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**EQUAL OPPORTUNITIES FOR  
WOMEN AND MEN**

**The third medium-term  
community action programme**

**1991-1995**

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# I. INTRODUCTION

## A review of the two previous Action Programmes

The Community has played a pivotal role in promoting equality of opportunity between women and men. Since 1975, following the adoption of the Social Action Programme, the Community has through its legal actions clarified and progressively enlarged the field of application of the principle of equal treatment - a principle enshrined in the provisions of Article 119 of the Treaty of Rome. Subsequently, the Community adopted two Action Programmes for Equal Opportunities which have facilitated significant progress towards the achievement of equality between men and women.

Implementation of the law, however, cannot alone secure de facto equality of opportunity. The Commission during the course of the first two action programmes therefore strove to promote specific action aimed at improving the situation of women in practice, particularly in the field of employment. The establishment of Networks for the purpose of facilitating contacts and exchanging information across the Member States, the development of awareness-raising initiatives, the dissemination of information and the provision of financial support for concrete positive action projects, particularly directed towards the most disadvantaged groups of women, have all contributed to focussing attention on the common obstacles and problems faced by women across the Community. Such action has also remedied instances of inequality as well as mobilising the different "equality partners", especially the Member States and the Social Partners.

The Commission has furthermore worked in close collaboration with the equal opportunities commissions or other equality institutions within the Member States whose role has grown progressively. Such collaboration was especially facilitated by the establishment in 1981 of the Advisory Committee on Equal Opportunities, which is composed of representatives from all the Member States.

The equal opportunities commissions and equivalent organisations, the Social Partners and the European Parliament have acknowledged the positive and stimulating effect of the Commission's action in developing collaboration and consistency of action at Community level to promote equal opportunities for women and have called on the Commission to continue and strengthen its work in order, on the one hand, to consolidate Community achievements in all the Member States and, on the other, to face up to the new challenges of the 1990s.

Thus the Community Charter of Basic Social Rights for Workers provides for an intensification of action aiming to promote equality of opportunity and the elaboration of a third equality programme is foreseen in the action programme relating to the implementation of the Charter.

Considering the role of the Parliament - and especially that of the Women's Rights Committee - in developing Community policy on equal opportunities, the Third Action Programme has taken account of the different Resolutions concerning equality.

### The International Perspective on Equal Opportunities : the need for Solidarity

Over the past decade, the global perspective on equal opportunities has also changed. The continuing exchange of experience and expertise on equal opportunities between men and women at European and international level can only be of mutual benefit, particularly taking into account the closer relationship between the Community and neighbouring countries. The Commission must show solidarity with women in third world countries. The changing international environment calls for increased co-operation with the relevant European and international organisations, particularly with the United Nations, having regard to the "Nairobi Forward Looking Strategies for the Advancement of Women", representing a world-wide programme of action up to the year 2000.

### The Socio-Economic Context

The third Action Programme will develop in a totally new socio-economic context. New, because the period will see the completion of the Internal Market which implies a sustained process of adaptation particularly by employers and workers alike, in order to improve the competitive position of the Community's economy. New also because the demographic changes on the horizon for the 21st century risk bringing in their wake a number of tensions on the labour market. Faced with such changes, Europe will undoubtedly have a need for more qualified workers and women's participation in employment could be decisive. In most Member States, however, women very often constitute a potential reserve of labour which is under-utilised. There remain numerous barriers to women's participation on equal terms with men in both employment and society. Women still occupy a large proportion of low-qualified and insecure jobs. Moreover, the difference between the male and female unemployment rate is widening (7% compared to 12% for the Community as a whole). Even more preoccupying is the increasing number of women who are long-term unemployed (who today represent 55% of the total number of long-term unemployment). In these circumstances, women to-day feel themselves to be particularly threatened, owing to their lack of qualifications and insecure jobs, by structural changes in the labour market and by the accelerating pace of technological changes which are expected to come about from completion of the internal market. Yet women's skills represent a key source of potential, indispensable for the economic development of Europe.

Improving the integration of women in the labour market, not only in quantitative but also qualitative terms, now forms an essential part of the strategy for Europe's economic and social cohesion.

This change in the socio-economic context means that the Commission must adapt its initiatives. That is why the Commission is proposing a new medium-term Action Programme, whose fundamental objective is to help promote full participation by women in the labour market in every respect and to increase the value of their contribution.

This new context makes it clear that nowadays equal opportunities policy can no longer be regarded solely as a specific, limited policy. It is a constituent and forms an integral part of the Community's economic, social and structural policies.

To take full account of the situation described above, the third Action Programme will seek to :

- consolidate Community achievements, maximise and capitalise on the experience achieved to-date;
- develop new initiatives directed at women in the field of vocational training and employment, integrated into the framework of Community policies and programmes;
- reinforce partnership and complementarity between the measures carried out by the various partners concerned (Commission, Member States and the Social Partners).

The third Action Programme will accordingly mark a new stage in equal opportunities policy by proposing a better integrated and more comprehensive strategy for action.

#### Complementarity and Subsidiarity

The strategy will be based essentially on strengthening co-operation between the "equality partners", that is to say all those whose active involvement is necessary for the programme's implementation, including the appropriate organisations at local and regional level. The success and effectiveness of the measures taken respectively by the Commission and the Member States, in order to promote equality of opportunity, can only be assured if they are of a complementary nature. It is for this reason that the Third Action Programme identifies separately the measures which fall under the Commission's responsibility and those which are the responsibility of the Member States. This strategy for action will also require a real commitment of the part of the social partners who will have a fundamental role to play in the practical achievement of the objectives defined in the Programme, as well as in integrating equality of opportunity into the social dialogue. The multiplier effect and synergy necessary for realising the objectives of the Third Programme and for achieving lasting change can only be achieved by co-ordinated and complementary action by each one of the equality partners.

In addition, the third Action Programme provides for the integration of equality into general mainstream policy, which represents an innovative feature of the programme. It means that equal opportunities should be integrated into the formulation and implementation of all relevant policies and action programmes at Community and at Member State level. The Community initiative to promote equal opportunities for women in the field of employment and vocational training (the NOW initiative) represents an important step in this direction. The initiative is carried out within the objectives of the structural funds and takes account of the specific structural difficulties which women experience on the labour market, especially in the less developed areas. The NOW initiative constitutes one of the main pillars of this Third Action Programme and, as regards the implementations of this programme, complementarity and subsidiarity are ensured by the system of partnership, established within the framework of the reform of the Structural Funds.

### The Objectives of the Third Action Programme

In order to respond to the challenges of the 1990s, the overall objective of the Third Action Programme will be to promote women's full participation in, and to revalue their contribution to economic and social life. The measures proposed by the Third Action Programme have been articulated around three key issues :

#### **1. Implementation and Development of the Law**

The action proposed will seek to :

- ensure the implementation and development of existing legal procedures;
- deepen understanding of the specific issues relating to equal pay for work of equal value and the concept of indirect discrimination.
- raise the level of awareness about legal rights and obligations.

#### **2. The integration of women into the labour market**

The action proposed will seek to :

- increase the participation of women in the labour market by developing specific measures to promote women's employment and entrepreneurship and local employment initiatives;
- improve the quality of women's employment by maximising their potential, particularly through action relating to education, vocational training, a better management of resources and the use of positive action in enterprises.
- reduce barriers to women's access to and participation in employment, particularly through measures aiming to reconcile working life and family responsibilities.

In order to achieve these objectives, the Commission will implement a new Community initiative for the promotion of equal opportunities in the field of employment and vocational training (the NOW initiative) and will continue its actions in the field of employment.

#### **3. Improving the Status of Women in Society**

It is considered that, in order to achieve lasting progress and a real change in attitudes, awareness-raising initiatives need to go beyond beyond the sphere of employment. The action proposed will therefore aim to :

- continue and develop awareness-raising initiatives which are related to the specific objectives of the Action Programme and improve and disseminate information on equality issues;
- continue to encourage an improvement in the participation of women in the media industry and to develop innovatory programmes and materials which portray positive images of women;
- encourage measures designed to promote the participation of women in the decision-making process in economic and social life.

# **I. THE MEASURES TO BE IMPLEMENTED WITHIN THE FRAMEWORK OF THE THIRD ACTION PROGRAMME**

## **1. IMPLEMENTATION AND DEVELOPMENT OF THE LEGISLATION**

### **Progress to-date : Article 119 EEC and the Equality Directives**

Article 119 of the Treaty of Rome and the five Directives relating to equality of treatment form the legal basis for the Community's action to enforce and promote equal treatment for women and men. Together they provide a body of law which is binding on member States which, during the course of the Second Programme, has been refined by several important decisions of the European Court of Justice.

As a result of the Social Action Programme adopted in 1974 and the First and Second Action programmes on Equal Opportunities for Women, such Community Law has developed into an advanced legal framework. Directives 75/117 (on equal pay for men and women), 76/207 (on access to employment, vocational training and promotion and working conditions), and 79/7 (on the progressive implementation of the principle of equal treatment for men and women in matters of social security) have contributed greatly to the promotion of legal rights and legal obligations in Member States. All the Member States, have incorporated equality of treatment into their national legislation. As a result, there have been positive changes to many employment practices and procedures, as well as to some social security systems throughout the Community.

During the course of the Second Action programme, two further Directives were adopted : the Directive 86/378 on the implementation of the principle of equal treatment for men and women in occupational social security schemes and the Directive 86/613 on the application of the principle of equal treatment between men and women engaged in an activity, including agriculture in a self-employed capacity and on the protection of self-employed women during pregnancy and motherhood.

Two proposals for directives elaborated during the course of the Second Action programme are still pending before the Council : one relating to parental and family leave; the second concerning the burden of proof. A further proposal for a Directive concerning the protection at work of pregnant women or women recently giving birth was adopted by the Commission in September 1990 and laid before the Council.

The judgement given by the European Court of Justice on 17th May, 1990 in the case of Douglas Barber and Guardian Royal Exchange Group (case 262/88) will have important consequences for the area of occupational pensions. The Court ruled that occupational pensions form an integral part of employees' remuneration and therefore fall within the scope of article 119 of the Treaty of Rome. The judgement has considerably clarified the debate about the scope of Article 119 and will have widespread legal and political implications.

The Commission believes that, with the adoption of the proposed Directives together with appropriate measures to take account of the Barber case in order to fill certain legislative gaps, an adequate Community legal framework will be in place at this stage.

### The way forward

In view of the developments described above, action will be concentrated throughout the third Programme principally on increasing the effectiveness of the existing legal framework.

The task of the overseeing the operation of Community Law is the responsibility of the Commission in its role as guardian of the Treaties. It is therefore essential for the Commission to continue and improve the effective implementation of the provisions of Article 119 EEC and the equality Directives in Member States and, where necessary, institute infringement proceedings. Infringement proceedings alone, however, are not enough. The achievement of the right of all to equal treatment requires there to be a better understanding of the implications of Community law, not only by employers, trade unions and employees, but also by those who administer the law. There should be ease of access to legal redress and the development and enforcement of effective legal procedures and remedies for individuals suffering sex discrimination.

Despite progress made within the legal framework over the last decade, there are still complex concepts, for example, indirect discrimination and equal pay for work of equal value, requiring further clarification. There is also a continuing gap between legal requirements and day-to-day practice in the Member States. The differences in average levels of pay for women and men in the European Community are still wide. The contribution of women continues to be under-valued and under-rewarded because of the discrimination inherent in systems relating to job classification, evaluation, grading and social security systems. These are issues which require detailed examination.

In reality, much remains to be done, not only to ensure effective implementation of existing Community Law, but also to clarify complex concepts. There is also a need to develop the law's material scope, particularly in the area of social protection.

During the course of the third Action Programme, the Commission will therefore need to improve still further the application of existing legal provisions; continue to raise the general level of knowledge and understanding of the equality law; and fill gaps within the present legal framework.

In particular, the activity of the Commission in this area shall concentrate on :

#### **1. The implementation and development of existing legal procedures**

The Commission will continue, as in the past, to have recourse to article 169 of the Treaty, where this is considered appropriate. In addition, it will continue to follow up the implementation of the existing directives, in co-operation with the network of independent experts, and other appropriate bodies.



In addition, given the complexity of the existing legal system, it is still necessary to clarify certain concepts and to study thoroughly the effectiveness of existing enforcement mechanisms and to consider strengthening them, if necessary.

**2. Addressing specific issues : The Commission shall :**

**(a) Equal Pay for Work of Equal Value**

- Adopt a Memorandum to define the scope and concept of equal pay for work of equal value and provide guidance on the criteria to be taken into account in job evaluation and job classification.
- Collect information and carry out studies on the characteristics of payment systems and their impact on the gap between men's and women's earnings.

**(b) Indirect Discrimination**

- Contribute, in co-operation with the legal network, to clarifying the scope of indirect discrimination by building on the interpretations of the European Court of Justice.

**(c) Social Protection and Social Security**

- Taking into account the decision of the European Court of Justice in case 262/88 Barber, delivered on 17 May 1990, present a Communication concerning occupational or complementary benefit schemes which fall within the scope of Article 119/EEC on Equal Pay; take the necessary measures.

**(d) Self-Employed Women**

- Present a report to the Council on the implementation of Council Directive N° 86/613 EEC, on the application of the principle of equal treatment between women and men engaged in a activity, including agriculture, in a self-employed capacity, and on the protection of self-employed women during pregnancy and motherhood. This Directive will be revised as foreseen by article 11 contained within it.

**3. Raising Awareness : The Commission shall :**

- Give support to the provision of information and training on legal concepts, legal developments and a better application of the law for judges, lawyers and others administering the law, in cooperation with the Law Network.
- Monitor legal developments in the Member States and establish a system for disseminating information on case law and legal standards.

**The Commission considers that it is for the Member States to :**

- a) ensure that all new legislation is free of unlawful discrimination and to develop appropriate collective means of redress and ensure that national equality agencies and other appropriate bodies have sufficient resources for the effective support of those seeking legal redress;
- b) take the necessary steps to ensure application of the equal pay legislation and systematically examine and implement the practical implications of the decisions of the European Court of Justice;
- c) improve the dissemination of information on legal standards by including training on Community law and the principle of equality in the professional and other training of all those involved in administering the law. Carry out information and awareness campaigns on legal rights and obligations, directed at workers, trade unions, employers and public opinion.

**The Commission considers that it is for the Social Partners to include equal pay for the same work and work of equal value, job evaluation and grading schemes as issues in the collective bargaining process and undertake initiatives to examine grading and payment systems, with a view to eliminating direct and indirect discrimination.**

## 2. THE INTEGRATION OF WOMEN IN THE LABOUR MARKET

### Progress to-date

The Second Action Programme specified a number of measures concerning the employment of women and, in particular, measures to encourage women's access to and participation in employment on an equal basis with men. These objectives were to be achieved, not only by implementation of the law, but also by specific measures to promote women's employment and encourage their access to jobs where they are under-represented.

As regards employment, the Council Resolution of 7 May 1984 on female unemployment and measures to combat this, noted the importance of the problem and the special features which necessitate specific efforts to eliminate the barriers to female employment and to promote equality of opportunity in the labour market. These principles were endorsed in the Council Resolution of 12 December 1988 on the special case of the occupational reintegration and late integration of women in the labour market.

It was against this background that the Women in Employment Network was set up in 1983 to study and research the problem, bringing together economists, sociologists and demographic experts from each of the Member States. The Network works in close cooperation with the Statistical Office. Its first task was to look into "statistical indicators of the trend in the evolution of women in the labour market". More recently, the Network has published a consolidated study and national reports on "female migrants and working conditions", on non-standard employment patterns in the twelve Member States and, latterly, a study on the impact of the achievement of the internal market on the employment of women in the textile and banking sectors.

Local Employment Initiatives having proved themselves to be an effective means of combatting unemployment among women, the Commission launched a direct employment aid programme in 1987, with a view to stimulating and encouraging the setting-up of businesses by women. This programme, run by the L.E.I. Network, was in response to very strong demand, has had a multiplier effect and given rise to partnership schemes at local and regional levels.

With a view to fostering the development of positive action, the Commission has set up a series of networks. In addition to the work of the Network on the "Diversification of Occupational Choices", three other Networks, aiming to promote positive action, were established within the framework of the Second Action Programme : the Network for Positive Action in the Private Sector, the Working Group on Higher Levels of the Public Service and the Steering Committee on Equal Opportunities in Broadcasting and Television. The work of these Networks has allowed the Commission and the Member States to gain considerable experience of the formulation and implementation of positive action initiatives.

Finally, the IRIS Network was set up in December 1988 to improve vocational training for women to prepare them for 1992. IRIS is a Network of vocational training programmes geared to the specific needs of women and, in particular, aims to develop a methodology on women's vocational training and evaluation tools, as well as to stimulate the transfer and exchange of experience.

The Second Action Programme recognised that equality of treatment between men and women will not be realised, unless there is substantial progress towards the reconciliation of working life and family responsibilities. In this context, the Commission's Childcare Network was set up and fulfilled an important function in assembling and assessing information about the provision of childcare across all the Member States; in raising awareness of the importance of the issue and in proposing policy options to the Commission. The Network has published three major reports and, as a result of its work, knowledge on the subject of childcare has considerably increased, as has the level of awareness in all Member States about the need for high-quality childcare as a prerequisite for equal opportunities in employment between men and women.

#### The way ahead

Despite the progress described above and despite a certain increase in the participation rate of women, the gap between men's unemployment and women's unemployment is widening, and women constitute the majority of the long-term unemployed. The trend towards more part-time, atypical work for women is likely to reinforce the segregation and segmentation of the labour market. Moreover, more and more women find themselves on the margins of the economy or in situations of total exclusion.

Throughout the second programme, the debate about the need also to improve the quality of women's participation in the labour market has been growing. Despite women's increased presence in the world of work, they are segregated predominantly in the lower grades in all sectors of employment, even those where the majority of workers are female. Although there are now more women in middle level jobs than at the beginning of the 1980's there are still practically none at very senior level. Women's lack of opportunities for personal and career development is a serious stumbling block to the achievement of equal opportunities between men and women, a gross waste of talents, skills and abilities, and helps to maintain men's perception of women's traditional role.

#### **The Barriers to Women's Integration into the Labour Market**

Currently, two important basic factors preventing women's access to the labour market are discrimination in education and poor access to training. Achieving true equality of opportunity for girls and boys at schools is essential to provide the platform for equality throughout working life. Attitudes adopted and qualifications gained in this period fundamentally affect the possibilities for future training and career development. The importance of Community action to promote equal opportunities for girls and boys at school was recognised by the Council and Ministers for Education meeting within the Council.

On the other hand, difficulties relating to women's access to vocational training opportunities and their low qualifications keep many women in low-skilled jobs and also constrain them to low paid, poorly protected work. The comparatively low level of women's qualifications to-date is one reason which explains why their potential remains under-utilised and why women's jobs may be particularly under threat. There is therefore a clear need for a substantial development of training opportunities and for promotion of better access to training, through counselling, initial training, (including personal assessment, career guidance and job-seeking), bridging and continuing training. This need was clearly stated in the Council Recommendation of 24 november, 1987 on vocational training for women.

#### **The Quality of Women's Employment**

In order to improve the quality of women's working lives and thus enable them to have equal opportunities with men, there is also a need to place increased emphasis on improving human resource management within enterprises, giving special attention to the recruitment, professional development and recognition of women within organisations.

The implementation of positive action programmes in enterprises, aiming to ensure real quality of work for women within the framework of human resource management, represents a complementary approach which is essential to the occupational integration of women. It is, moreover, equally essential for companies which have to deal with structural and technological changes and skill shortages to value and make the best use of all human resources. The measures to be implemented in this area represent a relatively new field of activity, both for the Commission, as well as for some of the member States. Such measures will only be effective if the social partners take them fully into account in collective bargaining and in the social dialogue.

Another issue which has emerged as significant in relation to the quality of women's employment during the course of the Second Action Programme is that of the protection of the dignity of men and women at work. In this respect, the Council Resolution on the Dignity of Women and Men at work states that unwanted conduct of a sexual nature based on sex affecting the dignity of women and men at work may.

### **The Reconciliation of Working and Family Life**

It has equally become apparent during the course of recent years that the insufficiency of childcare provision constitutes a barrier to the occupational integration of women with children on the labour market and that, in order for such women to be properly integrated, considerable progress in the reconciliation of working and family life needs to be made. This situation also requires that men - as well as women - should be able to benefit from the full range of measures directed towards the reconciliation of working and family life and thus be enabled to take on a fair share of family responsibilities. The Social Charter particularly underlines the need to take concrete measures in this field.

### **Objectives and Means**

In the light of what has been achieved so far and of the barriers which have still to be overcome before genuine equality of opportunities can be achieved three priority objectives need to be pursued in this Third Programme:

- bringing more women into the labour market, especially by making their integration easier;
- upgrading women's work by improving the quality of their jobs, particularly through the improvement of their education and training, the development of positive action programmes in enterprises and by protecting the dignity of women and of men at work;

- reducing barriers to the integration of women in the labour market, with special reference to the reconciliation of working and family life.

The achievement of these three objectives will ensure greater equality on the labour market. In order to achieve concrete and lasting results, the Commission's action will therefore have to be multifaceted and integrated in a global approach.

It is against this background that the Commission has proposed a Community initiative programme, known as "NOW", to constitute a basis for Community activities to promote the occupational integration of women and will equally constitute an innovative principle of Community involvement in this field over the coming years. This initiative will strengthen and give concrete form to partnership between the Commission, as well as between the Member States themselves, within the framework of the Structural Fund regulations for the promotion of equal opportunities in the labour market. In this way, the third Action Programme will mark the passage from the experimental stage that characterised the previous Programme to a phase which can ensure a much broader and more integrated approach.

Additionally, vocational training initiatives and employment aids are equally provided for within the Community support framework. Such actions should be compatible with the equal opportunities legislation and policies of the Member States.

The Commission will continue the initiatives already undertaken in the employment field under the previous programme, ensuring complementarity with the NOW initiative and the action co-financed within the Community framework.

## **2.1 A COMMUNITY INITIATIVE FOR THE PROMOTION OF OPPORTUNITIES FOR WOMEN IN THE FIELD OF EMPLOYMENT AND VOCATIONAL TRAINING - NOW**

The Commission decided on 18 July 1990 to set up a Community initiative programme (NOW) under the Structural Funds to promote the vocational training and employment of women. A draft proposal was submitted to the European Parliament, the Economic and Social Committee, as well as to the Committees for the Structural Funds, for their opinion. In the light of these consultations, the Commission will finalise the proposal for this initiative.

The NOW Initiative offers Member States, in the framework of transitional operations, the possibility of co-financing action aiming to :

- give new and added value to and promote women's qualifications, as well as to assist in a change in enterprises culture, to enable them to create their own enterprise or cooperatives;
- assist the reinsertion of women into the "regular" labour market with a view to avoiding an aggravation in the exclusion of women from the labour market and in the vulnerability of female employment.

The Community will finance additional measures to support child care facilities and technical assistance in order to reinforce the effectiveness of vocational training and employment promotion measures at regional and local level, particularly in the least-developed regions.

More particularly, the measures eligible for aid under this Initiative are:

**A. Creation of small businesses and cooperatives by women**

There is an increasing tendency for women to opt for the creation of self-employed activities throughout the Community; the creation of small businesses is currently an important way of solving the problem of female unemployment, especially in the less developed areas. However, the survival rate of these businesses is low, mainly because of the lack of training and know-how.

Furthermore, these actions help to stimulate local development and women's integration in the soci-economic structure of less developed areas, where appropriate support structures exist to ensure the support and follow-up of these initiatives at local level and integrate them into the dynamics of Community development.

It is, therefore, necessary to set up vocational training measures at all stages of the establishment and development of businesses, as well as to support financially the creation of such businesses or cooperatives, within a Community framework.



Accordingly, the Community will support:

- a) vocational training measures, including preparatory training, geared specifically to the needs of running businesses or cooperatives;
- b) aid for the creation of self-employed activities;
- c) aid for set-up services aimed at helping women obtain access to existing structures in relation to the creation of craft activities or small and medium enterprises.

Their implementation will be supported in particular by the existing Community network for Local Employment Initiatives (I.L.E.)

**B. Measures concerning guidance and advice, pretraining, training and access to employment with a view to professional reintegration.**

- a) In view of the worsening of long-term unemployment among women and the difficulties encountered by such women wishing to re-enter the labour market after a long absence, the Commission will finance, throughout the Community, specific guidance and advisory actions designed to help professional reintegration. These measures will be provided for long-term unemployed women, for women wishing to re-enter the labour market after a long interruption and for young women with no qualifications.
- b) The Commission will also participate in financing the vocational training measures including pre-training and employment measures in favour of the categories under a) and in objective 1, 2 and 5b areas in favour of unemployment women and women in insecure employment.

Priority will be given to measures jointly agreed by employers and the vocational training organisations.

**C. Complementary measures**

These measures concern in particular childcare provisions and technical assistance ; they should be directly related to the preceding measures.

### **C.1. Development of childcare facilities**

General inadequacy in opportunities for childcare facilities, aggravated by unequal geographical distribution, constitutes a barrier to the participation of women with children in labour market and in vocational training, and contributes to job segregation and to a shortage of skills.

Within the framework of the measures provided by the NOW initiative, the Commission will support :

- a) the provision (fixtures and equipment) of childcare facilities, especially in zones of industrial concentration for the benefit of enterprises, of groups of enterprises or vocational training centres ;
- b) operating costs of childcare facilities related to vocational training centres;
- c) vocational training for the childcare workers to raise both the quality of the services as well as the conditions of employment of the staff concerned

### **C.2. Technical assistance measures.**

In order to attain the objectives and to improve the programming and monitoring capacity of the partners concerned (regional and local administrations, vocational training agents, socio-economic partners, research and information centres for women etc.) and to promote concerted activities among them in a Community framework, the Community will support supplementary measures to help these partners. These measures will include in particular :

- a) aid for the creation or the development of support structures, such as networks of transnational partnerships ;
- b) technical assistance for the implementation of the NOW actions ;
- c) the awareness-raising actions, the collection and dissemination of information on good practice, in particular at a transnational level ;
- d) the follow-up and evaluation of vocational training or employment measures;
- e) the transfer of experience from local level to national and/or Community level, including, inter alia, training of trainers and those responsible for negotiating on training matters within enterprises.

The implementation of these measures can be supported by the Community networks for equal opportunities such as IRIS, the Childcare Networks and Positive Actions in Enterprises Network.

## 2.2. COMMUNITY SUPPORT FRAMEWORKS

The NOW Initiative has the aim, as have all the Community initiatives in the field of human resources, to complete the Community Support Frameworks by bringing a Community dimension and by remedying, through the promotion of transnational cooperation, certain aspects not sufficiently covered, notably in the less developed regions. Vocational training measures and employment aids (including aid for self-employed women) may be financed by means of the existing Community Support Frameworks, to the extent that they accord with the priority objectives defined in the latter.

The following actions could be financed :

- under the heading of objectives 3 and 4 throughout the whole Community : actions in favour of women aged less than 25 years and women who are long-term unemployed.
- under the heading of objectives 1, 2 and 5b in the regions concerned : actions in favour of unemployed women ; women threatened by unemployment (particularly within the framework of the restructuring of enterprises) ; and women in small and medium-sized enterprises.

Furthermore, it is envisaged that the actions and measures undertaken in the Community Support Framework must conform with and, where appropriate, contribute to the implementation of Community policy and legislation relating to equality of opportunity between women and men. In particular, consideration must be given to training and infrastructure requirements which facilitate labour participation by women with children .

## 2.3. OTHER MEASURES

In addition to the NOW Initiative, other measures are necessary to promote the integration of women into the labour market. These measures concern different areas having an impact on the factors that determine the situation of women in the labour market. The measures to be taken in these areas fall essentially within the responsibility of the Member States or within the responsibility of the Social Partners.

However, as past experience has shown, and as has been established in several recent Resolutions of the Council, action at Community level clearly has an additional value. In order to reinforce the effectiveness of the initiatives which have an impact on the situation of women in the labour market, the Commission, for its part, will continue and develop its action in three directions.

- Research and analysis of current trends and problems, on a comparative basis and considering the Community as a whole;
- Collection and dissemination of information about measures undertaken at member State level and the stimulation of exchanges of experience.
- Promotion of specific measures and pilot projects which contribute to the development and dissemination of best practice across the Community.

In addition, the Commission will ensure that the equal opportunities dimension and the particular problems encountered by women in the labour market are explicitly taken into account in all relevant Community policies and programmes. Particular attention will be given to all programmes co-financed by the Social Fund and all existing programmes in the area of vocational training and the promotion of international exchanges of students and workers. This policy of integration (mainstreaming) will be introduced progressively, first, through the systematic collection of data on the participation of women in each programme and, second, through the assessment of the adequacy of that participation, in the light of the broad objectives of the present programme. The results of these evaluations will then be used to determine future development of the programmes.

The Commission considers that it is for the Member States to integrate the equality dimension in their employment, educational and social policies. The Commission will collect information about the initiatives undertaken by member States in this respect and include this information in the report which will be prepared on the equal opportunities initiatives implemented at national level during the period covered by the Third Action Programme.

The Commission considers that it is for the Social Partners to integrate the equality dimension into their action both at the Community and at national levels. At Community level, the Commission considers that it is important to take explicitly into account in the social dialogue the particular problems faced by women in their access to the labour market and in education and vocational training. At national level, it is up to the Social Partners to incorporate the objectives of equal opportunities policies into the collective bargaining process.

### Specific actions

In this context, the Third Action Programme proposes to continue and develop the following types of action :

#### **A. Research on the situation of women in the labour market**

The Commission will continue to launch and support research and studies on the problems encountered by women for their full integration in the labour market on equal terms as men. Particular attention will be given to the situation of the most disadvantaged groups of women and to issues such as the impact of 1992 on women's employment, women in atypical employment, and new developments in the organisation of working time. In this context, the Commission will continue to promote the elaboration of statistical data on the situation of women, including the improvement of existing concepts, indicators and methods.

The Commission will equally continue to support the Network of experts on Women in the Labour Market, in order to ensure a continuous flow of information on new developments concerning women's employment in the Member states and to ensure greater familiarity with the results of ongoing research in this field across the Community.

During the last few years, a new specialism, called "women's studies" has developed which, in some cases, has been fully institutionalised in universities and research centres, whereby the situation of women is considered from a global and multidisciplinary perspective. A new initiative proposed in the present programme is to collect more systematic information on this development, to disseminate and to support it with a view to stimulating similar initiatives across the Community.

The results of all these research activities should contribute to the production of regular reports on the situation of women in the labour market. Attention will be given to the policy implications of those analyses which have particular relevance to the implementation of this programme and, especially, the NOW initiative. These reports could be used to fuel policy debates, particularly in spheres such as the Standing Committee on Employment and the Val Duchesse social dialogue.

**B. Exchanges of information and experience on measures to improve the integration of women in the labour market and to promote best practice.**

The Commission will continue to collect and disseminate information on measures directed at improving the integration of women into the labour market at national, regional and local levels and to promote exchanges of experience between all those involved in the implementation of such measures. Within the framework of the present action programme, this type of activity will focus particularly on the following areas :

- In the area of **education**, the Resolution of 1985 of the Council and the conclusions of the Ministers of Education meeting within the Council, on 31 May 1990, underlined and confirmed the importance which they attach to action to promoting equal opportunities for girls and boys at school. Taking this into account, the Commission will take stock with member States of progress achieved since the first report on the implementation of the 1985 Resolution, in cooperation with the Working Group set up to follow-up and assess the implementation of the 1985 Resolution and with the Education Committee of the Council. Priority measures for the next period will then be defined in collaboration with the Member States.

In addition, the Commission will disseminate relevant research findings and examples of good practice in equality of opportunity, including (a) the findings of the Action Research Programme on Equal Opportunities in Teacher Training (TENET); (b) action undertaken to make scientific and technical subjects more attractive to young girls.

- In the area of **vocational training**, the Commission will continue the exchanges of experience and know-how through the IRIS network and develop this network so as better to identify women's training needs, to encourage innovative training and to develop European methodology in this field. In the light of the evaluation report of the 1987 Recommendation and the experience of IRIS, the Commission will propose appropriate action.
- In the area of **positive action** within enterprises, the Commission will ensure more systematic use of positive action measures within the framework of the Council Recommendation of 13 December 1984 on the promotion of Positive Action for women and produce a up-dated report on member States action. In particular, the Commission will continue to promote good practice on equal opportunities policies and positive action initiatives in the public and private sectors, in co-operation with the Social partners and relevant Networks, as an integral part of personnel policies and the management of human resources and will make funding available for model programmes of positive action by the Social partners.

**C. Other measures to aid the creation of businesses by women and to promote women's entrepreneurship**

As it has already been indicated the Commission has in the past supported the creation of employment and the setting up of small firms by women through the LEI programme. The NOW initiative will allow a considerable increase in the scope of this type of action, particularly in the less developed regions of the Community, both through job creation and vocational training measures.

Although there have been considerable improvements both quantitative and qualitative stemming from this initiative, the Commission, with the help of the Network of Experts on Women's Local Employment Initiatives, will continue to promote the LEI programme especially in areas not eligible under the NOW initiatives. Once the implementation of the NOW programmes has been achieved, the LEI programme will be adjusted in order to ensure full complementarity between the two groups of actions.

**D. Other measures to improve the working conditions and the reconciliation between work and family responsibilities for men and women.**

In addition, the Commission will also undertake specific measures in the following areas :

a) The protection of the dignity of men and women at work. The Commission will draw up, following consultations with national governments, equality institutions and the social partners, a code of good conduct on the protection of the dignity of women and men at work. This code, based on the experience and best practice in the Member states, will provide guidance on the formulation and implementation of positive measures designed to create a climate at work in which women and men respect one another's human integrity.

b) The development of childcare facilities. The Commission will adopt a Recommendation on Childcare Services and produce a Guide to Good Practice to supplement the Recommendation, giving guidelines on the information that Member states should collect regularly in relation to childcare services. The Commission will also continue to support the Childcare Network, enabling it to reinforce the NOW initiative and, inter alia, to monitor developments, evaluate policy options, collect and disseminate information, and establish criteria for the definition of quality in childcare services. Finally, the Commission will finance innovative action projects, notably in the rural areas, as a complement to the NOW initiative. In this context, particular attention will be given to the situation of families with additional needs, in particular those in rural areas and those looking after the disabled or elderly people.

- c) Maternity protection and leave for family reasons. The Commission will draw up a code of good conduct on the protection of pregnancy and maternity. In addition, the Commission will undertake periodic surveys and studies and disseminate information on the extent and nature of all measures intended to assist working parents, including experience - legislative and practical - about those countries outside the EC which have introduced successful measures for the sharing of family responsibilities between men and women.

#### Complementarity and coordination

The evaluation of the second Programme has shown that the effectiveness of any measure increases considerably when complementarity is ensured between measures taken respectively at Community and at national level and when there is a certain degree of coordination in their implementation. The NOW initiative automatically ensures such complementarity through the system of partnership embodied in the reformed Structural Funds. This is not the case, however, with the other measures presented in this programme. Taking this into account, member States will be encouraged to develop parallel action in each of the fields mentioned above. The Commission will collect information and monitor the initiatives taken by the member States, with the help of the Advisory Committee on Equal Opportunities.

The social partners will also be encouraged to make equal opportunities an issue in the collective bargaining process. They should be encouraged, in particular, to develop positive action in enterprises, as part of coherent plans of human resource management, and to secure real commitment for the continuing training of women in enterprises.



### 3. IMPROVING THE STATUS OF WOMEN IN SOCIETY

It is noticeable to-day that, in order to promote equality of opportunity, the Member States are making efforts not only to achieve equal opportunities in employment, but also to improve women's status in society. There are, in fact, closely interwoven strands between these two areas and a growing realisation that equality of opportunity will not be achieved until there is progress on both fronts.

In order to improve the status of women in society, three key areas have been selected for Community action during the 3rd programme. Firstly, the Commission will continue its efforts to heighten public awareness that equality of opportunity is a key issue affecting all aspects of men's and women's economic and family lives, as well as their status and contribution to society. In this context, the Commission will continue to disseminate information in order to raise the level of understanding of equality issues and as a way of multiplying the effect of equal opportunities policies and positive action programmes. The second area concerns the situation of women in the media where the Commission will continue and develop the set of initiatives begun during the previous action programme. The third area of action concerns the participation of women in the decision-making process at all levels of society and is a new action to be developed as part of the third programme.

#### 3.1 AWARENESS RAISING AND THE INCREASED PROVISION OF INFORMATION AND IMPROVED COMMUNICATION

##### Progress to-date

An impressive amount of information has been collected, assembled, analysed and disseminated, as a result of the relay action between the Commission and the Member States, owing in large part to the work of the Networks and the regular contacts facilitated by the Advisory Committee, as well as to collaboration with the social partners.

In particular, numerous studies and research reports have been completed, which have increased understanding of the precise nature of the problems encountered by women and pinpointed the way for further developments. As a result of Network activities, three data bases have for the first time been established. The creation of Networks at European level has, in turn, encouraged the development of certain Networks at National level.

##### The Way Ahead

The action to be taken by the Commission under the Third Programme will have two main facets : awareness-raising and the dissemination of information.

**a) Awareness-Raising :**

The Commission shall continue to improve the amount and quality of information available on all issues identified in the Third Action Programme concerning equality of opportunity between men and women. These activities will be directed towards carefully-targeted sections of the public : decision-makers, politicians at local, regional and national level; employers and trade unions; the legal and teaching professions.

**b) The Dissemination of Information**

The Commission shall publish and disseminate studies, research and evaluation reports within the framework of the present programme. The Commission shall also ensure that all its general information programmes include and take full account of factors pertinent to women, especially in the Programme of Information relating to 1992.

In order to reinforce this activity in collaboration with all interested parties, the Commission shall promote and support the development of co-operation and information exchange between documentation centres, specialist libraries, archives and any other centres, possessing an important source of information on women, including contacts and exchanges with appropriate international organisations.

The Member States will be encouraged to undertake similar initiatives.

**3.2 THE IMAGE OF WOMEN IN THE MEDIA**

**Progress to-date**

During the course of the Second Action Programme, the Commission, in its role as the engine of change within the Community, identified the media industry as a key sector for influencing public opinion. The Commission recognised that it was necessary to increase the number of women in decision-making and creative jobs within the media industry, since this would be one way of influencing programme content and promoting positive images of women's role in society. Under the Second Action Programme, a Steering Committee for Equal Opportunities in Broadcasting and Television was therefore established, with the specific aim of persuading radio and television organisations to promote equal opportunities policies. Among the concrete achievements of this group, it is worth mentioning detailed recommendations for action, circulated to the directors-general of all major broadcasting and television organisations and an evaluation of their implementation; a data base on the employment of women and men in the sector; positive action projects involving such organisations and a booklet setting out models of good practice.

### **The Way Ahead**

The Commission shall continue to promote change in the representation of women in the media industry, as well as in the institutional and professional environment of media organisations, and will also develop innovatory programmes and materials which challenge traditional images and promote positive images of women and men.

With the assistance of the Steering Committee on Equal Opportunities in Broadcasting and Television, the Commission shall continue to analyse the relationship between the employment status of women in the media and the output of these media and develop guidelines to address the issue of representation of women in the media industry and their portrayal by the media. The Commission shall also support initiatives which encourage innovation in programme and media content and promote positive images of women, including the continuation of its NIKE prize.

The Commission considers that it is for the Member States to develop awareness of the need to portray female and male roles in the media in a balanced way, by means, for example, of national conferences and seminars, research and information campaigns. They should provide assistance to broadcasting and television companies and to educational institutions to develop educational and training materials in this area.

#### **3.3. WOMEN IN THE DECISION-MAKING PROCESS**

The active participation of women in the decision-making process could be one of the most effective ways of achieving equality of opportunity between men and women and of changing attitudes. Society would benefit from an input of women's skills and abilities and, equally importantly, the specific interests and needs of women would be more comprehensively addressed.

Coordination will be established between this and the previous initiative given that women in the media and women in the decision-making process are two components of action to improve women's status in society and the media could itself be an effective instrument for sensitising public opinion about women's inadequate representation in all spheres of decision-making, that is, in political and public life, in management, in policy-making posts, in the trade unions and in the education sector.

##### **A. The Commission shall :**

a) Liaise with the European Parliament and strengthen links with the political parties and other relevant opinion formers in the Member States, with a view to raising awareness of the fundamental importance of having more women in the decision-making process. Encourage, through the organisation of conferences and other measures, an increase in women's representation at European and at national level.

b) Set up an Expert Network on "Women and decision-making" to analyse the barriers facing women in the decision-making process and propose policy options.

c) Initiate and fund action-research projects in some specific sectors, both private and public.

d) Support and co-operate with organisations actively monitoring women's participation in public life, such as the European Women's Lobby, as well as with national equality institutions and networks.

**B. The Commission considers that it is for the Member States to :**

a) Undertake measures to increase the participation of women in political and public life, in particular the appointment of women to public committees, authorities, economic, agricultural, industrial development and other public bodies.

b) Co-operate with appropriate opinion formers, including the media, women's organisations and other interest groups, with a view to making the public fully aware of the fundamental importance of increasing the participation of women in Parliaments and Assemblies, as well as in decision-making at every level.

c) Encourage regional and local authorities and political parties to develop equal opportunities initiatives concerning "Women in the decision-making process".

d) Monitor female representation on the boards of public and private organisations and encourage the equality institutions to issue guidelines to ensure a more balanced representation of women and men on such boards.

**C. The Commission considers that it is for Social Partners to :**

a) have a larger representation of women at policy-making levels;

b) work together with women's lobby groups at national level.

### III. IMPLEMENTATION OF THE THIRD PROGRAMME : MONITORING AND EVALUATION

The success and effectiveness of the policy for promoting equal opportunities will depend on the programme being based on three essential principles:

- an integrated approach, permitting combined and complementary use the various instruments available, that is the legal framework, the NOW programme, positive action, research /information / awareness raising activities;
- a genuine policy of partnership, involving all those concerned;
- regular evaluation of the programmes and activities, as well as the development of evaluation tools, geared to the Community context.

As regards the policy of partnership, the programme identifies the responsibilities of each of the partners (i.e. Commission, Member States and social partners) and the actions to be taken by them. Whereas the Second Action Programme had already identified the actions to be taken by the Community, on the one hand, and by the Member States, on the other, it was considered necessary in the third programme to identify also the actions to be taken by the social partners, and to stress more particularly the need to strengthen cooperation with the social partners at both national and Community levels. It is only by a concerted effort that the impetus and synergy needed to achieve the aims of the Third Programme can be generated.

The Advisory Committee on Equal Opportunities has an important function to perform, as a partner in implementing the third Action Programme. The action of the Advisory Committee will be strengthened through sustained collaboration with the Commission. National experience is an important resource for the Commission, enabling it to compare the outcomes of the different measures at national level, to assess jointly the principal obstacles to equality and the main areas of success, as well as to propose Community guidelines.

Although the Third Action Programme defines the general framework, the actual measures to be taken by the Member States will depend on the national context and on the progress already achieved in each of them. It will therefore be a matter for each Member State to draw up, if appropriate, a national plan for promoting equal opportunities, setting targets for achieving national priority objectives

Monitoring and evaluation will be at two levels:

- Implementation and results of each of the actions and programmes emanating from the Commission (NOW, IRIS, LEIs).

- An overall evaluation of the equal opportunities policy, taking into account both the full range of activities undertaken by the Commission and by the Member States. On the basis of the evaluation of its own activities and of reports presented by the Member States, the Commission will produce a mid-term evaluation report, followed by a final report at the end of the period covered by the Third Programme. The Commission's overall evaluation will attempt to make a qualitative assessment of the results of inter-related action throughout the Community and to assess the extent of any positive changes in attitudes which are less amenable to measurement in the short-term.

As regards the **NOW initiative**, the programme will be evaluated in accordance with procedures laid down by the Commission in conjunction with the other bodies concerned. In evaluating the quality of actions undertaken under the NOW initiative, the Commission will lay particular stress on:

- the Community dimension and the transnational nature of actions
- the impact of the proposed measures on the employment of women
- the degree of coherence and complementarity with other Community actions
- their impact on the development of regional and local economy.

The NOW initiative will be implemented according to the rules governing the Social Fund which lay down eligibility criteria and priority objectives. The programmes will be presented to the Commission by the Member States according to the procedure laid down for all projects for which finance is sought under the Structural Funds.

Development of the **IRIS network** will take into account the evaluation of the actions undertaken hitherto in the form of national meetings convened to evaluate national vocational training programmes and transnational seminars with a view to identifying needs, shortfalls and responses, with special reference to training for women in rural areas, ongoing training for women in enterprises and training in the setting up of new businesses.

In addition, the IRIS working party which meets twice a year regularly assesses progress on the implementation of the 1987 Recommendation on Vocational Training. Finally, an ongoing evaluation procedure has been set up based on questionnaires sent to training providers (training agencies, employers and unions), with a view to evaluating the role and the value-added function of the IRIS network, and to assess the impact of each training programme on the occupational integration rates for women who have followed vocational training programmes.

A **LEI programme** evaluation study, covering the period 1988-1989, enabled, on the one hand, the impact of this programme on job creation (which can cover no more than 20% of eligible applications) to be assessed and, equally, highlighted the catalyst and multiplier effect of the funds granted, generating partnership arrangements with other (local and regional) financial providers. This evaluation exercise has been used to develop evaluation criteria for the projects, with special reference to the projects' integration into the regional and local context. Such evaluation will continue in future.

FINANCIAL STATEMENT FOR THE THIRD MEDIUM TERM ACTION PROGRAMME ON EQUAL OPPORTUNITIES

1. Budget heading and title

Chapter : 3-10 and 3-40  
Item : 3-1000 General education and youth policy measures  
Heading : 3-1020 General measures for vocational training and guidance  
          3-4010 Labour market and employment  
          3-4012 Measures to achieve equality between men and women

2. Legal basis

Article 119 of the Treaty of Rome.

Council Directive of 10 February 1975 on the approximation of the laws of the Member States relating to the application of the principle of equal pay for men and women (O.J. L 45/19 of 19.2.1975) - (75/117/EEC).

Council Directive of 6 February 1976 on the implementation of the principle of equal treatment for men and women as regards access to employment, vocational training and promotion, and working conditions (O.J. L 39/40 of 14.2.1976) - (76/207/EEC).

Council Directive of 19 December 1978 on the progressive implementation of the principle of equal treatment for men and women in matters of social security (O.J. L 6/24 of 10.1.79) - (79/7/EEC).

Council Resolution of 12 July 1982 on the promotion of equal opportunities for women (O.J. C 186/3 of 21.7.1982)

Council Resolution of 7 June 1984 on action to combat unemployment among women (O.J. C 161/4 of 21.6.1984) - (84/C 161/02).

Council Recommendation of 13 December 1984 on the promotion of positive action for women (O.J. L 331/34 of 19.12.1984) - (84/635/EEC).

Resolution of the Council and the Ministers for Education, meeting within the Council, of 3 June 1985 containing an action programme on equal opportunities for girls and boys in education (O.J. C 166/1 of 5.7.1985) - (85/C 166/01).

Council Directive of 11 December 1986 of the application of the principle of equal treatment between men and women engaged in an activity, including agriculture, and on the protection of self-employed women during pregnancy and motherhood (O.J. L 359 of 19.12.1986) - (86/613/EEC).

Council Recommendation of 24 November 1987 on vocational training for women (O.J. L 342 of 4.12.1987).

Council Resolution of 16 December 1988 on the integration and late integration of women into working life (O.J. C 333 of 28.12.1988).

Council Resolution of 29 May 1990 on the protection of the dignity of women and men at work (O.J. C 157 of 27.6.1990).

3. Proposed classification as compulsory and non-compulsory expenditure

The expenditure concerned is non-compulsory.

#### 4. Aim and description of the programme

##### 4.1 Aim

To achieve the objectives set out in the present Community medium-term programme (1991-1995) by funding the projects and programmes in the various areas of action listed in Annex 1.

##### 4.2 Persons concerned

The programme concerns:

- all women in work or likely to be in work, including migrant women;
- workers suffering from discriminatory treatment
- equal opportunities groups, associations, movements, training centres, research centres etc. likely to promote measures in the areas comprised in the action programme.

#### 5. Financial implications of the programme for the operating appropriations

cf. Table Annex 3

With effect from 1993, it is proposed to regroup all the financial resources required for financing the programme in a single budget item, i.e. 3-4012. With effect from 1992, the budget appropriations (B 3-4010 and B 3-4012) needed for implementing the action programme will be lumped together under 3-4012.

##### 5.1 Schedule of amounts deemed necessary

	1991	1992
Commitment appropriations	5 000 000	5 300 000
Payment appropriations	3 000 000	4 000 000

The total equal opportunities budget for 1990 is ECU 4 850 000, of which ECU 2 800 000 comes under heading 6410 (B 3 - 4012), ECU 1 150 000 under 6400 (B 3 - 4010) and ECU 900 000 under 6340 and 6300 (B 3 - 1020 and B 3 - 1000).

Appropriations requested for the 1991 preliminary draft budget cover the estimated amount needed for 1991, and will provide a minimum basis for launching the three new activities.

A 6% (or ECU 300 000) increase is budgeted for in 1992 to finance development of the IRIS network and of the three new projects.

As far as subsequent years are concerned, the Commission will decide on a year-to-year basis, taking into account what has been done and what results have been obtained, on the appropriations to be requested in the light of the financial outlook covered by the inter-institutional agreement.



6. Methods of financing the programme

Financial aid, contracts for the provision of services, research/study contracts etc.

6.1 Proportion (percent) of the total cost financed from the Community budget

100% funding: for the networks, LEI programme, IRIS network, studies/research, child care and experts

For the others (grants) the percentage is to be determined action by action.

7. Financial implications for current staff and administrative appropriations

7.1 Staff required to carry out the programme

DG 5	<u>Present</u>	<u>Additional staff requested</u>
	5A	1A
	2B	1B
	3C	2C
	2 END	

These additional posts will come either from internal redeployment or from resource programming for the year in question.

7.2 Administrative appropriations required.

token entry: meetings of the Advisory Committee on Equal Opportunities for Women and Men (2510)  
meetings of working parties (2500).

Annex 1

AIMS AND DESCRIPTION OF THE ACTION

1. Establishment of aims within the Third Action Programme

The Third Programme identifies:

- 1) 3 strategic aims and a number of more specific aims to be achieved within each of the main fields
- 2) the instruments for achieving these aims
- 3) the measures to be applied by the Commission and the Member States (and, where appropriate, by the social partners).

The advantage of this approach is that the general objectives of an equal opportunities policy can be laid down at both Community and Member State levels.

At Community level, it is not possible to quantify such aims as reducing unemployment, increasing vocational training for women, increasing the number of management jobs for women, etc. It is up to the Member States to quantify their aims in terms of their specific national situations.

The lion's share of the equal opportunities budget has hitherto been devoted to the networks (including IRIS) with 43%<sup>(1)</sup>; to studies/research with 7%; to information and awareness campaigns with 13%<sup>(2)</sup>; and to educational projects with 8%.

Obviously, it is very difficult to decide on quantified objectives in these fields. After all, these activities have been selected in the light of their multiplier effect and with a view to creating a "synergy" between the national effort and the Community effort - this is especially true of the networks and the information and awareness campaigns.

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(1) - of which 15% for IRIS

(2) Including support for national activities

The Commission also finances support for national information and awareness activities which fall within the terms of reference of the action programme and are of a priority nature and make for a good geographical spread.

Recent study work has been with a view to facilitating a detailed analysis of the problems and the changing situation of women in the light of completion of the Single Market and of preparation of the Third Programme.

2. Commission activities

The total budget (all budget items together) was ECU 5 million in 1989 and is ECU 4 850 000 in 1991.

The 1991 preliminary draft budget provides for a sum of ECU 5 million, which would mean no increase over the past 3 years.

The 6% increase in the 1992 budget will make it possible to launch the activities provided for under the Third Action Programme on a minimal basis at least.

A. Activities to be pursued

Initially (1991-1992), the Commission will pursue and optimize existing activities, while new activities will be launched on a minimum basis. From 1992 on, the way these activities develop will depend on the revised financial outlook.

### Contact and exchange networks

These networks are an essential instrument in implementing the Third Community Programme.

The existing networks will be maintained (apart from the one on the diversification of vocational choices), and two new networks will be set up: "most severely disadvantaged women" and "women in decision making". The Commission will also encourage contacts between the existing networks (particularly the employers and unions networks). Creation of one of the two new networks will be considered from 1992 depending on the financial outlook.

### Support for local employment initiatives

The Third Programme provides for consolidation of the existing programme (direct subsidies for creating small businesses or cooperatives), with special reference to developing activities to complement NOW-financed projects.

#### IRIS network (vocational training for women)

This programme provides for the extension of the network (increased number of projects, inter-project exchanges, partnerships, seminars and databases) to respond better to the need for vocational training for women in the light of 1992, and to bring about an increase in the number of training projects for women.

### Education

Co-funding of research activities on teacher training: evaluation and dissemination of the results at European level.

Consolidation of action to provide education for severely disadvantaged women and girls.

Studies/research/assessments/statistics

Launching of studies and research necessary to implement the Third Programme.

There are also plans to step up assessment activities and to greatly expand the data collection programme (via surveys and statistics etc.).

Training and awareness activities: promotion and dissemination of information

Organization of conferences, seminars, symposia, discussion groups etc. on the broad strategic lines of the Third Action Programme.

Information programme on 1992 and on Community equal opportunities policy (for professionals, the two sides of industry, equal opportunities commissions, associations etc.).

Support for information/documentation networks.

Action to provide information on and promote the activities of the Third Programme: preparation of brochures and newsletters, audio-visual information etc.).

Support for national activities

Contribution to the funding of national equality-promoting activities in accordance with the aims of the Third Action Programme (undertaken by national, regional and local government, equal opportunities commissions, universities, associations etc.).

B. New activities to be launched under the Third Action Programme

All these programmes will start up in 1991 on a minimum basis and will develop as and when funding permits.

Support for positive action in companies

This is one of the essential lines of the Third Programme.

Following on from the network's awareness campaigns, what is needed now is to promote the effective implementation of positive action plans in companies (co-funded programmes) and to launch training/awareness activities for the two sides of industry.

Women's studies

Promotion of studies on women (e.g. database, network backup, production of a guide, publications, etc.).

Child care

The Third Programme provides for an extension of activities in this field: increasing the network's activities (programmes of visits and exchanges, technical seminars, more information/documentation) and launching of pilot and demonstration projects, particularly in rural areas (complementary programme to the NOW programme bearing in mind the eligibility criteria).

Enhancing of women's status in society

Launching of new initiatives in the media industry and for women in decision making.

Information activities to be carried out by the Information for Women unit (DGX)

DGX wishes to reinforce its public relations backup work on the Third Programme (budget item B3 - 301).

## EVALUATION

### LEIs (Local Employment Initiatives) Programme (25% of the budget)

The impact of the LEIs Programme on employment for women is easier to ascertain, with ECU 1000 available for each job created (with a minimum of ECU 2000 (for two jobs at least) and a maximum of ECU 5000 per company).

Thus, the sum of ECU 1 000 000<sup>(3)</sup> (the amount set aside for 1989 and 1990) has enabled direct support to be given to the creation of more than 1 200 new (full-time equivalent) jobs (28% of them part-time). Despite being very limited compared with other direct job-creation aids, the Community's grant has a catalyst or multiplier effect in stimulating partnership arrangements with other organizations (local or national). The Commission's contribution to project startups has been 13% on average.

Another point worth noting is that, in view of the success of the programme, the Community can give favourable consideration to only 20% or thereabouts of all eligible applications.

### 2. IRIS Programme

- The IRIS network has developed steadily: number of projects up from 71 to 250, funding provided for national and transnational seminars, visit and exchange programmes, production of a directory and a database, development of partnership arrangements and twinning programmes.
- It is aimed to reach an increasing number of women (in terms of training, something like 20 000 women in 1992 and up to 56 000 by 1995), and above all to create a multiplier effect on the number of training projects for women.
- Funding available under budget item 6430 (i.e. ECU 500 000 for 71 projects) is not sufficient to enable the network to be expanded to meet the 1992 challenge.

3. Funding for positive action in companies

The budget earmarked under the Third Action Programme should be adequate to finance a growing number of projects in companies to the tune of 2 projects per country in 1992 (i.e. 24 in all), 3 projects per country in 1993 (36 in all) rising to 6 projects per country in 1994 (72 in all), assuming an average level of funding of ECU 35 000 per project.

With a view to producing an appraisal of positive action at Community level, it is essential to have secure funding for ways and means of pooling experience and swapping ideas on sound practice (by seminars for employers and trade unions, by newsletters, etc.).

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(3) Figure obtained from a partial evaluation relating to the period mid-1988 to mid-1989 - see attached note.



Annex 3

	1991(1)	1992
Networks	1 400 000 (2)	1 400 000
LEIs	1 000 000 (3)	1 000 000
Positive action in companies	150 000 (4)	250 000
IRIS network (vocational training)	750 000 (2) (5)	850 000 (5)
Education + women's studies	400 000 (6)	400 000
Studies/research/assessment/statistics	350 000 (4)	350 000
Awareness-raising, training and dissemination of information	470 000 (4)	470 000
Support for national activities	200 000 (4)	200 000
Childcare	50 000 (4)	100 000
Improving women's status	50 000 (4)	100 000
Meeting + experts	180 000 (4)	180 000
<b>Total</b>	<b>5 000 000</b>	<b>5 300 000</b>

(1) Amounts earmarked in the 1991 budget are the same as for 1990

(2) Budget items 6410 (B3-4012) and 6400 (B3-4012)

(3) Budget item 6400 (B3-4010)

(4) Budget item 6410 (B3-4010)

(5) ECU 500 000 of which under budget item B3-1020

(6) Budget item 6300 (B3-1000). Amounts to be fixed definitively depending on appropriations decided for these budget items.

Annex 4

List of networks and working parties (Second Action Programme)

- Working Party on "Vocational training for women" (IRIS)
- "Child care" Network
- "Application of equality directives" Network
- Group of "Consultants for the promotion of positive action in industry"
- Working Party on "Equal opportunities in school"
- Group of Experts on "Women in employment"
- Women at the higher levels of public service
- "Women in local employment initiatives" Network
- Steering committee for equal opportunities in television and radio.

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