely Law 57/2003 of 16 December Medidas para la Modernización del Gobierno Local (Measures for the Modernization of Local Government), which focuses on the specific needs of the Governments and Administrations of large cities, firstly because it confers to Provincial Councils functions aimed at promoting economic and social development and designing strategic plans for the territory of the province. The second reason is that it adds a new Title X to the 1985 Law providing the Bases and provides for the specific organic regulation of all municipalities with more than 250,000 inhabitants, provincial capitals with over 175,000 inhabitants as well as of the municipalities that are the capitals of regions or of Autonomous Communities. Lastly, because Article 131 thereof regulates the “Consejo Social del la Ciudad” (the City Social Council), which is essentially focused on local development and urban strategic planning, as the advisory body of the principal economic and social organizations of the municipality.

As we have already pointed out, the basic legislation for the regulation of local authorities is currently being revised on the basis of the Anteproyecto de Ley Básica del Gobierno y la Administración Local. This new bill for a basic law aims at establishing a new framework of
competences for local authorities in compliance with the political autonomy conferred to local entities both by the Constitution itself (Article 137) and by the European Charter of Local Self-Government.

As for local gender-oriented development policies, which comprises the object of our analysis, it is interesting to highlight the fact that the new bill for a basic law, unlike the law currently in force, formally acknowledges a list of municipal competences which, under Article 22, include competence over local economic development. Similarly, with a view to enabling local entities to guarantee the drafting and implementation of policies of their own, Article 24 vests them with legislative powers in matters of employment, land development and the development, promotion and fostering of economic activity, as well as in matters relative to equality policies.

This new regulatory framework sets forth a future scenario that might potentially favour the adoption of gender-oriented local development policies.
1. From the first economic promotion initiatives to Local Development Policies

In the case of Spain, financial uncertainty and the effects of the economic recession that occurred during the ‘80s are what triggered the first local development policies that were implemented at municipal level within the framework of local economic promotion policies.20

In this initial period, all of the initiatives that were promoted by local entities were aimed at creating territorially focused economic alternatives and new employment opportunities in a scenario that was deeply affected by the economic crisis. This context highlights the limitations of State policies in finding answers to the social consequences of an economic crisis. Up to then, the State managed local and regional development processes in a centralized form and through legislative provisions (basically incentives and funding to companies). Thanks to these first economic promotion policies, local entities attempted to endow the local services provided to companies with instruments whereby to tackle problems of competitiveness, one of the major problems of the Spanish economy.

The first local economic promotion initiatives highlighted the fact that most economic problems depend on a territorial factor and on the competitive advantage or disadvantage of different locations with respect to a globalized economy.

In this new scenario, local representatives no longer represent a mere link in State policies and are converted into relevant political and economic actors. Local economic policies as well as other fields of municipal intervention reveal the need for local public players to develop local governance processes based on a new style of governance and on the interaction with other local actors through networking and not through hierarchies. All this requires an in-depth revision of the roles and responsibilities of public and private actors, a change in the style of governing and of behaving that should be deeply rooted in the Spanish local administration culture.

20 This section refers to the thesis of Brugué and Gomà (1998).
During the eighties, a number of actions were undertaken to define local economic promotion policies on the basis of interventions that, by relying on local human, social and institutional resources, aimed at building an autonomous economic growth model. Local governments thus became an important player in local economic promotion and acknowledged the need to establish collaboration mechanisms with other economic, political and social players.

Later, during the nineties, local development policies were configured around broader scopes of intervention. After an initial phase during which local governments adopted a reactive or defensive approach in tackling the most urgent issues related to the labour market (essentially the high rates of unemployment), local economic promotion began being addressed by focusing on the complexity of the economic and institutional setting. Thus, territorial alliances, agreements and joint actions by public and private actors started acquiring greater importance in the development of local economic promotion policies.

Although the initial phases witnessed the development of “iniciativas locales de ocupación (ILO)” (local employment initiatives), which represented strictly public actions that were implemented as a reaction to or a palliative for situations of economic precariousness and whose main aim was to fight unemployment and its social effects, later on more strategically oriented initiatives began to be developed.

The first local development policies mainly focused on creating new jobs by providing support to the establishment of small individual or community enterprises, the promotion of mutual help networks, the provision of training aimed at reintegrating manpower into the labour market and the fight against marginalization.

At a later phase, municipalities implemented iniciativas de promoción empresarial (IPE) (initiatives promoting enterprises), which were actions envisaging the need to enhance cooperation between the public and private sectors and whose priority was to facilitate the creation of companies, promote local training networks and support entrepreneurial activities.

2. Employment policies

Within this context, focus should be more specifically concentrated on the employment policies developed by different levels of government in view of the fact that they directly affect local development.

During the ‘90s, actions in favour of employment were prevalently concentrated at State and regional level21. At a later point in time, Community Directives on employment policies started placing a greater emphasis on the local scenario, which actually translated into a progressive “territorialisation” of employment policies (Aragón, 2003). This meant acknowledging the significant differences that existed in relation to employment and unemployment issues between different European regions and therefore the need to establish employment strategies that might be consistent with the socioeconomic characteristics of different territories.

Within the Spanish context and in relation to employment policies, the State progressively transferred active employment policies into the hands of Autonomous Communities to the extent that these Administrations now disposed of an

---

21 The first territorial pacts in favour of Employment – a pilot experience in Spain – were implemented in six regions with different characteristics: Bahía de Cádiz (Andalusia), Vallés Occidental (Catalonia), Cuencas Mineras in Asturias, Cuencas Mineras in Palencia and León (Castile and Leon), Ceuta and Melilla.
ample margin in which to develop and implement employment policies.

If we stop to analyse the intervention of local administrations in the field of employment policies, we find that although, as we have already seen, local entities do not expressly dispose of competences in this respect, we can see how different actions are being undertaken to stimulate local development and to promote employment and training. These policies are mainly funded with allocations by the central and Autonomous Administrations (conventions between INEM/Ministry of Labour and Social Affairs and the Corporaciones Locales (Municipal and Regional Councils), Local Development Agencies, Local Employment Initiatives, etc.) and with European Structural Funds.

As pointed out by Aragón (2003), a territorially focused analysis of interventions in matters related to employment in Spain reveals a three-tier axis of reference.

Firstly, the actions in favour of employment must fall within the context of the general framework of actions that administrations can stimulate and implement with the aim of promoting economic development within their territory of jurisdiction. In this sense, the recent “territorialisation” of employment policies is included in a more generalized process upgrading the “regional/local” axis for economic development. Thus, first of all, different initiatives are being formulated by international organizations that stress the importance of the “endogenous” nature of economic development compared to the “exogenous” models that have prevailed up to now and the European Union allocates basic financial aide – Structural Funds – in order to promote local development.

Secondly, during the last few decades, States began promoting administration and institutional decentralisation processes in their economic promotion policies, thus drawing decision-making closer to the lower-level territorial jurisdictions with a view to adjusting to local needs. This is how a progressive decentralisation process took place in Spain during the 80s whereby the Autonomous Communities gradually acquired competences in the field of public services that up to then had only been provided by the Central Administration.

Lastly, it is necessary to consider the coordination process of employment policies within the Community, which began to be outlined at the Luxembourg Summit and in the Amsterdam Treaty (1997), and that was specified in the annual orientations given within the framework of the European Employment Strategy, which have to be mandatorily implemented by member States through National Employment Plans.

The Ministerio de Trabajo y Asuntos Sociales (MTAS) (Ministry of Labour and Social Affairs) is the entity in charge of coordinating the development of the State employment policies that annually integrate the Plan Nacional de Acción por el Empleo (PNAE) (National Employment Action Plan). The Instituto Nacional de Empleo (INEM) (National Employment Institute), which is under the scope of competence of the MTAS, is the entity in charge of coordinating the different employment promotion programmes as well as their management and assessment at State level.

In 1994, a process was expedited whereby the Public Employment Service, which manages State programmes for active employment policies (training, counseling and placement), was transferred to the Autonomous Communities. The Service can also manage other programmes designed in the Autonomous Communities and evaluate the implementation of the actions. In the last few years, Integrated Employment Services have been established in some Municipalities, which manage the implementation and evaluation.

---

22 Highlight should be given to the Programme of Local Economic and Employment Development, promoted by the OECD, the Organisation for Economic Co-operation and Development.
of actions that are mostly designed at higher levels of Administration (European, national or regional).

At local level, the implementation of actions in favour of employment and economic development by the Corporaciones Locales (translator’s note: municipal and regional councils) is highly conditioned by the funding which mostly comes from supra-municipal sources – essentially the European Union – thereby varying considerably from one municipality to the next.

Within this framework, special attention should be focused on the measures to promote employment, the scope and mechanisms of institutional coordination of the different actors, both public and private, involved in designing, implementing and evaluating employment policies promoted at different levels of administration.

<table>
<thead>
<tr>
<th>Measures in favour of employment</th>
<th>Objective</th>
</tr>
</thead>
<tbody>
<tr>
<td>Stimulating recruitments</td>
<td>Stimulate ongoing negotiation by developing support measures in addition to those established at State level within the limits set by general regulation and mainly focused on population groups at a higher risk of social exclusion.</td>
</tr>
<tr>
<td>INEM conventions with Autonomous Communities, Municipal and Regional Councils, Universities and Non-Profit Private Institutions</td>
<td>Allocate subsidies for the temporary employment of unemployed workers with special focus on disadvantaged groups, in the performance of social works and services at local and regional level.</td>
</tr>
<tr>
<td>Local Employment Initiatives</td>
<td>Promote, stimulate and finance initiatives aimed at generating stable employment through the creation of small enterprises aimed at stimulating economic activity and employment, which are promoted, partly owned or co-financed by local municipal and regional councils or by Autonomous Communities.</td>
</tr>
<tr>
<td>Stimulating the recruitment of Local Development Agents by Municipal and regional Councils</td>
<td>Allocate resources to Municipal and Regional Councils or to entities connected or linked to Local Administrations, with a view to recruiting Local Development Agents. Its main task is to collaborate in implementing activities relative to the creation of entrepreneurial activities or employment.</td>
</tr>
<tr>
<td>Promoting projects and companies qualified as I+E (Investment + Employment)</td>
<td>Promote the entrepreneurial projects or companies qualified as I+E, with the aim of creating economic activity and generating jobs.</td>
</tr>
<tr>
<td>Subsidising Municipal or Regional Councils in researching new entrepreneurial projects</td>
<td>Promote the research of Municipal and Regional Councils and of entities connected or linked to Local Administrations into new entrepreneurial projects and investments generating employment.</td>
</tr>
</tbody>
</table>
On the other hand, mention should be made of the principal institutional coordination mechanisms between different local administration levels and public and private players in the field of employment policies.

**TABLE 8**

Principal employment policy coordination tools according to territorial administration levels

<table>
<thead>
<tr>
<th>Territorial Administration Level</th>
<th>Coordination tools</th>
</tr>
</thead>
<tbody>
<tr>
<td>State</td>
<td><strong>Conferencias sectoriales de Asuntos Laborales y Asuntos Sociales</strong> (Sectorial Conferences for Labour and Social Issues). Forums of debate and decision-making between the State Administration and the Autonomous Communities aimed at achieving maximum consistency in the development and enforcement of public policies relatively to labour and social policy issues. <strong>Conferencia Sectorial de la Mujer</strong> (Sectorial Conference on Women). Specifically addressed to equal opportunity and to female-oriented policies. <strong>Consejo General y Comisión ejecutiva del INEM</strong> (INEM General Board and Executive Committee). Bodies including the Administration, trade unions and employers associations aimed at elaborating action criteria for the “Servicio Público de Empleo” (Employment Public Service) and at overseeing and monitoring their application. <strong>Consejo Económico y Social</strong> (Economic and Social Council). An advisory body to the Government in socioeconomic and labour issues, including the Administration and the most representative trade unions and employers associations. Its tasks include: issuing perceptive dictates on bills of law regulating socioeconomic and labour issues and on any issue that the Government might submit to their advice; drafting studies and reports upon its own initiative on matters of interest for social agents. <strong>Consejo General de Formación Profesional</strong> (General Council on Professional Training). An advisory body including the State Administration, Autonomous Communities, trade unions and</td>
</tr>
</tbody>
</table>
employers associations with the aim of advising the Government on professional training issues.

*Acuerdos Interprofesionales* (Inter-professional Agreements). Established between the State Administration and social agents on different issues (such as the promotion of employment stability, equal opportunity or the regulation of collective bargaining).

<table>
<thead>
<tr>
<th>Autonomous Communities</th>
</tr>
</thead>
</table>
| *Pactos Territoriales de Empleo* (Territorial Employment Pacts). Framework for concertation on employment policies between the Government of Autonomous Communities, trade unions and employers associations. They are configured as the principal territorial coordination tool between local administrations, private entities and local agents with the aim of stimulating local development and job creation.

The Territorial Pacts were first expedited at Autonomous Community level at the end of the ‘90s in compliance with the Community Directives referred to in the European Employment Strategy and financed with EU Structural Funds. The innovativeness of these Pacts is that they promoted a new social dialogue by widening the collaboration between local and regional authorities, enterprises, trade unions, chambers of commerce and education authorities, as well as with any other organization capable of contributing to the creation of jobs.

Note should be taken of the high degree of homogeneity of the objectives of said Pacts between different Autonomous Communities. Almost all of them include the following set of measures: promoting stable employment, either through the creation of new contracts or by converting temporary contracts into permanent contracts; promoting self-employment; enhancing professional training in its different sub-systems, although mainly focusing on vocational training; articulating and strengthening public systems providing employment advice, counseling and intermediation; providing support measures to enterprises; promoting equal opportunity by prioritizing given population groups, essentially women and disabled people, with special difficulties in incorporating into the labour market in developing employment policies.

*Comisiones ejecutivas provinciales del INEM* (INEM Provincial Executive Committees). Peripheral bodies of the Employment Public Service at provincial level including the Public Administration, trade unions and employers associations. Its task is to supervise compliance with the agreements of INEM’s General Board and Executive Committee at provincial level.

*Consejos Económicos y Sociales* (Economic and Social Councils). Bodies existing in every Autonomous Community with similar characteristics and tasks to those existing at State level, albeit composed differently.

*Servicios Autonómicos de Empleo* (Autonomous Community Employment Services). A body coordinated with the “Corporaciones Locales” in the distribution of financial resources allocated for the enforcement of employment promotion measures by municipalities.

<table>
<thead>
<tr>
<th>Local Entities</th>
</tr>
</thead>
<tbody>
<tr>
<td><em>Pactos locales de Empleo</em> (Local Employment Pacts). A concertation framework between municipalities and social agents with aims similar to those of the Territorial Employment Pacts. The development of said Pacts is comprehensively scarce throughout the State. Agreements have also been developed between the Public Administration and other local actors – for example, tertiary sector organizations – with a view to enforcing different measures generally focused both on the social and occupational integration of disadvantaged groups and on the promotion of new entrepreneurial projects. Nonetheless, the overall number of these agreements is not significant.</td>
</tr>
</tbody>
</table>

Source: Elaborated by the Authors on the basis of Aragón (2003)
3. Local Development Policies

More recently, at the end of the ‘90s, local authorities began promoting a comprehensive set of economic development measures and initiatives incorporating a strategic perspective in managing the territory. These actions arose from the need to perform interventions based on territorial proximity, with a view to improving local conditions and the socioeconomic scenario. It can be stated that the reactive and promotional approach of previous initiatives were subsequently complemented with a strategic outlook that specified the willingness to enhance local development on the basis of a territorial diagnosis and the participation of public and private players.

The latest developments in this field of Spanish public intervention can be explained by different factors: the need of local authorities to have an impact on the territory’s endogenous development, the decentralisation processes awarding more competences both to Autonomous Communities and local authorities and the effects of Community legislation and initiatives.

As pointed out by Vázquez Barquero (1999), the new local development strategy was based on the territorial proximity to development. The production history of every location, the technological and institutional characteristics of the setting, as well as local resources, condition the growth process. The aim of these interventions are basically two: productivity and competitiveness of the territory. This explains the fact that local development is principally aimed at promoting territories that might attract entrepreneurial activities in a competitive environment. This is why local authorities enhance and promote the spread of innovation, entrepreneurship, the quality of human capital and the flexibility of production systems.

Local development policies are orchestrated by means of a widely varying set of actions. Some focus on improving infrastructure (the hardware), others on compensating shortcomings and improving the immaterial factors of development (the software) by addressing the qualitative aspects of development (qualification of human resources, innovative technological know-how, the spread of technology, entrepreneurship, information in companies and organizations, a culture of development). Yet others are intended to strengthen the organizational capacity of the territory (the orgware) by favouring the creation and growth of companies. The latter intervention approach, which aims at improving the organizational capacity of a city or region, promotes collaboration between the public and private sectors. Associative agreements and networking between territorial enterprises and organizations is the form of collaboration and cooperation most widely relied on in developing these processes.

Within the framework of these local development policies, local administrations play the role of information provider, initiative stimulator and coordinator of an increasingly wide-ranging and diverse group of actors. Actions have a strategic nature and focus on the structural factors of the local environment, which convert them into a factor of success for any territory, both in terms of being a producer of externalised and proximity effects and economic agglomeration, as well as of being the principal source of strategic, tangible, human and financial resources generated by a given business environment.

All the actions developed within this context especially affect the supply of human resources, the knowledge of local markets and supplies as well as the “invisible” factors determining local identity (cultural and community factors enhancing the territory’s power of attraction).

Thus, local economic development is configured as a participatory development process fostering collaboration agreements between the principal public and private actors present in a given territory, in a way as to enable the design and implementation of a common development strategy based on making the most of local resources and competitive advantages within a
global context, with the ultimate aim of creating employment and stimulating economic activities\textsuperscript{23}. As pointed out by Barreiro (1998), right now in Spain the promotion of local economies is a task that local governments have been undertaking as an essential part of their policies and services. However, this task is not clearly outlined while it sets forth substantial needs and launches great political and institutional challenges to the very same local governments. Hopefully the competences and tasks of local authorities in this framework will be better regulated by the new local regulation legislation that is currently under parliamentary debate.

\begin{table}[h]
\centering
\begin{tabular}{|l|l|l|}
\hline
\textbf{Objectives} & \textbf{Lines of action} & \textbf{Instruments} \\
\hline
Stimulate the growth of the local economy & Entrepreneurial and occupational promotion policies & \begin{itemize}
- Unified Information Centre
- Local investment companies Assistance to small enterprises
- Group Marketing
- Promotion of tourism
- Research and Development
- Business incubation department
- Technology Parks
- Deregulated Areas
- Search of local entrepreneurs
- Promotion of micro-enterprises
\end{itemize} \\
\hline
Diminish the vulnerability of the local economy against external market forces & Policies aimed at enhancing the potential of the community and the development of the territory & \begin{itemize}
- Company-provided or designed training
- Preferential treatment of local manpower
- Support for occupational programmes
- Bank of local skills
- Training Programmes
- Juvenile enterprises
- Opportunities for marginal manpower
- Self-employment initiatives
- Local employment agencies
\end{itemize} \\
\hline
Assure the competitiveness of local economy products & Achieve locally advantageous positions in terms of infrastructures, training, business environment, etc. & \begin{itemize}
- Acquisition and upgrading of land areas
- Industrial and commercial infrastructures
- Zonal regulations and incentives
- Upgrade central city districts
- Promote new hubs
- Physical upgrading of districts and buildings
- Establishing community services
\end{itemize} \\
\hline
\end{tabular}
\caption{Objectives, lines of action and instruments of Local Development Policies in Spain}
\end{table}

\textsuperscript{23} ILO, 2002.
It should be highlighted that the majority of experiences currently under way are promoted by the municipalities themselves, and create municipal tools (areas, departments or independent municipal institutes) in charge of stimulating economic and occupation promotion actions.24

From this perspective, it should be pointed out that local development initiatives in Spain do not follow a single model; in effect, “the response of Municipalities to the challenges emerging within this context is extremely varied and in no case is it homogeneous, mostly as a consequence of the diversity of our local maps in terms of their geographical, demographical, economical, social and cultural aspects” (Rodríguez, 2001).

Promoting local economic development is well beyond the scope of the traditional role of local public administrations. In the first place, the territorial area involved in local economic development actions does not necessarily coincide with municipal boundaries and therefore requires the configuration of new territorial areas in which to promote competitive economic initiatives. In this context, the organisation of labour markets appears to be a crucial issue. In the second place, local economic development and consequently local economic promotion policies require the joint action of the diverse agents involved in localised economic activities and not only of local governments. In the third place, these processes need a medium to long-term perspective and enduring policies, an approach that is not always viable on the basis of the institutional reasoning of local administrations. And, lastly, it needs to be endowed with instruments, specific means and skills even if, as we have already seen, the financial means of local administrations are rather scarce.

**The European Union’s Structural Funds**

In Spain, the evolution of local development policies was strongly affected by the European Union’s Structural Funds. Practically all of the financial resources used for the actions aimed at promoting local economies come from the ERDF and the European Social Fund as well as from the European Territorial Cohesion Strategy, which specified funding infrastructures for access and support (Cohesion Funds), in providing support to the restructurating of production, in the requalification of the labour force and in the promotion of new rural development models.

---

24 No consolidated or detailed data exists on the local development programmes promoted by local entities in Spain. Barreiro (1998) offers tentative data that, on the basis of an exhaustive analysis of local development experiences in the province of Barcelona, show that 67.5% of the programmes are promoted by municipalities, 16% by associations of municipalities and another 16% by other local public-private cooperation instruments (Consortia, Foundations).
In the period between 2000 and 2006, Spain received more than 62,400 million Euros through Structural and Cohesion Funds, estimated to amount to 1.3% of Spain’s GDP over the same period. Responsibility for the European funds is attributed to the central administration and, in a few cases, to the Autonomous Communities on the basis of agreements between administrations reserving part of the aforesaid funds to local management (between 5% and 15% of the total amount). 39% of said funds have been managed by the Autonomous Communities and the Communities under Objective 1 (see page 4) managed between 40 and 50% of the funds received (Lázaro, 2002).

During the 2000-2006 period, the allocation of European Social Funds by objectives in Spain was subdivided as follows: 69% Objective 1, 4.8% Objective 2, 3.7% Objective 3 and, for the purpose of our analysis, special note should be taken of the 0.8% destined to the EQUAL Community initiative.

### TABLE 10
**Structural Funds in Spain 2000-2006 (in million Euros at current prices)**

<table>
<thead>
<tr>
<th>Obj. 1</th>
<th>Obj. 2</th>
<th>Obj. 3</th>
<th>INTERREG</th>
<th>URBAN</th>
<th>EQUAL</th>
<th>LEADER</th>
<th>Fishing</th>
<th>Cohesión Funds</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>42,982</td>
<td>2,986</td>
<td>2,414,41</td>
<td>954</td>
<td>113</td>
<td>515</td>
<td>497</td>
<td>225,1</td>
<td>11,722</td>
<td>62,408,51</td>
</tr>
<tr>
<td>(69,0)</td>
<td>(4,8)</td>
<td>(3,7)</td>
<td>(1,5)</td>
<td>(0,2)</td>
<td>(0,8)</td>
<td>(0,8)</td>
<td>(0,4)</td>
<td>(18,8)</td>
<td>(100)</td>
</tr>
</tbody>
</table>

Source: European Commission General Directorate for Regional Policies
After having established the general framework, it is time to ask how gender perspective can be integrated into Spanish local development policies.

As we have verified in the preceding section, until only very recently local development policies were limited to basically promoting employment and economic growth in a given territory and only very shyly introduced gender perspective.

1. Analysing Local Development Policies from a gender perspective

The first local economic development policies took into consideration the need to tackle the situation of women on the labour market (high unemployment rates, occupational precariousness, difficulty of integrating into the labour market, gender inequalities). This concern readily translated into the development of specific programmes targeting women (programmes aimed at reintegrating them in the labour market, training programmes, self-employment and women entrepreneurship supporting programmes) and these initiatives started being developed by the Employment Departments of Municipalities, in collaboration with Departments for Women or Equality in those municipalities that were specifically endowed with such structures.

Starting from 1979, local administrations, mainly upon the request of women’s associations, expedited services aimed at meeting the needs of women. This gave birth to the first women’s legal counselling and family planning centers, the first nurseries and the first training workshops giving priority to providing assistance to women.

The ’80s witnessed the creation of the first Councillorships for Women in several – especially the medium to large – municipalities which made it necessary to institutionalise policies on women and equal opportunity. Equally, the creation of specific services for the assistance of women (Information and Counselling Centres) were configured as the space in which to promote the first equal opportunity policies at local level while the creation of Municipal Councils for Women facilitated the first participatory forums for municipal administrations and women’s associations.

These first steps were subsequently strengthened with the creation of Organisations for Women – Institutes or General Directorates of the Autonomous Communities – that began promoting active gender equality policies.

Overall, the current situation in Spanish municipalities in the field of gender policies varies widely. Although it is true that it has gained in visibility and that gender equality is a point on the
local agenda, the intervention models adopted by local administrations are not homogeneous. Most of the municipalities have not incorporated gender transversality either in their organization or in their public policies and a sectorial vision still persists that is more oriented towards developing policies for women than towards achieving a structural change by adopting gender and equal opportunity policies. Policies for women continue to be welfare-oriented and aimed at overcoming situations of discrimination while there are few municipalities that incorporate – in practice and not only in theory – a gender perspective in analysing social processes and relations.

Undoubtedly, the drive given to gender policies by the State Government during the last legislature is configuring a new scenario for the possible development of gender transversality at local level, which would in turn coincide and create new synergies with the stakes recently placed on this issue by some of the Governments of Autonomous Communities.

We would thus like to highlight the fact that at present there are many municipalities with more than 50,000 inhabitants that have approved Equality Plans, sectorial employment plans, programmes against gender violence and programmes aimed at reconciling work and family life. Moreover, the majority of municipalities with more than 250,000 inhabitants\(^{25}\) are currently endowed with specific councillorships for services to individuals, women, young people as well as for economic promotion.

If we focus our analysis on local development policies from a gender perspective, we find that the first initiatives were clearly focused on the labour market and neglected the different domains – social, cultural, political – disclosing gender inequality. They were – and continue to be, as we shall shortly see – interventions conserving traditional gender roles that did not stimulate the full participation of women in local development; they were partial, short-term policies that were not aimed at promoting deeper-reaching structural reform.

The inclusion of gender transversality (gender mainstreaming) in this field of public policy is short-dated and can be mainly explained by the priorities set by Community policies in this field and by the financial support provided by all the Structural Funds for the development of very targeted initiatives.

In 1997, the Treaty of Amsterdam legally and institutionally formalised the principle of gender mainstreaming within the European Union by enhancing equality of treatment and of opportunity (Art. 2, 3,13 and 14) and by prioritising women's right to equality on the 1998 political agenda by, on the one hand, establishing the 1998-2000 Social Action Programme focused on promoting equality between women and men through an integration strategy and specific actions; and, on the other hand, through the Vienna European Council's declaration (December 1998) stating that the equality of opportunity between men and women was essential in all employment strategies and should be promoted.

Despite this, it is not until the year 2000 that the EU demands a firmer political determination and willingness in the achievement of equality between women and men through the adoption of the first 2001-2005 Community Strategic Framework and the establishment of its aide, promotion, assistance and support programme. Its budget allocations were destined to finance 3 types of measures: 1) sensitisation; 2) analysis and evaluation of the policies affecting equality and 3) the creation of networks on equality

---

\(^{25}\) Madrid, Barcelona, Valencia, Seville, Zaragoza, Malaga, Murcia, Las Palmas de Gran Canaria, Palma de Mallorca, Bilbao, Valladolid, Cordoba, Alicante, Vigo, Gijón and Hospitalet de Llobregat.
between EU institutions, national authorities, social players, NGOs and other international organisations.

The Framework Strategy encompasses all Community policies and adjusts and integrates them with the equality factor (active intervention) or applies specific measures aimed at improving the situation of women within society (reactive intervention) in the following 5 fields: 1) economic life; 2) participation and representation in decision-making; 3) social rights; 4) civil life and 5) gender-typed roles and stereotypes.

Unlike the sectorial approach previously taken, from that moment on the EU started promoting the transversality approach. In this perspective, the European Employment Strategy constitutes the example that best reflects what the incorporation of equal opportunities between men and women will mean in terms of the actual drafting of EU policies, which will be grounded on 4 pillars:

1. Improving women's professional integration capacity (employability)
2. Promoting entrepreneurship
3. Enhancing the adjustment potential of companies and workers
4. Reinforcing policies of equal opportunity between women and men

Thus, the principle of equal opportunity was introduced for the first time in the European Social Fund in 1993. It was subsequently also incorporated into the other structural funds and in 1999 also in the general regulatory provisions relative to each fund.

As for the European Social Fund, it was linked to the Employment Action Plans and became the primary financing tool. One of the 5 areas of intervention became improving the situation of women in the labour market, including the development of their professional careers, their access to new employment opportunities, the creation of companies and also the reduction of vertical and horizontal occupational segregation.

The principle of equal opportunities was also incorporated into specific actions such as Community Initiatives and pilot projects:

1. *New Opportunities for Women (NOW)* created in 1990, consequently to acknowledging the segregation between women and men in the labour market and to the political willingness to give more emphasis to the equal opportunity principle. It prioritised measures according to the fields in which the participation of women was particularly low.

2. *Employment-NOW*. This constituted a specific chapter of the 1995-2000 Employment Initiative based on the NOW project and had a dual objective: 1) to reduce women's unemployment and improve the situation of working women and 2) to support the development of innovative strategies. It focused on 4 priority areas: creation of companies, elimination of vertical and horizontal segregation and validation of women's capacities and skills.

3. *EQUAL (2002-2004 and 2005-2007)*. Focusing on equal opportunity, it investigates new forms of fighting any type of discrimination and of actively tackling employment inequality. It mainly deals with the areas related to reconciling work and family life, the elimination of segregation in the labour market and the reduction of existing unbalances.

Other Community initiatives and projects were similarly adopted with a view to contributing to the promotion and funding of the integration of women in the life of the economy:

1. *Urban*. Supporting actions promoting equal opportunities in problematic areas.

2. *Leader*. Helping women to implement local
projects aimed at rural development (tourism, producing and processing local specialties, developing SMEs, artisanal businesses and activities).

3. Interreg. Promoting cross-border, transnational and interregional cooperation in achieving a balanced development of the European space (tourism, ecotourism, rural development, support to SMEs).

4. Recite II. Creation and funding of European resource centres for the valorisation of women’s work and their integration in the labour market. Consequently to the development of specific programmes promoted by Community initiatives and funds, local development interventions incorporating gender transversality and concrete women empowerment objectives were recently adopted in Spain with the ultimate aim of improving the economic system existing in the territory.

The following table illustrates the main actions being currently promoted in Spain within the framework of local development policies and also indicates the presence or absence of gender perspective therein.
Gender Equality in Local Development in Spain

<table>
<thead>
<tr>
<th>Beneficiaries</th>
<th>Actions</th>
<th>Gender perspective</th>
</tr>
</thead>
<tbody>
<tr>
<td>Inactive or unemployed persons</td>
<td>– Vocational training (employment plans for young people, women and unemployed &lt;45 years of age)</td>
<td>– Vocational training and guidance through occupational integration addressed to women</td>
</tr>
<tr>
<td></td>
<td>– School-workshops and trade schools aimed at the recovery of traditional trades, the environment and rural tourism</td>
<td>– Projects to train and integrate women in male-dominated professions</td>
</tr>
<tr>
<td></td>
<td>– Actions aimed at providing information, counselling and assistance in integrating into the labour market</td>
<td>– Projects to train and integrate men in female-dominated professions</td>
</tr>
<tr>
<td></td>
<td>– Employment exchange</td>
<td>– Self-confidence and motivation workshops or programmes for inactive women</td>
</tr>
<tr>
<td></td>
<td>– Help for self-employment and the development of entrepreneurial projects, guidance through the filing and processing of applications for aid</td>
<td>– Supporting care-giving tasks during training or integration activities</td>
</tr>
<tr>
<td></td>
<td></td>
<td>– Non-sexist education programmes: promoting the incorporation of female students in male-dominated studies and vice versa</td>
</tr>
<tr>
<td>Male/Female Workers</td>
<td>– Programmes aimed at valorising undeclared work and making it visible</td>
<td>– Equal opportunity training</td>
</tr>
<tr>
<td></td>
<td>– Self-employment Programmes</td>
<td>– Supporting the clearing of undeclared work: domestic female workers</td>
</tr>
<tr>
<td></td>
<td>– Family support services</td>
<td>– Creating intermediation centres, especially for domestic employment contracts</td>
</tr>
<tr>
<td></td>
<td>– Education and training programmes for male/female workers</td>
<td>– Care service valorisation and formalisation. Recognition and accreditation of the specific skills required</td>
</tr>
<tr>
<td></td>
<td></td>
<td>– Creating time banks</td>
</tr>
<tr>
<td></td>
<td></td>
<td>– Creating proximity services</td>
</tr>
<tr>
<td></td>
<td></td>
<td>– Promoting “Job rotation” systems</td>
</tr>
<tr>
<td></td>
<td></td>
<td>– Education and leadership promotion actions addressed to female workers</td>
</tr>
<tr>
<td>Entrepreneurs</td>
<td>– Local Development Agents (LDA), employment experts, consultants to entrepreneurs and creation of small enterprises</td>
<td>– Subsidising female self-employment: small enterprises and free-lance work</td>
</tr>
<tr>
<td></td>
<td>– Business incubation departments or business centres</td>
<td>– Supporting the clearance of undeclared work: female artisans, informal female co-entrepreneurs (retailing, SMEs, family-run farming estates)</td>
</tr>
<tr>
<td></td>
<td>– Local Employment Initiative Programmes</td>
<td>– Promoting the creation of female entrepreneur networks and of female contacts therein</td>
</tr>
<tr>
<td></td>
<td>– Promoting enterprise activities on the basis of subsidies for rehabilitating historical centres, rural tourism, etc.</td>
<td>– Creating Telecentres promoting telework, especially in rural areas</td>
</tr>
<tr>
<td>Enterprises</td>
<td>Public Administration</td>
<td></td>
</tr>
<tr>
<td>-------------</td>
<td>----------------------</td>
<td></td>
</tr>
<tr>
<td>– Actions in industrial estates and business parks</td>
<td>– Stimulating the systematic introduction of gender-sensitive indicators in diagnostics</td>
<td></td>
</tr>
<tr>
<td>– Service Centres</td>
<td>– Creating gender impact assessment tools</td>
<td></td>
</tr>
<tr>
<td>– Technology Centres</td>
<td>– Promoting the introduction of gender equality in collective bargaining</td>
<td></td>
</tr>
<tr>
<td>– Technology Parks in the proximity of Universities</td>
<td>– Gender Equality Training</td>
<td></td>
</tr>
<tr>
<td>– Promoting company-oriented services</td>
<td>– Promoting Pacts, Forums and local dialogue tables for reconciliation and equality</td>
<td></td>
</tr>
<tr>
<td>– Exhibitions, trade fairs, local promotion campaigns</td>
<td>– Creating protocols and facilities receiving reports on discrimination</td>
<td></td>
</tr>
<tr>
<td>– Local trade support programmes</td>
<td>– Creating the role of Equality Agent</td>
<td></td>
</tr>
<tr>
<td>– Acting on infrastructures and equipment in favour of local economic activities</td>
<td>– Promoting the reorganisation of municipal timeframes</td>
<td></td>
</tr>
<tr>
<td>– Professional training activities and an employment exchange according to company needs</td>
<td></td>
<td></td>
</tr>
<tr>
<td>– Supporting the creation of nurseries in business and industrial parks</td>
<td></td>
<td></td>
</tr>
<tr>
<td>– Subsidising or incentivising programmes for the hiring of women and other specific population groups</td>
<td></td>
<td></td>
</tr>
<tr>
<td>– Programmes promoting gender-oriented Corporate Social Responsibility: promotion of equality plans in companies</td>
<td></td>
<td></td>
</tr>
<tr>
<td>– Incentivising the creation of quality certificates for companies in the field of gender equality</td>
<td></td>
<td></td>
</tr>
<tr>
<td>– Promoting conciliation measures in companies</td>
<td></td>
<td></td>
</tr>
<tr>
<td>– Promoting work schedule flexibility experiences and reorganisation of labour</td>
<td></td>
<td></td>
</tr>
<tr>
<td>– Promoting anti-discrimination and anti-sexual harassment measures in companies</td>
<td></td>
<td></td>
</tr>
<tr>
<td>– Supporting the creation of the Equality Agent profile in companies</td>
<td></td>
<td></td>
</tr>
<tr>
<td>– Disseminating non-discriminating personnel selection mechanisms</td>
<td></td>
<td></td>
</tr>
<tr>
<td>– Local observatories on the labour market</td>
<td></td>
<td></td>
</tr>
<tr>
<td>– Strategic Plans</td>
<td></td>
<td></td>
</tr>
<tr>
<td>– Diagnosis of the territory</td>
<td></td>
<td></td>
</tr>
<tr>
<td>– Promoting the territory</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
2. EQUAL projects promoting equal opportunity in Spain

Note should be taken of the scarce bibliography found on the issue of introducing a gender perspective in local development. For this reason and taking into account the extremely ponderous specific weight that European programmes have had in promoting this issue in Spanish municipalities, we have deemed it relevant to carry out an analysis of the actions hinging upon the promotion of equal opportunity in Spain under the EQUAL Community Initiative with a view to surveying the general characteristics of this type of policy.

As is widely known, up to date the EU has developed interventions aimed at promoting equal opportunity in employment from a dual point of focus: combining gender mainstreaming (with special attention to the introduction of the promotion of on-the-job equality in programmes stemming from the Community Support Framework of European Structural Funds) with specific actions within the framework of Community Initiatives.

More specifically, in the 2000-2006 period, Structural Funds were distributed as follows: 94% were destined to the Community Support Framework, 0.65% to Innovative Measures and 5.35% to Community Initiatives (EQUAL, Interreg III, Urban, Leader+). As for the Spanish State, actions aimed at equal opportunity between men and women received only 3.1% of Community Support Framework allocations (Sallé, 2006). According to several assessments (Sallé, 2006), although these types of interventions are advantageous in that they are applied on a very large scale, it can nonetheless be stated that they did not produce particularly relevant transformations in the field of gender equality. The poor definition and specific weight of equality actions, like the lack of trained and committed personnel on this issue and the difficulty in managing the great complexity of the projects, are some of the elements quoted in trying to understand the low gender impact of this type of policy. Thus, in actual fact, it appears that the gender focus of these projects was limited to counting the female beneficiaries participating in the intervention plans (Sallé, 2006).

Conversely, it should be noted that the Equal projects were indeed more clearly oriented to changing gender inequalities, especially those within the framework of the 4G (Reconciling personal and professional life) and 4H (Reducing segregation and inequality) thematic areas. These projects deal with key issues such as occupational segregation, promoting the participation of women at all levels, promoting female entrepreneurship, developing their professional careers, fighting wage differences, training women in new technologies, providing for a shared responsibility of men in care-giving and the need to achieve compatibility between personal, family and work life, etc. Moreover, these issues were tackled in a comprehensive and collaborative approach promoting the establishment of amply representative Development Partnerships jointly generating pacts and tasks among extremely diverse actors (institutional, entrepreneurial, trade unions, Community representatives, etc.).

In the section that follows we shall perform a brief analysis of the 122 programmes developed in Spain within the framework of the two calls (2002-2007 period) of the EQUAL Community Initiative promoting equal opportunities. Our analysis shall only focus on a small sample (122 projects out of the 388 implemented in Spain in different thematic areas) and shall be limited to the EQUAL initiative framework. We are leaving out of our analysis the experiences drawn from other financial sources as well as programmes not specifically focused

---

26 The analysis was performed by exclusively relying on the basic information contained in the identification forms of the projects and by analysing the following data: type of EQUAL project (geographical or sectorial), Autonomous Communities involved, project leader, national partners in the project, objectives, beneficiaries and types of activities envisaged. See: https://equal.cec.eu.int/equaljsp/index.jsp#round.
on gender issues even if these were to include – which would be highly advisable – a gender perspective.

Even so, our analysis gives us a good idea of the map and of the characteristics of existing initiatives on gender issues and local development in Spain, which will be further developed in the following section dealing with the interviews and the analysis of Good Practices.

First of all, we shall begin by observing that the distribution of projects within the different thematic areas (4H and 4G) is satisfactorily balanced.

**TABLE 12**

*Distribution of EQUAL projects according to thematic area and call, 2002-2007*

<table>
<thead>
<tr>
<th>Thematic area</th>
<th>2002-2004</th>
<th>2004-2007</th>
<th>Overall Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>4G Reconciling personal and professional life</td>
<td>40%</td>
<td>50%</td>
<td>46%</td>
</tr>
<tr>
<td>4H Reducing segregation and gender gap</td>
<td>60%</td>
<td>50%</td>
<td>54%</td>
</tr>
<tr>
<td>Overall Total</td>
<td>100%</td>
<td>100%</td>
<td>100%</td>
</tr>
</tbody>
</table>

Source: elaborated by the Authors

With respect to the Development Partnerships established, we see that more than 90% are territorially based – with a slight prevalence of urban areas – and only 10% are sectorial.

**TABLE 13**

*Distribution of EQUAL projects according to the type of Development Partnership, 2002-2007*

<table>
<thead>
<tr>
<th>Type of Development Partnership</th>
<th>Geographical</th>
<th>Sectorial</th>
<th>Overall Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Urban</td>
<td>41%</td>
<td>/</td>
<td>41%</td>
</tr>
<tr>
<td>Rural</td>
<td>37%</td>
<td>/</td>
<td>37%</td>
</tr>
<tr>
<td>Other</td>
<td>13%</td>
<td>/</td>
<td>13%</td>
</tr>
<tr>
<td>Based on a specific discrimination</td>
<td>/</td>
<td>4%</td>
<td>4%</td>
</tr>
<tr>
<td>Industrial</td>
<td>/</td>
<td>4%</td>
<td>4%</td>
</tr>
<tr>
<td>Services</td>
<td>/</td>
<td>2%</td>
<td>2%</td>
</tr>
<tr>
<td>Overall Total</td>
<td>90%</td>
<td>10%</td>
<td>100%</td>
</tr>
</tbody>
</table>

Source: elaborated by the Authors
The territorial distribution of these projects is illustrated in the table below, which shows that 73% of the projects are distributed among only seven Autonomous Communities while the rest are distributed in a sufficiently uniform way. More specifically, notice should be taken of the weight that these types of Community initiatives have in the Autonomous Community of Andalusia.

TABLE 14
Distribution of EQUAL projects by Autonomous Community. 2002-2007

<table>
<thead>
<tr>
<th>Autonomous Community</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Andalusia*</td>
<td>22%</td>
</tr>
<tr>
<td>Castile and Leon*</td>
<td>12%</td>
</tr>
<tr>
<td>Valencia*</td>
<td>9%</td>
</tr>
<tr>
<td>Castile-La Mancha*</td>
<td>8%</td>
</tr>
<tr>
<td>Catalonia**</td>
<td>8%</td>
</tr>
<tr>
<td>Galicia*</td>
<td>7%</td>
</tr>
<tr>
<td>Madrid**</td>
<td>7%</td>
</tr>
<tr>
<td>Basque Country**</td>
<td>4%</td>
</tr>
<tr>
<td>Aragon**</td>
<td>2%</td>
</tr>
<tr>
<td>Asturias*</td>
<td>2%</td>
</tr>
<tr>
<td>Balearic Islands **</td>
<td>2%</td>
</tr>
<tr>
<td>Canary Islands*</td>
<td>2%</td>
</tr>
<tr>
<td>Extremadura*</td>
<td>2%</td>
</tr>
<tr>
<td>Murcia*</td>
<td>2%</td>
</tr>
<tr>
<td>Navarre**</td>
<td>2%</td>
</tr>
<tr>
<td>Partnership of 7 different ACs</td>
<td>2%</td>
</tr>
<tr>
<td>Partnership of 2 different ACs</td>
<td>2%</td>
</tr>
<tr>
<td>La Rioja**</td>
<td>1%</td>
</tr>
<tr>
<td>Melilla</td>
<td>1%</td>
</tr>
<tr>
<td>Partnership of 8 different ACs</td>
<td>1%</td>
</tr>
<tr>
<td>Partnership of 5 different ACs</td>
<td>1%</td>
</tr>
<tr>
<td>Overall Total</td>
<td>100%</td>
</tr>
</tbody>
</table>

On having to specify the actors who are driving local development and gender policies within the Spanish State, analysing the type of actor leading EQUAL projects can provide us with some useful hints.
Thus, the main drivers of this type of project revealed to be the Autonomous Communities, either through the Councillorship of Labour, through the Community's executive officers or through Equality Organisations. Nonetheless, local Administrations too played an important role, both through the project management by specific municipalities or through second-level local Administrations or departments.

If we now shift our focus from project leaders to participation in these projects, we see that the presence of local Administrations grows significantly. Municipalities participate in 46% of the projects and the participation of second-level local Administrations is of 40%. A comparable engagement is also found among the Governments of Autonomous Communities, which is approximately the same as that of Equality Organisations, Universities and companies.

In relation to social agents, we find a high engagement among business partnerships, even higher than among trade unions; the same can be said of the presence of Women's Associations and of social economy businesses.

In order to interpret the following tables it is necessary to consider that the total does not sum up to 100 due to the fact that the value of the variables is not exclusive.

### TABLE 15

**Distribution of EQUAL projects by main partner. 2002-2007**

<table>
<thead>
<tr>
<th>Category</th>
<th>Main Partner</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Autonomous Communities (50%)</td>
<td>Councillorship of Labour</td>
<td>16%</td>
</tr>
<tr>
<td></td>
<td>Government of Autonomous Community</td>
<td>14%</td>
</tr>
<tr>
<td></td>
<td>Women or Equality Institute or Organisation</td>
<td>11%</td>
</tr>
<tr>
<td></td>
<td>Councillorship of Revenues</td>
<td>4%</td>
</tr>
<tr>
<td></td>
<td>Councillorship of Economy</td>
<td>3%</td>
</tr>
<tr>
<td></td>
<td>Councillorship of Social Services</td>
<td>1%</td>
</tr>
<tr>
<td></td>
<td>Councillorship of Education</td>
<td>1%</td>
</tr>
<tr>
<td></td>
<td>Councillorship of Culture</td>
<td>1%</td>
</tr>
<tr>
<td>Local Administrations (37%)</td>
<td>Municipalities</td>
<td>19%</td>
</tr>
<tr>
<td></td>
<td>Supra-local Administrations: Provincial Councils,</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Associations of Communities (“Mancomunidades”)</td>
<td></td>
</tr>
<tr>
<td></td>
<td>and Federations of Municipalities</td>
<td>18%</td>
</tr>
<tr>
<td>Public-Private Consortia</td>
<td></td>
<td>5%</td>
</tr>
<tr>
<td>Universities</td>
<td></td>
<td>2%</td>
</tr>
<tr>
<td>Private Actors (6%)</td>
<td>Economic Actors (trade unions, employers associations)</td>
<td>4%</td>
</tr>
<tr>
<td></td>
<td>Social Actors (Associations and Entities)</td>
<td>2%</td>
</tr>
<tr>
<td>Overall Total</td>
<td></td>
<td>100%</td>
</tr>
</tbody>
</table>

Source: elaborated by the Authors.
### TABLE 16

**Percentage of EQUAL projects in which each type of partner participates. 2002-2007**

<table>
<thead>
<tr>
<th>Type of Partner</th>
<th>Local Administrations</th>
<th>Autonomous Communities</th>
<th>Institutions and Entities</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Municipalities</td>
<td>Government of the Autonomous Community</td>
<td>Universities</td>
</tr>
<tr>
<td></td>
<td>46%</td>
<td>38%</td>
<td>33%</td>
</tr>
<tr>
<td></td>
<td>Local Administrations: supra-local Administrations</td>
<td>Women’s or Equality Institute or Organisation</td>
<td>Enterprises</td>
</tr>
<tr>
<td></td>
<td>40%</td>
<td>30%</td>
<td>29%</td>
</tr>
<tr>
<td></td>
<td>(Provincial Councils, groups of Communities and Federations of Municipalities)</td>
<td></td>
<td>Employers Associations</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>62%</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Trade Unions</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>54%</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Social Economy Entities</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>21%</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Women’s Associations</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>58%</td>
</tr>
</tbody>
</table>

Source: elaborated by the Authors.
If we focus on the population groups targeted by the projects, the programmes that stand out the most are those aimed at promoting the training and integration of women.

### TABLE 17

**EQUAL projects according to the target group of each activity and percentage of EQUAL projects addressed to each target group. 2002-2007**

<table>
<thead>
<tr>
<th>Target Groups</th>
<th>Absolute Numbers</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Women</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Inactive or unemployed women</td>
<td>34</td>
<td>27.64</td>
</tr>
<tr>
<td>Women in general</td>
<td>26</td>
<td>21.14</td>
</tr>
<tr>
<td>Employed women</td>
<td>25</td>
<td>20.33</td>
</tr>
<tr>
<td>Women with special integration problems</td>
<td>22</td>
<td>17.89</td>
</tr>
<tr>
<td>Female care-givers</td>
<td>21</td>
<td>17.07</td>
</tr>
<tr>
<td>Female entrepreneurs</td>
<td>15</td>
<td>12.20</td>
</tr>
<tr>
<td>Rural women</td>
<td>14</td>
<td>11.38</td>
</tr>
<tr>
<td>Qualified women</td>
<td>9</td>
<td>7.32</td>
</tr>
<tr>
<td>Trainee women</td>
<td>6</td>
<td>4.88</td>
</tr>
<tr>
<td>Gipsy women</td>
<td>4</td>
<td>3.25</td>
</tr>
<tr>
<td>Immigrant women</td>
<td>3</td>
<td>2.44</td>
</tr>
<tr>
<td><strong>Men</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Men in general</td>
<td>18</td>
<td>14.63</td>
</tr>
<tr>
<td><strong>Women and men</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Male and female workers in general</td>
<td>24</td>
<td>19.51</td>
</tr>
<tr>
<td>Unemployed persons</td>
<td>10</td>
<td>8.13</td>
</tr>
<tr>
<td>Disabled persons</td>
<td>4</td>
<td>3.25</td>
</tr>
<tr>
<td><strong>Public Administration</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Employment, integration and training system</td>
<td>50</td>
<td>40.65</td>
</tr>
<tr>
<td>Local Administrations</td>
<td>46</td>
<td>37.40</td>
</tr>
<tr>
<td><strong>Others</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Education system</td>
<td>21</td>
<td>17.07</td>
</tr>
<tr>
<td>Socio-economic agents</td>
<td>43</td>
<td>34.96</td>
</tr>
<tr>
<td>Enterprises</td>
<td>70</td>
<td>56.91</td>
</tr>
</tbody>
</table>

Source: elaborated by the Authors.
If we stop to analyse the type of activities developed under these projects, we find that priority importance is given to sensitisation, reconciliation and training measures, followed, to a lesser degree, by measures against vertical and horizontal segregation and the introduction of the principle of gender transversality which, in our view, appears to be particularly relevant.

<table>
<thead>
<tr>
<th>Activities set forth in the project</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Sensitisation</td>
<td>62.60</td>
</tr>
<tr>
<td>Guidance through integration into the labour market</td>
<td>39.84</td>
</tr>
<tr>
<td>Reconciliation measures</td>
<td>41.46</td>
</tr>
<tr>
<td>Reconciliation measures for the participants in the other activities established</td>
<td>21.95</td>
</tr>
<tr>
<td>Creating care services for dependent persons</td>
<td>12.20</td>
</tr>
<tr>
<td>Reconciliation plans within companies</td>
<td>1.63</td>
</tr>
<tr>
<td>Training</td>
<td>64.23</td>
</tr>
<tr>
<td>Training for male and female users</td>
<td>56.91</td>
</tr>
<tr>
<td>Training for technical experts</td>
<td>21.95</td>
</tr>
<tr>
<td>Training for social agents</td>
<td>2.44</td>
</tr>
<tr>
<td>Support to women entrepreneurs</td>
<td>40.65</td>
</tr>
<tr>
<td>Measures against horizontal segregation</td>
<td>15.45</td>
</tr>
<tr>
<td>Promoting the integration of women in male-dominated sectors</td>
<td>11.38</td>
</tr>
<tr>
<td>Dignifying and formalising care-giving work, recognising the work of women</td>
<td>4.88</td>
</tr>
<tr>
<td>Promoting the integration of men in female-dominated sectors</td>
<td>0.81</td>
</tr>
<tr>
<td>Measures against vertical segregation</td>
<td>8.13</td>
</tr>
<tr>
<td>Promoting the professional advancement of women</td>
<td>5.69</td>
</tr>
<tr>
<td>Promoting equal opportunities in collective bargaining</td>
<td>1.63</td>
</tr>
<tr>
<td>Promoting the participation of women in collective bargaining</td>
<td>1.63</td>
</tr>
<tr>
<td>Labour reorganisation formulas</td>
<td>15.45</td>
</tr>
<tr>
<td>Promoting Telework</td>
<td>1.63</td>
</tr>
</tbody>
</table>
## Implementing or promoting Equal Opportunity and/or Reconciliation Plans

<table>
<thead>
<tr>
<th>Category</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>In companies</td>
<td>13.01</td>
</tr>
<tr>
<td>Public Administrations</td>
<td>4.88</td>
</tr>
<tr>
<td>In other entities (social, cooperatives, schools, ...)</td>
<td>2.44</td>
</tr>
<tr>
<td>Corporate certificate of excellence for equality</td>
<td>0.81</td>
</tr>
</tbody>
</table>

## Introducing gender transversality

<table>
<thead>
<tr>
<th>Category</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>In employment, integration and training systems</td>
<td>5.69</td>
</tr>
<tr>
<td>In collective bargaining</td>
<td>4.88</td>
</tr>
<tr>
<td>In local Administrations</td>
<td>3.25</td>
</tr>
<tr>
<td>Among project partners</td>
<td>3.25</td>
</tr>
<tr>
<td>In the male/female entrepreneur guidance system</td>
<td>1.63</td>
</tr>
<tr>
<td>In human resource management</td>
<td>1.63</td>
</tr>
</tbody>
</table>

## Research

<table>
<thead>
<tr>
<th>Category</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Creating political equality departments</td>
<td>33.33</td>
</tr>
<tr>
<td>Equality and/or Reconciliation Agents in the Administrations</td>
<td>10.57</td>
</tr>
<tr>
<td>Creating observatories</td>
<td>7.32</td>
</tr>
<tr>
<td>Equality and/or Reconciliation forums or negotiation tables</td>
<td>4.07</td>
</tr>
<tr>
<td>Equality Agents in companies</td>
<td>0.81</td>
</tr>
</tbody>
</table>

## Creating the tools

<table>
<thead>
<tr>
<th>Category</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Good practices</td>
<td>4.88</td>
</tr>
<tr>
<td>Quality certificate to companies for equal opportunities</td>
<td>1.63</td>
</tr>
<tr>
<td>Time checks</td>
<td>2.4</td>
</tr>
<tr>
<td>IT Resources</td>
<td>5.69</td>
</tr>
</tbody>
</table>

## Promoting networking

<table>
<thead>
<tr>
<th>Category</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Promoting networking</td>
<td>13.01</td>
</tr>
</tbody>
</table>

Source: elaborated by the Authors.
As pointed out in the preceding chapter, until very recently in Spain local development policies were limited to basically promoting employment and economic development over the territory. The introduction of a gender perspective in these processes was marginal and fragmented.

The incorporation of a gender perspective in local policies is evolving unevenly through the different local administrations and the intervention models being developed are not homogeneous. Let us begin by focusing on a very concrete fact: most municipalities have not incorporated gender transversality either into their organisations or into their public policies. On the other hand, most local development experiences incorporating gender perspective are targeted action plans that are almost always funded with Structural Funds according to a clearly outlined timeline that, once it expires, have great difficulty in guaranteeing continuity.

Therefore our selection of Good Practices stemmed from the need to single out examples of local or regional plans that are clearly focused on incorporating structural measures in their administrations with a view to promoting women-oriented education and empowering processes so as to establish participatory processes between public and private actors and to stimulate the creation of formal and informal networks between associations and groups of women. On the other hand, we attempted to show examples of actions that are characterised by continuity over time and that may lay the grounds for real social transformation.

It is our opinion that the development of public actions with a gender perspective should be based on a strategy aimed at promoting structural factors within the local environment. To this end, we think that the Good Practices selected contribute in generating a sufficiently consistent critical mass and synergies between public and private actors facilitating the development of scenarios that might prove to be more favourable to achieving equal opportunities between women and men.

Following on with the approach described above, our selection of cases took into consideration the following factors:

- **Innovative elements** intended as those that create the conditions in which to develop gender equality. Innovation should be highlighted in the development of processes, in the creation of departments within the administrations themselves and in the establishment of knowledge-sharing and participatory networks.

- **Sustainability elements** intended as those that guarantee the development of policies and programmes with a gender perspective. The
aspects to be highlighted are political willingness, funding, creating departments within the organisation itself, the creation of knowledge networks, training women and the development of participatory processes.

- The **territorial context of development** of the actions, making a distinction between rural and urban contexts.

- **Promoting the participation of women** both in the context of public policies and within companies, organisations or entities of the tertiary sector.

- **Introducing gender mainstreaming** both in the public administration as well as in companies, organisations or entities of the tertiary sector.

- **Improving the work conditions of women** especially highlighting the programmes aimed at training and empowering women, combating vertical and horizontal segregation and regularising and valorising female work.

- And, lastly, **developing care and assistance services for dependent persons** thus creating a family support network.

Eight examples of Good Practices were selected on the basis of the above criteria and shall be analysed in depth in the following pages:

1) “**Yo Política** Programme: a programme integrated into the Urbal network and aimed at educating and training women in policy-making, led by the Municipality of Sant Boi de Llobregat.

2) **“Emergim” Programme**: a project financed with EQUAL funds with the aim of regularising and legalising domestic and care-giving work, led by the Municipality of Vilafranca del Penedès.

3) **Local Equality Agents Programme**: financed and led by the Diputación (Regional Council) of Barcelona with the aim of training experts in gender issues who might perform their activity in the municipalities within the province of Barcelona.

4) **Incorporating a gender perspective in Law 2/2004 upgrading city districts, urban areas and towns requiring special attention**, promoted by the Generalitat of Catalonia with the aim of introducing a gender perspective both in the diagnosis and in the participation in the process of rehabilitating and upgrading problematic city districts.

5) “**Cerezas por la Igualdad**” Programme: financed with EQUAL funds and led by the Cooperativa Montaña de Alicante, with the aim of improving women’s employment and empowerment in a mountainous area in the province of Alicante (Autonomous Community of Valencia).

6) **Kideitu Programme**: led by the Government of the Basque Country with the aim of designing and establishing a comprehensive participatory strategy incorporating gender perspective in the training and employment systems of the Autonomous Community of Euskadi.

7) **Ressort Project**: financed with EQUAL funds and led by the Diputación (Regional Council) of Barcelona with the aim of sensitising and promoting Corporate Social Responsibility (CSR) practices incorporating gender perspective in small and medium-sized enterprises (SME).

8) **Trade Union Agents for Equality and a Network of Trade Union Agents for Equality**: a programme led by the UGT Trade Union of Catalonia with the aim of incorporating gender perspective in trade union activities and in combating discrimination.
<table>
<thead>
<tr>
<th>Good Practices</th>
<th>Innovative Elements</th>
<th>Sustainability Elements</th>
<th>Context</th>
<th>Promoting the participation of women</th>
<th>Introducing gender mainstreaming</th>
<th>Improving the work conditions of women</th>
<th>IPromoting “core services”</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yo Política Programme (URBAN)</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td>Emergim Programme (EQUAL)</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td>Local Equality Agents Programme</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td>Incorporating gender perspective in Law Ley 2/2004 upgrading city districts</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td>“Cerezas por la Igualdad” Project (EQUAL): Training and participation of women in farming cooperatives</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td>Proyecto Kideltu (EQUAL)</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td>Ressort Project (EQUAL).</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td>Trade Union Agents for Equality and Equality Networks</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
</tr>
</tbody>
</table>

Source: elaborated by the Authors
1. Yo, Política programme  
(Municipality of Sant Boi de Llobregat)

1.1 Project background history and resources
The Yo, Política Programme began on the 1st of April 2005 and was concluded on the 31st of March 2007 and was focused on designing a training and political education plan for women policy-makers within both the public and the service sectors (lady mayors, councillors, leaders of civil associations, municipal experts, etc.) of local Administrations in the European Union and Latin America, with the aim of fostering their presence and active participation in local decision-making processes.

The Yo, Política Programme is integrated in the Nework 12 of the URB-AL Programme: “Promoting women in local decision-making”, coordinated by the Diputación (Regional Council) of Barcelona, with the participation of more than 200 members and different institutional associations belonging to Latin American and European countries, representing 60% and 40% of the continents respectively.

This programme was financed with European funds (70%) through Network 12 of the URB-AL Programme. The rest of the funding was shouldered by the Programme’s local member Administrations and was allocated as follows: Municipality of Sant Boi (9%), Diputación of Barcelona (6%), Municipality of Turin (3%), Municipality of Asunción (2%), Municipality of Montevideo (2%), Municipality of Sao Paolo (2%), Municipality of San Salvador (2%) and Funpadem (2%).

1.2 Objectives, beneficiaries and territorial reach
The specific objectives of the Yo, Política programme can be summarised as follows:

- Promote participation and consolidation of leadership at local level on the basis of gender-specific training activities.
- Provide positive leadership and urban policy management models incorporating gender perspective and transversality with the aim of improving living conditions in cities.
- Foster the exchange of experiences and knowledge between participants.
- Design and produce a handbook for the practical application of the didactic material developed in order to multiply project results.
- Disseminate training results and actions as well as the didactic material produced within the RED URB-AL 12 Network.

The beneficiaries of the Programme were women with policy-making or technical responsibilities within local municipal or regional councils; women with leadership skills of any type (economic, social, cultural, etc.) in institutional or non governmental organisations and women members of municipalist organisations at national and international level.

1.3 Operational aspects
The organisation and development of the Yo, Política Programme was carried out within the Municipality of Sant Boi de Llobregat and more specifically by the Councillorship of Equality Policies which established a network of contacts with the rest of the members with a view to sharing the approach, the design and the contents of the political training programme. In concrete, all the programme members had to reach a consensus on the Training Plan as well as on the didactic material and the syllabus of the training course: a Good Practices Handbook, a Student Handbook and a Trainer Handbook. The programme’s Communication and Dissemination Plan was also drafted.

The fact that the programme embraces two continents gave rise to some organisational and logistic problems (work hours and rhythm at work, different organisational cultures). On the other
hand, the excessive red tape of local administrations was, in some cases, a hindrance to the development of the programme as it was not always possible to create more flexible relational systems that would make it possible to work in a network.

Also, the organisation of courses online presented problems of its own due to the different technological situation of the programme’s member Countries which not always guaranteed the same level of accessibility. In this perspective, it is necessary to foster the creation of good online training programmes guaranteeing ample access in order to reduce the percentage of drop-outs from interactive courses as they now exceed those of classroom courses.

In relation to classroom courses, note should be taken of the difficulty of planning permanent training sessions because of the high cost of displacing women trainees. By and large, classroom training sessions were held on 3 days with a significant attendance of women who judged this initiative very positively.

Lastly, it should be highlighted that the lack of subsequent funding by member Municipalities made it difficult to incorporate the training programme at local administration level. One of the key issues is how the organisation can draw profit from the effort and from the resources allocated for the programme and also guarantee its continuity by incorporating the gender-oriented training developed within the framework of the Yo, Política Programma in the local administration’s training courses.

### 1.4 Quantitative and Qualitative Results

On the one hand, 5 classroom training courses were organised for a total of 119 women. The courses were organised in the Municipalities of Sant Boi (2 courses with 15 and 14 students: councillors, leaders of political parties and senior officers within the public administration); of San Salvador (33 students: councillors, Gender Units and District technical and managing staff) and of Turin (17 students: elected political officers and Municipal District technical experts).

Another 4 two-month courses were organised online for a total of 123 women from all the programme’s member municipalities. Moreover, a Web page was set up (www.yopolitica.org) for the online courses which in turn served as an information and networking tool among programme participants.

Overall, the Yo, Política Project trained 242 women in fields in which their performance was heightened by providing positive leadership models and instruments aimed at improving the situation of local communities.

### 1.5 Lessons learned: innovative elements and transferrability

The principal innovative aspect to be highlighted in this case is that, ever since the beginning, this training programme very much targeted those women who clearly expressed their will to participate actively and politically in their community. This offers some guarantee as to the fact that the knowledge acquired will be applied in the political and technical activities of the women trained.

Similarly, the capacity to create work networks between politically active women both in local administrations and in the service sector made it possible to create shared work contexts and to enhance the gender perspective in local development processes.

In our opinion, the Yo, Política training programme is easily reproducible at local as well as regional and State level. As a matter of fact, the development of working material for classroom and online courses has made it possible for other administrations to get involved in this experience and to stimulate similar initiatives within the regional context.

Undoubtedly, the basic elements characterising its reproducibility are, on the one hand, the
existence of a political will among institutions and organisations, reflected by their commitment to promote gender-oriented training within their own framework and through influence networks and, on the other hand, guaranteed funding for the performance of training programmes.

Lastly, it should be noted that all programme members, once it is concluded, will have guaranteed continuity in the training and education of women in their respective scope of influence. From this point of view, the Diputación (Regional Council) of Barcelona, insofar as leader of Network 12 of the UR-BAL programme aimed at promoting women in local decision-making contexts, has stimulated the creation of the Euro-Latin American Political Training Center “Mujeres y Ciudad” (“Women and the City”), a B-type UBRA-L project. It is an international public centre managed by European and Latin American women, co-financed by the European Commission’s URBA-L programme and the Consortium of Local Authorities formed by the Regional Council of Barcelona, the Government of the Autonomous City of Buenos Aires, the Municipality of San José in Costa Rica, the Municipality of the Metropolitan District of Quito, the Province of Turin, the UNIFEM Office for Brasil and the countries of the Southern Cone (representing UNIFEM LAC – Latin America and the Caribbean). The “Mujeres y Ciudad” Centre promotes training for women policy-makers through classroom and online courses and relies on the collaboration of Universities and Research centres for the development of the academic contents and of the training courses themselves.

2. EMERGIM programme
(Municipality of Vilafranca del Penedès)

2.1 Project background history and resources

The Emergim Programme, led by the Municipality of Vilafranca del Penedès, was carried out between June 2002 and December 2004 with the aim of combating the discrimination and social exclusion of women within the context of domestic work by means of a sensitisation, information and counselling programme for people working in the service sector of household cleaning and care, for the purpose of regularising their occupational status.

The overall cost of the programme amounted to 1.7 million Euros, 50% of which was financed with EQUAL Community Initiative funds (European Social Fund) and the other 50% by local authorities participating in the Programme.

Among the promoter members of the Emergim Programme, in addition to the municipalities quoted, there were also the Comisiones Obreras (CCOO) Trade Union and the Unión General de Trabajadores (UGT), the Asociación Catalana de Empresarias y Ejecutivas (ACEE), the Asociación de Trabajadores Familiares de Cataluña and the Universidad Abierta de Cataluña.

A legal report on the regularisation of workers and on the Social Security coverage of household cleaning and care services was elaborated during the final phase of the project, which contained numerous proposals to reform and improve the regulatory framework.

The conclusions of the Emergim Programme were presented in the Social Policy Commissions of the Parliament of Catalonia (November 2004) and of the Senate (March 2005) and they served as grounds for a petition to the Autonomous Community Government of Catalonia and to the Government of Spain to adopt:

Concrete measures aimed at facilitating contracts and regularising the sector by means of service allowance and subsidies.

Specific Assistance and Guidance measures for this group of female workers within the framework of active employment policies.

Specific prevention plans against occupational hazards.
General sensitisation campaigns for the public at large on the need to professionalise these jobs.

Reforms in the Workers’ Statute.

2.2 Objectives, beneficiaries and territorial coverage

The Programme’s main objective was to legalise the situation of female domestic and care workers in the municipalities of Manresa, Igualada and Vilanova i la Geltrú.

To meet this objective, the project promoted a research study aimed at acquiring better knowledge on the situation of this group of workers, complete their training and achieve their formal incorporation into the labour market through the creation of instruments incentivising their legalisation and the development of a new professional profile in this field that might thus better professionalise household services. It also established the instruments aimed at facilitating and promoting employment in the labour market and at sensitising the general public towards recognising the role played by this group of female workers.

2.3 Operational Aspects

It is necessary to underscore the intrinsic complexity of the Project arising from different factors. First of all, the very non-transparency of an employment sector that is very widespread in the informal economy and especially within private households. Secondly, the low social consideration and recognition of household cleaning work, revealing the presence of a marked gender-typed role. Thirdly, the difficulties found in identifying the regulatory and legal provisions that should be reformed in order to facilitate the regularisation of this group of workers as well as the discriminatory elements that can be detected in the case of regularised female workers compared to the work conditions of other groups of workers.

On the other hand, Emergim Agencies were created as a point of reference in providing information and counselling to the demand and supply sides of household services.

It should be equally pointed out that the Universidad Abierta de Cataluña created an in-house communication network for project members and experts, the “Red del Tiempo”, with the aim of providing an instrument with which to detect the supply and demand of female workers in this sector.

2.4 Quantitative and qualitative results

It should be first pointed out that a research study was carried out in the cleaning sector within the Municipalities listed with the aim of identifying its characteristics and work conditions. The study concluded that approximately 3,500 women work without being regularised in the cleaning sector and in domestic care services of these municipalities. The business volume is estimated to amount to approximately 24 million Euros.

Secondly, the Emergim Agencies answered a total of 1097 queries in the 4 Municipalities (242 in Igualada, 258 in Manresa, 288 in Vilafranca del Penedès and 309 in Vilanova i la Geltrú). Out of the total number of queries answered: 27% were associated with training; 32% with labour market integration; 27% with legalising her occupational situation; 2% with immigration and 12% with other issues.

Thirdly, a Training Programme was organised in order to foster professionalisation by means of a multi-purpose profile developed for this sector's group of workers. 244 persons participated in the training activities for the professionals of the sector (238 women and 6 men).

Fourthly, a public opinion sensitisation programme was promoted by means of communication campaigns aimed at promoting the participation of citizens and at facilitating the regularisation of this group of workers.

The overall results achieved were the occupational integration of 214 persons (28 in Igualada, 49 in...
Manresa, 99 in Vilafranca del Penedès and 38 in Vilanova i la Geltrú). On the other hand, 89 persons received 50% rebates in their Social Security payments.

### 2.5 Lessons learned: innovative elements and transferrability

On the one hand, the creation of the Emergim Agencies revealed to be a good instrument to combat the discrimination suffered by the female workers of the sector. Moreover, the specialisation acquired by programme promoters in the problems of the sector turned out to be essential in providing correct information or counselling in each case.

From the legal point of view, the Social Security rebate together with other complementary actions, revealed to be a good stimulus towards the regularisation of workers in the domestic service sector.

At operational level, the creation of an online instrument, the “Red del Tiempo”, conceived to reach out to possible project beneficiaries wanting to regularise their situation and to detect the persons requiring professionals in the household cleaning sector, proved to be a very useful mechanism on the basis of which to get to know market needs.

Once the European project was concluded, the local Employment departments of each municipality incorporated into their services the objective to foster the regularisation of undeclared work in the household cleaning and care-giving service sector. Counselling was specifically provided on the following aspects:

- Rights, duties and social benefits of the group of female workers in the sector.
- Providing information on the conditions for the regularisation of household cleaning work to people requiring such services.
- Intermediation between the demand and supply of services in this sector, favouring regularisation through different provisions of the Régimen Especial de Trabajadoras del Hogar and of the Régimen General de la Seguridad Social.
- Stimulating regularisation of undeclared work by promoting measures such as rebates on Social Security contributions.
- Promoting an entrepreneurial culture among the female workers of the sector by providing guidance in self-employment initiatives.
- Sensitising the public at large, social agents, public administrations and local organisations so as to achieve a greater social and professional recognition and valorisation of the people working in this sector.
- Follow-up of the legislative reform processes and of the new actions aimed at promoting the regularisation of the sector carried out by the Autonomous Communities and by the State Government.

In our opinion, the experience drawn from the Emergim project can be easily transferred at local level and acquired by municipal economic and employment promotion departments. It is a programme that incorporates a gender perspective and promotes very powerful sensitisation elements. On the other hand, it is a programme that is easy to implement – the management support software has already been developed – and can easily become part of any municipality’s economic promotion policies with a gender perspective.

### 3. Local Equality Agents Programme (Diputación of Barcelona)

#### 3.1 Project background history and resources

The Local Equality Agents Programme, an initiative promoted in September 2006 by the Servei de Promoció a les Polítiques d’Igualtat
The Programme is aimed at training, incorporating and coordinating the whole group of professionals specialised in the field of public gender equality policies within different municipalities of the Province of Barcelona. These professionals can be integrated into Equality Departments or Departments for Women, in information and resource centres or in municipal transversality programmes or units.

The Programme’s overall objectives are the following:

a) Train, integrate and coordinate a group of female professionals specialised in gender issues in local administrations.

b) Reinforce Equality Councillorships and their gender-oriented policies.

c) Find and define municipal intervention models that might comprehensively encompass local activities aimed at achieving gender equality.

This Programme is being implemented locally in 25 different municipalities of the province of Barcelona: Badalona, Castelldefels, Cerdanyola del Vallès, Cornellà de Llobregat, El Prat de Llobregat, Esplugues de Llobregat, Gavà, Granollers, Igualada, L'Hospitalet de Llobregat, Manresa, Mataró, Mollet del Vallès, Rubí, Sabadell, Sant Boi de Llobregat, Sant Cugat del Vallès, Sant Feliu de Llobregat, Sant Adrià de Besòs, Santa Coloma de Gramenet, Terrassa, Vic, Vilafranca del Penedès and Vilanova i la Geltrú. The selection criteria used to choose the municipalities were, on the one hand the population and, on the other, the degree of development of gender-oriented policies.

3.3 Operational aspects

The Servei de Promoció a les Polítiques d’Igualtat Dona – Home of the Diputación of Barcelona is staffed with 8 Equality Experts who support the provincial Councillorships for Equality or for Women, do the follow-up of ongoing processes in different municipalities and are permanently in contact with Equality Agents. Each one of the Equality Experts acts as the tutor of Equality Agents in every region. On the other hand, the Programme Coordinator is in charge of the overall project.

The Equality Agents have a University degree and most of them also a post-graduate degree or some other type of qualification related to gender equality. Their duties fall within three areas of intervention:

Analysis and research into the real situation (diagnostics with a gender perspective)
Design, implementation and evaluation of plans, programmes, projects, actions, campaigns, procedures and guidelines from a gender perspective.

Informing, communicating and dynamizing groups of women and the associative fabric in terms of equality values.

In general, the people in charge of the Programme report a slow recognition process of the professional profile of Equality Agents. Moreover, the incorporation of Equality Agents in local administrations must come to terms with an organisation of work that does not greatly facilitate gender transversality.

On the other hand, the local administrations’ limited regulation, jurisdiction and resources in equality issues hinder the development and promotion of equality policies by Equality Agents. In addition, the lack of endowments in the Municipal Council’s Equality Departments (lack of personnel, of economic resources and of space) also represent a limit to these professionals in the exercise of their functions. Nonetheless, the Agents have speedily and effectively integrated into the work teams already set up within the Municipal Councils, to the extent that 91% of them gave said incorporation a score of 4 or 5 (5 representing the maximum value), a patently positive evaluation. The number of innovative projects performed during the programme is large and it was also possible to promote an important project involving local groups of women.

3.4 Quantitative and qualitative results

It should be noted, on the one hand, that the Diputación of Barcelona provided free ongoing training for male or female Equality Agents and Equality Experts of the Municipal Councils participating in the programme. At the beginning and before the incorporation of the Agents into the Municipal Councils, the Programme provided a 60-hour course titled “Aproximación al mundo local” (“Focusing on the real world”) to all the male or female Agents. Moreover, the programme also envisaged awarding grants to the Agents applying for one, thus enabling them to attend gender-related courses in different fields. More specifically, 13 grants were awarded to enable attendance in courses on gender violence, coeducation, transmission of stereotypes through the media and cyberfeminism, just to mention a few.

Some of the Municipal Councils also awarded grants to female or male Agents, thus promoting a better level of competence.

At the same time, the male or female Agents were enabled to attend different forums that contributed to completing their training.

On the other hand, a Methodological Handbook called “Agentes de Igualdad de Género: una nueva profesión” (“Gender Equality Agents: a new profession”) was drafted with the aim of disseminating this new professional profile in local administrations, providing information on their tasks and capacities and suggesting their incorporation in the labour departments of local administrations.

It should be noted that to date 75% of the Municipal Councils participating in this kind of programme have undertaken to incorporate male or female Equality Agents into their staff with the same work conditions applied in the initial period. This datum reflects the Municipal Council’s satisfaction with the work performed by these Agents.

In general, the Programme was evaluated very positively by the wide majority of Municipal Councils and professionals.

Lastly, the Equality Agents participating in the Programme created a blog on the Web with the aim of sharing experiences and exchanging knowledge.
3.5 Lessons learned: innovative elements and transferrability

The Programme is providing personnel trained in gender issues to Equality Departments of municipalities. From this point of view it is important to highlight the fact that male and female Equality Agents are enhancing the gender-specific structures of local administrations by generating guidance in municipal gender-oriented policies and programmes. In our opinion, this represents the main innovative elements.

On the other hand, the creation of a work network among on-the-field Equality Agents enables the exchange of information and experiences among professionals.

Another undoubtedly innovating element is the inter-institutional effort that gave rise to the local Equality Agents programme, which was established in cooperation between the Diputación of Barcelona (second-level local administration) and the Generalitat of Catalonia.

We deem this experience to be valid at local and regional level insofar as it created the professional profile of Equality Expert who closely collaborates with and supports public and private players at local level. The professional setting of Equal Opportunities Agents is one of great proximity with the local population. Local administrations (municipal and regional councils), unions of “comarcas” (regions), women’s associations and trade unions constitute the first contexts putting in practice the rights, the potentials and the capabilities of group actions, thus proving to be readily available channels for equal opportunity interventions.

Within this professional framework, the target of the Gender Equality Agents’ intervention turns out to be the organizational and methodological planning contexts of both public and private institutions and organizations, embracing a wide variety of areas such as: local development, education, occupational counselling and integration, families, social violence and exclusion, health care, the environment and social participation.

More specifically, the main professional settings in which Gender Equality Agents can practice their profession are the following:

a) Public administrations, institutions and/or service providers
b) Labour and economic sectors: companies, trade unions, employers’ associations
c) Education sector
d) Health sector
e) Information and communication society sector
f) Tertiary sector

Lastly and thanks to the Programme’s good results, the Servei de Promoció a les Polítiques d’Igualtat Dona-Home of the Diputación of Barcelona, together with the Labour Department of the Generalitat of Catalonia, will broaden the scope of the programme, both in terms of the number of Agents and of the duration of contract and of work hours. This means that 60 Equality Agents will be hired for a period of two years with a weekly work schedule of 35 hours. The Agents will subsequently be hired by the Municipal Councils for an additional year thanks to the co-funding of the Diputación of Barcelona and will ultimately be definitely incorporated into the municipal staff chart.
4. Incorporating gender perspective in Law 2/2004 upgrading city districts, urban areas and towns requiring special attention (Autonomous Community of Catalonia)

4.1 Project background history and resources

Law 2/2004, known as the “Ley de Barrios” (Law of Neighbourhoods), was promoted by the Government of the Generalitat of Catalonia (Departament of Territorial Policies and Public Works) and approved by the Parliament of Catalonia on the 4th of July 2004.

This legislation is specifically targeted on urban areas with town planning or social problems concentrating phenomena of urbanistic regression, demographical problems and economic and social difficulties. In many cases, the problems refer to old city districts or centres, suburban extensions that expanded without either planning or infrastructures, or residential estates or marginal areas of development. These urban areas concentrate problems of differing nature: the degraded state of buildings, insufficient service and infrastructure networks, concentration of population groups with special needs, limited road access or public transport, problems of economic development and insufficient commercial activities or security problems.

The Law finances comprehensive intervention actions focused both on the physical rehabilitation of the territory as well as on environmental sustainability, social well-being and economic dynamization.

From the point of view of our analysis, we think that this law should be taken into special consideration insofar as it sets forth actions in different fields and specifically finances projects promoting gender equality in the use of urban spaces and facilities with the aim of improving the living conditions of women and fostering their participation and integration into the social fabric.

On the other hand, from a gender perspective, it should be highlighted that among the basic requirements needed in applying for financing, as established in Decree 369/2004 implementing the Law, it is necessary to present a description of the social situation of the urban district or area highlighting social, gender or age-related inequalities in the access to income-earning or services.

50% of the financing of comprehensive projects to upgrade city districts is borne by the Autonomous Community administration (regional level) and the remaining 50% can be financed through the contributions of single Municipal Councils, European Structural Funds and also through private funding (through supplier companies that pay for the works implemented under each project).

The Development Fund for the Comprehensive Intervention Programme for urban districts and areas has an annual financial allocation established in the Budget of the Generalitat of Catalonia. The overall funding received by the comprehensive city district upgrading projects with a gender perspective in the 3 calls for proposals launched up to date (in 2004, 2005 and 2006) amounts to 12.2 million Euros, accounting for 2.1% of the overall number of projects financed, in consideration of the fact that the budgetary resources allocated to social programmes represent approximately 20% of the total.

4.2 Objectives, beneficiaries and territorial reach

The Law applies to the entire territory of the Autonomous Community of Catalonia and it provides for the possibility for Municipal Councils to apply for the financing of projects to upgrade urban areas or districts either directly or through an association or in collaboration with other municipalities or local administrations.

The general criteria used to evaluate the projects presented are the following:

a) Urbanistic regression and insufficient facilities
b) Demographic problems

c) Economic, social or environmental problems

d) Social or urban shortfalls and local development problems

4.3 Operational aspects

Despite the legislative progress achieved by the “Ley de Barrios” and by Catalonia’s specific Urban Development Law which, in the addendum thereto, establishes the need to incorporate a gender perspective in its implementation, it should be noted that it is not accompanied by a policy resolutely promoting the active presence of women in strategic decision-making positions in relation to regional and local town planning policies.

Similarly, there is some difficulty in translating gender perspective into concrete proposals for city district rehabilitation and upgrading processes. On the one hand, it arises from the lack of knowledge that exists among the municipal experts of local administrations in the light of the fact that, despite the existence of academic literature on urbanism and gender, there are not many concrete comparative experiences that might provide greater applied knowledge on how to introduce a gender perspective in participatory processes aimed at improving public spaces and facilities. On the other hand, in order for projects to qualify for funding and have a better chance of receiving it, the legislation promotes the need to present actions in all possible fields. In practice, this translates into a matter-of-fact reality: the gender equality heading very often includes actions that are more specifically welfare services addressed to women than gender policies proper.

4.4 Quantitative and qualitative results

Within the framework of this Law, 3 calls for proposals (in 2004, 2005 and 2006) have been launched up to now, which have financed a total of 47 comprehensive interventions in city districts or urban areas of Catalonia.

Out of all the interventions implemented to date, the ones that have introduced gender equality actions were aimed at:

- Incorporating the experience of women in planning urban areas by fostering their active participation.
- Promoting the participation and the advancement of the women living in the districts in all fields: social, political, economic and cultural. Education programmes.
- Assuring an equitable use of public areas.
- Stimulating new forms of cohabitation with a view to preventing the isolation of older and immigrant women.
- The outcome of these interventions translated into different types of actions among which note should be taken of the following:
  - The introduction of a gender perspective in diagnosing city districts through the use of gender-differentiated indicators.
  - The development of participatory processes with groups of women in order to introduce a gender perspective in urban planning.
  - The creation of facilities designed to host services facilitating reconciliation.
  - The creation of facilities designed to host training activities for women.
  - The creation of Information and Resource Centres for Women as an instrument for the promotion of the political and social participation of the women living in the municipality.

4.5 Lessons learned: innovative elements and transferrability

The non existence of prior experience on how to integrate a gender perspective into the city's
urban fabric has led to the development of initiatives aimed at enhancing knowledge among the technical staff who are in charge of promoting these urban and city district upgrading projects. In this context, it should be highlighted that the Regional Council of Barcelona has set up a Forum for Urban Upgrading (“Mesa para la Mejora Urbana”) whose objective is to acquire knowledge on the mechanisms and instruments for the incorporation of a gender perspective into actions concerning the city. This is a space in which innovative contributions are made on this issue and that makes it possible to introduce gender transversality, to transfer the experience acquired to other intervention measures being developed at local level, to promote a new and widely shared work culture with a gender perspective and to propose methodological advancements.

On the other hand, the fact that this law is aimed at financing concrete projects and is endowed with an annual budget facilitates its operations. It expedites local diagnostic and participation processes with an extremely focused target: to upgrade city districts with structural shortfalls. Within the context of urban planning from a gender perspective, both the Municipal Councils applying for funds and implementing the projects, the Regional Councils providing technical support and even the Generalitat in charge of evaluating the projects and allocating the funds, have begun to develop work strategies and innovative approaches in this respect. Within these three levels of local administration, this new work culture reveals the lack of transversality on the basis of which to incorporate a gender perspective in outlining public policies. Most of the departments involved in urban planning and local development had never taken such an approach up to now. They must now tackle a management system process that is much more complex and requires better training among both public and private players.

It should be equally highlighted that a city district reveals to be an appropriate territorial dimension in which to incorporate a gender perspective into urban planning processes and to promote participatory processes between public and private players in order to achieve a very concrete aim: upgrade the district and promote its development.

The principal innovating element is the incorporation of a gender perspective into urban refurbishing processes. On the one hand, it is a basic requirement and condition in applying for funds, as applications must include an analysis of the situation of the city district or urban area comprising the object of the project from a gender perspective. On the other hand, it is a special area of intervention in comprehensive rehabilitation processes for urban areas requiring special interventions.

A legislation incorporating a gender perspective in district rehabilitation and upgrading processes can be easily translated at regional and State level. The existence of second-level local administrations, such as regional councils, provides technical support to Municipal Councils both in the initial project-presenting phase as well as in the subsequent implementation phase.

The main sustainability aspects of the experience analysed are two and are very concrete. First of all, the law on its own is not sufficient but it is accompanied by an annual budget that enables the development of projects at district level. Secondly, the local administration must be able to count on sufficient technical support to develop these processes and, in this respect, we deem of great importance the contribution that can be made by supra-local administrations with the creation of an information forum on urbanism and gender that might make it possible to share and exchange experiences, introduce improvements and facilitate the establishment of a network of experts on this issue.
5. Cerezas por la Igualdad  
(Cooperativa Montaña of Alicante)

5.1 Project background history and resources

The “Cerezas por la Igualdad” project arises from the experience acquired through the programme entitled “Emprendedoras en el entorno rural: las mujeres como protagonistas del desarrollo económico rural” (“Rural female entrepreneurs: women as the main drivers of rural economic development”), which gave rise to the “Cerezas de la Montaña de Alicante” cooperative by relying on the collaboration of the Councillorship for Agriculture. It is a project aimed at improving female employment and empowerment in a mountainous rural area in the province of Alicante that intends to achieve a more qualified and active presence of women in the local economic process and not only as the anonymous workers on family-run farming estates.

This project has been allocated a budget of 1,272,600 €, 75% of which is financed by the European Social Fund (Equal phase II, Thematic Area 4, occupational segregation) and the remaining 25% by the Autonomous Community’s Councillorship for Agriculture, Fishing and Food.

5.2 Objectives, beneficiaries and territorial reach

The concrete objectives prioritised by the Programme are the following:

- Promoting economic initiatives and women’s self-employment projects around the CMA Cooperative (especially in relation to the new areas of employment, agrofood activities and rural tourism) which might enhance their leadership role in the sphere of local economic development and social cohesion.

- Promoting the active participation of women in task-setting and decision-making within the agricultural cooperatives of the Mountains of Alicante.

- Reducing the discriminatory inequalities (horizontal and vertical segregation) existing between women and men within agricultural cooperatives and within their territorial scope of influence, by incorporating the principle of Equal Opportunities.

- Sistematising processes so as to be able to transfer them to other agricultural cooperatives or rural contexts.

The project beneficiaries were local women and especially the members of the Cooperativa Cerezas Montaña Alicante and of the Red de Asociaciones de Mujeres de la Montaña de Alicante, the male members of the Cooperative, especially the local executive Board members of the cooperatives and the local population at large.

The territorial area in which the project was implemented comprised the Ebo, Laguard and Gallinera valleys, in the mountainous area of the province of Alicante in the Autonomous Community of Valencia.

5.3 Operational aspects

The effort to promote Equal Opportunities in agricultural cooperatives turned out to be important and successful even if mostly due to a cyclical element such as the political will and support of the executive officers of the moment who supported the institutionalisation of a specific in-house department. However, in order to consolidate the trend in the future, it will be necessary to see how women participate, how the companies established within the project framework perform, the stand taken by the future executive Boards of the Cooperatives, etc. At present, several Cooperatives have renewed their Boards and we will have to wait and see to what extent these will undertake this project and pursue it further.

Like many of the projects of this type, it is mainly based on face-to-face interaction and on a small scale. The difficulty therefore lies in how this type of experience can be transferred onto a broader scale.
One of the most relevant difficulties met by the project was determined by the very characteristics of the territory concerned, i.e. a mountainous rural area with a very scattered population. This geographical reality entailed the need to organise displacements in order to attend the activities that, despite the support structure organised (care of dependent persons, transport, etc.) became one of the elements hindering participation. Moreover, this hindrance also considerably increased the cost of the activities performed.

The fact that it is a rural area in which no such activity had been performed previously, at first made it necessary to promote an intense sensitisation effort that was necessarily very capillary, very centred on direct contact, confidence-building and on word of mouth dissemination, thus making it necessary to travel throughout the territory to illustrate the project and spur participation. In effect, the main difficulty encountered was initially motivating and convincing women to take part in the project. It entailed a very slow process which automatically means that it is necessary to take into consideration, from the very onset of project activities, the great deal of time and effort that goes into performing this task.

5.4 Quantitative and qualitative results

To begin with, it is important to focus on the training activities delivered that are summarised below:

- Vocational training: 5 courses of 200 hours (Agrofood Craft Enterprises, Auxiliary Activities to Tourist Accommodations and Sale and Recovery of Traditional Crafts) with the participation of approximately 60 women. At present 2 new courses (Mediterranean and Inland Cuisine and Sommeliers) are being provided and are addressed to both men and women.
- A 400-hour course for female entrepreneurs attended by 19 women.
- Leadership and Management training course addressed to women with experience in management or as social and political leaders: approximately 12 sessions have been provided.
- A permanently open computer room providing training and tutors.

Participants in the training courses were women between 20 and 60 years of age, within the range of employability, with a great variety of profiles. A transport service and a system to support and care for dependent persons was provided in order to facilitate the women’s attendance in all the activities.

In the second place, is a list of the actions aimed at providing support to female entrepreneurs:

- Guidance service through the economic activities and the entrepreneurial projects and study visits to other Spanish regions (Navarre and Extremadura) in order to acquire knowledge on women’s entrepreneurial projects.
- Up to date, 15 entrepreneurial projects have been promoted that are currently under way.
- A very active Association of Female Entrepreneurs of the Valleys has been created and is currently defining its statutes, organisation and representatives.

In the third place we find the interventions performed by the CMA Cooperative:

- Creating an Equal Opportunities Section that promotes equal opportunities between genders in its area of influence.
- Modifying the statutory and legal framework of agricultural cooperatives with a view to integrating the promotion of equal opportunities as one of their priorities.
- Creating an operational facility (specifically
endowed with a staff and a budget) focused on promoting and implementing actions aimed at fostering the principle of equal opportunities.

- Experimenting financial tools used to support entrepreneurial initiatives even after the conclusion of the project through the Cooperative's Credit Department.

Lastly, in relation to research, it is worth highlighting the following actions:

- Defining female leadership and management reference models in a rural context and identifying new profiles therein.

- Performing a comparative study of different examples of cooperatives in order to analyse the presence and the role of women therein.

5.5 Lessons learned: innovative elements and transferrability

This project has had a very considerable impact on the territory and has generated an unprecedented dynamism in the area. The women participating in the training sessions evaluated them very favourably. The project is deemed to have had a considerable impact in transforming gender roles and in empowering these women. In addition to the specific contents of all the training sessions, they also included common modules addressing gender and equal opportunity issues as well as personal skills, communication and assertiveness. These shared modules were evaluated very positively by the participants and generated relevant personal transformations. This shows the need to adjust the actions to women's concrete needs, not only in terms of time-tables but also of methodologies, contents, guidance mechanisms, etc.

The participation of women in the training programmes exceeded initial expectations and grew in the second edition of the courses. The issue of personal and consequently of professional development was very important for the women participating in the project and will probably give results on the medium to long term. Many of the subjective barriers like “I can’t, I don't know how” were broken and the women got up enough courage to participate in several fields. The creation of an Association of Female Entrepreneurs is a good example of this, just like the considerable increase in these women’s participation in cooperatives, in which they feel more involved thanks to this project.

The issue of new technologies is another field in which the project had a great impact. In a rural and mountainous region, discovering the potential of the Information Society became a very important aglutinating agent for the group and for personal development.

In summary, the experience turned out to be very positive in terms of the women's self-esteem, of breaking prejudices about themselves and their environment and of offering new training and occupational alternatives that they had never even taken into consideration or thought to be possible before. This therefore confirms the fact that authentically visible results are produced when women are given a leading role in their own emancipation.

Moreover, the methodology underlying the overall project and the training courses in particular was also crucial to its success. All the actions were strongly characterised by a participatory approach: participants could decide the contents, time-tables, organisation and orientation of project activities, etc. This generated a continuous learning and practicing of participatory processes which was highly appreciated and thought to be instrumental to achieving project objectives.

It therefore appears that the women who took part in the training sessions more actively participated in the cooperatives and feel these to be their own. They understand that their presence is crucial and their attendance is also higher in the general meetings.

On the other hand, it should also be noted that a
system was put in place in order to facilitate participation: means of transport, care services for children and elders, gratuitous grants for enrolling in the courses, etc. that made it possible for the women to attend.

As for the intervention on agricultural cooperatives, note should be taken of the process explicitly adopting gender equality promotion within its organisation and activities that was initiated by the Cooperative's Executive Board and finalised by the general meeting of members. Notice should also be taken of the array of mechanisms deployed to implement said principle (although, in practice, the cooperative did not have to finance this element as it focused its attention on finding and managing external funds). In the future it will be possible to see to what extent equal opportunities will be translated into practice, and not only in theory, and be concretised in the actual adoption of non-androcentric models of organising decision-making, resource allocation and socio-economic development, as this shall depend on the political will of the future managers of cooperatives, as well as on the sustainability and activism of women's participation therein.

Lastly, during the last year of project implementation, financial resources increased and therefore the training activities also started addressing men, which enhanced the favourable evaluation and support of the project throughout the territory.

6. KIDEITU Project: A horizon of quality for the employment and training systems of the Basque Autonomous Community

6.1 Project background history and resources

At Autonomous Community level, the leader of the Kideitu Project is the Basque Country's Dirección de Empleo y Formación (Directorate of Employment and Training) and it is coordinated by the Instituto de la Mujer Vasco (Emakunde) with the aim of designing and implementing a comprehensive participatory strategy incorporating a gender perspective in the training and employment systems of the Autonomous Community of Euskadi (CAE), with a special focus on those that are undergoing change or that have recently been established.

This project intends to contribute to generating tools, knowledge, experiences and networks relatively to the objective of gender mainstreaming, to be principally addressed to the male or female agents comprising said systems.

The overall cost of the programme amounted to 1,823,655.96 Euros, 50% of which was financed by the EQUAL, Phase II, Community Initiative (European Social Fund) and the remaining 50% by project partners.

6.2 Objectives, beneficiaries and territorial reach

This programme’s specific objectives were translated into five areas of activity:

Area 1: Customised auditing of the CAE’s employment and training systems, both in their internal structural organisation and in their programmes and services.

Area 2: Designing specific models or protocols for the practical application of mainstreaming through the establishment of working groups comprising the technical staff of local institutions and independent experts.

Area 3: Incorporating specific models for the practical application of mainstreaming in four pilot experiences, focusing the intervention on the people who make up the systems and supporting the process with transversality tools and expert staff on the matter:

- In LANBIDE, the Basque Employment Service;
- In training processes with on-the-job training in enterprises (the Merkataritzan Programme of the Diputación Foral of Gipuzkoa);
– In Bilbao’s Cáritas Diocesana’s social and occupational integration programme of persons at risk of exclusion;

– In the enterprise creation service of three Basque Development Agencies.

Area 4: Evaluation of the implementation processes.

Area 5: Mobilising Employment and Training Agents towards Equality, by creating a forum of debate and reflection around the situation, needs and proposals for the incorporation of the new gender perspective in the CAE’s employment and training policies and programmes as well as in the work culture and practices of employment and equality agents.

The male and female beneficiaries of the projects are, on the one hand, the Administration’s partner institutions and the Employment and Training Systems of the Basque Autonomous Community (Areas 1-4) in which the gender mainstreaming implementation models are to be applied; and, on the other hand, the employment and training agents themselves (Areas 5-6). The project also envisages activities open to the teams involved in the 11 Equal projects currently under way in the Basque Autonomous Community, with a view to supporting the incorporation of a gender perspective in their interventions. The aim is to involve practically all of the agents engaged in employment and training throughout the territory.

The project’s scope of intervention is the Basque Autonomous Community. At provincial level, the project also records the participation of the Departments of Employment and Training of the 2 or 3 Foral Regional Councils – Gipúzkoa and Biskia – and, at local level, of the Asociación Vasca de Agencias de desarrollo (Garapen), compounding 23 local Development Agencies throughout the Autonomous Community. Other programme implementing partners are the Asociación de Municipios del País Vasco (Eudel) and a significant institution operating in the tertiary sector (Cáritas Diocesana of Bilbao).

6.3 Operational aspects

The project’s main strength (its focus on participation) is at the same time its main weakness. The decision to opt for concerted processes slows down project implementation and makes short-term progress poorly visible. This makes it necessary to find mechanisms capable of showing key players the results achieved in order to avoid demotivating them.

Conversely, as is customary in many gender mainstreaming projects, the obstacles encountered are often associated with the beneficiaries of the project who, in their everyday work, have more urgent priorities to fulfill other than equality. So, it is difficult to make room for these issues (especially if a participatory approach is taken, envisaging several meetings and training sessions) in a situation in which the pace of work and of life is already accelerated.

Furthermore, the multitude of diagnostic and transformation processes customised for every project participant generates effective coordination difficulties that require a considerable effort and that hinder process streamlining. Identifying the key agents capable of stimulating or supporting these processes in each one of the institutions has revealed to be an additional difficulty due to the great amplitude and ambition of the project.

6.4 Quantitative and qualitative results

The results were more considerable than expected and they are summarised below according to the areas of activity specified above.

Area 1: Customised auditing of employment and training systems.

– Establishment of 7 Auditing Boards in the partner institutions by means of the analysis of documentation, surveys and group interviews.
Drafting, review and dissemination of the 7 Auditing Reports containing an analysis of the organisational structure, salary policies, training, language, positive action measures, reconciliation and external contracting policies.

Area 2: Designing customised mainstreaming application models/protocols into the programmes and organisation of the entities participating in the AD, adjusted to the organisational situations and structure of each institution.

- Making available skilled personnel (Equality Agents) to provide guidance through the process.
- Establishing working groups in each one of the institutions.
- Designing an action plan with a participatory approach to be concerted among the players involved, containing an agenda of measures for the short, medium and long term.
- Training and sensitising the Executive Boards of each institution.
- Signing specific documents of intent. Every equality plan comprises general, specific and operational objectives; a list of activities or steps to be fulfilled; follow-up and evaluation criteria (indicators); the female or male agents involved; and the implementation schedule.

Area 3: Incorporating the mainstreaming models/protocols into the pilot experiences.

- Transmitting to the institutions involved the implementation models/protocols previously designed on the basis of specific training sessions.
- Starting up the incorporation work plan.
- Making expert counselling available to the institutions.
- Designing and developing tools, handbooks, specialised training and support systems for plan implementation.

Area 4: Evaluation of the models/protocols implemented

- Providing training to the partners on the evaluation system established.
- Applying the evaluation system with a gender perspective.

Area 5: Mobilising Employment and Training Agents towards Equality

- Sensitisation campaigns addressed to the female employment and training agents: ‘Alíate con la igualdad, trabaja con calidad’ (“Sign up for equality, work with quality”).
- Creating a Training Classroom for Equality. 2 different editions were organised of a 38-hour course on incorporating a gender perspective into employment programmes and projects and on performing an evaluation from an equal opportunity perspective. A third edition will be provided shortly.
- Creating a Network of Employment and Training Equality Agents among the male and female agents of the EQUAL projects in the Basque Country. It envisages a number of debate forums and the subsequent publication of the resulting material.

Area 6: Dissemination of the project and of the material produced during the process.
6.5 Lessons learned: innovative elements and transferrability

Despite the problems outlined, the participatory approach enabled a wider involvement of each partner’s key agents on the one hand and, on the other, the drafting of concerted work plans adapted to each partner’s situation which, in the implementation phase, revealed to be a decisive success factor. This strategy assured higher levels of commitment and consensus among technical and managerial staffs in expediting these plans incorporating a gender perspective and broadened the reach of the process beyond a formal declaration of intents.

It was furthermore highlighted that people participate more and better assume the principle of equality if it is not only referred to an abstract principle but rather to solving the difficulties encountered by women in their everyday work, thus converting the effort made to adjust it to the needs and expectations of the different beneficiaries into a key issue.

The effort of debating and formalising each phase of the process is also decisive: signing explicit documents of intent, forming gender-specific working groups within the implementing partners, presenting and validating the different documents produced in the process, etc. are forms of highlighting the changes and, at the same time, sensitising all those implied therein.

The emphasis placed on developing practical tools adjusted to different situations is very positive and solves one of the main weak spots of this type of project: the difficulty of incorporating a gender perspective in the everyday work of public administrations. This is why this project generally required a considerable effort in building a model of reference into the design, planning, implementation and evaluation of interventions.

This implies that the dissemination of practical tools, complete with recommendations and concrete indicators for the evaluation of actions, must also be considered to be extremely positive, especially within the Spanish context in which this practice is not recent but is still not sufficiently consolidated.

This generation of tools has been supported by parallel expert counselling, which facilitated its implementation and which accompanied all the processes, thus making it simpler to overcome the complexity inherent to the gender mainstreaming principle.

Customising processes for each partner, together with the research of spaces in which to meet, exchange opinions and transfer results, revealed to be highly effective. Note should also be taken of the decision to opt for participatory processes in generating equality plans within partner institutions, as well as of having targeted equality agents and having acted upon their work practices and cultures.

The experience drawn from this project can be reproduced both at local level and at Autonomous Community and State level. In order to implement it on a scale as broad as the one envisaged in this project, it will be necessary to support it with a strong political will in order to provide the resources and the timeframe required by participatory processes of this type, to rely on partners capable of providing continuous expert counselling and to coordinate the activities promoted.

7. RESSORT Project. Promotion and guidance towards the Social Responsibility of SMEs with a view to improving the quality of employment over the territory (Regional Council of Barcelona)

7.1 Project background history and resources

The leader of the Ressort Project is the Diputación of Barcelona and it is aimed at sensitising on and promoting Corporate Social Responsibility (CSR) practices in small and
medium-sized enterprises (SMEs) in the province of Barcelona and at implementing actions in favour of socially responsible territories and organisations. We deem it interesting to underscore how the gender perspective is introduced in this project.

The Ressort Project is co-financed by the Diputación of Barcelona and by the Equal Community Initiative (Area 3F “Adaptability of enterprises to change and new technologies”).

7.2 Objectives, beneficiaries and territorial reach

The Ressort Project intends to promote corporate social responsibility practices as instruments for improving job quality, combating discriminations in the labour market and modernising the organisation of work through the development of favourable territorial environments.

The promotion of corporate social responsibility actions focuses on the development of measures and initiatives in 4 concrete thematic fields, in addition to those provided for by legislation. More specifically, it promotes actions in favour of:

- Equality, reconciliation and managing diversity (sensitisation on and adapting to diversity in a broad sense, reconciliation, social benefits, organising time, gender equality).

- Quality of work conditions (ongoing training, retribution, advancement and hiring, participation of male and female workers, access to employment by disadvantaged groups).

- The environment, health and on-the-job safety (resource use, waste management, accident prevention, promoting health and safety).

- Market, transparency and social actions (international profile, strategy, customer code of ethics and criteria for suppliers, transparency, follow-up, social actions, etc.).

The programme beneficiaries are mainly small and medium-sized enterprises of the province of Barcelona but also institutions of the tertiary sector/social economy and the partner organisations in the project.

The territory in which the programme is implemented is that of the programme’s six partner municipalities, but it also focuses on the participation of two supra-municipal local authorities, three independent municipal organisations of economic promotion, two trade unions, two employers’ associations, a women’s association for occupational integration and one university.

7.3 Operational aspects

In this case, it should be pointed out that it is a project incorporating a gender perspective although it is not promoted through the Economic Promotion Department of the project leader or of the rest of the institutions implied.

One of the difficulties detected is precisely the lack of knowledge and sensitivity to gender issues in this area, as well as the lack of a work tradition in this field.

On the other hand, the orientation outlined in the project does not necessarily represent a good strategy for all the municipalities and all the enterprises concerned. For smaller Municipal Councils, it is difficult to make promotion and guidance efforts of this type due to the scarceness of human resources and materials available. Furthermore, depending on the territory and the type of enterprise, the production system could have much more urgent needs than social responsibility (such as in the areas in economic regression or in the lower value added economic sectors). In addition, the relationship with the enterprise system is different in large cities compared to that of medium-sized or small towns.

The key to success of this type of project is the in-house training and sensitisation provided within promoting institutions, which requires a clear political interest. Another relevant factor is the
role and leadership exercised by the rest of the partners, especially by Municipal Councils, as is also the role played by the people dynamising the projects and the type of relationship they establish with the enterprises.

On the other hand, some difficulty arises in passing from theory (methodological handbooks) to the everyday practice within companies. It is difficult to convince people of the need and convenience of promoting CSR, as it is simply perceived as a problem of image and not as improving the company's organisation.

At local level, there is a shift of focus from policies supporting male and female entrepreneurs to working with enterprises that are already consolidated. This effort implies a greater degree of complexity: the work dynamics are already established and corporate executives are older and therefore more resistant to change. Furthermore, it is generally found that actions in favour of gender equality are more complex in those sectors where there is little experience, as is the case with companies in general and with SMEs in particular.

Generally speaking, all projects aimed at promoting equality, reconciliation or Social Responsibility within companies give rise to similar problems: proposals are based on voluntary actions and companies in general and SMEs in particular (because of the scarceness of human resources) are not interested in equality issues unless they can obtain an economic return. This is why this project focused most of its efforts on highlighting and explaining, on the basis of economic and management arguments, how this type of action can generate positive returns for enterprises and especially for those that are more deeply rooted within the territory.

7.4 Qualitative and quantitative results

Even if the project is still ongoing, the results that stand out the most up to now are summarised below:

- Identifying, systematising and disseminating local Good Practices in Corporate Social Responsibility (CSR) in 20 enterprises.
- Setting up a Web Portal containing news, tools, documents and local good practices.
- Day events aimed at disseminating and sensitising public opinion on project results.
- Sensitisation and training sessions for 120 female or male local experts on CSR as well as for policy-makers.
- Self-diagnosis of the situation compared to the CSR of partner institutions in the project.
- Producing CSR diagnostic and implementation tools for different thematic areas and a “Handbook on non-sexist language in working with companies”.
- Implementing CSR experiences in 31 companies.
- Actions aimed at recognising CSR behaviour in the 6 participating territories.
- CSR diagnostics in 175 companies.

7.5 Lessons learned: innovative elements and transferrability

One of the project’s major contributions is its level of concreteness. When people speak of the Social Responsibility of enterprises, the discourse usually hovers on a high level of abstraction. In this case however, great effort was put into creating specific methodological tools adjusted to the production system of the region, which is mainly made up of SMEs. In addition to this, Corporate Social Responsibility was linked to the local support provided to improve corporate management.

On the other hand, the guidance strategy revealed to be very useful for SMEs as, if the follow-up is not performed on a company-by-company basis, it is
difficult for these issues to receive time and money.

It is also necessary to highlight the importance of reaching beyond the technical issues (that can be taken on by consulting companies) and instead trace political orientations and guidelines on equal opportunities. In this sense, a very favourable evaluation was given of the introduction of a more structural and strategic conception of equality in an environment – essentially corporate – in which issues such as these are usually stripped of their more transformation-inducing contents.

The training provided to project partners (addressed both to political and technical staffs) in the different thematic fields was very positive and, in many cases, it even spurred the introduction of a gender perspective in the partner institutions’ economic promotion departments.

In Spain, different initiatives have been developed at State and Autonomous Community level that try to promote the design and implementation of equal opportunity plans within enterprises by relying on different mechanisms (financing equality agents within companies, mandatoriness, the Law on Equality – Ley de Igualdad, etc). Within this context, it should be pointed out that while the promotion of equal opportunities in companies is especially concentrated in large-sized enterprises, this project is targeted on SMEs and micro-SMEs, which constitute the majority of enterprise in the region’s production system.

Moreover, on the other hand, the guidance methodology facilitates the implementation of equality measures and their persistence over time, only when and if these are incorporated into the routine mechanisms, processes and dynamics of economic promotion policies as well as into administration/company inter-relations. In this sense, the objective is not only to develop a plan (in view of the danger of it not going beyond the formal adoption of Equal Opportunities) but also to follow up its implementation.

Lastly, another one of the innovations of this project is the clear introduction of gender perspective as the crux of the CSR effort, as well as of more corporate-driven interventions. In many of the CSR experiences the gender dimension is too frequently overlooked. This is why putting it at the heart of the issue and interlinking it with other important matters, such as reconciliation or the quality of work, is a great step forward insofar as it enables this issue to be introduced in specific entrepreneurial notions in which it is either absent or viewed from a perspective that makes it appear like a problem of women and not of society at large.

It is our opinion that this programme has a high potential of transferrability, especially in medium-sized and dynamic municipalities: it provides useful and concrete tools for SMEs and micro-SMEs, which comprise an important portion of the European industrial fabric. Moreover, this programme could spearhead the introduction of a gender perspective in economic promotion and corporate support policies, a context in which it is presently renowned for its absence.

8. Trade Union Equality Agents and the Network of Trade Union Equality Agents (Ugt Trade Union- Catalonia)

8.1 Project background history and resources

In 2001, the profile of Trade Union Equality Agent in companies was created within the UGT Trade Union, which was conceived as a tool specifically destined to solve and focus on the situation and problems of female workers in companies; to promote and increase the size of female membership, especially among women in situations of greater vulnerability; to establish a female interlocutor in issues related to gender in all Trade Union sections and local Trade Union Confederations and to promote the participation of women in Trade Unions.

Later, and consequently to the creation of the Secretaria de Polítiques de Dona i Igualtat
(Secretariat for Female-oriented and Equality Policies) concomitantly to the celebration of the 12th Congress of the UGT of Catalonia in June 2005, the UGT Trade Union created the Network for Trade Union Equality Agents (XASI) with the aim of sensitising and supporting the effort to incorporate a gender perspective in trade union activities and in combating discrimination. The Network is intended to strengthen the profile of Trade Union Equality Agents and broaden their scope of action in combating all kinds of discrimination in companies, whether it be for reasons of gender or age, health, sexual orientation, disabilities, etc. It also aims at making progress in getting all the Trade Union’s departments and activities to progressively incorporate a gender perspective in their work.

In parallel, the Trade Union also created the Advisory Council of the Network of Trade Union Equality Agents as a forum of debate on equality policies and as an advisory body for UGT-Catalonia’s Secretariat for Female-oriented and Equality Policies in establishing the orientation of the Trade Union’s actions in this field. Said Council was to be formed by the members of the XASI and by the persons in charge of the Secretariats for Equality of the National Confederations and of the Uniones Comarcales (Regional Unions).

This project is made possible thanks to the great voluntary engagement of the many Trade Union Equality Agents present in the companies in which UGT-Catalonia has labour representatives and where the importance of their role is being increasingly highlighted.

8.2 Objectives, beneficiaries and territorial reach

The objectives of this action are translated into the activities performed by the male and female Trade Union Equality Agents:

- Providing information and counselling on the labour rights of workers and especially on the rights of women: in the field of maternity, reconciliation of work and personal life, pregnancy, on-the-job health, gender violence, etc.
- Taking action and reporting any situation of discrimination or sexual or moral harassment.
- Participating in collective bargaining units and proposing positive action clauses for especially vulnerable groups and issues associated with making progress towards equality and reconciliation, which might broaden or improve their rights, whether recognised by law or not.
- Contributing to settling the conflicts that might arise within companies by assuring the respect of workers’ rights.
- Disseminating the information and the tools produced by the Trade Union’s Secretariat for Female-oriented and Equality Policies within the companies.

On the other hand, the Network of Trade Union Equality Agents specifically focuses on the following objectives:

- Promoting the unionization of women within the company as well as their participation at all levels of labour representation.
- Promoting a gender perspective within companies.
- Participating in collective bargaining and introducing a gender perspective therein.
- Monitoring the eradication of on-the-job moral or sexual harassment and compliance with collective bargaining agreements and with effective legislation on issues of reconciliation, gender violence, integration of disabled persons as well as gender equality and non-discrimination in respect of gender, ethnic belonging, sexual orientation or inclination or drug addiction.

The territory covered by this experience
corresponds to the field of action of the Trade Union: the Autonomous Community of Catalonia.

8.3 Operational aspects

In this experience, note should be taken of the lack of traditions, knowledge and political interest for gender perspective within Trade Unions. There are still not enough male or female shop stewards sufficiently informed or committed in gender equality issues and the few that exist are mainly women.

On the other hand and despite the considerable uptrend in female membership, it is still men who, up to date, mainly sit in collective bargaining units. All this entails the fact that, generally speaking, there are key issues maintaining female inequality and discrimination that are either not sufficiently tackled during negotiations or are the first issues to be dropped in collective bargaining processes. Thus, the reorganisation of work schedules and/or of work procedures within companies or the adoption of positive action measures for the advancement of women are typical examples of the issues that, although they initially appear as points on the negotiation agenda, end up being “sacrificed” in order to achieve an agreement on other points, especially salary rises.

Moreover, it is also important to highlight the limitations that exist in promoting equality within Trade Unions. In the field of reconciliation, for example, companies do not leave space in which to tackle some of the principal problems such as the issue of mobility, of flexible working hours and the lack of proximity services, all of which require a clear commitment by policy-makers and Public Administrations.

Within companies and Trade Unions, it is equally difficult to tackle both the issue of occupational segregation (although numerous initiatives have been implemented) and of the poor social evaluation and/or the poor work conditions of certain sectors, most of which are mainly occupied by women. Another limit to Trade Union actions deals with the existing low membership level and the fact that precisely many of the most widely reported situations of discrimination arise in the most unregulated and precarious jobs. A typical example might be domestic work and care services, both of which are characteristically informal and poorly paid.

On the other hand, it should be noted that in companies there is no widespread awareness of the importance of tackling issues relative to reconciliation and also an insufficient interest in reorganising work schedules, as they inevitably link any change to their profit-making requirements, which mostly require the workers’ presence on the job. As we have pointed out in analysing the preceding case, these issues are even more difficult to deal with in small and medium-sized companies, despite their smaller number of employees.

Gender equality promotion measures should be adjusted to the specific conditions of each company and sector and they should not only be addressed to the management or clerical staffs. In this perspective, notice should be taken of the difficulty of proposing and implementing these interventions in the sensitive sector of female occupation, as their work is characterised by a greater degree of precariousness, instability and deregulation.

8.4 Quantitative and qualitative results

Ever since the creation of the profile of Trade Union Equality Agent, more than 250 persons, most of who are women, have undertaken this role within the UGT Trade Union of Catalonia, which has answered approximately 5,000 queries.

- Support was given to female workers of the sector or territory of belonging, through specialised labour and legal counselling.

- Collective bargaining processes were initiated in companies using the practical tools developed by the Secretariats or by the
Network in general.

- Continuous training was provided and adjusted to the characteristics of the specific economic sector, territory or enterprise (delivered by the Secretariat of Female-oriented and Equality Policies) in issues such as gender equality, on-the-job sexual harassment, discrimination for disabilities or functional diversities, sexual orientation or inclination, as well as on relevant new legislation (Law on Equality, Law on Dependence, etc.).

- Participation was assured in the Trade Union’s Executive Boards (National Committee, National Council, National Assembly).

In relation to the Network of Trade Union Equality Agents (XASI), the main results obtained are summarised below:

- Drafting legislative proposals aimed at improving current legislation and at resolving existing loopholes and problems.

- Debating and creating clauses and codes of conduct whereby to introduce issues of reconciliation, sexual harassment and discrimination, positive actions for especially vulnerable groups, etc. in collective bargaining processes.

- Developing a stand of its own and specific proposals on gender equality issues.

- Giving visibility to gender issues within the Trade Union.

- Promoting the education and empowering of female Trade Union representatives, regardless of whether or not they are members of the Network.

At present, an effort is being made to achieve the legal regulation of the profile of Trade Union Equality Agent on the basis of the future Catalanian Law on Equality (currently being drafted) by suggesting that this profile be equated to occupational risk prevention Delegates, with a view to continuing along the path of consolidating this profile, in parallel with the promotion of equality in companies.

8.5 Lessons learned: innovative elements and transfrability

The last few years have witnessed a very positive evolution in the sensitivity of Trade Union representatives on equality issues, with a varying intensity according to the specific characteristics of the territory, the economic sector of the company (the male-dominated sectors being the ones normally revealing a lower level of knowledge and sensitivity).

It was possible to successfully convey to the whole Trade Union the importance of equality issues and of the guidelines that should characterise the Trade Union’s proposals in collective bargaining and political social debate. The aim was to create debate forums around the interventions required in order to improve and override current legislation, which would subsequently be passed on to the competent authorities or negotiated directly in collective agreements.

Another achievement is the gradual growth in the level of participation of women in the Trade Union, just like their presence in executive and technical offices.

In Spain, where the new Law on Equality establishes the obligation to develop Equality Plans in companies with more than 250 female workers, the existence of an Exchange of Trade Union Delegates, trained in these issues and having access to concrete intervention tools and proposals, may prove to be very important in achieving that these future plans become really effective in combating gender inequalities within enterprises. This Law on Equality mostly confers the ultimate responsibility on specific issues (reducing the daily work hours and a flexible organisation of work, among others) onto collective bargaining and individual agreements.
that workers might enter into with enterprises. Thus, the final outcome will mostly depend on the strength of trade unions within every enterprise, sector or territory concerned.

In our opinion, the creation of profiles, tools and forums of debate over gender issues within Trade Unions is a key objective in promoting gender equality worldwide. On the one hand, it is precisely within the framework of Trade Unions that it is first possible to detect the concrete characteristics of existing gender discriminations (non-compliance with specific laws or agreements, for example) as well as the needs emerging from the workers themselves or from the complaints filed. On the other hand, it should be recalled that Trade Unions are among the key players in social concertation and public debate processes, as they are among the main interlocutors of public administrations, meaning thereby that their support of equality policies reaches well beyond the employment context.
The European Commission

In this section we shall analyse the role that the different types of institutional and social players had in introducing a gender perspective in local development.

In the case of Spain, we should first of all highlight the decisive influence exercised by the European Commission. Most of our interviewees agreed on saying that without the support of the Community, the scenario would now be very different. This means that until very recently, Community directives, programmes and funding greatly enhanced the development of equality policies in general and at local level in particular because, as we have seen, in Spain local administrations have comparatively scarce financial resources.

However, the centrality of Community funding for local gender-oriented policies in Spain generated ambivalent effects. In effect, although these funds made it possible to expedite a great number of projects, on the other hand, these were not so much aimed at enhancing the introduction of a gender perspective in the local administrations' everyday work but more at developing specific but separate projects in parallel. In many cases, this parallel daily effort entailed hiring persons specifically trained for this task, a personnel that the local administrations often cannot retain once the project is finalized, which means losing the knowledge acquired, and it also frequently occurs that there is no time or opportunity to perform substantial transfers of knowledge and lessons learned before this happens. In many cases therefore, the efforts made were not adequately supported by sustainability and continuity factors and did not pervade the day-to-day routine of local administrations.

In addition, the process set up envisaged a “top-down” proposal transmission system. Local administrations develop specific projects on the basis of which they obtain funding and these projects fall within the lines defined by the European Union. Although this proved to be useful in introducing, for example, the very concept of local development and the emphasis on territoriality and proximity, on the other hand it can also trigger a dynamic mimicking the transfer of proposals that do not specifically arise from that given local environment. This can generate initiatives that are inappropriate for a specific context but, at the same time, it might also have the effect that, since the projects do not arise out of local players with a view to meeting their concrete needs, in the end it will become more difficult for them to accept them as their own and commit themselves thereto, as they perceive them as “coming from above” and requiring them to engage in projects in which that they themselves did not participate or decide.
Moreover, there is also the risk that gender equality policies, in a certain sense, be perceived as a fashion. In actual fact, it might happen within local administrations that, despite the European Union’s promotion of interesting initiatives focused on a variety of issues (the social economy, new areas of employment, corporate social responsibility, etc.), because of the frequent lack of continuity, these different issues are not incorporated into the everyday work of local administrations and end up being put aside by the following issue that the EU might give priority to, instead of being compounded and integrated into the system.

Moving on to another set of issues, throughout our research effort, we also detected the need for the EU to intervene in broader issues, especially in relation to Community legislation. Although the clear intent to foster non-discrimination on the workplace was of key importance for many member States, it would now be important for this will to define criteria, propose minimum agreements and protection mechanisms, to also expand to other broader contexts of social living, such as for example the issue of reconciliation/co-responsibility, time schedules, participation, etc.

Moreover, with the twist currently taken in the whole equal opportunities issue, which has been extended to everybody and against any type of discrimination (for reasons of age, sex, class, ethnic belonging, sexual orientation, etc.), and in view of the fact that equality policies are still considered to be emergent in the Spanish State, there is the danger of watering down the potential force of the gender discourse. In the current situation, the upcoming risk is that gender equality no longer be considered a priority in the struggle against discrimination, and focus should instead be placed on integrating these proposals into a coherent framework, thus enabling cross-fertilization between all different types of interventions against discrimination.

The EU’s focus on the transversality of gender perspective might also cause the watering down of responsibilities. By this we mean that, as equality policies are an issue involving everybody, at the end nobody is specifically accountable for them and they are not allocated sufficient resources to enable change. In order for this not to happen, it will be necessary to experiment different and flexible formulas capable of promoting gender mainstreaming without however overlooking positive actions and, at the same time, strengthening – organizationally, financially and in terms of political commitment – equality policy-making structures, which are and must continue to be the guarantors of continuity of the process.

The State Government, Autonomous Communities and Local Administrations

Before moving on to evaluate the role played by the different levels of government, we would like to make a few considerations on local development policies.

In Spain, one of the main difficulties encountered in this field is the excessive fragmentation of responsibilities. In effect, competence over economic promotion for example is distributed among all the levels of the administration and the coordination between these different government levels is not always simple or easy-flowing. This is why, in the widening legal and regulatory framework of gender equality, it is necessary to establish stable collaboration mechanisms between the State, Autonomous Communities and Local Administrations.

In addition, according to some of the interviewees, an urgent measure to undertake in local development policies is linking and bridging them to other policies: what matters now is to avoid a sectorialization process like the one which occurred in the case of the environment, and also to avoid that it be turned into the home turf of a given political party in particular.
In relation to the introduction of a gender perspective, many of the institutions had to introduce this principle without however having the necessary tools or guidelines with which to do it. In the face of such a situation, it was generally only incorporated symbolically and not implemented in practice; or, specific actions in favour of women were introduced without modifying the general orientation of female-oriented policies; or, gender mainstreaming was interpreted as the need to assure the equal participation of men and women among the beneficiaries of programmes and policies, thus also assuming that this was sufficient to meet the equality objective regardless of whether the contents or the organization of interventions were pertinent or not in rebalancing the pre-existing situation of disadvantage.

On the other hand and drawing to the conclusion of this introduction, we would like to highlight the fact that, in order to promote the incorporation of a gender perspective into local development, public administrations must be willing to implement important changes within their organizations: at organizational level, enhancing equal representation in its decision-making bodies, both technical and political; at the communication level, checking against a sexist use of language in all working documents and publications; lastly, it might for example be possible to think of other intervention measures like the introduction of gender equality criteria in contracting supplier companies.

At State level, note should be taken of the importance of the legislative and institutional changes brought about during the past three years. The 2004 Ley Integral de Protección (Comprehensive Law Protecting against gender violence), the 2006 Ley de Promoción (Law promoting personal independence, the care of persons in a situation of dependency and families) and the 2007 Organic Law for the Effective Equality of Women and Men are among the most relevant examples of this trend.

Despite everything, the negative element to be highlighted is the fact that although the progress made in recognising rights is very considerable (the right to live free of violence, the right to independence and the right to equal participation, among many others), there is still a lot of ground to cover in implementing retribution policies. In this perspective, said laws establish an innovative and important regulatory framework but it will have to be enforced gradually over the forthcoming years and they shall also have to be allocated sufficient resources to be able to make these rights effective and to develop the aforesaid retribution policies (through the redistribution of resources, political power and decision-making capacity)27.

At Autonomous Community level, the situation in Spain is rather unbalanced. Some of the Autonomous Communities (especially the Basque Country) stand out from the rest for their legislative activities, for having strengthened their equality departments or for the greater rigour, ambition and innovation of their proposals on local development and gender. In the remaining regions, the situation is uneven and less ambitious, even if interesting initiatives are being promoted. Different generations of Equality Plans have already been developed and, in some cases, even full-fledged equality laws. Generally speaking, despite the fact that the Autonomous Communities’ equality departments still have much ground to cover in terms of organizational consolidation and growth, we nonetheless frequently witness changes occur in concomitance with a given political moment or party.

27 We are grateful to Sonia Ruiz for her comments on this issue.
At local level, it is possible to detect a considerable transformation in the perspective underlying equality policies. There is a continuous shift in focus from welfare policies to more gender equality oriented policies. The need to develop gender policies is now no longer questioned and it is possible to identify an important tendency to create local equality policy systems: Council-sorships for Gender Issues or for Women, hiring female experts or equality agents within Municipal Councils, the creation of Centres for Women providing direct services, the development of tools (Equality Plans, Municipal Gender Diagnostics, Methodological Handbooks, etc.).

Even so, there is also a clearly detectable lack of competence: Municipal Councils have developed policies of this type without however simultaneously developing a new regulation of the equality services and resources that Spanish municipalities should provide and of the minimum features they should contain. Such regulation would represent a step forward capable of generating greater equality in the services provided by different Municipal Councils that, up to date, is still widely uneven between different territories of different political colour, in addition to being over-dependent on the political will of the different members of local governments and consequently on the conjunctural changes that might be brought about.

As for local development proper, despite the aforesaid consolidation of local equality policy departments, a gender focus continues to be an exception: these are generally isolated initiatives and often difficult to be continued. Nonetheless, the recent approval of the Equality Law, as it provides for the need to start implementing Equality Plans in enterprises, has engendered a favourable context in which to introduce gender equality issues. Thus, for example, the economic promotion departments of Municipal Councils, despite the generalized lack of knowledge of the issues at hand, have expressed an interest in dealing with the issue simply because it is the enterprises themselves who are requesting counselling and training in order to be able to implement the initiative.

Moreover, it is necessary to put more emphasis on promoting the territorial and participatory aspect: for local development to occur, it is essential for the different social agents to be active in developing their territory on the basis of their potentials, needs and will. Such a process has not generally occurred at local level either because most of the proposals come from higher levels of government or because the required participatory and concertation spaces have either not been created or insufficiently supported.

Following on with the territorial issue, it is necessary to make an in-depth analysis of each territory and its relative diversities by developing diagnostic and evaluation tools incorporating a gender perspective. This is the only way of developing policies that might meet local needs, as not all solutions can be equally applied to all contexts. It is necessary not to confide in universal recipes or unique solutions but rather to focus on methodological approaches and tools that help adjusting theory to practice.

Non-governmental players

Within this framework, the role of civil society has been important although it is necessary to put much more effort in creating participatory spaces in all possible contexts.

With reference to the projects financed by the European Union, note should be taken of the considerable participation of feminist groups therein. The problem is that in many cases they have not been able to intervene on the day-to-day aspects of the projects and in the decision-making processes, thus marginalising their involvement.

Within the framework of Trade Unions, as we have pointed out in analyzing Good Practice N. 8, the situation is ambivalent. On the one hand, there is
a growing sensitivity to gender equality and quick progress is being made towards achieving equality in the organization of trade unions but, on the other hand, men still tend to make up the majority of bargaining units and gender-protection claims are frequently the first to be dropped as a tradeoff. Despite the fact that the struggle for gender equality reaches well beyond the trade union or employment spheres, it would be very useful for Trade Unions to take an even clearer stand on key issues like the reorganization of time schedules in companies or the promotion of equal opportunities for women, as these continue not to be perceived as a benefit for female and male workers alike, or to continue putting their stakes on combating the direct and indirect discrimination of women on the workplace.

Moreover, in our understanding, Trade Unions should continue to exercise pressure to introduce improvements and innovations in collective agreements, especially by furthering existing legislation (which, up to date, has been very generous in terms of days of leave, hours off to accompany minors and family members, flexible workdays, etc.).

In relation to employers’ associations, we would like to recall that they actively participated in many of the Equal projects analysed in Part 2 of this Report. Nonetheless, several interviews highlighted their low commitment for gender equality and especially the difficulty found in tackling reconciliation issues, even if the situation varies according to the type of organization concerned and the sector in which it operates. In any case, the promotion of gender equality tends to be linked to corporate social responsibility and to image-promotion strategies more than being viewed as an element that might benefit the company itself.

Within the corporate and employment framework, as we described in the first part of this Report, the new Equality Law provides for the obligation for companies employing more than 250 workers to develop Equality Plans. This initiative runs parallel to other Autonomous Community initiatives aimed at promoting measures against discrimination and in favour of gender equality within companies, as is the case with the creation of the profile of the Equality Agent in companies, spurred by the Government of the Autonomous Community of Catalonia through a support and recruitment programme focused on these agents.

In both of the above cases, we will have to wait and see how these initiatives are put into practice and the extent to which they will be endowed with an effective capacity to develop diagnostics and propose changes within companies. As far as we can see, the specific form in which these proposals will be implemented will be decisive in answering the following questions: who will lead these processes? What will be their role within companies? Will they be developed internally or externally? What will be the degree of participation of Trade Unions and of male and female workers? etc.

In some of the interviews, some doubt was raised as to the capacity of promoting effective transformations in the case in which Equality Plans were to be commissioned to external companies (if they are paid by the company being audited) or Equality Agents were to be placed in the company's human resource department. In order for this process to be successful, it is important to underscore the need for an independent entity (like, for example, the labour inspectorates of public administrations) that might work in collaboration with the company and with the works council.

Furthermore, it is also important to highlight the lack of interest among most of the companies to implement equality measures unless they can see an economic return from it. So, for example (as published in the newspaper issued on the 1st of May of 2005), within the framework of the aforesaid initiative undertaken by the Autonomous Community of Catalonia promoting equality plans
in companies through direct assistance programmes, the very same Councillorship for Labour underscored the fact that only 25 (out of the 90 envisaged) companies had signed up for the initiative and that the relative budget allocation had not been entirely assigned. Moreover, it also stated that only 1.5% of the collective agreements promote equality on the basis of positive actions for women (El País, 1/5/2007).

Lastly, note should be taken of the role played by Universities in promoting local development initiatives. Many Universities can rely on a counselling service or the participation of academic institutions, which should preliminarily facilitate the diagnosis and the systematization of internships.
As concerns the incorporation of a gender perspective in local development, it is possible to mention different scenarios that will be analysed separately: a) female-oriented occupational integration initiatives; b) initiatives against horizontal and vertical segregation and the wage gap; c) working with the business sector (with existing enterprises, supporting entrepreneurs, improving the quality of work and their adaptability capacity); d) the issue of co-responsibility and reconciliation and, e) promoting the participation of women in decision-making processes in companies, trade unions and public administrations.

First of all, we deem it necessary to make a few general considerations on the present scope and characteristics of the process aimed at introducing a gender focus within Spanish local administrations.

Relatively to this emerging process, it can be stated that there can be no backtracking although it is still far from being consolidated. In general, it requires much more research – both comparative and in-depth, in concrete territories and thematic areas – on the state of equality policies at local level throughout the Spanish State. Some of the insufficient research efforts existing at local level (Lombardo, 2003; Astelarra, 1994 and 2005; Gelambí, 2005; Valiente, 1999 and 1996) underscore the proliferation and consolidation of experiences aimed at introducing gender mainstreaming, the growing resources allocated to these issues and the increased political commitment among local technical and political executives; while, on the other hand, they also mention the numerous obstacles of all sorts met in implementing these processes and the slow pace of the progress made.

In this perspective, the mainstreaming principle implies reformulating policies and programmes on the basis of patterns capable of also meeting the needs, expectations, orientations, models and cultures of women. This reformulation should not only be reflected in the contents of said policies and programmes but, first and foremost, within the very organizations that design, plan, manage, implement and evaluate them. The organizational changes that these require are complicated and slow, in the light of the very complexity of local administrations, their shortage of resources, their growing responsibilities and competences and the organizational fragmentation traditionally existing in sectorial activities.

In the majority of cases, the introduction of a gender focus in local administrations was primarily based on social service and welfare departments. Starting from these departments, the gender focus developed into a transversal perspective, giving rise either to a separate department or to specific transversal programmes. These initiatives, which
have been promoted in these last few years as peripheral experiences and in a situation marked by the shortage of resources, are starting to progressively be endowed with more funds and personnel and are evolving by focusing less on palliative measures and more on having a greater structural impact.

Generally speaking, at present local gender equality policies have gained political ground precisely at local level through the generalized implementation of local Equality Plans in a great number of Spanish municipalities. Nonetheless, in many cases gender mainstreaming is only expressed as an abstraction and only in relation to specific issues, among which some of the most outstanding are the following: a) taking positive action in areas like training or employment; b) developing specific concrete transversal programmes (among which, combating gender violence is one of the broadest thematic fields); c) promoting numerous sensitization actions; d) providing information and counselling services to women, just to mention a few.

One of the most recent research studies (Gelambí, 2005) draws some interesting conclusions: on the one hand, we are in a situation in which the majority of Municipal Councils consider that equal opportunities between women and men is a political problem requiring action, the gender mainstreaming perspective is widely unknown and there is a growing feeling that equality policies are not and cannot merely be social service policies. There are a growing number of initiatives emerging in the sector of employment, urban planning, local development and even in the areas that are traditionally less gender-sensitive like the economy and safety.

Even so, political and technical executives themselves highlight sizable difficulties in overcoming the discoursive phase and start promoting a political practice in which gender perspective might not only involve specific programmes but the whole local policy-making framework. Indeed, even when there is a clear focus on transversality, the problem still persists of how to tackle the problems raised by its practical implementation; namely, how to go from a mere declaration of intents to transforming the contents and organizational forms of local policies.

One of the main problems stems from the difficulty found in implementing transversal measures within a hierarchical and fragmented structure like the one that exists in local administrations. In this respect, change must necessarily be accompanied by the transformation of municipal organizational forms and cultures, which would evidently require a lengthy process and a strong political commitment among all the levels involved, both technical and political.

Another element to take into consideration is that the existence of a local Equality Plan is no guarantee of its implementation and even less so of its effectiveness. However, emphasis should be placed on the effort to make these plans operational: maximizing the specification of the actions envisaged, as well as of the responsibilities set forth in each task – with a view to avoiding watering down responsibilities as might occur in transversal programmes – of follow-up and evaluation mechanisms and of the resources available. Moreover, it is necessary to concentrate efforts and actions on working with the persons who concretely deal with the programmes and policies of local administrations in order to provide them with concrete tools, specific training and adequate evaluation and counselling spaces.

In this perspective, some research studies (Diputación de Barcelona, 2003; Franco, Quintana and Rosetti, 2005) establish a correlation with the thematic areas of public policy intervention of

---

28 Comparative study limited to the territorial jurisdiction of the Autonomous Community of Catalonia.
Municipal Councils, in proportion to their gender-sensitivity. Thus, areas are accordingly divided into gender-sensitive, neutral or gender-blind; traditionally female-linked and emergent in gender issues. The concrete policies making up each one of these areas largely depend on specific single contexts, although we deem it interesting and necessary that the analysis be performed before designing institutional transformation processes and the incorporation of a gender focus at local level.

Thus in the following section we shall present, only by way of illustration, the results referring to the city of Manresa29 (Franco, Quintana and Rosetti, 2005), as we consider (due to the lack of more exhaustive research) that the conclusions drawn can be generally similar for many Spanish municipalities, despite the variations that might arise from different work traditions, different territories and the different degree of sensitivity among the institutional and political players on the territory.

Traditionally female-linked policies are those associated with activities, relationships, situations and spaces of social living in which women are of crucial importance. This entails everything that has to do with personal care and everyday life, as well as with tasks performed in areas in which gender inequality and its consequences are most evident. Within these contexts, many of the interventions have been historically oriented towards women beneficiaries, even if they did not necessarily incorporate a gender perspective in a systematic and comprehensive way and, in the case they did, were considered to be gender-sensitive.

Therefore, by gender-sensitive policies reference is made to those – typically social and welfare-linked – that have to follow a longer procedure in order to launch programmes and initiatives incorporating a gender focus. This is usually due to the fact that they deal with problems and situations that are socially associated to women (education, health, social services, etc.), that they are mostly addressed to women beneficiaries (albeit frequently not as direct users but as the persons in charge of the well-being of their families or communities) and thirdly, due to the political will and initiative of the persons in charge of the department within the local Administration. Furthermore, although this element provides no guarantees, they are usually implemented in clearly female-dominated institutional structures.

In turn, the “neutral” or gender-blind areas are those in which gender issues are generally considered not to have an impact, and in which initiatives promoting equal opportunities are scarce or non-existent. They usually correspond to thematic or professional areas considered to be male-dominated, such as technology, mobility, infrastructures, urban development, etc. and they usually constitute the “hard core” of local public policy, being endowed with sizable resource allocations and a considerable internal exercise of power. These are frequently the municipal departments in which it is more difficult to introduce a gender focus and in which these initiatives come across the highest degree of resistance or of disinformation.

Lastly, the fourth option reflects the municipal policies that more or less incipiently show a certain degree of gender-sensitivity that begins to be concretized in some specific initiatives or programmes.

If we consider that the foregoing research is focused on local development processes and that

---

29 The classification was based on an analysis of the programmes performed in the different areas of government within the municipality of Manresa, in Catalonia. Even if it was considered that none of the local policies fully incorporated a gender focus, it was decided to establish different degrees of gender sensitivity on the basis of interviews to the people in charge of the programmes and on the number, characteristics and scope of the experiences and projects existing in each one of the areas.
As we illustrated in Good Practice n. 4 or in other initiatives of cities like San Sebastian (Basque Country), it is a field of action that is currently emerging within some Spanish municipalities.

Although it should be noted that these issues are being tackled in a very incipient way by some municipalities.

This section is prevalently based on Kideitu, 2007, which is highly recommendable due to its depth and rigour.

**TABLE 20**

*Areas of municipal policy intervention according to gender-sensitivity*

<table>
<thead>
<tr>
<th>Degree of gender-sensitivity</th>
<th>Areas of public policy intervention</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Gender-sensitive</strong></td>
<td><strong>Emergent in gender issues</strong></td>
</tr>
<tr>
<td>Social services</td>
<td>Urban planning&lt;sup&gt;30&lt;/sup&gt;</td>
</tr>
<tr>
<td>Women</td>
<td>Safety (in relation to gender violence)</td>
</tr>
<tr>
<td>Education</td>
<td>Migration</td>
</tr>
<tr>
<td></td>
<td>Solidarity and cooperation</td>
</tr>
<tr>
<td></td>
<td>Participation</td>
</tr>
<tr>
<td></td>
<td>Housing</td>
</tr>
<tr>
<td><strong>Gender-linked</strong></td>
<td><strong>Gender-blind</strong></td>
</tr>
<tr>
<td>Employment and local development</td>
<td>Research, technology and innovation</td>
</tr>
<tr>
<td>Health</td>
<td>The environment</td>
</tr>
<tr>
<td>Family</td>
<td>Economic Promotion</td>
</tr>
<tr>
<td>Child care</td>
<td>Culture</td>
</tr>
<tr>
<td>Young people</td>
<td>Infrastructures</td>
</tr>
<tr>
<td>Sports</td>
<td>Transport and mobility&lt;sup&gt;31&lt;/sup&gt;</td>
</tr>
</tbody>
</table>

Source: Adaptation from Franco, Quintana, Rosetti, 2005.

these are a bridge between economic promotion, employment, training, urban development and planning, the table can show us how these different components are based on different traditions and speeds at which gender mainstreaming can be introduced.

Therefore, we shall follow on by analysing the degree to which a gender focus has been incorporated in different areas of public policy intervention configuring local development processes.

1. **Occupational integration projects**<sup>32</sup>

One of the key elements in fostering equal opportunities is improving women’s access to the labour market. Within the Spanish State, this is considered to be a somewhat “classic” field of action and the one that probably requires the lengthiest procedures. Initiatives of this kind have been promoted throughout the territory, even if some of the evaluations (Kideitu, 2007) highlight the fact that, even so, the incorporation of a gender focus in this type of action is rather limited, if we exclude the actions exclusively addressing women.

---

<sup>30</sup> As we illustrated in Good Practice n. 4 or in other initiatives of cities like San Sebastian (Basque Country), it is a field of action that is currently emerging within some Spanish municipalities.

<sup>31</sup> Although it should be noted that these issues are being tackled in a very incipient way by some municipalities.

<sup>32</sup> This section is prevalently based on Kideitu, 2007, which is highly recommendable due to its depth and rigour.
As we have illustrated, in the last few years in Spain there has been a considerable increase in the working activity of women, which has deeply modified the area of intervention of employment and training activities. These services witnessed the transformations that occurred both in job offers and in the profiles of job seekers: women – young or middle-aged – “often lacking a well-defined occupational project, with a lower inclination for work in the light of the responsibilities shouldered within the family, tending to underestimate their talents and skills, with a curriculum focused on a small range of occupations and, very frequently, victims of the employers’ lack of interest to hire them”33.

As problems gradually changed, the standard mediation mechanisms in the employment sector were forced to adjust to the new reality. At first, this was done by developing specific programmes targeted on job seekers (through measures like training, assistance to the recruiting of women, female integration in traditionally male-dominated occupations, etc.) although it later became clear that the reasons underlying women’s lack of full integration and of equal employment conditions are much more complex and require comprehensive strategies. The issue was not simply to design specific actions targeting women but rather to reformulate the policies themselves and to incorporate a transversal gender focus therein.

And this is the process on which the Spanish State is currently focusing its attention with different initiatives aimed at tackling these issues on a scale that goes beyond specific isolated measures. Thus, the strong points to be singled out in this context are the existence of a considerable stream of initiatives in this field, as well as the fact that there is quite an abundance of projects with this goal throughout the Spanish territory. Among the weak points, attention should be given to some of the problems or errors detected in this type of intervention34.

First of all, as is also the case in other areas and as we shall see further on, women are almost exclusively the direct and final beneficiaries of the actions implemented. Thus, the focus is on the changes undergone by women beneficiaries and on their transformation in adjusting to the existing structures, even if it is evident that this is not sufficient to transform society, as they have to come to terms with essentially discriminatory structures. There are few actions targeted on labour (employers, trade unions, etc.), social (educational contexts, the media, associations) and family organizations and the few that do exist are usually focused on sensitization and at the most on training.

Focus is placed on the need for women to change without however sufficiently questioning or intervening either on the gender discrimination mechanisms currently in place in the labour market or tackling the need for change also among men. In this way, even if women are the main beneficiaries of the actions and even if they usually make major adjustments in coming to terms with their specific problems and needs, the occupational gender gap continues to exist.

Actions should intervene upon the systems and social agents and be equally distributed between men and women. Interventions continue to perpetuate a model in which the equality objective is achieved at the cost of a unilateral effort on the part of women – in terms of vocational training, taking on a “double day’s work”, giving up some of the aspects of family and private life. Thus, new actions are required that might involve and

---

34 From Kideitu, 2007.
transform social, family, institutional and occupational structures as well as the players that comprise them (men and women). (Kideitu, 2007)

Thus, the current challenge of achieving an improvement in the condition of women on the workplace entails, on the one hand, acting upon occupational segregation, diversifying women’s options, facilitating their access to training with real integration perspectives, as well as acting upon their mindset – self-confidence – and on their family and social environments, with a view to enabling them to develop their potentials. And, in relation to other issues, it is important not to forget to also act upon their household and caregiving responsibilities: without promoting co-responsibility or offering alternatives in terms of transport, mobility and public services supporting everyday life, it will be impossible to improve women’s real possibilities of being integrated. All these issues will be dealt with in greater depth below.

2. Combating segregation

The issue of horizontal segregation has recently been tackled from different perspectives. On the one hand, a considerable “preventive” educational effort was made in order to influence women’s professional choices, both in schools and in vocational and undergraduate education or in the guidance and orientation mechanisms currently in place between schools and the selection of a profession. Enhancing the participation of fathers and mothers through a sensitization and training effort on teachers has spurred women to select sectors in which they are still under-represented, placing a special emphasis on scientific and technological fields of activity.

In order to achieve this goal, a fundamental element is the creation of vocational training programmes focusing on the technical competences required by these sectors (with a special emphasis on adjusting the contents, methodologies and timetables of training systems and facilities) and the development of subsequent integration pathways that, in many cases, imply a follow-up process and an intervention on the teaching, family and corporate environments (in terms of sensitization, mediation, guidance, assistance in making adjustments in installations, changing rooms, etc.).

By contrast, we have encountered very few experiences aimed at the opposite, i.e. integrating men into the female-dominated sectors, even if it is probably better to opt for the social and economic upgrading of the most female-dominated jobs, after which male integration will come on its own.

In relation to vertical segregation, this is a context difficult to transform. Most of the experiences detected focus on two areas of action. On the one hand, the context associated with female education and increasing women’s professional expectations: counselling, training, motivating, promoting professional reference models, improving the profile of managers, creating career development plans for women, providing coaching or mentoring to women accessing management positions, just to mention a few. All these initiatives are necessary but it should be highlighted that most of them are limited to a specific segment of the female population: women occupying or eligible to occupy management positions.

On the other hand, we find initiatives – fewer in number – focused on enterprises. One of their main limitations is that they either always go under the label of “persuasion policies” (sensitization and training programmes promoted by the companies’ human resource departments), or they become part of the collective bargaining process.

In this sense, note should be taken of the key role played by Trade Unions and of the need to involve the social players and the departments in charge of employment policies within public
administrations in issues such as, for example, the evaluation of jobs from a gender perspective in order to avoid concealed wage discrimination, which appears to be the most widespread type of discrimination. In this perspective, the training and sensitization of trade unions is fundamental to exert pressure in this direction and in order for these issues not to end up being a point to be traded off at the first negotiation opportunity; the same applies to sensitizing entrepreneurs to accept the importance of bridging the gender gap and of implementing positive actions within corporate frameworks.

However, in our understanding, the main problem to solve within this context is the social devaluation of all the female-dominated sectors in general (care services, health, teaching, management and administration, etc.) and of the female-dominated jobs in companies in particular (human resources, institutional relations, communication, customer service, etc.). This devaluation is exactly what generates worse work and retribution conditions, so that the only possible strategy to achieve wage equalization between women and men is to tackle these issues directly.

A possible working strategy could be to identify and valorise all the competences and skills of women, implying thereby recognising, in their job performance:

“the unrecognised capacities (customer service, telephone receptionist, basic accounting, text processing, basic office automation...), as well as recognising and valorising the capacities acquired in reproduction tasks (knowledge and management of public resources, the correct use of basic datasheets and protocols, basic accounting, nutritional and dietary knowledge, first aid, social skills in caring for dependent persons, operation of electric machines...)” (Kideitu, 2007).

This task appears to be titanic and very difficult to tackle: up to date, the principal actions have been concentrated on sensitization, a very important and necessary effort but clearly insufficient to generate real change; in addition to the fact that, in many cases, the people actually attending sensitization activities have been mainly women, which detracts from their effectiveness.

This thus converts it into a challenge for the future, an area of intervention that is closely linked with measures aimed at reconciling work, family and personal life and at co-responsibility between men and women within the family. Moreover, the struggle against female discrimination at the workplace is more complicated in those sectors in which there are no previous experiences (retail, industry, etc.).

3. Creation of companies

Another possible intervention area is the introduction of a gender focus in structures providing support for company creation. In effect, faced with the difficulties and barriers found in subordinate employment, women increasingly tend to opt for the creation of companies with a view to improving their position on the labour market. Nonetheless, it should be recalled that these new companies created by women are also gender-typed, in the sense that they are less numerous than those created by men, record a higher mortality rate, find greater difficulty in accessing credit, are concentrated in few female-dominated sectors – already characterized by low profitability – are less technology-intensive and raise the additional difficulty of managing everyday schedules. Generally speaking, the companies created by women tend more to be forms of self-employment than companies liable to grow and consolidate.

So, even if everybody finds creating and consolidating a company to be a challenge, women find greater gender-linked obstacles (Kideitu: 2007):
– Technical difficulties: lack of access to financial sources; lack of experience; no knowledge of new technologies; difficulty in accessing employers’ networks.

– Psychosocial difficulties linked to the learning process: time and request management; insecurity and lack of self-confidence; disrupting gender roles; lack of female reference models; isolation.

– Consolidation difficulties: they do not cross the confines of self-employment or micro-enterprises and have problems in creating a medium-sized company (the quantum leap from “self-employment” to “enterprise creation”); difficulties in extending beyond the most restrictive local context; selecting a less appraised sector and type of activity (traditionally female-dominated: less dynamic sectors in which retail business margins are low with low sale volumes); limited access to information and to corporate contacts; problems in accessing and attending training activities due to the lack of resources or time; high hourly workloads; difficulty or impossibility of delegating responsibilities due to the size the company.

– Difficulties stemming from the economic and socio-cultural environment: lack of social identification of women with an entrepreneurial role; negative attitudes towards women in business; the discrediting of jobs traditionally performed by women; lack of participation in decision-making processes; power cultures excluding women.

Therefore, all these elements are increasingly taken into consideration in promoting initiatives aimed at the entrepreneurial activity of women and a gender focus is incorporated into the support systems provided to female entrepreneurs and businesswomen:

– Enhancing knowledge on the situation of women and the social recognition of female entrepreneurs and businesswomen.

– Promoting an entrepreneurial culture among women: sensitization and information mechanisms.

– Enhancing the financing of female entrepreneurs.

– Promoting business training among women, which also requires adjusting contents, methodologies and timetables to the needs of female trainees. Not only is it necessary to prioritize access but it is also necessary to adjust training programmes.

– Improving the entrepreneurial and management profile of female entrepreneurs and businesswomen. Business training requires a transformation of the psychosocial profiles most commonly associated with women, albeit a transformation towards a new type of profile incorporating risk strategies, driving unabashedly towards goal achievement, capacity to be flexible in her objectives, to disrupt role models and to modify negative reasoning habits (I can’t, I don’t know how to, I’m no good…), which requires working on the individual and not only on the company.

– Orienting female entrepreneurs and businesswomen towards sectors offering greater opportunities and revitalizing sectors in which women traditionally work, with an innovative outlook on this type of activity.

– Incentivizing horizontal and vertical cooperation between women’s companies by promoting concertation with female and male economic and social agents, with a view to facilitating development dynamics and promoting institutional interaction with female entrepreneur networks.

– Promoting women’s participation in spheres of power (forums, business organizations and associations) in which their presence is still
limited. At the same time, efforts should be put into integrating a gender perspective in said spheres and on eliminating symbols excluding women, in the achievement of which a key role is played by female business associations.

– Giving visibility to female entrepreneurs by awarding prizes to female entrepreneurial initiatives or the like.

In this context, we have seen how policies supporting female entrepreneurs in Spain are very present within local administrations although what is lacking is any form of reflection on why women (and other discriminated population groups like immigrants, for example) show a greater tendency to create enterprises, due to their position of weakness on the labour market.

4. Adaptability projects: working in and with companies

A

other context in which efforts are being made to introduce a gender focus are projects aimed at improving company jobs and competitiveness through a better organization of labour. Thus, adaptability policies refer to everything that is involved in managing working hours, job flexibility, the prevention of occupational hazards, ongoing training, the introduction of CITs, the participation of male and female social agents in labour relations or in corporate social responsibility; all this is aimed at improving job quality and boosting business.

“Projects in this field have generally incorporated some type of action fostering equality between women and men. They routinely envisage in-house handbooks on non-sexist language, methodologies for the incorporation of a gender focus, training all the technical staff in equal opportunities, etc. However, the comprehensive approach required by the equality principle was absent in the great majority of initiatives and the type of tools and instruments envisaged were linked to specific activities that hardly involved transforming the systems. Only a limited number of projects in this field achieved their greatest success in this context, insofar as they had a decisive impact on women especially vulnerable to changes in the production environment or for having succeeded in conveying their concerns on reconciliation issues to political decision-makers, and getting the competent administrations to expedite effective measures in this respect.” (Kideitu, 2007)

If we were to proceed on an area-by-area basis, the suggestions relative to the application of the equality principle would be the following:

4.1 With respect to developing competences, ongoing training and professional advancement: a new adaptability among female workers will only be made possible through a training programme taking into consideration gender relations and the stereotypes underlying discrimination by envisaging, for example, the redefinition of objectives, contents and procedures of continuous occupational training, with a view to attracting more women towards this type of training; finding strategies through which to draw women closer to a technological culture; promoting transversal competences among women by enhancing their entrepreneurial spirit, self-confidence and assertiveness, as these elements are the basis of professional advancement; generating group activities or networks as a tool to empower female workers; promoting classroom and distance teaching systems for men and women, with mixed and flexible methodologies (in timetables, modules, etc.) that might be compatible with the roles traditionally assigned to one or the other sex, promoting formulas focused on coaching and mentoring, with a view to orienting women and promoting female reference models within the company; developing horizontal mobility plans for women working in companies in order to overcome the concentration of women in specific corporate areas (human resources, institutional relations, communication, customer service, etc.).

As we have already mentioned, all these initiatives
clash against the lack of sensitivity existing in companies with respect to equality issues, which are perceived as something pertaining to the external world, as well as the lack of time and resources that many of them – especially the SMEs – can devote to this type of action.

4.2 With respect to occupational health and safety, the different types of jobs performed by women, along with the weight borne for family responsibilities, are found to be the two elements to take into consideration when it comes to assessing women’s occupational health hazards, as these are different from men’s, and should therefore be accounted for and studied in developing specific actions in this field.

“Precariousness, temporariness, part-time jobs, massive participation in specific professions, taking on a double day’s work, ..., are characteristic features of female employment. In “female-dominated” sectors, the work performed by women has specific characteristics – demanding, monotonous, manual speed and dexterity, the responsibility of providing care to third individuals, the stress arising from the accumulation of tasks, job maintenance insecurity,... - with clear consequences on women’s health: psychological stress, muscle aches, anxiety, depression, miscarriages, ..., are some of the examples.” (Kideitu, 2007)

Risk prevention should therefore integrate a gender focus in order to know and act on the basis of these elements, by promoting the acquisition of specific knowledge on the occupational health and safety of women in every sector of activity, adequately planning tasks, promoting task rotation and variety on the job, and incorporating reconciliation measures.

4.3 Lastly, in relation to employment flexibility and security, it should be noted that, at least in the case of Spain, the promotion of employment flexibility was characterized by a very restrictive connotation of the concept. It was in fact taken to almost literally mean the enterprise’s capacity to adjust the labour force to the needs of its production system, which generated an even higher degree of precariousness and deteriorated the work conditions of the wide majority of the population and most specifically of women, as we have already shown.

Nonetheless, it is necessary to conceive different forms of flexibility, which might prioritize workers’ disengagement from their job according to their necessities, in a way as to make it compatible with care-giving responsibilities and to reduce stress, dissatisfaction with one’s job, a drop in performance and dedication, and to provide for personnel rotation. Even if, in practice, these formulas – like a shorter workday, maternity and paternity leaves, part-time or telework – are usually seriously detrimental for women’s professional career advancement.

“Within this context, it is necessary to analyse the results produced by the flexibility measures adopted up to now that are compounded to the loss of women’s social and labour rights. It is therefore necessary and urgent to promote a new generation of measures aimed at stimulating the participation of men, on the one hand, and at targeting, on the other, any form of gender discrimination linked to processes, communication channels, job upgrading, assessing disengagement, social advancements or benefits, among others, in expediting flexibility measures.” (Kideitu)

In this sense, many cases show a mismatch between equality promotion actions in companies and those focused on the adaptability issues we have just mentioned. As we have already pointed out in the Good Practice n. 7, the promotion of issues such as flexibility, corporate social responsibility, etc. generally does not incorporate a gender perspective. Moreover, they only address one class of workers: the clerical staff of a certain level, thus engendering new inequalities and entailing the danger that there might be the perception that the issue is being tackled but, at the same time, actions only focus on the personnel
that is either the most qualified or the one with greatest bargaining power within companies.

Therefore, in relation to enterprises and the business world, it is possible to envisage measures such as the following:

– Training in gender issues for professionals in human resources.

– Sensitising on reconciliation and on life time management.

– Promoting equality plans in companies. Applying positive action measures in order to assure the access of women to positions and work areas that are usually male-dominated.

– Re-elaborating job descriptions and evaluations so as to include and evaluate the competences typical of women.

– Promoting networks of enterprises and businesses committed in equality issues.

– Involving works councils in the promotion of measures fostering equality.

– Introducing a gender focus in the business institutions and organizations in charge of training business people.

5. Reconciling work, family and personal life

Within the Spanish State, as we pointed out throughout this report, the issue of reconciling work, family and personal life is currently one of the most difficult challenges to be met both in the public and private sector. The ageing of the population, the lack of universal services supporting the care given to older people, children and dependent persons, the degradation of employment with a high incidence of precarious and temporary work, are some of the elements to be taken into consideration. The positive aspect is that a greater focus is finally being placed on these issues within the public debate.

On the other hand, it should be pointed out that – quite differently from what we deem to be necessary – the approach taken to reconciliation (except among the organizations responsible for equality policies and feminist groups) generally does not contain a clear-cut gender equality component, nor does it stress the need for co-responsibility, especially in the business world; indeed, quite the opposite: these elements are present in sensitization measures or in actions exclusively addressed to women.

In this sense, many male and female authors think that the reconciliation policies promoted should have an impact on gender relations and on the distribution of the household and care-giving tasks performed in homes, without which the effectiveness of these measures will reveal to be very limited. Up to date, reconciliation policies in Spain have tended to focus on part-time work and have left it up to women to settle the conflicts arising in their private spheres. Moreover, the fact that it is only women who rely on reconciliation measures can have a distortive effect on the quality of women's work, thus making it more difficult to actually eradicate existing inequalities between men and women in the labour market.

In order to promote reconciliation therefore, we might think of different working strategies:

5.1 Promoting cultural and social change, namely by transforming the roles and stereotypes stemming from a gendered division of labour, by stressing the importance of co-responsibility in family life and the fact that men too should resort to reconciliation measures. In this sense, it is essential to highlight the competences involved in care-giving and household work, as well as a responsible paternity model among men.

5.2 Promoting change in the organization of work, by means of human resource policies introducing
more flexible forms of work organization (as, for example, a full-time 4-day work week, introducing home-based work and telework, the combination of shorter and longer workdays, redesigning work schedules and calendars...), making sure that not only women workers refer to these measures and that they not only address female clerical and/or management staffs: it is necessary to take into consideration that it is at the lower levels of qualification and of the hierarchical scale – the levels at which women are precisely more concentrated – that work flexibility presents the greatest difficulties.

In the light of all the above, it is important to highlight and valorise the business and economic advantages of reconciliation. Special attention should be placed on implementing these measures in small enterprises, in which experimentation is still scarce and the margin for maneuver smaller. On the other hand, reconciliation measures on the workplace need to be very specific and adjusted to every single company and sector, in view of the fact that needs and situations vary widely according to the territory, the size of the enterprise, the type of economic activity, etc. In this respect, there is no similarity between a public service and a business or a factory.

The new Equality Law establishes a regulatory framework providing a wide scope of action, although in some aspects the responsibility of establishing minimum requirements (associated with flexibility, shorter workdays, etc.) is transferred onto social agents – through collective bargaining – or onto individual agreements between companies and workers. So, the results that might be achieved will largely depend on the sensitivity of each company and on the position of force that trade unions might have in single companies, sectors or territories.

5.3 Widening the scope and quality of community social care services for dependent persons, by both lengthening work schedules and increasing the number of dependent persons benefiting there from (nurseries, schools, day care centers, home care services, etc.).

In implementing this process, it is necessary to carefully control that it does not lead to deteriorating women’s work conditions, as these services tend to be an important employment niche for them, especially among immigrant and less qualified women. Professionalising these workers and socially rehabilitating the work they carry out are only a few of the crucial measures that ought to be adopted.

Lastly, it should be recalled that the formulas aimed at facilitating access to these proximity services and enhancing their reach, should first be endorsed and promoted by public administrations as the guarantors of the coordination of the process and of the quality of these subsidized services. The creation of territorial reconciliation alliances relying on the collaboration of social and economic agents, principally at local level, shall be a decisive element in this effort. In this sense, the actions that tend to be most successful in reconciliation issues are the ones promoted by and for the local environment, joining together policy-makers, public administrations, social agents, the business world and the citizenship. To this end, some measures have been put in place like the creation of reconciliation infrastructures or agencies, the establishment of working groups or committees grouping together the key agents of the territory or area, the promotion of popular participation and association networks.

5.4 Developing time policies at local level, with the aim of promoting a better synchronization of social times and maximizing flexibility in the design of work schedules in businesses, shops, the Public Administration and proximity services.

Reconciliation strategies should be addressed to all social players: the public administration, enterprises, trade unions, organized civil society in general and, more specifically, the associations of women and the population at large. All of the
above players should be more present in the decision-making processes associated with this issue.

We therefore deem it to be necessary to urgently undertake different courses of action in order to shift the focus away from the production framework in the life of private individuals and of society at large and, in order to do this, it is essential to foster the rights of citizens in a broad and non-discriminatory way by promoting independence, the socialization of care services, the development of quality public services that might take charge of the relationship of interdependence existing between persons. Enterprises are the target of intervention and the most difficult environment possible but the State can nonetheless make progress in providing these public services, improving transport and changing work schedules, with the aim of better adapting them to everyday life and care-giving responsibilities, as well as enhancing the social benefits awarded to people who dedicate all or most of their time to unpaid care-giving.

6. Additional elements: mobility, urban planning, knowledge transfer and participation

The analysis and elimination of the obstacles to women’s mobility, especially of those living in rural and poorly connected areas, is also an important element in promoting a non-discriminatory local development. To this end, mobility strategies should be developed that need to be innovative, creative and, above all, daily – regular transport services – in order for them to meet women’s needs and care-giving responsibilities.

On the other hand, initiatives incorporating a gender focus in urban planning and development are starting to be increasingly promoted at local level. Our society tends to question urban planning, infrastructures, facilities and an environment built around an androcentric vision of the city. The new forms of local government demand a new universal and participatory model in designing planning processes on the basis of an interactive dialogue between players in which the role played by women is crucial.

Promoting a theoretical and methodological reflection is another key working strategy. It is necessary to put in place a continuous reflection and analysis process, as well as an ongoing evaluation of the goals achieved. With respect to gender equality, there is a prevalence of more theoretical and generalist approaches and a lack of practical tools adjusting these guidelines to the specific context and needs of every field of action so that all the staff might incorporate these tasks in their everyday work, independently from the existence or not of equality experts in their work environment. As far as training in gender issues is concerned, it should be better calibrated to the needs of the target groups in terms of duration, flexibility, specificity and contents.

From a diagnostic point of view, it is also necessary to enhance the qualitative knowledge of the reality of different female groups, going beyond the mere description of the situation and establishing correlations accounting for or detailing the causes of inequality, something that is essential in measuring the changes in equality processes. Headway should be made in finding theoretical and methodological solutions making “real life” coincide with what is formally recognized in economic data. This implies finding ways of acknowledging the contribution of women in supporting life and the economy, starting with the GDP, and of getting the social welfare system to recognize the work of women.

Lastly, we should not forget the issue of participation. Numerous voices have echoed the need to enhance the participation of women at all levels (companies, trade unions, social agents, public administrations, etc.) and not only to give
priority to groups of women with greater difficulties.

The support given to promoting women in decision-making processes should be considered as a driver of change pursuing to achieve a multiplier effect. In this sense, the impact of strategies including the participation of target groups has been repeatedly highlighted, whether it relates to women, civil servants or the population at large. However, it should be recalled that when dealing with boosting participation, it is essential to allocate sufficient resources with which to set up a supporting infrastructure: transport, care services for dependent persons, grants for paying the fees of training courses, etc. Moreover, it is also necessary to take into consideration some of the research studies (especially Espiau, Saillard and Ajangiz: 2005) which showed the shortage of participatory processes incorporating a gender focus or that at least might have reflected upon the issue, as well as the disconnect that exists between mixed participatory processes and female participatory processes.

In conclusion, it is necessary to disseminate and communicate the equality goals achieved in order to diffuse a climate that might prove to be favourable to a change of models and, in order to achieve this, it is necessary to promote the creation of networks, with special emphasis on networks focused on producing exchange, reflection, influence and support among women, as well as networks of men for equality. Another element to be promoted is the sustained development of actions aimed at transferring equality initiatives to general policies, through processes that necessarily have to be aimed at the medium and long term, and at translating and adapting the lessons learned from small-scale interventions to a much broader scale.
### TABLE 21
Incorporating gender mainstreaming in local development processes in Spain

<table>
<thead>
<tr>
<th>Public Policy Intervention Area</th>
<th>Critical aspects</th>
<th>Impact from a gender perspective</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Occupational integration</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Sectorial vision: women seen as the target of public policy</td>
<td>Generally limited to groups of women benefiting from the actions</td>
</tr>
<tr>
<td></td>
<td>Few initiatives aimed at transforming employment (enterprises, trade unions), social and family structures</td>
<td></td>
</tr>
<tr>
<td></td>
<td>No intervention measures on the gender discrimination mechanisms of the labour market</td>
<td></td>
</tr>
<tr>
<td><strong>Struggle against horizontal and vertical segregation</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Sectorial vision: women seen as the target of public policy</td>
<td>Generally limited to groups of women benefiting from the actions</td>
</tr>
<tr>
<td></td>
<td>Intervention measures in the education sector and sensitization to overcome horizontal segregation (specific actions aimed at introducing women in male-dominated professional sectors)</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Training of qualified female sectors to offset vertical segregation</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Very scarce intervention on the entrepreneurial environment (emerging initiatives: Equality Plans and Equality Agents in companies)</td>
<td></td>
</tr>
<tr>
<td><strong>Company creation</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Sectorial vision: women seen as the target of public policy</td>
<td>Generally limited to groups of women benefiting from the actions</td>
</tr>
<tr>
<td></td>
<td>Support actions for female entrepreneurs and companies in female-dominated sectors</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Support for the development of networks between female entrepreneurs</td>
<td>Wide, to the extent that it promotes the creation of networks and the presence of women in decision-making centres</td>
</tr>
<tr>
<td></td>
<td>Training for participating in spheres of power (forums, employers’ associations and organizations)</td>
<td></td>
</tr>
<tr>
<td>Public Policy Intervention Area</td>
<td>Critical aspects</td>
<td>Impact from a gender perspective</td>
</tr>
<tr>
<td>--------------------------------</td>
<td>-----------------</td>
<td>----------------------------------</td>
</tr>
<tr>
<td>Improving corporate employment and competitiveness</td>
<td>– Public policies mainly centred on extending occupational flexibility measures that deteriorate work conditions, especially those of women (more precariousness and temporary jobs and part-time work).&lt;br&gt;– In specific programmes, the drafting of Handbooks and Methodologies for the incorporation of a gender focus.&lt;br&gt;– Insufficient training in equal opportunities within companies.&lt;br&gt;– Companies show a lack of interest, sensitization and a shortage of resources to allocate to the promotion of equal opportunities unless it is linked to increasing economic performance.</td>
<td>Limited, to the extent that it does not promote structural changes in the production environment. Negative, to the extent that it can deteriorate the work conditions of women and engender new inequalities depending on the occupational placement.</td>
</tr>
<tr>
<td>Reconciling work, family and personal life.</td>
<td>– An issue that is very present on political agendas but not matched by equivalent resource allocations.&lt;br&gt;– Sectorial vision: women seen as the target of public policy.&lt;br&gt;– Focused on enterprises: poor development of other public administration active policies aimed at reconciliation (proximity services and local time management policies).&lt;br&gt;– Drive towards the development of measures – on a voluntary basis – among large enterprises, especially within the framework of Human Resource policies (fidelization of the management staff) and of Corporate Social Responsibility.&lt;br&gt;– Insufficient development of actions focused on SMEs.</td>
<td>Generally focused on corporate contexts and not on other possible areas of intervention (the development of care services and time management policies). Generally focused (explicitly or implicitly) on women and on staff with a certain level of qualification (managers, clerical staff, etc.). Limited, to the extent that it does not promote structural changes in the production environment. Negative, to the extent that it can reinforce traditional gender roles and stereotypes, thus facilitating and consolidating the work overload of women, without questioning the centrality of the production environment within society.</td>
</tr>
<tr>
<td>Public Policy Intervention Area</td>
<td>Critical aspects</td>
<td>Impact from a gender perspective</td>
</tr>
<tr>
<td>---------------------------------</td>
<td>------------------</td>
<td>----------------------------------</td>
</tr>
</tbody>
</table>
| Urban Planning and mobility     | - Pioneer initiatives in some cities aimed at incorporating a gender perspective in the development and urban planning of city districts and facilities.  
- Insufficient initiatives aimed at promoting infrastructures and means of transport that might offer women better mobility conditions and make it easier for society to compatibilise paid work and care-giving. | Greatly limited to specific experiences. |
| Participation                   | - The need to promote the participation of women in all spheres of decision-making.  
- Context of equal opportunities: the 2007 Law for the Effective Equality between Women and Men, promoting equality within public administrations, political parties and companies.  
- Lack of incorporation of a gender focus in most of the participatory processes at local level (Agenda 21, for example).  
- Confusion in the participation of women arising from the introduction of a gender focus. | An important drive thanks to the Equality Law.  
The need of advancements in all social levels and sectors.  
Limited incorporation of a gender perspective in institutional participatory processes. |

Source: Elaborated by the Authors
Bibliography


EAP (2001) “Projecte transnacional SERDOM. Avaluació i recomanacions”, Quaderns de promoció econòmica local 3, Diputació de Barcelona.


Instituto de la Mujer (2006) Las mujeres en cifras, Disponible en: [enlace]


Comisión Europea. Madrid.


SURT (2003) Anàlisi de la situació de les dones en l’àmbit laboral i definició de propostes des de la perspectiva de gènere, Quaderns de foment de l’ocupació, 4. Àrea de promoció econòmica i ocupació de la Diputació de Barcelona, Barcelona.


