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National Action Plan

Gender Equality in the Labour Market

Gender Equality in the Labour Market

Vienna, June 2010

Foreword

Over the past 30 years, the quality of women's lives in our country has considerably improved. Yet full gender equality in Austria is still some way off. Having endorsed the equality of men and women in the labour market, the Austrian Federal Government has asked me to coordinate a National Action Plan (NAP).

After more than a year, the process related to this National Action Plan has now been completed. It involved many exciting discussions attended by representatives from science, business, administration, politics and NGOs, as well as experts from Austria and abroad. We held extensive consultations with the social partners and the Federation of Austrian Industry. The results are quite impressive – a package of 55 proposals.

This report marks the end point of a broad discussion process. Implementation will require input from all ministries, social partners and the Federation of Austrian Industry. In the current legislative period, we have taken some major steps toward gender equality in the labour market: the introduction of the income-related child care benefit early this year is designed to induce more fathers to take parental leave and to make it easier for women to reconcile job and child care responsibilities. We have also made substantial progress with regard to increasing the number of child care places.

Finally, we managed to arrive at an understanding with the social partners and the Federation of Austrian Industry as regards the disclosure of the average wages / salaries of men and women. The ultimate aim is to achieve equal pay for equal work. Further steps will follow in order to integrate more women into the labour market, establish them in leading positions and to reduce the income gap. I am convinced that this is a key issue, because more equality in the labour market means more economic growth.

I would like to take this opportunity to sincerely thank all those involved in the one-year process for their efforts and commitment.

Gabriele Heinisch-Hosek

Gabriele Heinisch-Hosek
Federal Minister for Women and the Civil Service

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Preface

With its programme for the 24th legislative period, the federal government has decided to develop a National Action Plan for Gender Equality in the Labour Market in order to eliminate discrimination.

In 1982, the Austrian government ratified the UN Convention on the Elimination of All Forms of Discrimination against Women, CEDAW, thus committing itself to comply with the Convention's comprehensive provisions. Basically, they contain a prohibition on discrimination against women on the grounds of gender and family status as well as the principle of equal rights, equal treatment and equality in all spheres of life, including the labour market and business. Ratification involves adoption of the Convention procedures for reviewing implementation. The so-called ″Optional Protocol"[1] to CEDAW allows for individual complaint procedures and investigation procedures. The Beijing Platform for Action, adopted at the Fourth World Women's Conference of the United Nations in 1995, lists twelve high-priority areas of concern that need to be addressed in order to strengthen the position of women. Within the framework of the CEDAW Convention, Austria regularly submits reports on these areas of concern.

The International Labour Organization (ILO) also addresses the issue of eliminating gender-specific discrimination at work and promoting gender equality, e. g. by establishing international working standards (conventions) and, currently, within the framework of the Agenda for Decent Work.

Equality of women and men is a common value of the European Union that is enshrined in the Lisbon Treaty[2], which entered into force on 1 December 2009: pursuant to the Treaty on European Union, promoting gender equality is one of the Union's tasks (Article 3). In all its activities, it aims to eliminate inequalities and to promote equality between men and women (Treaty on the Functioning of the EU, Article 8). Key strategies include targeted measures for the promotion of women as well as gender mainstreaming and gender budgeting.

Since 1 January 2009, actual equality of women and men has been laid down in the federal constitution as an objective of budget management. With the introduction on 1 January 2013 of effect-oriented budget management (Article 51 para 8 B-VG/Federal Constitutional Act), the strategy of gender budgeting will play a central role. Every ministry will be obliged to link its budgeting to the definition of effect targets – including an equality target – and to specify measures for pursuing these impact targets, among them a gender equality measure.

The impact of the current economic and financial crisis affects both men and women, albeit in different ways, for example in terms of short- and long-term impacts or working hours, occupational profiles and the economic sectors in which men and women work. The participation of women in the labour market is much higher today than during previous recessions. It is therefore

[1] Became effective in Austria in 2000
[2] Consists of the Treaty on European Union (TEU) and the Treaty on the Functioning of the European Union (TFEU)

of crucial importance to incorporate the equality objective in all measures undertaken to combat the economic crisis. Equality policy must be strengthened now.

The Action Plan was developed by a large number of participants with the aid of various working methods. The process involved professional experts from the ministries, federal states and social partners, representatives of non-governmental organisations, from commercial enterprises and the scientific community. Discussions took place with the leading representatives of the social partners. A key role was assigned to the inter-ministerial working group for the National Action Plan for Gender Equality. A progress report was adopted by the federal government on 3 November 2009.

The first chapter of this report describes the current situation of women in the labour market. Unless stated otherwise, the figures and data listed in chapter 1 (Current situation of women in the labour market) are taken from the 2010 Report on Women.

Chapter 2 outlines the areas of action that formed the basis for compiling the specific policy proposals and whose foundation was laid in the policy statement of June 2009.

Chapter 3 explains the process and the organisational questions of the National Action Plan on Gender Equality in the Labour Market that was assigned for coordination to the Federal Minister for Women and the Civil Service.

Chapter 4 presents the package of measures proposed by the expert working groups.

With the National Action Plan, the federal government wants to define its strategy until 2013 and focus on actions designed to achieve equality of women and men in the labour market. The aim is to pool relevant activities and ensure a coordinated approach, thus improving the consistency and coherence of governmental policies.

1 Current situation of women in the labour market

1.1 Educational paths and career choices

Education is a key factor for equal participation in the labour market as well as for cultural and social participation. Educational status and the qualification structure of the population show to what extent our society has achieved the goal of equal educational opportunities for men and women.

Equal opportunities in the labour market depend not merely on the educational level but also on the type of specialisation.

All educational levels show considerable differences in the distribution of women and men with regard to specialisation. Furthermore, young women tend to focus on just a few apprenticed trades. 70 percent of young women choose from just ten apprenticed trades, while young men's choices are much more diversified. Women in higher-level secondary technical and vocational colleges mostly attend commercial and business schools. Schools offering industrial training, engineering and trades are mostly attended by young men. Medium-level secondary technical and vocational colleges show a similar distribution, as do university courses. The humanities are dominated by women, technological courses by men.

The female focus on a few and typically less well paid occupations is one of the principal reasons for the income gap between women and men. Any kind of equality-oriented educational and labour-market policy needs to address the diversification of education and women's career choices.

Unless stated otherwise, the figures and data listed in chapter 1 (Current situation of women in the labour market) are taken from the 2010 Report on Women.

1.1.1 Despite educational expansion, educational opportunities still unequally distributed

For a long time, women's and men's educational opportunities were characterised by a high degree of inequality. In the 1980s, more than half of women aged 25 to 64 – but only one third of men in 1981 – had not completed any education beyond compulsory schooling (see Figure 1).

The educational expansion of the 1960s and 1970s brought a steep rise in the educational level of the Austrian population. The proportion of persons aged 25 – 64 with only compulsory schooling declined from 46.0 percent in 1981 to a mere 17.4 percent in 2008, with women benefiting considerably from this educational expansion. However, even in 2008 one fifth (22.3 percent) of women aged 25 – 64 had completed only compulsory schooling, while this figure was a mere 12.5 percent for men – a difference of almost ten percentage points.

Figure 1 Development of the educational attainment of the population aged 25 – 64 years

Source: STATISTIK AUSTRIA, Census (1981, 1991, 2001); Educational Status Register (2008)

This illustration of the educational level of the population aged 25 – 64 disguises differences among age cohorts: on average, the younger cohorts – the winners of the educational expansion – have a higher formal level of education than the older ones. The educational expansion has ensured access to higher education for women, thus providing them with more educational opportunities and reducing the educational gap between women and men.

However, gender-specific inequalities in terms of educational levels have proved quite persistent: in 2008, the overall number of persons with only compulsory schooling among 25 – 34-olds had dropped to 11.6 percent, but the figure was 13.1 percent for women – still higher than the men's 10.2 percent.

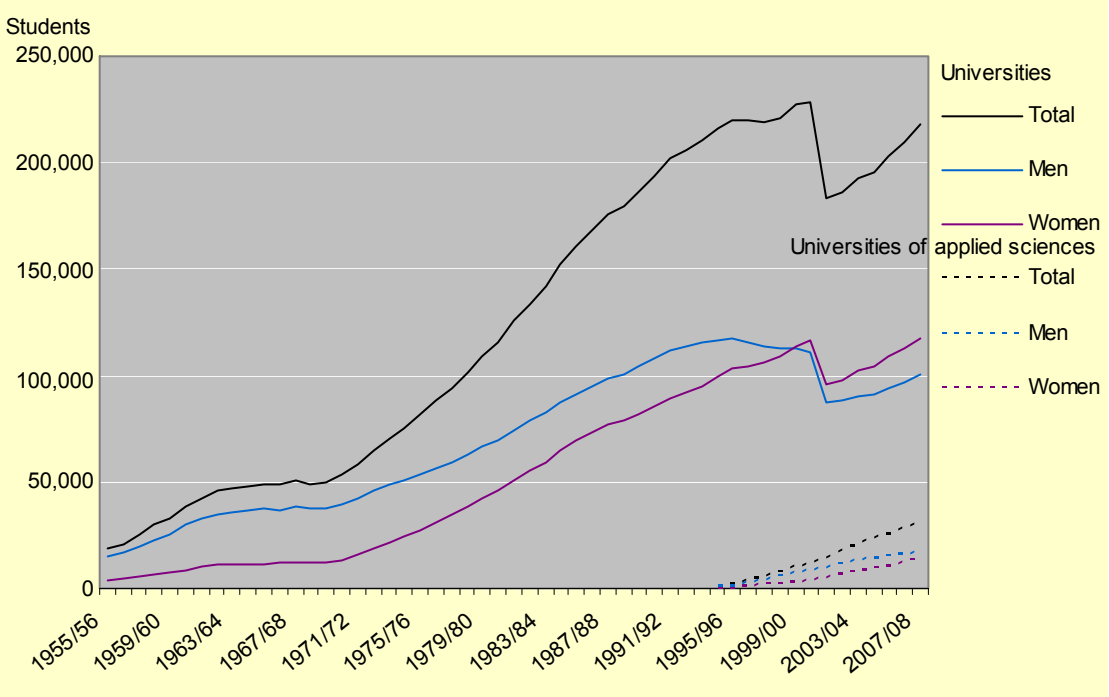
As regards the long-term development towards equal educational opportunities, the distribution of the sexes in current school attendance gives reason for hope, because it shows that women tend towards higher education: more girls than boys attend lower-level AHS (academic secondary school), frequently followed by medium-level vocational colleges or secondary school/colleges that offer Matura *(university-entrance qualification).* Boys are more frequently found in general secondary schools, followed by vocational schools.

As regards the university entrance qualification *(Matura),* women have by now outstripped men by far. In 2008, almost half of women (45.9 percent), but only one third of men (33.1 percent) passed a *Matura* exam. As a result, almost 60 percent of higher-level secondary school graduates are female.

The trend is the same for university students, where women are now in the majority: they are slightly overrepresented both at public and private universities. However, they are underrepresented at universities of applied sciences *(Fachhochschulen).* As shown in Figure 2, women at universities caught up with men as late as 1999/2000, after which they went on to overtake them. In the winter semester of 2007/2008, Austrian enrolment at state universities amounted to

117,019 female, but only 100,568 male undergraduates – i.e., 52.4 percent of undergraduates were female.

Figure 2 Enrolment trend at state universities and universities of applied sciences *(Fachhochschulen)*



Source: STATISTIK AUSTRIA, University Statistics (1955/1956 – 2007/2008)

Due to the dominance of degree courses with a technological focus, universities of applied sciences had a majority of male students from the very outset. Women accounted for less than 25 percent. The extension of the degree programmes for "business sciences" as well as the transformation of the academies for social work and the training courses for medical technical assistants, midwives and physiotherapists into degree programmes at universities of applied sciences have made the sector more attractive to female students. Today women account for 44.5 percent of undergraduates at universities of applied sciences.

Women account for a mere 34.0 percent of apprentices (2009).

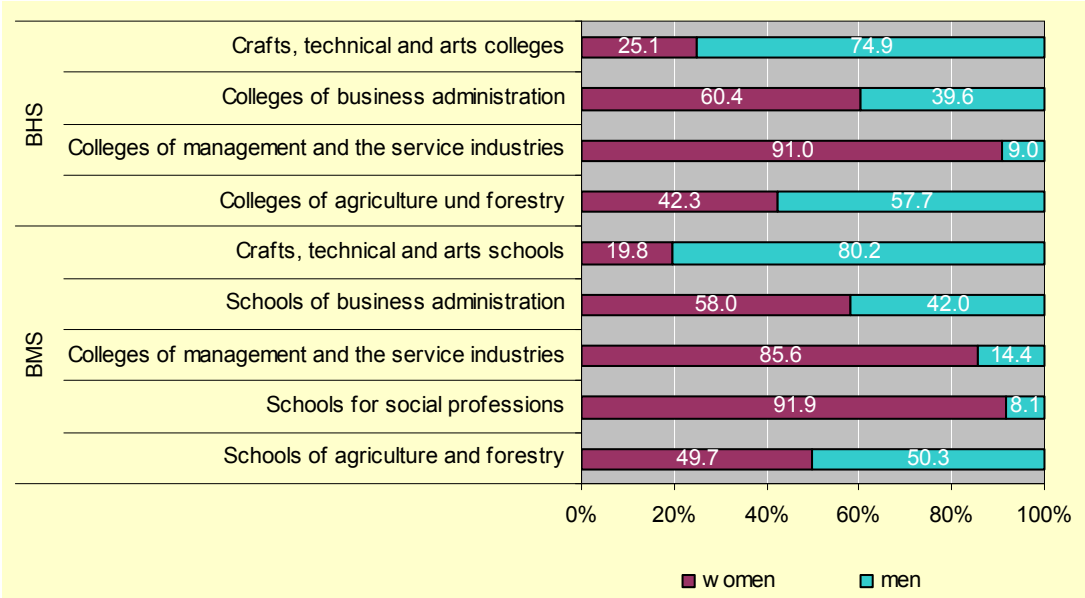
Summary: The educational expansion of the last decades has boosted women's educational level. The rate of women with only compulsory schooling has declined; an increasing number of women have completed university, college or academy training. However, the general educational status still shows a marked difference between the sexes, in particular with regard to the rate of women with only compulsory education.

1.1.2 Choices of training and career still subject to strong gender-specific segregation

As mentioned before, equal opportunities in the labour market depend not only on educational level but also on the type of specialisation. And this is where we find distinct gender-based segregation at all educational levels.

Figure 3 – the choice of subjects at vocational schools – clearly shows the differences: girls are distinctly underrepresented at schools for engineering and trades, i.e. both at medium-level and higher-level secondary technical and vocational colleges *(BMS and BHS)*. At colleges for engineering and trades, they account for 25.1 percent; at vocational schools for engineering and crafts for a mere 19.8 percent. This underrepresentation also applies to schools teaching agriculture and forestry, albeit to a lesser extent. At all other schools they are distinctly overrepresented, especially at schools for nursing/caring and the commercial professions. Until the middle of the 1980s, the latter used to be run as schools for women's professions. It is evident that young women are greatly overrepresented in types of training closely related to home economics and care, while the technological area seems to attract mainly young males.

Figure 3 Vocational school attendance by sex and specialisation

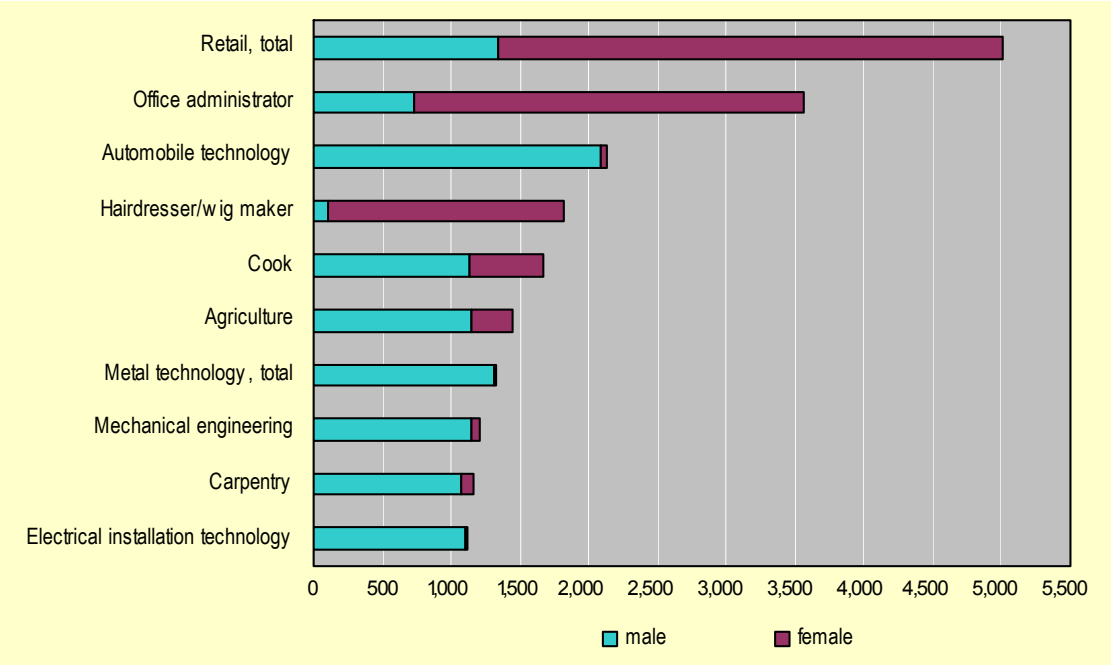


BHS = Higher-level secondary technical and vocational college
BMS = Medium-level secondary technical and vocational college

Source: STATISTIK AUSTRIA, School Statistics (2007/2008)

Gender-specific choice of subjects is even more pronounced in apprenticed trades; almost half of all apprenticeships completed by women are in just three professions (see Figure 4): retail professions (about 3,670), office administrator (about 2,830) and hairdresser or wig maker (about 1,720). Men have a much wider variety of occupations. Automotive technology comes first, followed by various (building) crafts and technical occupations. The proportion of women in apprenticed trades varies accordingly from between 0.1 percent (mason) to 94.3 percent (hairdresser and wig maker).

Figure 4 The ten most frequently completed apprenticeships, by field



Source: STATISTIK AUSTRIA, School Statistics (2007/2008)

In tertiary education, gender-specific segregation continues in the choice of subjects: while almost 40 percent of women choose to study the arts and humanities and a mere 6 percent go for technical subjects men are distributed much more evenly among the four main branches of study – natural sciences, social and economic sciences, humanities and technology.

So far, there is no indication of any development that might suggest an alignment of gender-related choices.

1.1.3 Female teachers, male professors

Teaching has been a female profession for many years. Some two thirds of all teaching staff are women (2007/2008: 69.6 percent). The proportion of women is especially high in primary and special schools, where nine out of ten teachers are female (89.9 percent and 86.1 percent respectively). In secondary education, the proportion of women is smaller compared to primary education. At general secondary schools, approximately 70 percent of teachers are women – at academic secondary schools no more than roughly 60 percent. At polytechnic schools and at medium-level and higher-level secondary vocational schools, the male-to-female ratio is balanced. At vocational schools, women are underrepresented, making up one third of the teaching staff. Generally speaking, the share of women in the teaching staff decreases as the level of specialisation and qualification increases.

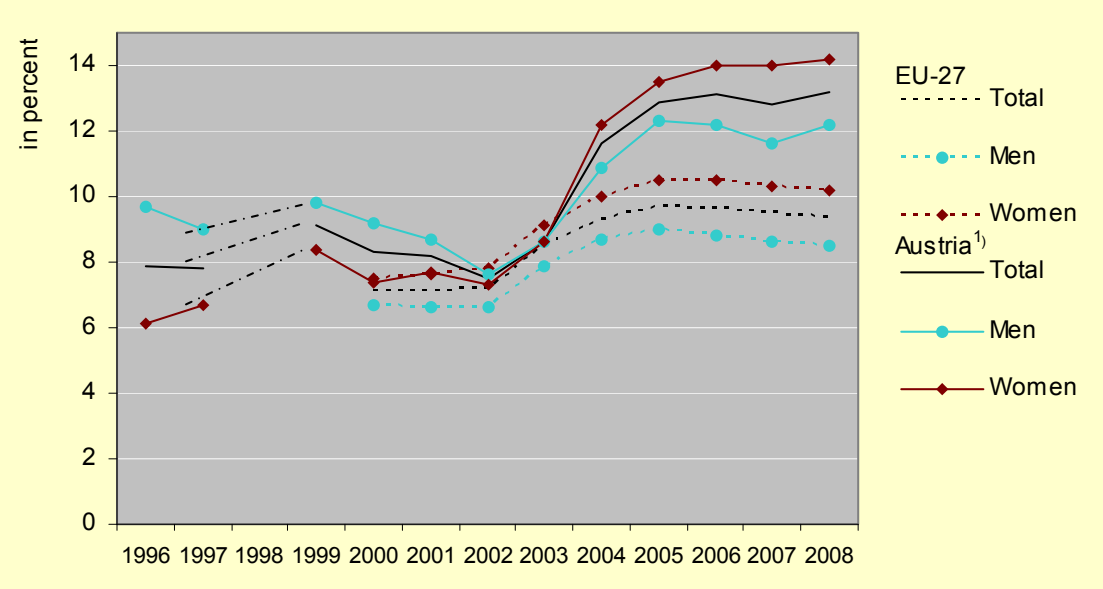
This tendency is especially obvious at universities: although female undergraduates have been in the majority for about ten years, they account for barely 40 percent of the non-professorial teaching staff – and for a mere 16 percent of professors. The resulting lack of role models makes it difficult to dismantle stereotypes.

1.1.4 Women's further vocational training takes place to a disproportionately large extent outside working hours

In terms of "lifelong learning", women have by now outstripped men. In 2008, the Austrian annual average of the structural indicator "lifelong learning" was 13.2 percent. At 14.2 percent, women were ahead of men (12.2 percent) by two percentage points.

Incidentally, Austrian women have exceeded the EU target value of 12.5 percent since the year 2005 (Figure 5). Even in the early years of this century, their level of participation in (further) training activities was still below that of men. However, in the last five years women's participation rates have exceeded men's.

Figure 5 Participation in lifelong learning in the last four weeks



1) *Data for 1998 not available. 2004, 2006 time series break for Austria*

Source: EUROSTAT, Labour Force Survey (1996 – 2008)

Lifelong learning in the form of courses and training declines steadily in proportion to the educational level. Surprisingly, the trend whereby more women generally take part in further training activities than do men is reversed among people with only compulsory schooling.

A disproportionately large number of working women are compelled to attend job-related training and courses in their free time. In 2008, 61.0 percent of men – but only 43.5 percent of women – who attended job-related training and courses were able to do this entirely or largely in their working time. The striking disparity of 17.5 percentage points cannot be explained by more women than men not working at the time of attendance, as the latter difference amounted to a mere 3.6 percentage points. Rather, it is a case of massive discrimination against women: 41.0 percent of women attending job-related training and courses did so – despite being gainfully employed – exclusively or largely in their free time. The corresponding figure for men was 27.0 percent, i.e. 14 percentage points less than the figure for women.

1.2 Participation in the labour market

While women's participation in the labour market has increased considerably over the last decades, it is still distinctly below that of men. According to Eurostat, the activity rate (labour participation rate) of women in Austria amounted to 69 percent in 2008, i.e. above the EU-27 average of 64 percent. In recent years, women's dependent employment has increased more than that of men. In 2008, the share of women in dependent employment (not counting parental leave) was close to 46 percent. The number of self-employed women also rose steeply.

In 2008, 8.7 percent of working women were self-employed, i.e. some 163,000 women, of whom 54,000 were employed in agriculture and forestry. Somewhat less than one third of self-employed women had one employee, a distinctly lower percentage than for men (47 percent). According to Wirtschaftsbericht Österreich *(Austrian Business Report),* over 40 percent of the 2008 start-ups were founded by women.

Child care has remained a major reason for women's withdrawal from the labour market. Women in the 20–50 age bracket with children under 15 have distinctly lower activity rates than women without children, whereas labour market participation among men with children is actually slightly higher than that of men without children. Women in the 30–39 age bracket – i.e. when child care duties are normally at their peak – are affected by unemployment to a greater extent than men, while the disparity is less pronounced in other age brackets.

Education is another major factor that determines women's gainful employment. Gainful Employment rates are lowest among women aged 30–54 with compulsory education (64 percent), followed by those with apprenticeship training and academic secondary schooling/AHS (approx. 80 percent), a medium-level secondary technical and vocational college education/BMS (83 percent), higher-level secondary technical and vocational college training/BHS and a university education (87 percent and 88 percent respectively). Moreover, gainful employment levels are much lower for foreign-born women than for Austrian-born women.

In recent years, the Austrian labour market has been characterised by significant growth in employment levels although this is, however, due to an increase in female part-time employment – with the largest increase in marginal part-time employment. Women account for 85 percent of part-time jobs (dependent employment), but only for 35 percent of full-time jobs. Women's dependent full-time employment has hardly increased at all in recent years. In an EU comparison, Austria has one of the lowest percentages of women in full-time work (2008: 58 percent Austria, 69 percent EU-27) and one of the highest percentages of women in part-time employment (Austria 42 percent, EU-27 31 percent).

1.2.1 Women's labour market participation has increased over the last ten years

Over the last ten years (1998 – 2008), the number of gainfully employed and unemployed persons (as defined by international criteria) rose by about 466,000, from 3.79m to 4.25m. Women accounted for the major part (64 percent) of this increase. While the number of male participants rose from 2.14m to 2.30m, i.e. by 160,000, women's participation increased by 300,000 (1998: 1.65m; 2008: 1.95m). This absolute increase led to a rise in the activity rate of women (gainfully

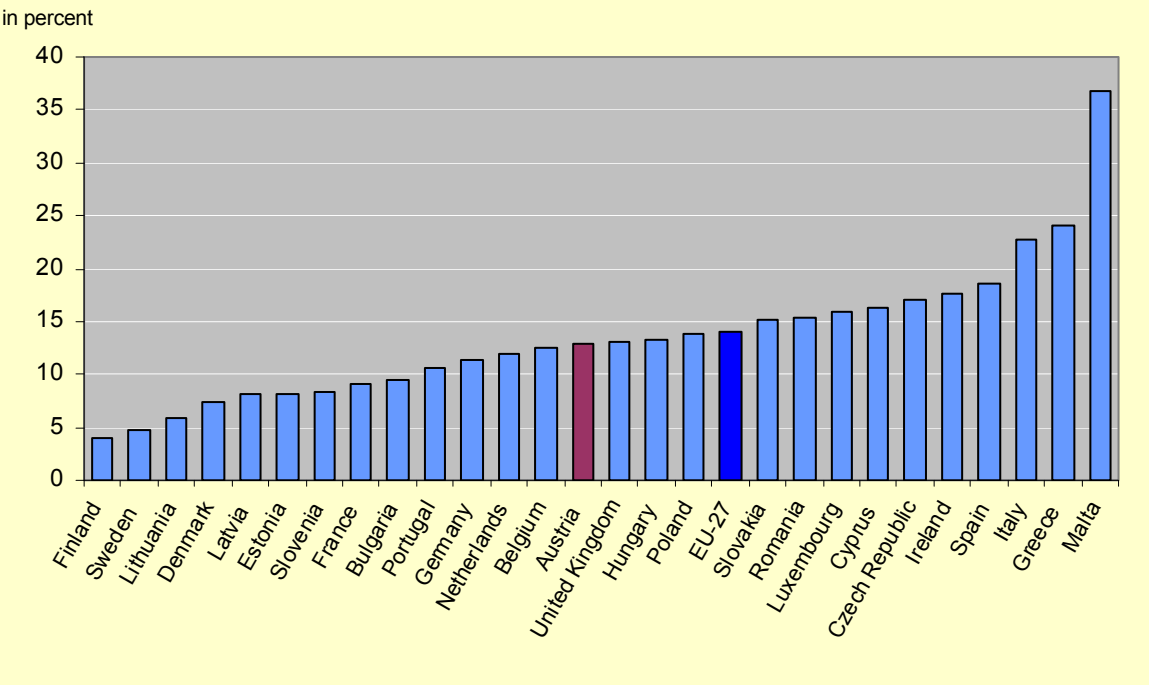
employed and unemployed persons aged 15–64 relative to the population in this age bracket) from 61.4 percent in the year 1998 to 68.6 percent in the year 2008. For men, the increase was correspondingly lower (from 80.2 percent to 81.4 percent).

Due to the sharp increase in female participation in the labour market, gender-specific differences in labour market participation have lessened somewhat. In the period 1998–2008, the difference in the activity rate fell from 18.8 to 12.9 percentage points. However, the microcensus data for the years after 2004 do not suggest any further substantial decline in gender disparity.

In an EU comparison, Austria holds a middle-ranking position as regards the gender gap in labour market participation. Small differences are typically found in the Baltic republics and in the Scandinavian countries, while the southern European states show especially large disparities (see Figure 6).

The employment rate (the proportion of working age adults employed, with the working age defined as 15–64 years old) of women increased to 65.8 percent, that of men – to 78.5 percent.

Figure 6 Difference in female and male activity rates in EU Member States



Source: EUROSTAT, European Labour Force Survey (2008)

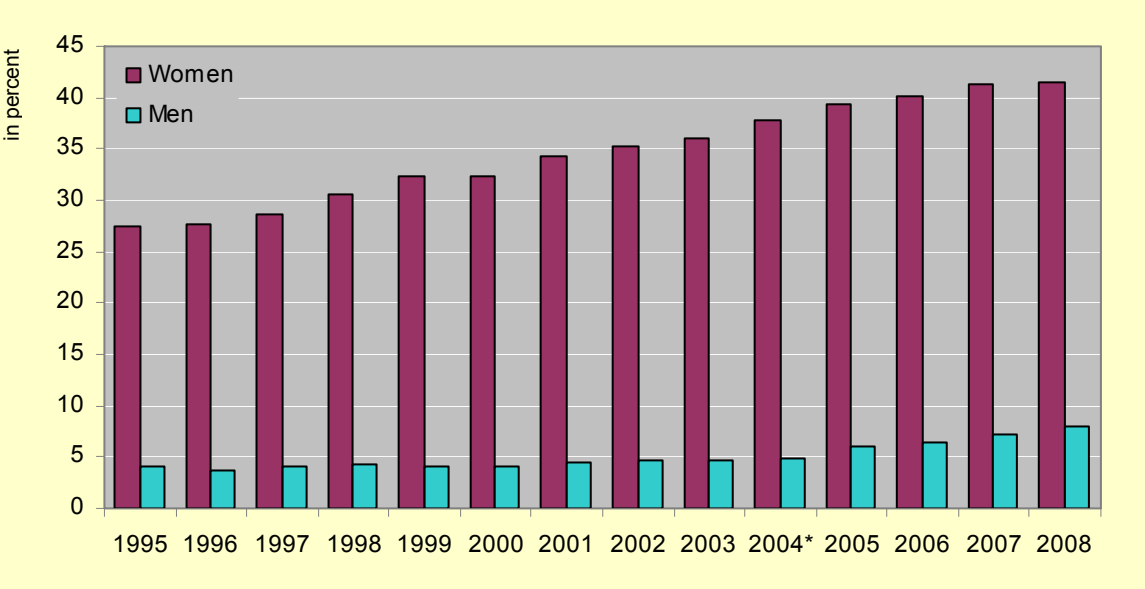
1.2.2 Women's increasing labour participation is based on a large increase in part-time work with incomes below subsistence level

In 2008, about 1.65m women were dependently employed, an increase of over 20 percent since 1998. This is due to a fundamental change in the structure of female gainful employment. Compared to 1998, the share of female full-timers has fallen, from 69 percent in 1998 to 58 percent in 2008.

Currently more than four out of ten women work part-time. The share of part-time workers as a percentage of total women in employment rose from 30.7 percent in 1998 to 41.5 percent in 2008 (self-employment and dependent employment). During the same period, the share of part-time workers in employment of men also increased significantly (from 4.3 percent in 1998 to 8.1 percent in 2008), yet 92 percent of men still work full time.

In 2008, 81 percent of 955,000 part-timers were women.

Figure 7 Development in the number of part-time male and female workers as a percentage of the total workforce

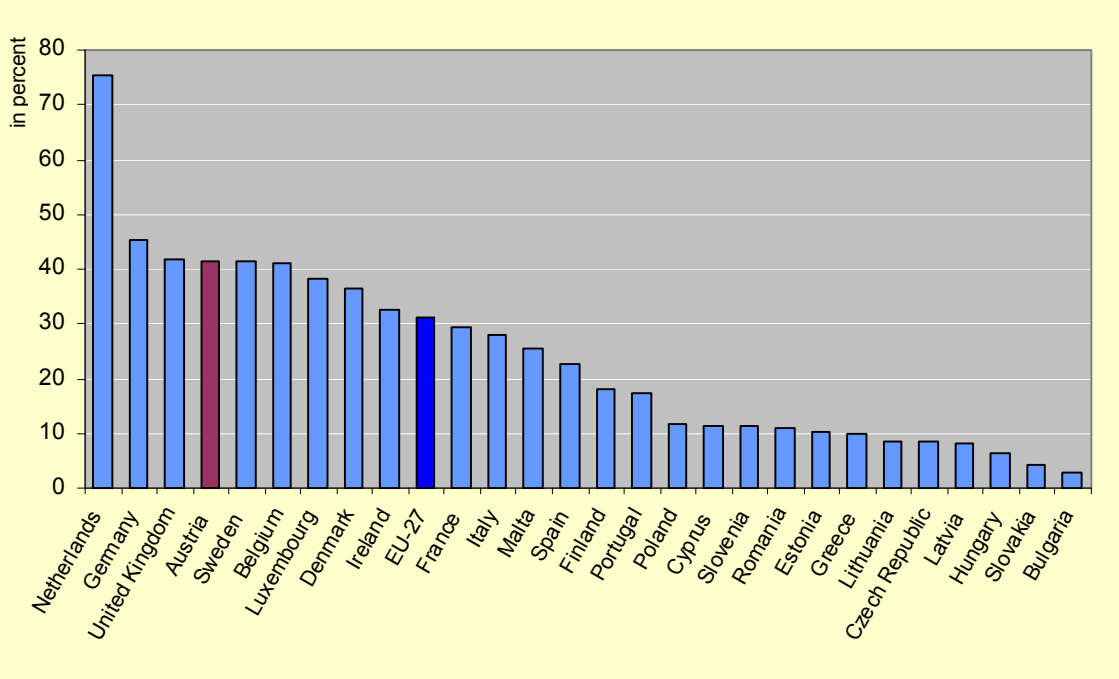


*) from 2004 acc. to self-classification

Source: STATISTIK AUSTRIA, Microcensus and Microcensus Labour Force Survey (1995 – 2008)

The number of part-time workers as a percentage of total female employees (41.5 percent) in Austria is distinctly above the EU average of 31.1 percent.

Figure 8 Share of part-time workers as a percentage of total women in employment 2008 in EU Member States

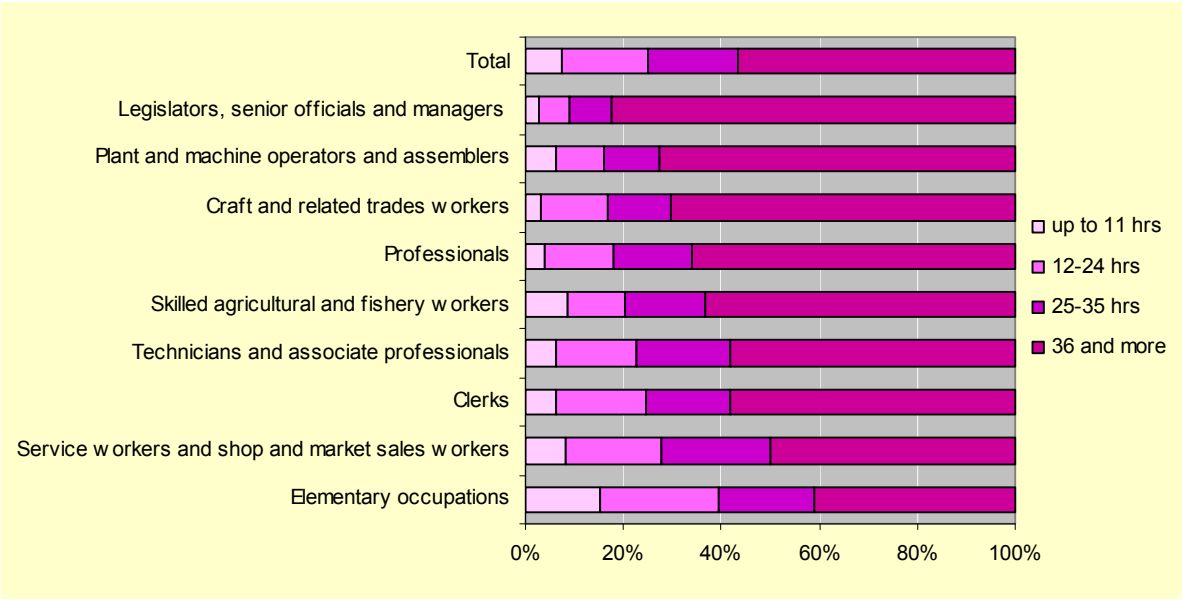


Source: EUROSTAT, European Labour Force Survey (2008)

Since the growth of female labour participation is widely due to part-time work, it failed to adequately strengthen women's ability to secure their own livelihood through gainful employment.

Today women are frequently found in precarious employment relationships characterised by low wages, atypical employment and few working hours. Some 8 percent of all gainfully employed women work less than twelve hours a week, 18 percent each between twelve and 24 hours or 24 and 35 hours. Slightly more than half of all women – 57 percent – typically work 36 or more hours per week. The ten-year comparison shows marked shifts. In 1998, seven out of ten gainfully employed women (69 percent) worked 36 or more hours per week. There has been a particularly marked increase in the number of jobs with very few hours.

Figure 9 Women in employment by usual working hours and occupation



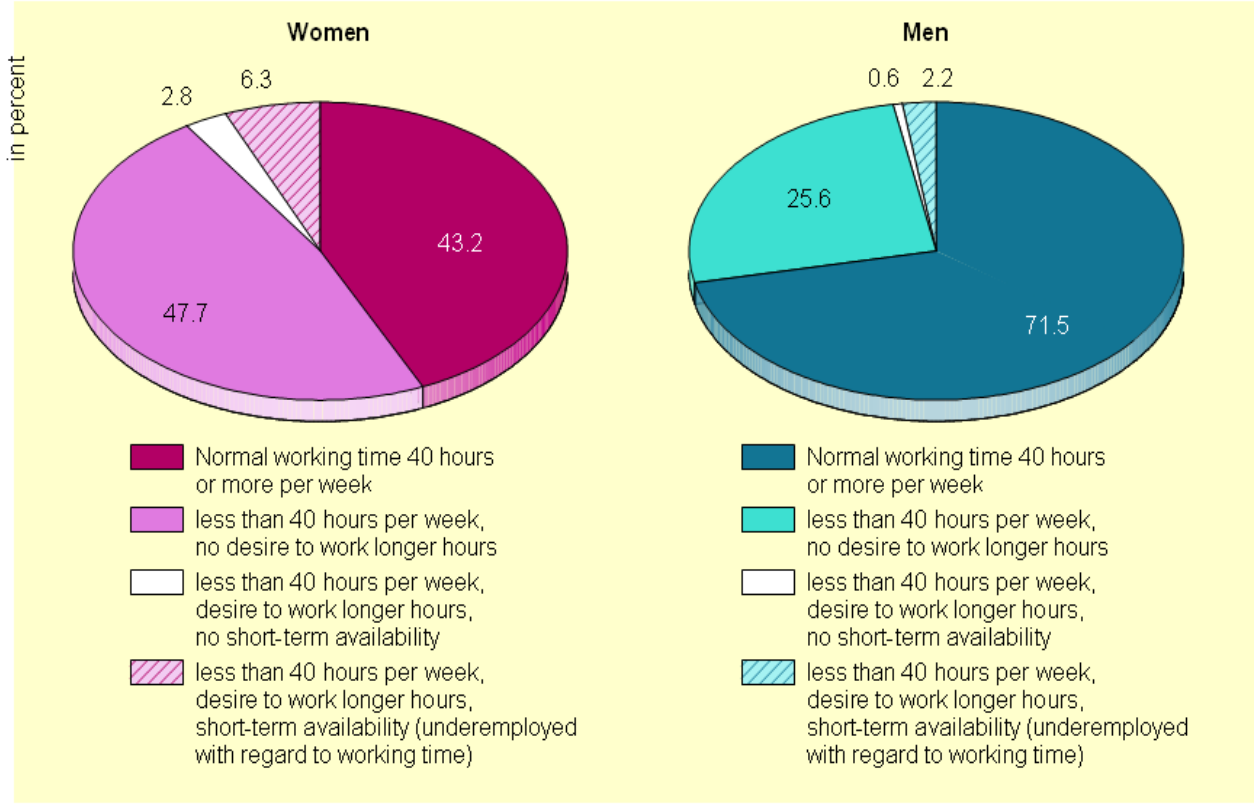
Source: STATISTIK AUSTRIA, Microcensus Labour Force Survey (2008)

1.2.3 Women want to spend more time in gainful employment

Women working part time frequently wish to extend their working time. In 2008, 6.3 percent of gainfully employed women said they would like to work longer hours and could have managed this within two weeks. The percentage of women wanting to work more increases with the decline in actual working hours. Marginally employed women (up to eleven hours) had the highest underemployment rate (15.5 percent). Among female part-timers with a working time of 12–35 hours per week, about 13 percent, i.e. 88,000, wanted to work longer hours and could have accomplished this at short notice. Of those working 36 to 39 hours per week, only 7,000 women belonged to the underemployed (as regards working hours).

Among men, underemployment is much less frequent. Of a total of 49,000 underemployed men (in terms of working hours), 29,000 worked less than 36 hours per week, 20,000 – three times the number of women – worked 36 to 39 hours. A mere 2.2 percent of gainfully employed men belonged to the group of persons underemployed in terms of working hours.

Figure 10 Time-related underemployment of women and men in employment



Source: STATISTIK AUSTRIA, Microcensus Labour Force Survey (2008)

Apart from the wide prevalence of part-time work among women, there are a number of other *working time arrangements* that clearly diverge from a normal working relationship. A substantial number of gainfully employed women and men must carry out occupational activities outside regular working hours, chiefly at weekends, with women affected more than men. Varying working times due to shift work or rotas or work in the late evening or night hours are the norm for many female and male workers.

These specific types of working arrangements make it difficult to reconcile job and family life. Gainfully employed women, often facing double or multiple burdens, are especially affected by the additional organisational effort (babysitters etc.) of having to work outside regular working hours. It is remarkable that women are affected by these specific working time arrangements to an almost equal extent to men, although it is they who do the greatest share of unpaid work (household work, child care).

The most frequent specific type of working time is *work on Saturdays.* In 2008, within the last four weeks before the survey, 43.5 percent of gainfully employed women worked at least on one Saturday, as compared to 44.7 percent of men. Regular work on Saturdays – i.e. at least two Saturdays each month – affects women to a somewhat larger extent than men (32.4 percent and 30.1 percent respectively).

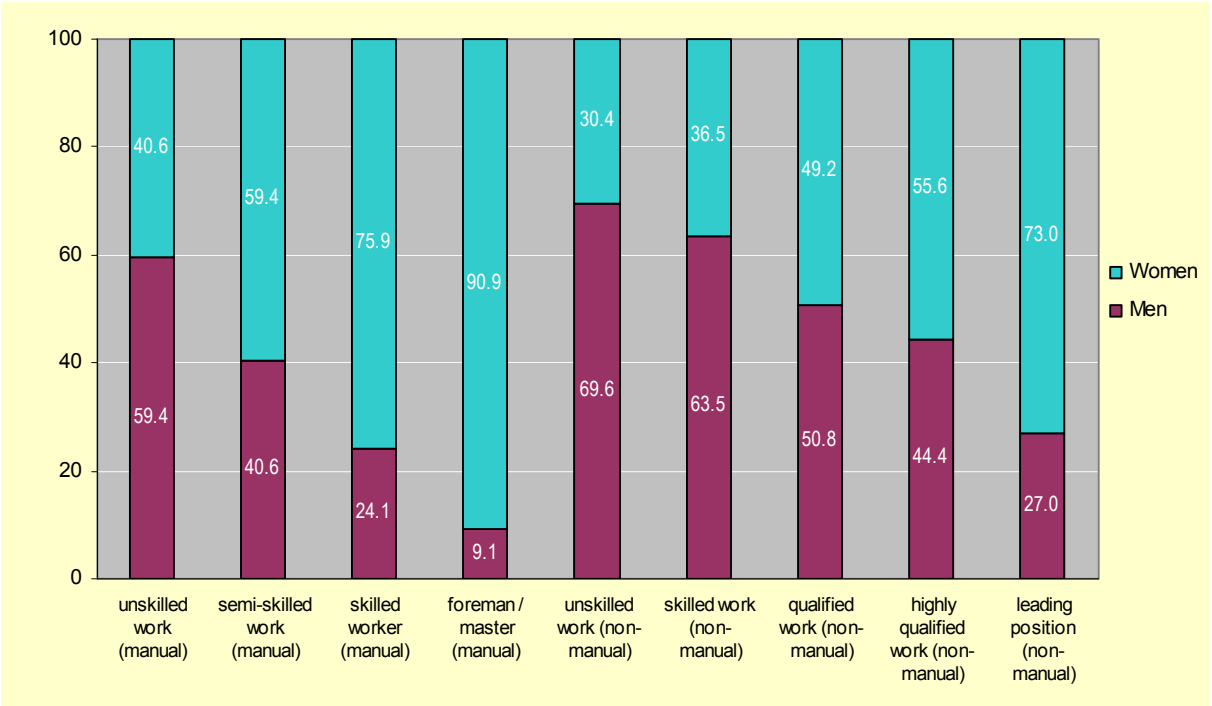
1.2.4 To a large extent, women's and men's labour market opportunities are unequally distributed

The Austrian labour market is still largely a segregated market as far as female and male employment is concerned. Vertical segregation, which assigns women and men different positions within company hierarchies, and horizontal segregation, which is expressed in typically male and female occupations and gender disparities in different branches of the economy, are both glaringly apparent.

Lower positions are assigned to women more frequently than to men, while higher positions are dominated by men. This pattern is especially obvious for manual work. In 2008, 59 percent of workers in unskilled jobs were women, 41 percent in semi-skilled jobs, while only every fourth skilled job (24 percent) was done by a woman. Among foremen and masters, women accounted for a mere 9 percent.

For non-manual work, the picture is somewhat more female-friendly. Although women account for 70 percent of all those engaged in non-manual unskilled work and for 64 percent in intermediate positions, the gender ratio is somewhat more balanced for higher and highly qualified work: 51 percent of higher and 44 percent of highly qualified work in the non-manual area was carried out by women. However, leadership is still chiefly a male domain – a mere 27 percent of all leadership positions were filled by women in 2008. In the civil service – especially in public health and education – women prevail in higher and highly-qualified positions, but not in leadership positions, where the situation is similar to that in the private sector.

Figure 11 Employees by occupation and gender

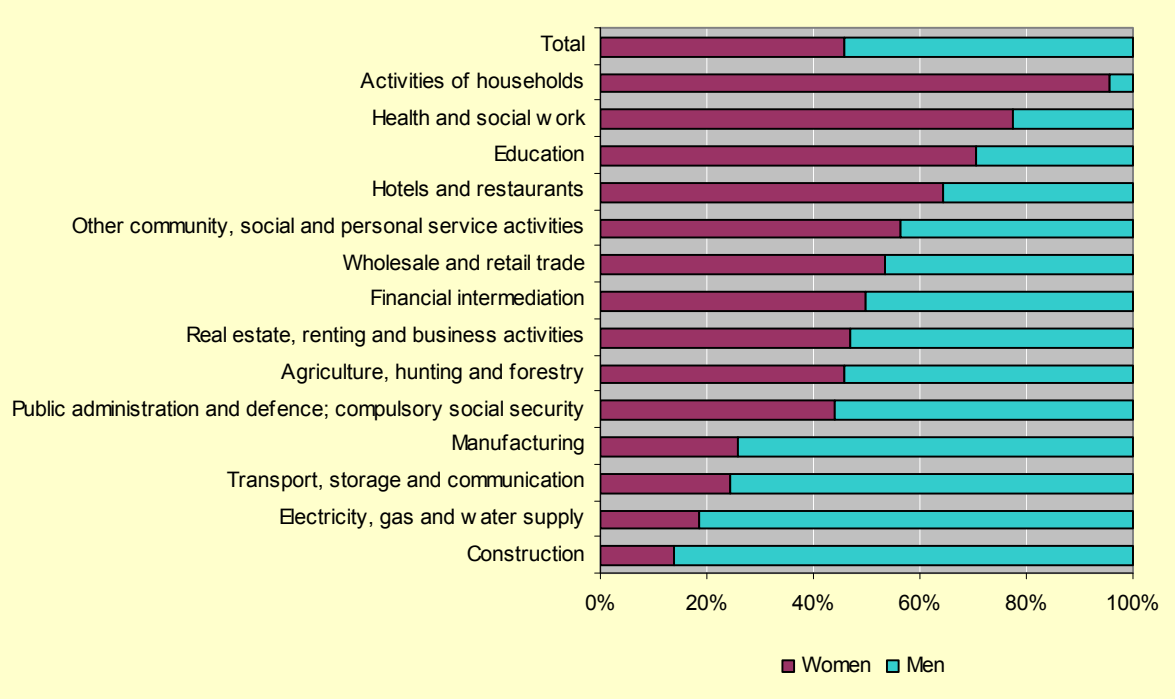


Source: STATISTIK AUSTRIA, Microcensus Labour Force Survey (2008)

The unequal gender distribution as described in Chapter 1.1 ″Educational paths and career choices“ continues in the labour market with regard to economic sectors.

In terms of business segments in 2008, the trades attracted the highest number of women (355,000 workers), followed by public health (282,000), and real estate and enterprise-related services (187,000). With men, production of physical goods came first, followed by the trades and the building industry. The gender-specific segmentation of the labour market also manifests itself in the percentage of women in each sector. Women accounted for 77 percent of those working in public health, 71 percent of those in the educational system and 64 percent of those in the hotel and catering trade, i.e. in the service sector. The numerically insignificant segment of “private households” is dominated almost exclusively by women working as domestic help, cleaning staff or providing other private services. In contrast, women made up only 25 percent of the workforce in the production of physical goods and in ″transport and communication“, 19 percent in the energy and water supply industries, and 14 percent in the building industry. The other important economic sectors came close to gender parity.

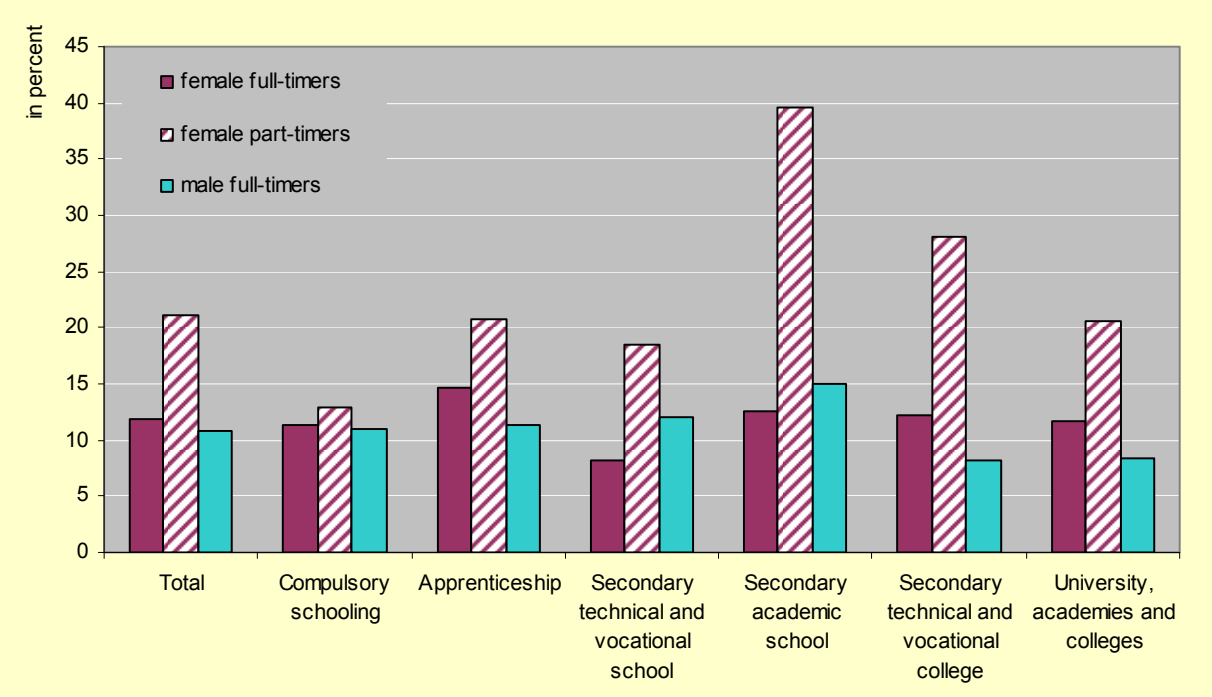
Figure 12 Employed persons by economic sectors and gender



Source: STATISTIK AUSTRIA, Microcensus Labour Force Survey (2008)

In view of their unequal positioning in the labour market, it is not surprising that women often think that they (need to) do work that is not commensurate with their qualifications. This opinion is voiced by about 16 percent of dependently employed women and about 12 percent of men. However, a closer analysis shows that this rather pronounced dissatisfaction applies above all to female part-timers. At almost all educational levels, women working part time think much less frequently than women working full time that their job matches their original qualification; on the whole, every fourth woman working part time thinks that her work is not commensurate with her qualifications.

Figure 13 Share of employees who think that their work is not commensurate with their qualifications



Employees without persons in apprenticeship training

Source: STATISTIK AUSTRIA, Microcensus Labour Force Survey,
ad-hoc module "Labour market situation of immigrants and their descendants" (2008)

1.2.5 Men are more likely to receive overtime payment

As a rule, women work less overtime on a regular basis than men. If they do work overtime, it is usually somewhat less than men: almost three quarters of women working overtime do this for up to nine hours per week, while there are far fewer men in this category (73.1 percent as against 58.0 percent). By contrast, more men than women work ten or more hours of overtime. On average, dependently employed women work 7.0 hours of overtime per week, men – 9.2. In recent years, the average amount of overtime worked by both women and men has somewhat declined.

However, there is an enormous gender-related disparity in the remuneration of overtime (financial or other): in 2008, 75.6 percent of dependently employed men, but only 58.8 percent of women, were paid for their overtime. This means that more than four out of ten women did not receive any overtime payment (41.2 percent; men – 24.4 percent). Women were most likely to receive overtime payment in the public health sector, public administration and the production of goods.

1.2.6 For women, having children is still linked to a dramatic career slump

For a woman, the birth of a child still marks a dramatic turning point in her career – a step backwards. Resuming gainful employment is frequently a difficult undertaking, usually linked to a substantial reduction of working time and income.

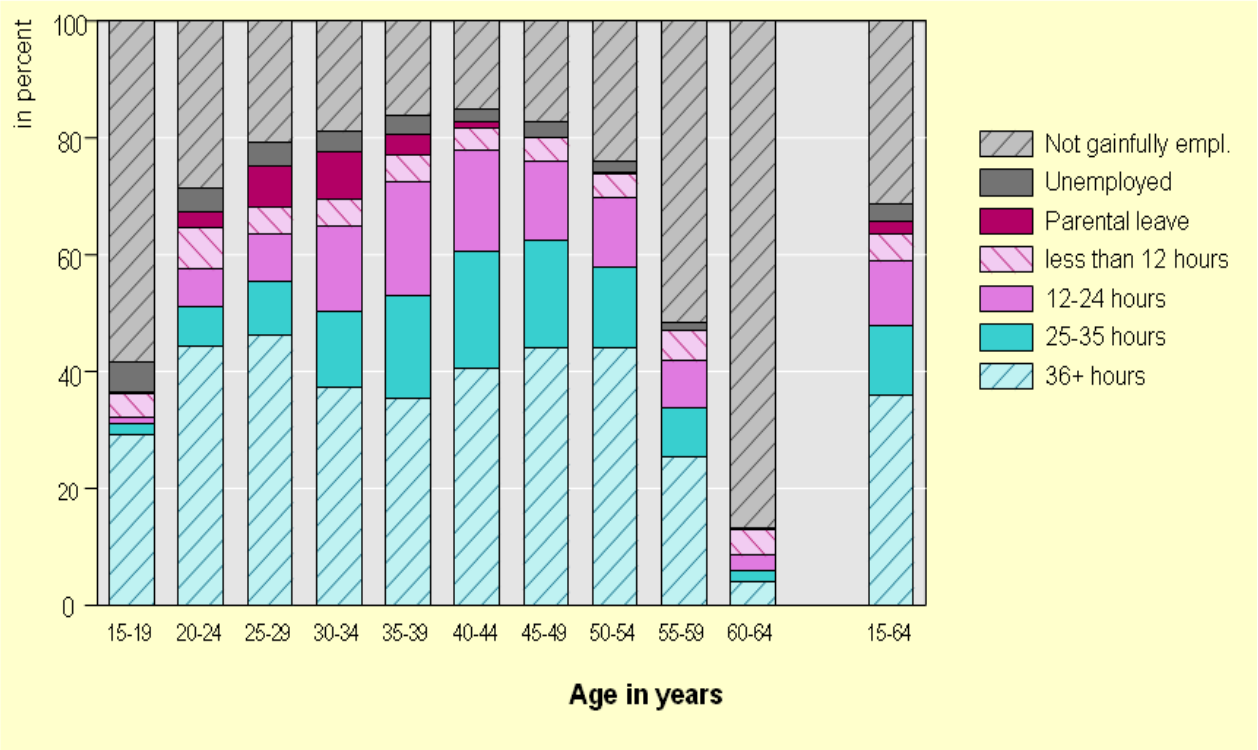
An analysis was conducted in 2006 of the re-entry, after the birth of a child, of women who had been working prior to giving birth. It showed that after the discontinuation of child care benefit payments (maximum duration 30 months after birth, if drawn by just one parent), 63.7 percent of women are back at work. From the 32nd month after birth, the rate of gainfully employed women appears to stagnate.

36.3 percent of women who worked prior to giving birth are still not back at work 32 months after birth. This figure does not even include women who had not been working prior to giving birth, either because they had been in training or had had several children in succession, but want to re-enter gainful employment.

For women, parenthood not only entails a career interruption but also, in most cases, a significant reduction in gainful employment (marginal employment, part-time) in the years thereafter. For men, the trend is likely to be reversed.

Due to family-related ″withdrawal“ from full-time work, the proportion of women in the 30–34 age bracket working full-time drops to 37 percent and that of women aged 35–39 to 36 percent. From the age of 40, women tend to return to work to a somewhat greater extent, a trend that increases to 44 percent in the 45–54 age bracket. In middle age, i.e. when many people face the greatest demands as regards job and family responsibilities, almost nine out of ten men, but only a little over one third of women, work full time.

Figure 14 Employment status of women by age



Source: STATISTIK AUSTRIA, Microcensus Labour Force Survey (2008)

1.2.7 Women's gainful employment is essential for the prevention of poverty

Women, who are not integrated in the labour market, or only to a minor extent, face a relatively high risk of poverty in old age.

In 2007, over 160,000 women drew only a widow's pension. For more than 70 percent of them, the net income from the widow's pension was below the poverty risk level (60 percent of median income). Women living alone who are not eligible for their own pension because they did not, or only to an inadequate extent, engage in gainful employment, are most at risk of poverty in old age. Chapter 1.4.8 deals with the frequently low pension levels of women with their own pensions from gainful employment.

As a rule, the real problems begin after the death of the male partner with the ensuing loss of his (higher) pension. Statistically, women live longer than men, so that female poverty in old age is not uncommon. In 2007, 428,000 women of pensionable age were living alone, as opposed to 125,000 men. This means that every fourth household that draws a pension consists of a woman living alone.

1.3 Participation in leadership positions

Leadership positions in politics, business and public administration are still largely a male domain.

Although Austria was among the first European countries to grant women the full right to vote (1918), gender parity in political decision-making positions is still far away. The current rate of women in the National Council is 27.9 percent, in the Austrian federal government 38.9 percent (March 2010).

The percentage of women on management boards, executive boards and supervisory/administrative boards in Austrian enterprises is still very small. In 2010, only 5.3 percent of seats on the executive boards of Austria's top 200 companies were held by women and only 9.7 percent of the seats on supervisory boards. Companies who discriminate against women actually forego half their potential. By contrast, companies that offer women above-average opportunities tend to do better in market competition. Moreover, women with equal income and career opportunities also tend to display above-average job commitment.

In science and research, women account for barely 17 percent of professors in Austria, and at the Universities of Technology only about four percent, which is below the EU average of 20 percent. There is not a single female university president in Austria.

In 2009, women accounted for 19 percent at the highest administrative level and for 29 percent at the second-highest level, which is below the EU average of 25 percent and 33 percent respectively.

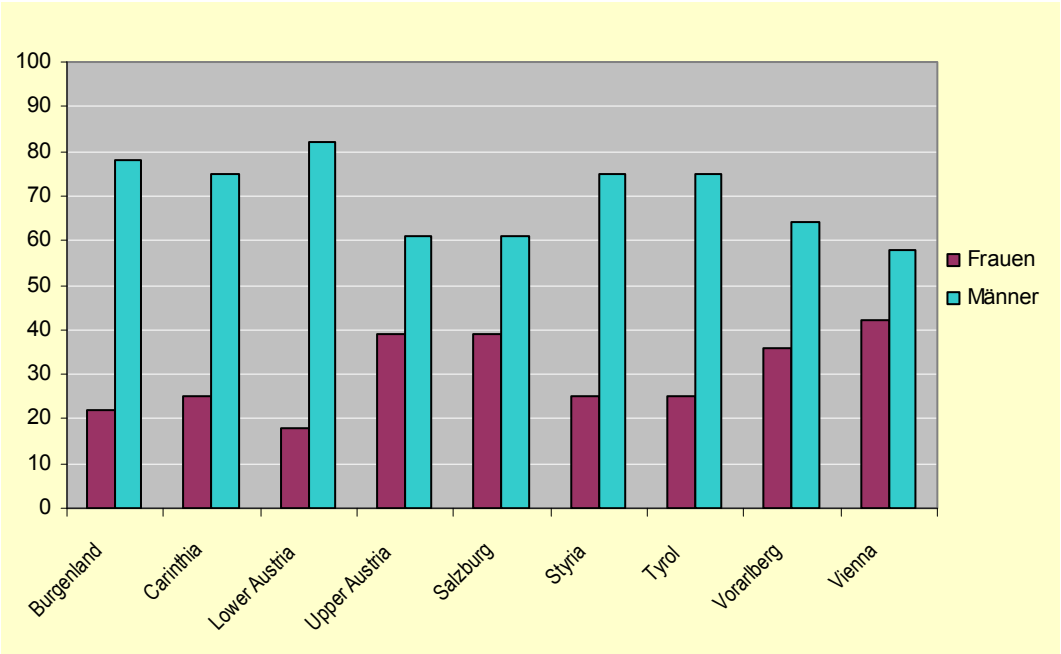
1.3.1 Women are still underrepresented in politics

The percentage of women cabinet ministers in the Austrian federal government is currently 38.9 percent, i.e. among the top third of EU countries. European governments tend to entrust women chiefly with socio-cultural functions, while men are frequently in charge of basic functions (defence, internal security, judiciary). Another peculiarity of the current Austrian government is that all three government members for economic affairs (economy, finance, agriculture) are male. From an optimistic point of view, the female leadership of the Ministries of the Interior, Justice and Infrastructure might be seen as a gender-sensitive development.

As regards the legislative sector, the percentage of women sitting in the Austrian National Council is slightly above the EU average at 27.9 percent. However, there may be cause for concern about the fact that, after the two preceding legislative periods with 33.9 percent and 31.2 percent respectively, Austria has fallen below the critical limit of 30 percent. In the parliamentary parties, the percentages of women vary considerably: while 50 percent of Green Party members of parliament are women, the BZÖ (Alliance for the Future of Austria) contents itself with 11.8 percent (March 2010).

The tendency to exclude women from political decision-making positions in Austria is perpetuated at the regional level. Only one of the nine federal states has a female governor, and the proportion of females in state governments varies from 43 percent in Vienna and Salzburg to none at all in Carinthia. In the state parliaments *(Landtage),* the situation is similar: Vienna leads with female legislators accounting for 42 percent of the total; Lower Austria brings up the rear with 18 percent (November 2009).

Figure 15 Political representation of women and men in state parliaments



Source: www.austria.gv.at, as well as homepages of the federal states (as of November 2009, in percent)

Out of nine Austrian state capitals, only two are governed by female mayors, which is actually quite remarkable in view of the fact that only a meagre 4 percent of all Austrian mayors are women.

1.3.2 Top positions in business are still a male domain

The latest figures on female participation in top business positions are supplied by the survey published in March 2010 by the Vienna Chamber of Labour (AK), "Women on Executive and Supervisory Boards" *("Frauen in Geschäftsführung und Aufsichtsrat"),* which surveyed the top 200 largest Austrian companies in terms of sales.

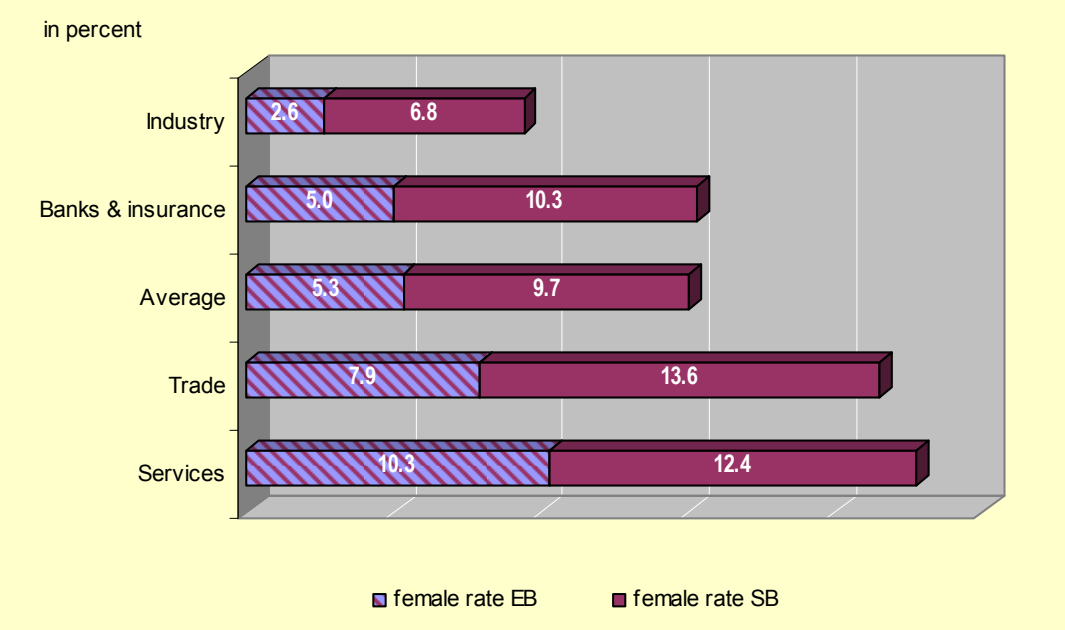
The survey showed that out of 627 CEOs of the top domestic companies, only 33, or 5.3 percent, are female or, in other words, just about every twentieth CEO.

As compared to executive positions, the percentage of women on supervisory boards of the top 200 Austrian companies is considerably higher – 9.7 percent in 2010; i.e. 141 out of 1454 seats on supervisory boards are filled by women. It is worth noting that more than half of female supervisory board members were appointed by works councils. The share of female stockholder representatives on supervisory boards amounts to 6 percent, the same level as in the boardrooms, while it is three times as high among employees' representatives (18.7 percent).

A look at both executive and supervisory boards shows that every third company does not have any women in the two top executive bodies, and that only 18 out of 200 companies – i.e. every eleventh – have women on both the executive and supervisory board.

What is also noticeable is that the few women in top business positions are very unequally distributed in the different sectors of the economy. As shown in Figure 16, they are most widely represented in the service sector and least widely in the industrial sector.

Figure 16 Rate of women on executive and supervisory boards, by sectors

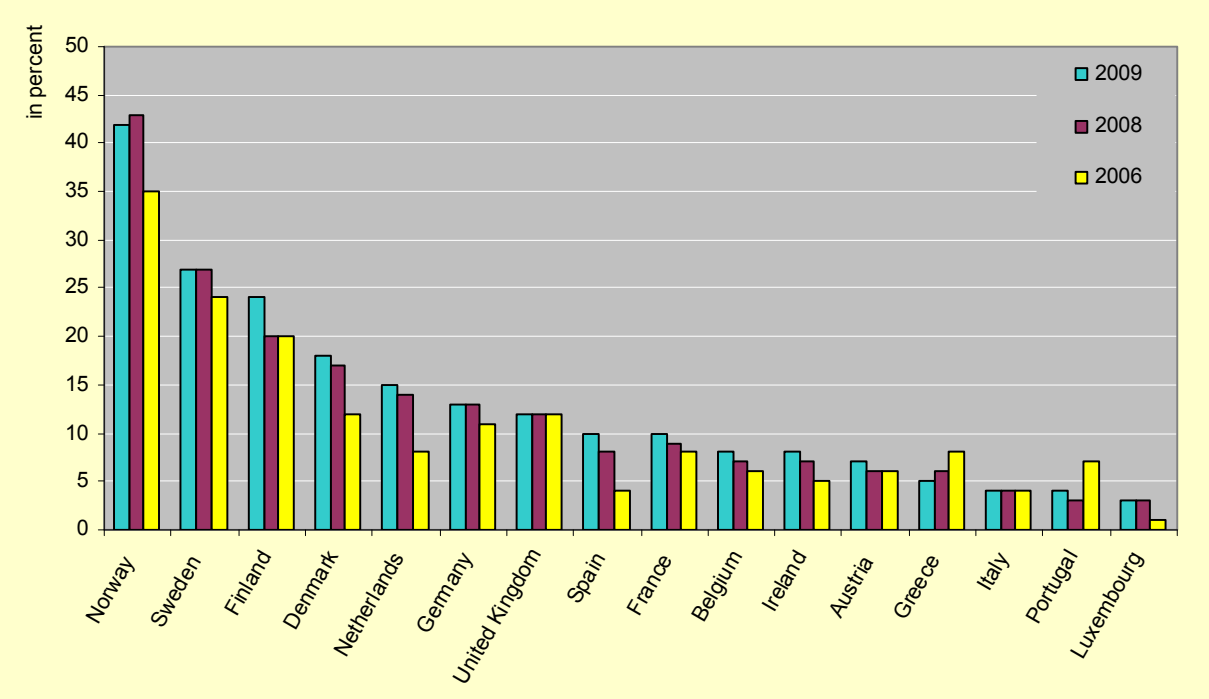


Source: AK Survey "Women on Executive and Supervisory Boards“
Frauen in Geschäftsführung und Aufsichtsrat (2010), p. 14

Focusing on the listed companies among the top 200, the percentage of women in leadership positions is even smaller: at the 20 ATX companies women hold only 4.7 percent of the seats on the executive boards and only 7.8 percent of the seats on the supervisory boards.

With regard to the participation of women on supervisory boards at listed companies, we have comparable data on the European level (European Commission’s data base “Women and Men in Decision-Making Processes”). In this comparison, Austria is below the average of 11 percent and lags far behind Norway, the front runner, whose 42 percent underscores the effectiveness of a statutory quota regulation.

Figure 17 Women on supervisory and administrative boards of listed companies in EU Member States



Source: AK Survey "Women on Executive and Supervisory Boards" (2010), p. 10

1.3.3 The public business sector has higher proportions of women

Data on the number of women holding top positions in the public sector, i.e. in state-controlled organisations, were first made available by the 2009 income report of the Court of Audit.

Of the 592 management board members and CEOs in the public sector (2008), 11.6 percent were female. Among the supervisory board members, the number of women amounted to 1,202 persons, i.e. 16.1 percent.

The universities had the largest number of females in leadership positions in 2008; while still lacking a single female university president, they boast several vice presidents and 22 percent of seats on the executive boards are held by women. Due to the parity-based appointment of university council members by the government, 42.3 percent of seats on the supervisory boards are also occupied by women.

Women hold far more leadership positions in the public sector than in private business.

1.3.4 Public administration has the highest proportion of women

According to the European Commission's database about women and men involved in decision-making processes, women hold 9 percent of positions at the highest level of the Austrian administration and 29 percent at the second-highest level (2009). This is the highest percentage of

women in leadership positions among all Austrian sectors. However, Austria is yet again below the EU average of 25 percent and 33 percent respectively.

Furthermore, the administrative sector is also characterised by a certain degree of gender-specific segregation with regard to specialisation. Female civil servants are more likely to be entrusted with responsible positions in ministries with socio-cultural functions. Yet even among ministries with socio-cultural functions, the 2009 staffing plan shows distinct differences: in 2008, at the Federal Ministry for Labour, Social Affairs and Consumer Protection, women accounted for 41.2 percent of officials in the highest salary groups and for 36.2 percent of those at the next lower level. In the Federal Ministries for Education, Arts and Culture, Science and Research as well as Health, the percentage was considerably lower. In most other ministries, women accounted for 20–25 percent of those in the top salary group and for 35–45 percent at the second level.

1.4 Women's income situation

According to the current income report of the Austrian Court of Audit[3], dependently employed women earned an average of 41 percent less than their male colleagues in the year 2007. In part, this is due to a different extent of employment. However, if we take just individuals who work full time year-round, the income gap is still 22 percent. In 2007, Austria was even ranked next to last among the EU-27 by the EU's comparative structural indicator ″gender pay gap".

Various economic analyses show that over half to two thirds of this income gap cannot be explained by different social and occupational characteristics of women and men. In other words, the remaining income difference results from the fact that a woman is a woman.

Thus the manifold causes of gender pay gaps are of a structural nature as well as due to indirect and direct discrimination. Direct and indirect internal income discrimination often starts with entry-level salaries through different classification and different credits for past service times; in the course of employment, through (extraordinary) salary rises, bonuses, extra pay and overtime payments exclusively for men. Yet the Office of the Ombud for Equal Treatment has also reported cases where women receive less payment without any explanation or justification.

The decisive factors behind gender pay gaps are unequal opportunities for career advancement and as a result of child care duties, but especially upon entry into the labour market.

Women are employed to a disproportionately large extent in the public sector. Both equal treatment reports and the income report of the Court of Audit show distinctly more gender equality where the federal government is the employer. This suggests that adequate general conditions with regard to education, pay, working conditions and schemes for promoting women have a positive impact on gender equality in the labour market. Under the Federal Equal Treatment Act,

[3] Unless stated otherwise, the data in Chapter 1.4. are taken from the ″2008 General income report" of the Court of Audit or are based on specific evaluations of Statistik Austria on this report.

the civil service is obliged to conclude two-year target agreements on increasing the rate of women at all levels.

These experiences should be used for the private sector in order to develop and establish effective tools for gender equality.

1.4.1 Differences in annual income between women and men are still high

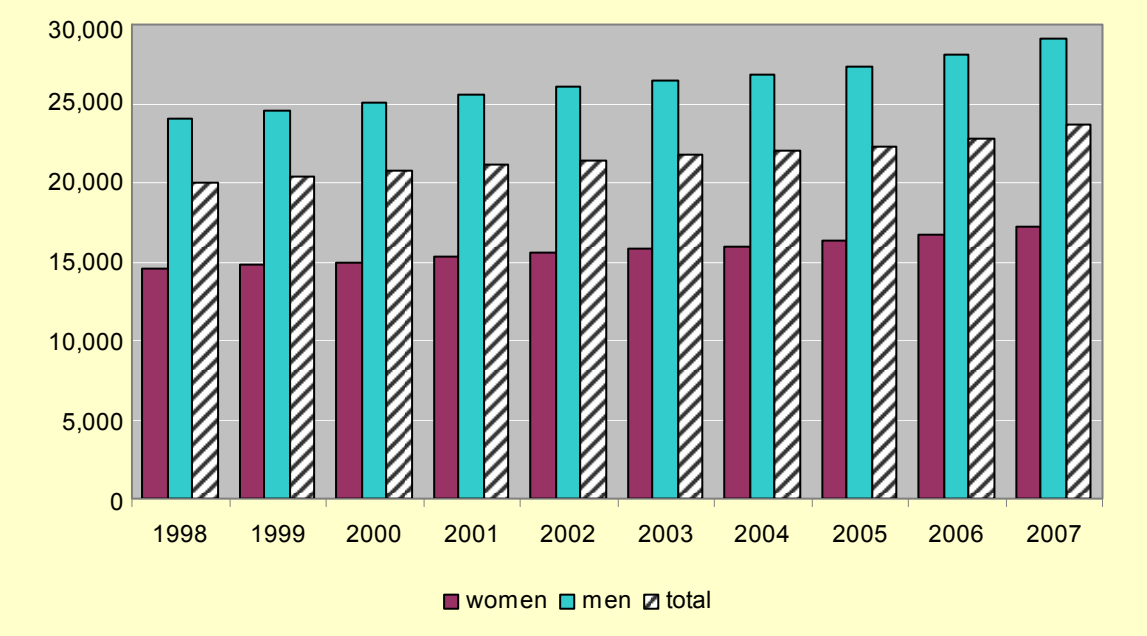
The fact that on average men earn more than women in Austria applies to incomes both from self-employment and dependent employment. In 2007, the gross annual income of dependently employed women was on average 41 percent below that of men. In 2005, the gross annual earnings of self-employed women in commerce, trade and industry were 34 percent below those of men.

The difference in the daily earnings between self-employed female and male farmers and self-employed persons in commerce, trade and industry is some 20 percent, i.e. roughly the same as the average difference in hourly earnings of dependently employed persons. In contrast, the income difference in the liberal professions, in particular enterprise-related services and health care, is much higher, amounting to almost 30 percent with regard to daily earnings. However, since they normally work all through the year, women's gross annual earnings are 'merely' 34 percent lower than men's. Income gaps between women and men widen with age; upon retirement, the problem becomes even more acute.

1.4.2 No improvement of women's income situation in the last ten years

A time comparison does not show any improvement in the relative income situation of dependently employed women. Between 1998 and 2007, their gross annual income rose from Euro 14,111 to Euro 16,748 (19 percent), while that of men rose from Euro 23,365 to Euro 28,226 (21 percent). Women's income, with an average growth rate of 1.9 percent per year, rose less strongly than the income of dependently employed men, whose average growth rate was 2.1 percent per year. Looking at the development in individual years, women did record slightly higher annual income growth than men in the years 2001, 2002 and 2005. Since the total growth of women's income was lower, however, their overall relative income situation did not improve. While in 1998 the median gross annual income of dependently employed women was 60.4 percent of the corresponding male income, it was 59.4 percent in 2007.

Figure 18 Development of the mean gross incomes of employees



Source: General Income Report (2008, p. 18)

1.4.3 Women working full time earn 22 percent less than men

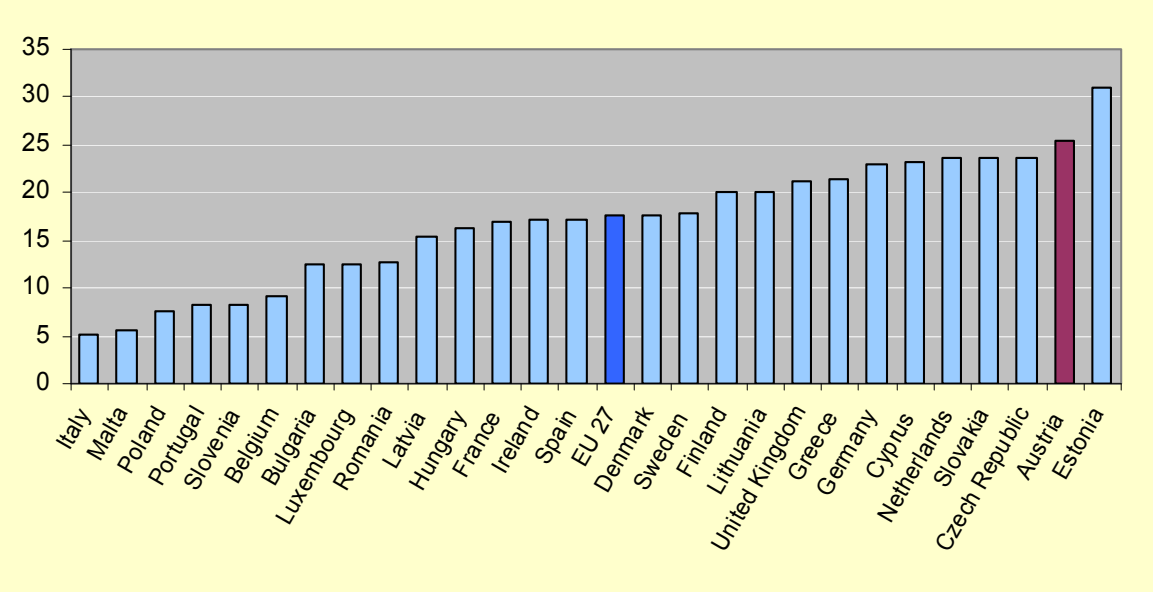
Part of the annual income gap can be explained by differences in working times and non-year-round employment. Yet shorter working times due to women's part-time or seasonal employment do not account for the entire income gap.

An analysis of the incomes of persons working full time year-round still shows a gender pay gap of 22 percent. We must bear in mind that this analysis excludes 57 percent of women and 34 percent of men. Among the dependently employed persons surveyed, the share of women drops from a total of 47 percent to 36 percent.

1.4.4 Austria at the bottom of the EU tables

In comparison with other EU member states, Austria, with its 25.5 percent gender-specific income gap measured in terms of average gross hourly earnings is among the countries with very large income disadvantages for women. The EU's comparative structural indicator ″gender pay gap" ranks Austria 26th in 2007, i.e. next to last (see Figure 19) in comparison with the other member states. Only Estonia has a larger gender pay gap than Austria.

Figure 19 Gender pay gap in EU Member States



Source: EUROSTAT, Structural indicator "gender pay gap" in unadjusted form in percent (2007)

1.4.5 Income differences between, but also within, sectors

As we look at incomes by sectors from a gender-specific viewpoint, we find interactions between the income structures of various economic sectors and the income gap between men and women.

In low-income sectors, the percentage of women is higher than in others. For example, the 2007 figure for the hotel and catering trade was 62.3 percent (mean gross annual income of Euro 9,737). Especially large numbers of women were also employed in other services (mean gross annual income Euro 16,239; proportion of women 59.1 percent); in health care, veterinary trade and social services (mean gross annual income Euro 18,706; proportion of women 79.5 percent) and in trade (mean gross annual income Euro 19,196, proportion of women 56.8 percent). To a lesser extent, women were employed in the building industry, mining, and in the energy and water supply industries. In these sectors, women accounted for less than one fifth of gainfully employed persons in 2007.

Within sectors, too, women earn much less than men, with varying degrees of income disparity. In 2007, the largest relative gender-related income disparity was observed in trade, other public and personal services as well as in banking and insurance. In these sectors, women's mean incomes amounted to 56 percent of men's. In contrast, there was a relatively small income gap in public administration (women's mean income: 72.2 percent of men's), in the educational sector (64.3 percent), health care (67.3 percent) and in the hotel and catering trade (74.3 percent), the latter being a characteristically low-income sector.

1.4.6 Most women work in low-income jobs

A 2007 classification of incomes by occupation shows that women in graduate professions, with a mean gross annual income of Euro 37,375, had the highest earnings compared to other women. Even compared to men, women in this professional category were well off, with about three quarters of their colleagues' income. The lowest incomes were those of female unskilled workers with a mean gross annual income of Euro 12,963. Relative to men, too, unskilled female workers had the lowest incomes, with 54.8 percent of the earnings of the male reference group.

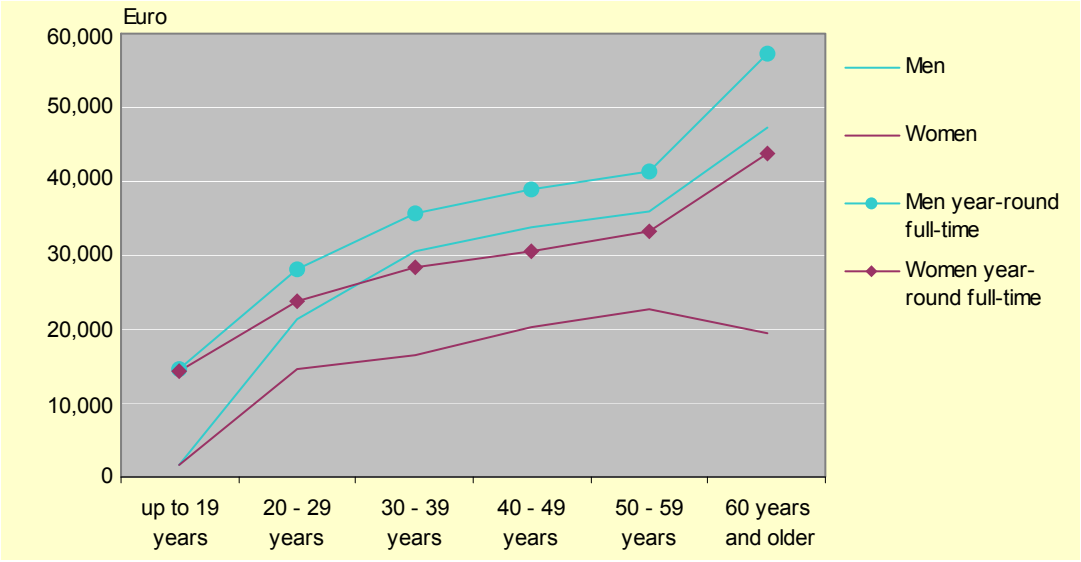
Looking at the percentage of females in the different occupational groups, it is apparent that a disproportionately large number of women were working in service jobs (71.2 percent), as office workers (69.6 percent) and unskilled workers (54.8 percent). These occupations tend to have low income levels. Among executives, and in crafts, the percentages of women were comparatively low (23.5 percent and 7.1 percent respectively).

1.4.7 The income gap widens with age

In younger years, the income gap between women and men is still relatively small, but it affects the entire further income trajectory. Another strong differentiation takes place in the main working age group. Moreover, men's income development is constant, with a steady growth trajectory, while the average income of dependently employed women in the main working age group lacks a continuous growth pattern.

Looking at the mean gross annual incomes by age groups, we find that men's incomes rise more strongly with age than do women's. Women's incomes between the ages of 20 and 40 grow much less strongly than men's (Figure 20). In 2007, men's incomes in the 40 – 49 age group were 58 percent higher than in the 20 – 29 age group, while the corresponding rise in women's incomes was only 38 percent.

Figure 20 Mean gross annual income by age categories



Source: General Income Report (2008, reference year 2007, specific evaluation)

Another striking fact is that women's incomes on the whole rise only up to the age of 59, after which they fall again, while men draw their highest incomes over the age of 59. Thus the income disadvantage affecting women is generally highest in the over-60's group.

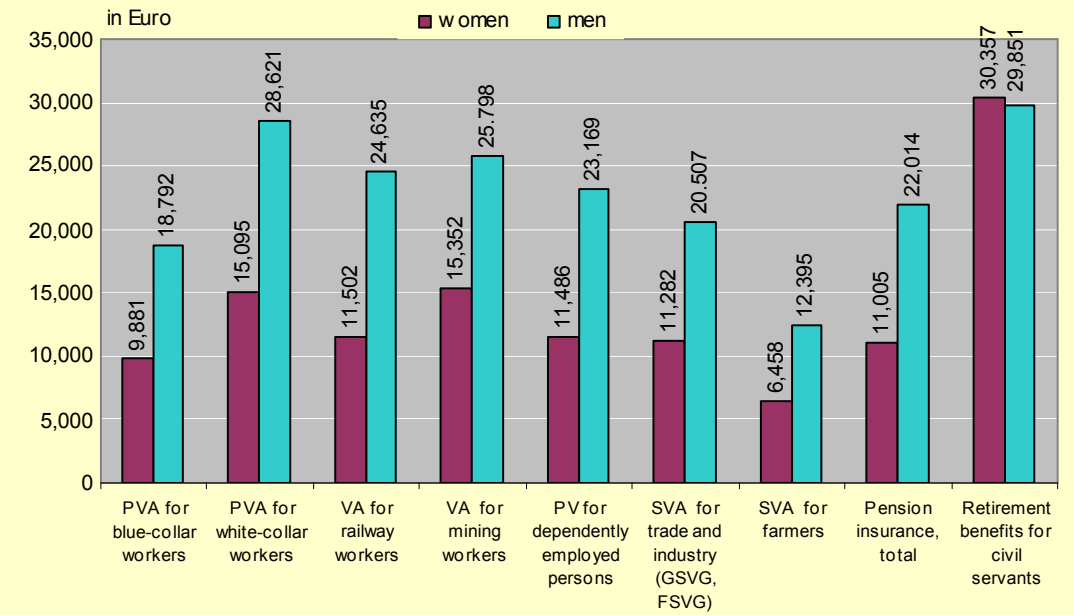
The different career trajectories of women and men, especially more frequent changes of employer and employment interruptions among women, have a detrimental impact on the development of women's incomes. Surveys also show that the income disparities that exist upon first entering into working life have a decisive influence on the emergence of the overall income gap between women and men.

1.4.8 Income differences are largest in retirement

Income differences between men and women also affect life after retirement. In 2007, the average retirement pensions of male retirees drawing a single pension were twice as high as those of women, i.e. Euro 22,014 against Euro 11,005 gross p.a. (not counting the retirement pensions of civil servants).

However, these average figures obscure considerable disparities in pension levels between occupational groups. Figure 21 shows old-age pensions (retirees drawing single pensions, median) by pension insurance institutions. It reveals an especially high incidence of low pensions among female farmers and blue-collar workers. In all occupational groups, women draw only about half of men's old-age pension incomes, with the exception of female civil servants. In the latter group, pension incomes are balanced, with women's median pensions even minimally higher than men's. This is chiefly due to the fact that female civil servants who retire have worked as long as male civil servants and are normally highly qualified. However, only about 20 percent of persons drawing civil service pensions are female.

Figure 21 Gross annual amount of old-age pensions, by pension insurance institutions, 2007



Source: General Income Report 2008. The figures refer to retirees who draw a single pension and reside in Austria.

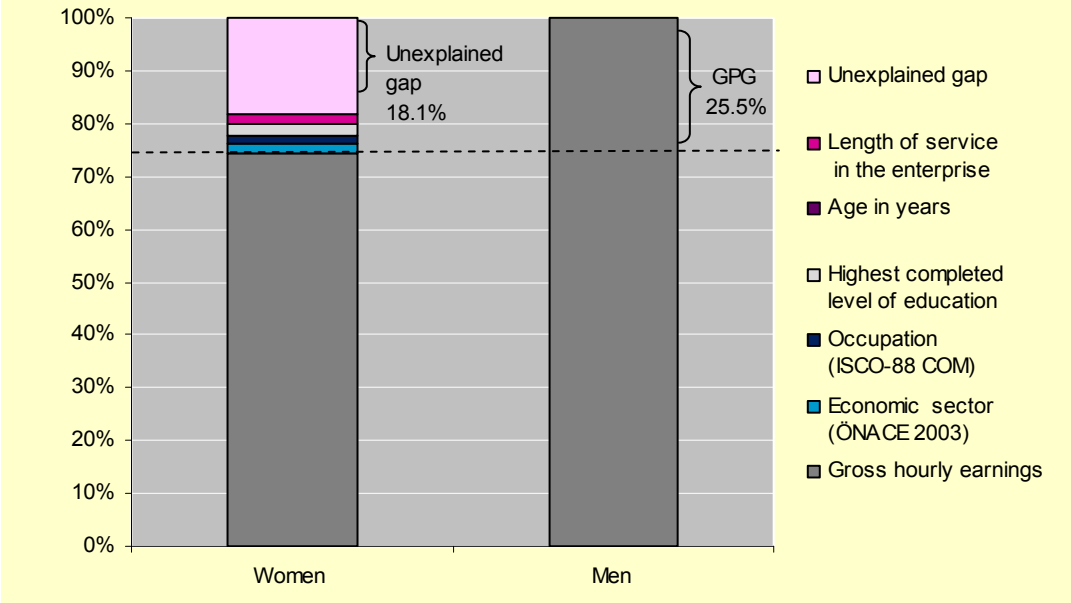
1.4.9 The gender pay gap has a large unexplained proportion

An economic analysis of the EU's structural indicator for Austria conducted by Statistik Austria shows that more than two thirds of the income difference related to gross hourly earnings cannot be explained by different social and occupational characteristics of women and men. In other words, the remaining pay gap results from the fact that a woman is a woman.

Having adjusted the pay gap for observable differences such as age, education or duration of employment as well as segregation effects related to differences in the sectoral and occupational distribution of women and men, the gender pay gap in Austria decreases from 25.5 percent to 18.1 percent (see Figure 22).

This calculation uses the personal characteristics of women and men to decompose the pay gap into an explained and an unexplained portion. Controlling for the effect related to every single characteristic, it becomes apparent, assuming that there is no sectoral difference between women and men, that the pay gap decreases by 1.8 percentage points. Adding a control for the differences in occupational distribution, they explain around 1.4 percentage points of the pay differential. Allowing for the highest educational level, the pay differential drops by another 2.2 percentage points. While adding a control for age has by itself only a minor impact on the pay differential (0.1 percentage points), there is a strong relationship with the years of service in the company, which explains 1.9 percentage points of the gender pay gap.

Figure 22 Decomposition of the gender pay gap



Source: STATISTIK AUSTRIA, Structure of Earnings Survey (2006)

The unexplained residual portion of 18.1 percent that cannot be attributed to the characteristics included in the analysis can be referred to as the effect of discrimination. However, interpreting this effect needs to take into account that the residual pay differential may be due both to gender-based discrimination and non-observed pay-relevant differences, so that the portion attributable to discrimination may be overestimated. Conversely, discriminating mechanisms may also be behind observed differences – such as gender-specific sectoral and occupational segregation –, which would lead to an underestimation of pay discrimination.

2 Goals and action spheres for gender equality in the labour market

It is the supreme goal of the National Action Plan to improve the position of women in the labour market, reduce gender-specific differences in employment, in its quantitative and qualitative aspects, and to make progress on the path to true equality of women and men in the labour market.

The Plan encompasses four strategic goals that define the major policy fields:

- Diversifying educational paths and career choices, gender-sensitive career guidance
- Increasing labour force participation and full-time employment, reducing gender-specific differences in employment, supporting transitions to full-time employment, skills training for women, reconciliation of work and care giving responsibilities
- More women in leadership positions
- Reducing the gender pay gap

2.1 Diversifying educational paths and career choices

The prevalence of female and male role stereotypes in educational and occupational choices has far-reaching consequences. The strong impact of traditionally “female occupations” and the corresponding educational paths severely limit decision-making and options, i.e. the occupational and educational range available to young women. This has a negative impact on career development, pay and societal participation over women’s entire future working life.

Educational paths and career choices of girls and young women are consequently of crucial importance for equality.

2.1.1 Dismantling stereotypes

Role clichés and gender-specific stereotypes must be counteracted early on, i.e. starting with preschool education. Educational institutions must do their part by offering all pupils the same options. Children and adolescents must be empowered to actively participate in shaping societal structures to suit their own needs and priorities.

Special attention should be paid to girls from immigrant backgrounds in order to allow for their specific needs and personal circumstances.

Empirical studies have shown that societal values related to the role of women with regard to gainful employment and domestic work have a significant impact on their workforce participation. In Austria, traditional perceptions of the gender division of work can be identified as the central obstacle to women’s workforce participation.

What is needed is better information about the consequences for women of the unequal distribution of household chores and care giving and incentive schemes for a fair distribution of household and care giving duties. The steering and incentive effects of fiscal regulation and family transfer benefits will also have to be reviewed and modified if necessary.

2.1.2 Promoting atypical career guidance

In pre-school and primary school, children should be given information about a working and job world without role stereotypes. Occupational and educational guidance should start in secondary school at the latest. This requires a review of the curricula and the current range of subjects. Equality-promoting teaching material must be accompanied by measures for the (further) training of teachers.

To help pupils avoid making one-sided training and career choices, schools must play their part by offering appropriate instruction, promotion based on specific needs, and by setting an example for the teaching staff.

The Austrian educational system, with its early decision for a specific educational direction and its high degree of specialisation, is one of the determinants in gender-specific choices of education. By boosting general education and enriching one-sided educational training schemes, education can help to prepare students for more broad-based and flexible occupational options. This would include the integration of technological subjects and project focuses in economic and social training schemes. Likewise, technological training schemes must be enriched with general or social content. In recent years, these hybrid training approaches have succeeded in increasing female participation in viable occupational areas.

Since parents play a major part in their children's decision to choose a particular type of training, it is necessary to contact and involve them in these schemes.

By setting an example, companies can provide valuable help for the employment and training of girls and women in non-traditional occupations. This includes the continuation and extension of programmes like ″Women in Crafts and Technology“ (″FiT“) or the integration of exemplary companies, for example in career guidance at school.

2.1.3 Permeability of educational paths

Occupational and educational guidance are long-term processes that need to go beyond first decisions for a career or an educational path. Information offered in the senior classes and counselling for those already working should enable people to revise unsatisfactory decisions. Counselling offers for working people must be tailored to the specific contexts of women's lives.

Moreover, educational paths predominantly chosen by women can be upgraded with the aid of follow-up and supplementary training. This contributes to the permeability of the educational system and subsequently of the labour market.

2.2 Increasing labour market opportunities

Labour force participation as well as dependent employment and self-employment among women have been rising steadily for some considerable time (although the increase has declined slightly since 2009). However, this increase is mostly due to part-time work, frequently with a small number of working hours. For reasons of economic policy, it is necessary to take measures designed to achieve a further increase in female workforce participation, also with regard to the number of working hours. After all, individual social security and protection against poverty are best ensured through gainful employment. This requires the creation of favourable conditions to promote this goal.

2.2.1 Enhanced educational efforts for women

Education, training and further training are essential factors for increasing female labour force participation.

This calls for developing special promotion schemes for young women at school, offering further training and inducing girls to choose technological careers. Counselling centres for women and girls can do an important job by creating awareness and providing advice.

Further strategies include promotion schemes aimed at increasing occupational permeability and the permeability of educational paths for future-oriented careers and improved applicability of women's educational attainments. All of these schemes must be designed in such a way as to consider the specific needs of women from immigrant backgrounds.

The position of women in full-time employment correlates with their qualification levels. In some areas such as trade or tourism, full-time jobs are rare. In order to enable women to secure their livelihood by working full time, offering (further) training might be a useful approach. An active labour market policy should define goals for female skills training. It is also necessary to devise a way to help women with below-subsistence incomes to develop a new career orientation towards viable job areas.

2.2.2 Increasing full-time employment of women

While female part-time employment has considerably increased over the past years, dependent full-time employment has hardly grown at all. Yet part-time work, especially with few hours, is not usually sufficient to ensure women's economic independence and social protection. It is of crucial importance to enhance female participation in full-time employment, with a specific focus on high-quality jobs that enable them to make a living.

The wish to work part time is frequently limited to certain phases of working life, and part-time workers often want to return to full-time employment. With the exception of specific working time models, such as part-time employment for parents, there are but a few models that offer a regulated transition from part-time to full-time work. To facilitate this transition, consideration should be given to using tools such as flexibility counselling, working time models, preferential treatment for

internal candidates when filling full-time posts, and awareness building in companies etc. With regard to in-house further training, special attention should be given to developing women's skills.

2.2.3 Reconciling full-time employment and child care responsibilities

Childcare options for both small children and children of school age are often essential if women are to be able to work full time. When seeking work, women are limited in their choices by the availability of childcare. There are not enough full-day schools. The pre-school infrastructure is much better, but many services can hardly be reconciled with full-time employment. Only a mere 16 percent of kindergartens comply with the Family and Job Compatibility Indicator (*Vereinbarkeitsindikator für Familie und Beruf*/VIF) of 45 hours a week, optional lunch and a maximum of 25 closure days per year.

Thus childcare can make an essential contribution toward eliminating barriers to female full-time employment. We must aim for the "Barcelona target" – in particular the benchmark of providing childcare places for 33 percent of children under the age of 3, increasing the number of childcare facilities that enable both parents to work full-time, and providing more all-day school places.

All international studies have found a strong link between the availability of childcare facilities and educational facilities for children and women's employment. Empirical studies show that providing sufficient, high-quality external childcare and educational facilities has a beneficial effect on female employment rates as well as on women's earnings and career development. Investments in children's education and training work in the medium term by reducing social inequalities, improving the integration of immigrants and having an upward impact on birth rates. Improving the quality of childcare and educational institutions and the nationwide full-day provision of childcare and schools are essential for increasing women's participation in the labour force. At the same time, this will increase children's educational opportunities. Additional "work-life balance" incentives for companies, such as tax benefits for company kindergartens, can also be useful.

Self-determined job flexibility for women and men is a key factor for the reconciliation of work and private life.

This flexibility must be ensured by implementing the promotion of corporate ″work-life balance" programmes and measures for the reconciliation of job and family. A basic requirement is the development of alternative and innovative work schemes and working time models for both household and care giving duties and gainful employment.

Fewer women than men have their own cars, which is why they have to rely more often on public transport services although they usually run more errands. Women's smaller mobility radius reduces their labour force participation. Expanding the public transport infrastructure and promoting regional employers makes it easier for women to participate in the labour market.

2.2.4 Labour market participation through self-employment

Women face greater obstacles than men when taking up self-employment (for example, it is more difficult for them to be granted a loan), yet their companies frequently survive longer than those founded by men.

Women as founders benefit most from improved access to grants for start-ups and increased support for women's start-ups, in particular with regard to loans.

2.3 Increasing the number of women in leadership positions

In Austria, there are only a very small number of women in leadership positions in politics, business and public administration. The situation needs to be improved, and this will not happen on its own. Increasing the number of women in top positions will require various measures, such as (in-house) gender equality schemes and target agreements.

2.3.1 Providing equal access to in-house training for women

In-house further training is an important factor for advancement opportunities. Women are less likely than men to be given the opportunity to participate in in-house further training. Women should at least be able to participate in internal further training to an extent that is commensurate with their numbers within a company (especially career measures). Companies will benefit from this approach because they will have more applicants and qualifications to choose from when filling leadership posts.

2.3.2 Supporting women's career's guidance and promoting equal advancement opportunities

Due to the unequal distribution of household and family chores, women have a much smaller time budget for attending to job and career issues, especially when they have children.

As long as women are underrepresented in leadership positions, it is essential for companies to provide time resources for career planning and dealing with career targets. Mentoring schemes and women's networks can assist internal advancement, increase the number of career-oriented women and ensure the visibility of role models.

2.3.3 No career disadvantages for women and men with care giving responsibilities/facilitating part-time leadership

Women and men with care-giving responsibilities have only limited time resources. Today it is still mainly women who want to – or rather need to – (temporarily) reduce their working hours due to care-giving duties and the lack of adequate care infrastructure. But there is also a growing num-

ber of men who want to share child rearing activities. Promoting equality implies that this will not entail any career disadvantages for women and men. Taking on care-giving responsibilities can be seen as a boost to social competence, which will benefit the company.

In times of modern telecommunication technologies and mobility, leadership competence is not expressed in terms of length of presence at the workplace. Empirical studies on the subject of executive working hours have found that individuals who perform their management duties part-time are more flexible, cooperative, communicative and show a greater readiness to delegate tasks than others. As a consequence – apart from increasing the number of women – promoting part-time work in leadership positions can also foster desired management skills.

2.3.4 Transparent selection procedures for leadership positions

Transparent and fair selection procedures are an important prerequisite for ensuring equal access to management positions. Management consultants or executive search firms filling leadership positions on behalf of companies bear the same responsibility as the companies themselves.

Advertisements must be written in gender-neutral language, with clear job specifications. Other key aspects of a transparent selection procedure include facilitating applications from employees who are on unpaid leave or who work part-time, as well as a transparent decision-making process and the inclusion of women and men on the final short list.

2.3.5 Ensuring the visibility of women's achievements

Companies and organisations should present themselves both internally and outwardly through women and men in equal measure. The use of gender-sensitive language is an important milestone. Women's participation in (political) planning processes and in decision-making, public relations and the media should ensure public awareness of the equality of female and male work. The visibility of women's scientific achievements is a crucial benchmark.

2.3.6 Ensuring a proper gender balance in assignments and postings

Recent years have seen very little progress with regard to women in management positions, supervisory board functions or university presidency positions. Apart from internal measures, it is also up to ministries and the social partners to ensure a proper gender balance in postings and assignments and to take all measures necessary to foster women's potential. International examples lead the way in terms of voluntary commitments with target agreements for supervisory bodies, which will be modified into compulsory measures if not attained. The goal must be that 40 percent of seats on supervisory and management bodies are held by women.

2.4 Reducing the gender pay gap

Gender-specific income disparities are still large in Austria – in fact, the pay gap has slightly widened over the last ten years. The development of earnings and of the income gap must be analysed in detail in order to work out effective measures for reducing gender-specific differences.

2.4.1 More women in well-paid, future-oriented, innovative jobs

The pay level in female-dominated sectors is lower than in male-dominated sectors. Various initiatives and projects to encourage girls and women to choose non-traditional occupations/educational schemes should be continued and extended; companies should be sensitised and supported with regard to non-traditional occupational choices.

Careful thought must be given as to how to create future-oriented innovative jobs and how to go about promoting women in these areas.

Innovative and better-paid jobs for women in currently female-dominated sectors can contribute toward raising the overall pay level in these sectors. For example, this applies to the service sector, public health, care giving and child care.

2.4.2 Achieving income transparency

Although the right to equal pay for equal work and work of equal value by women and men has been in force for 30 years, it has not led to any sustained reduction of the income gap. Income discrimination against women can still only be combated through individual legal proceedings. The greatest difficulty confronting the Ombud for Equal Treatment is to obtain information about the earnings of men in comparable positions.

Increased transparency through disclosure of salaries in companies is an essential requirement for counteracting internal income discrimination and contributing to the reduction of income gaps. Since studies have shown that gender-specific income disadvantages upon entering the job market are a key factor for the emergence of the overall income gap, it is essential to disclose the criteria of the pay structure upon entry, and subsequently of the income development.

2.4.3 Re-evaluation of work

The segregation of the labour market into lower-paid female-dominated and higher-paid male-dominated sectors suggests the possible prevalence of hidden discrimination in collective agreements. A key role will be given to joint initiatives with the social partners to analyse existing collective agreements for hidden discrimination potential and to develop new, analytical and gender-appropriate evaluation criteria in order to permanently secure the right to equal pay for equal work and work of equal value. These discrimination-free work evaluation systems must also exclude

indirect discrimination such as undervaluation of activities and requirements. Gender-appropriate work evaluation systems in the public sector can serve as a basis for discussion.

As regards the social partners, it is important to ensure coherence within the collective agreement system, in particular for the equal assessment of educational achievements in female- and male-dominated sectors. For the re-evaluation of work, it is essential to raise awareness among those who negotiate collective agreements and to ensure that both sexes are equally represented in negotiating bodies.

Companies should be admonished to and supported in establishing transparent, fair and non-discriminatory evaluation and remuneration systems.

2.4.4 Fairer distribution of unpaid care-giving work

In terms of gender equality, it is of key importance that neither women nor men suffer any undue disadvantages in their income and career development if they claim child-care leave (parental leave, part-time employment for parents) or leave to care for older family members. High-quality part-time employment of men and women must be promoted even for shorter periods. Part-time work with more working hours, advancement opportunities and options to participate in (further) training are measures that strengthen loyalty to the company and improve the possibilities for returning to full-time employment. Awareness work and sensitisation of companies with regard to high-quality part-time work are required because unpaid leave tends to imply large income disadvantages in respect of future income development. Measures for the elimination of these disadvantages can contribute to achieving gender equality and reducing income disparities.

3 NAP Gender Equality: Organisation and process

3.1 Approach

Notwithstanding the efforts made in the field of women's policy during the last three decades, the situation of women in the labour market leaves much to be desired. The 2008 governmental agreement set out a National Action Plan for Gender Equality in the Labour Market. The NAP for Gender Equality is scheduled for the duration of the five-year legislative period, i.e. for the years 2008–2013. The Federal Minister for Women and the Civil Service was put in charge of the overall coordination of the development and implementation of the NAP for Gender Equality; she will submit annual reports to the federal government.

A first analysis conducted early in 2009 found that the critical factor for the NAP's success will not be the generation of new knowledge but the bundling and networking of the available know-how and of the transforming forces in politics, administration, social partnership and civil society. A new attempt can only bring more changes than the committed efforts undertaken in the past if all relevant stakeholders are included from the very beginning.

The feasibility study conducted at the beginning of this process showed the necessity of a focused approach to the subject of equality, with the emphasis on one problem at a time. This is the only way to translate the socio-political breadth of the issue into feasible measures with a chance of having a sustained impact on Austrian society. Since recent years have shown that economic arguments are the most effective in transforming society, it was decided to focus on women's unequal opportunities in the labour market.

The first networking activities for the NAP for Gender Equality in the Labour Market were carried out with the aid of an open space – a large group method with parallel discussion. Women from various areas met for one day in order to reflect on the question: What can I do to push gender equality in the labour market, to develop concepts, gather experience and hold discussions? The results of this open space then provided a pool of ideas for working groups on the subjects of education and occupational choice, labour market opportunities, women in leadership positions and reduction of the income gap.

The entire process was given a contextual framework with a policy statement that defined the main action spheres for gender equality in the labour market. This policy statement was compiled by an expert group at the beginning of the process and subsequently made available to all actors. Throughout the entire process, this policy statement served as a basis for the identification and development of measures. It permitted a broad-based approach to the discourse without losing sight of the focus.

The present report marks the end of the first phase of the NAP for Gender Equality, which coincides with the first project year, and the beginning of the next phase, which will essentially be a phase of decision-making.

3.2 Development and coordination process

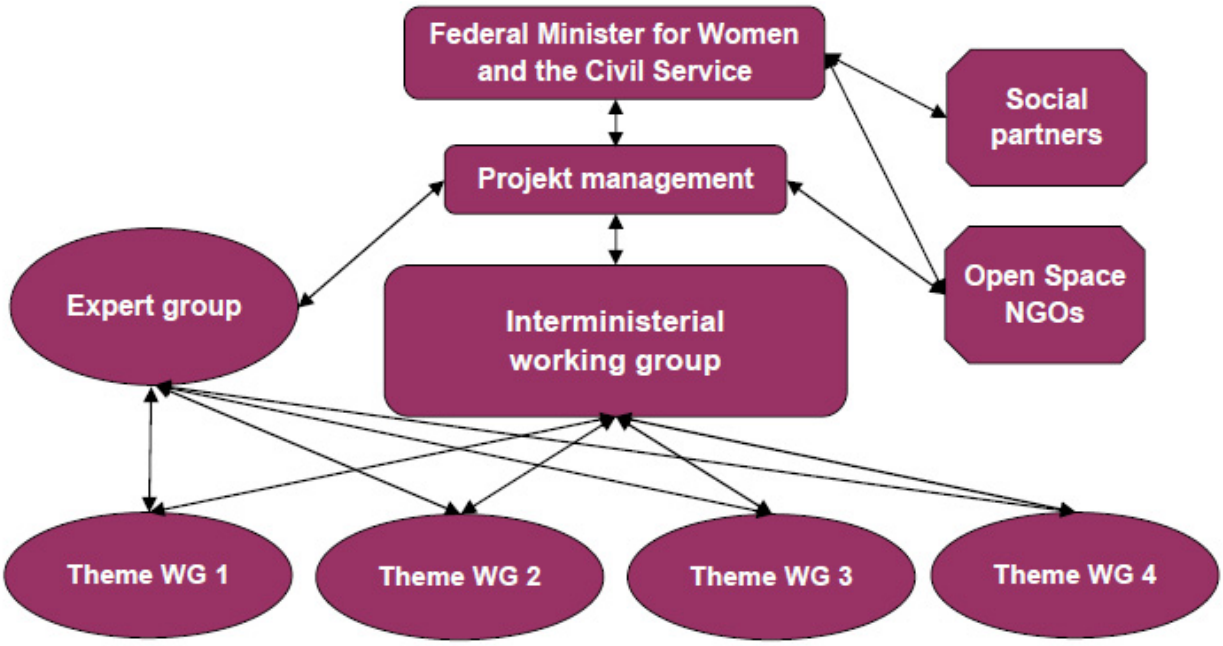
The first project year was primarily characterised by the involvement of the important stakeholders, networking of the relevant ministries, development and recording of potential measures and the preparation of decisions.

3.2.1 Project architecture in the first project year

The Federal Minister for Women and the Civil Service thought it essential for the success of the project to have professional project management with clear structures and processes that bear up under the complexity and long-term nature of the NAP for Gender Equality.

The figure below shows the project architecture that was developed for this purpose:

Figure 23 Project architecture



The NAP for Gender Equality is borne jointly by the following participants:

- An expert group consisting of Hilde Stockhammer, Ingrid Moritz, Ulrike Mühlberger, Ingrid Nikolay-Leitner, Agnes Schulmeister, Sybille Pirklbauer, Eva Schiessl-Foggensteiner and Ines Stilling, prepared current data on the situation of women in the Austrian labour market and (inter)national best practice models, casting them into a policy statement for the further discussion of the action spheres and measures of the NAP for Gender Equality.

- The social partners served as a sounding board by putting the Federal Minister in a position to join them in striking a political balance between the naturally often diverging interests, using the action spheres identified by the expert group.

- An inter-ministerial working group comprising representatives from all ministries under the direction of Division II of the Federal Chancellery ensured the flow of information to the ministries involved and examined the budgetary and administrative options for the implementation of the measures. In the course of the implementation phase, the inter-ministerial working group will ensure a coordinated approach.

- An all-day event in the form of an open large-group format was organised for the representatives of non-governmental organisations with the aim of extending the expertise brought to the NAP for Gender Equality and activating relevant cooperation partners for the political and content-related development of the NAP for Gender Equality.

- Four subject-related working groups – made up of representatives from the ministries involved, the social partners as well as experts from administration and science – developed this catalogue of measures over a period of six months, in four to five half-day workshops.

3.2.2 Milestones in the first project year

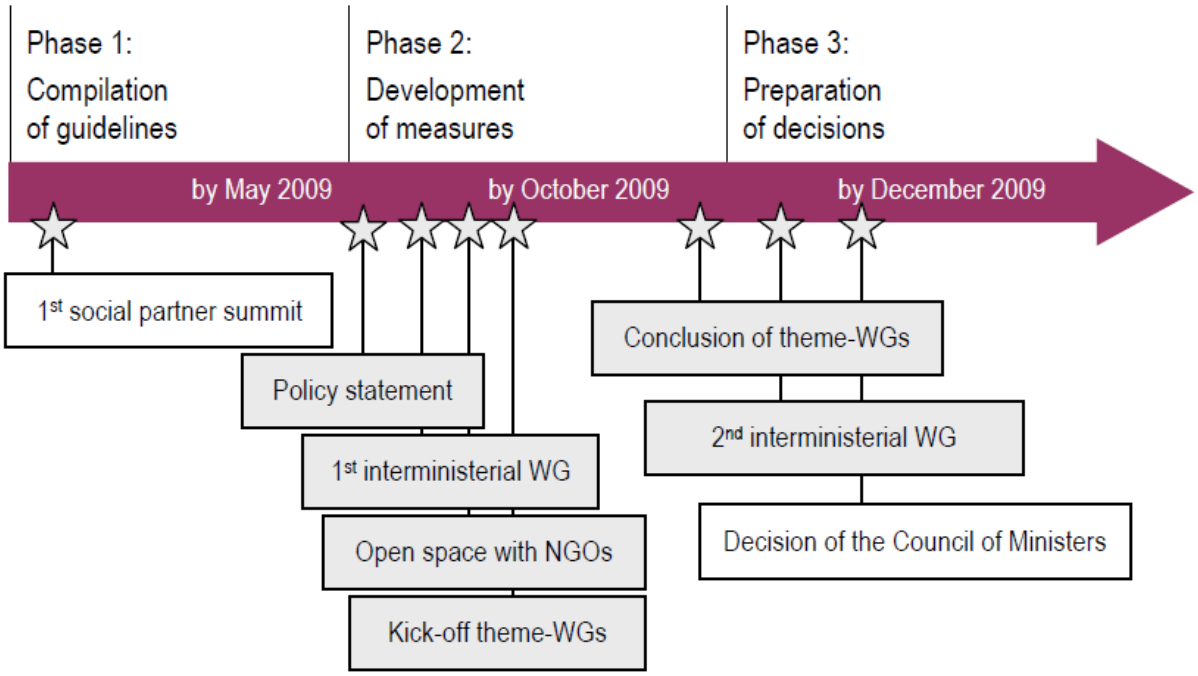
Milestones were used to ensure that the project yields the desired results within a reasonable time despite its long-term nature and the large number of participants involved.

The first phase was dominated by fundamental work and the compilation of guidelines that were completed in June 2009.

After an open dialogue with NGOs and special interest groups about expectations and ideas, four working groups developed proposals for measures until October 2009.

The third phase served to condense the results, discuss them with representatives of the social partners and – in sounding boards – with experts, and submit them to the ministries in the 2nd inter-ministerial working group.

Figure 24 Milestones



3.3 Implementation steps

The submission of the NAP report and of the measures proposed by the experts marks the first coordination step by the Federal Ministry for Women and the Civil Service.

The submitted measures constitute a well-rounded package aimed at increasing female labour force participation, reducing income disparities between men and women and increasing the number of female leaders in business, politics, science and the civil service.

The implementation and further development of equality policy measures will be assigned to various authorities. These include the federal government, state authorities, municipalities and local authorities as well as interest groups and institutions concerned with labour market policy. Where federal authorities are responsible for the implementation or funding of the relevant targets and measures, they will be in charge of the implementation within the limits of the available human and material resources, putting gender budgeting to good use.

4 Measures

The proposed comprehensive package specifies the target formulations of the government programme and envisages tangible steps for greater equality of women and men in the labour market.

Within the scope of the coordination activities carried out by the Federal Minister for Women and the Civil Service, 55 measures from around 200 expert proposals were summarised that can effectively help to achieve the targeted goals.

The measures are more or less detailed and have different time horizons. Unless stated otherwise, the year refers to the beginning of implementation.

Wherever experts considered it useful, goals were formulated (qualitative or quantitative). It is up to the implementing levels/ministries to subsequently define, specify or adjust missing goals.

Generally, the experts attached great importance to pinpointing clear competences. The responsibilities are regulated by the distribution of competences according to the Federal Constitutional Act and specific ministry-related functions.

The implementation and further development of the equality policy measures will be assigned to various authorities. These include the federal government, state authorities, municipalities and local authorities as well as interest groups and institutions concerned with labour market policy. Where federal authorities are responsible for the implementation or funding of the relevant targets and measures, they will be in charge of the implementation within the limits of the available human and material resources.

The National Action Plan will involve both targeted measures and a strategy of permanent attention to the equality of women and men (gender mainstreaming), putting gender budgeting to good use.

In order to ensure cross-ministerial cooperation and alignment, an inter-ministerial working group for the National Action Plan for Gender Equality was set up, chaired by the Federal Ministry for Women and Civil Service.

Reporting will take place within the scope of the ‘Report of the Federal Government on the elimination of discrimination against women’ (Federal Law Gazette/BGBl. 837/1992).

The action spheres and the ensuing measures proposed by the working groups gave rise to four clusters of measures.

4.1 Diversifying education and career choices

Persistent societal stereotypes in educational and occupational choices are the reason why most young women still choose typical ″female occupations” and the corresponding educational paths. These choices have a negative impact on women’s further careers.

We need to motivate women to choose non-traditional training and aim for jobs that will bring higher social acceptance, higher incomes and greater influence.

4.1.1 Dismantling role stereotypes

Role and gender stereotypes must be counteracted early on, i.e. starting with pre-school and primary school. Children and adolescents must be empowered to develop and extend their interests, potentials and scope of action beyond gender-specific role assignments. They must be able to actively participate in transforming societal structures to suit their own needs and priorities. Key factors are the promotion of gender competence and a thoughtful attitude among teachers and multiplicators in education.

In order to enhance public awareness of the equal value of female and male work, the visibility of women’s achievements must be increased, with a particular focus on women in science and research.

Gender-sensitive language means that equality is realised in language use, too. However, most print media still do without it. The use of gender-sensitive language use has not even been fully implemented in the civil service.

Measure #1

Gender sensitivity in elementary education

- Establish gender sensitivity as a principle for educational processes in the countrywide educational framework scheme for elementary educational institutions as well as in the (piloted) educational plan for language promotion
- Develop and implement an evaluation tool

Responsibility:	Federal states (agreement under Art. 15a B-VG)
Cooperation partners:	BMUKK (Federal Ministry for Education, Arts and Culture), Educational Institute for Preschool Pedagogy (BAKIP/Bildungsanstalt für Kindergartenpädagogik) and federal training kindergartens
Time horizon:	2010 – 2012

Measure #2

Gender-appropriate presentation of content in school books

- The 1999 manual for the depiction of women and men in teaching aids is to be evaluated and revised jointly by members from all approbation commissions as well as experts

Goal:	*Quantitative*:	Reduce the amount of complaints
	Qualitative:	Increase gender and diversity competence of approbation commissions and school book publishers
Responsibility:	BMUKK	
Cooperation partners:	School book publishers, experts, approbation commissions	
Time horizon:	2010 – 2013	

Measure #3

Promote gender competence in teacher training and school development as well as among head teachers

- Targeted skills training for multiplicators
- Gender competence as part of school management training

Goal/Indicator:	*Qualitative*:	Gender competence is recognised as a key competence and included in the training of multiplicators
Responsibility:	BMUKK	
Cooperation partners:	Universities of education, State Education Boards	
Time horizon:	Continuously	

Measure #4

Push the use of gender-sensitive language

- Evaluation of the implementation of the 2001 Decision of the Council of Ministers on gender-sensitive language use
- Manual for the use of gender-sensitive language (model: federal government)
- To be used by the media of the social partner organisations
- Inclusion of a criterion ″using and pushing gender-sensitive language” in existing awards for media and companies

Goal:	*Qualitative*:	Consistent use of gender-sensitive language
Responsibility:	BKA (Federal Chancellery)	
Cooperation partners:	All ministries, social partners, companies, media	
Time horizon:	Start 2010	

Measure #5

More women "on the rostrum"

- Internal guidelines of the federal government for the composition of delegations, bodies, rostra etc. on the basis of gender parity
- Appropriate guidelines for the promotion of events from federal funds. Application of the ″comply or explain“ principle, i.e. exceptions are possible on condition that they can be plausibly explained
- Controlling and monitoring of existing obligations

Goal:	*Qualitative*:	Enhanced visibility of women at public and publicity events
Responsibility:	BKA	
Cooperation partners:	All ministries, social partners, media	
Time horizon:	Start 2010	

Measure #6

Package of measures to increase the percentage of girls in bodies representing school students

- Addressing the subject within the framework of school partnership bodies
- Focusing on ″gender justice and gender competence“ within the scope of the BMUKK Fairness Award

Goal:	*Qualitative*:	Win more girls for special school interest groups
Responsibility:	BMUKK	
Cooperation partners:	Federal Pupil Representation (BSV), Federal Youth Representation	
Time horizon:	2010/2011	

4.1.2 Diversifying education and career choices

Measure #7

Provide more gender-sensitive information, counselling and guidance for education and career in the 7th and 8th grades, with mandatory measures

- Location-related implementation concept and broad-based implementation in standard classes: through promotion of basic competences, mandatory career guidance exercises, projects and real-life encounters, job application training, information and counselling provided by pupils' and educational counsellors, involving parents/legal guardians as well as companies

Goal/Indicator:	*Quantitative*:	Evaluation of implementation concepts for gender sensitivity; percentage of schools that submit a concept
	Qualitative:	Career guidance should be gender-sensitive in all offers
Responsibility:	BMUKK	
Cooperation partners:	BMWFJ (Federal Ministry of Economy, Family and Youth), BMASK (Federal Ministry of Labour, Social Affairs and Consumer Protection), social partners, counselling centres, role models in non-traditional areas (female technologists, male nurses etc.), mentors	
Time horizon:	Continuously	

Measure #8

- Develop and implement new models for joint manual training (needlecraft/craft, design and technology) of the pupils in both areas

Goal:	*Qualitative*:	More equality of opportunities in future career choices, overcome the segregation in educational choices
Responsibility:	BMUKK	
Cooperation partners:	Federal Pupil Representation (BSV), Federal Youth Representation	
Time horizon:	Start 2010	

Measure #9

- Create new attractive educational offers for pupils in the area of vocational schools (IT foci, natural sciences, biomedicine, health technology)

Goal:	*Quantitative*:	Acceptance of offers by pupils
	Qualitative:	Overcome stereotyping and achieve increased diversification in vocational schools
Responsibility:	BMUKK	
Cooperation partners:	State Education Boards	
Time horizon:	Continuously	

Measure #10

Mandatory incorporation of gender-sensitive career guidance in further and advanced training of teachers and multiplicators

- Building a network of contact persons for career guidance at universities of education
- Integration of gender-sensitive contents in the training of career guidance teachers and in further and advanced training of pupils' and educational counsellors

Goal/Indicator:	*Quantitative*:	Supply and attendance of courses
	Qualitative:	All multiplicators involved in career guidance should have basic competences with regard to gender-sensitive career guidance
Responsibility:	BMUKK, universities of education	
Cooperation partners:	Social partners, regional offices and competence centres of relevant projects	
Time horizon:	Start 2010	

Measure #11

Reduce the number of school dropouts

- Accompanying offers for students in grades 7 and 8 who are at risk of dropping out (with a special focus on girls from immigrant backgrounds)
- Develop early warning strategies

Goal:	*Quantitative*:	Reduce the number of female dropouts, in particular of female immigrants
	Qualitative:	Promote educational potential; increase the participation in higher education of young women and women from immigrant backgrounds
Responsibility:	BMUKK	
Cooperation partners:	Girls' counselling centres, ethnic minority-specific institutions and associations	
Time horizon:	From 2010	

4.2 Increasing labour market opportunities – reducing barriers to labour force participation

Women's labour force participation has been growing steadily for a long time. However, this growth is mostly due to part-time work, frequently with relatively few working hours. Since individual social security and protection against poverty are best achieved through gainful employment, it is necessary to create appropriate conditions.

For economic, demographic and societal reasons, better use of the female labour force potential and further growth of female employment are desirable goals. Gender-specific differences must be eliminated, e. g. with regard to further training opportunities, working time and earnings opportunities or disparities caused by career interruptions, as well as insufficient – also regional – framework conditions.

4.2.1 Targeted promotion of women's educational participation and completion of training

Education and (further) training are crucial factors for increasing female labour force participation.

It is necessary to intensify promotional programmes aimed at more permeability with regard to jobs and educational paths for future-oriented jobs as well as the improved applicability of women's educational achievements. All of these issues must be addressed with a focus on the specific needs of women from immigrant backgrounds; offers must be designed accordingly.

Measure #12

- ► Offer further training for educationally underprivileged women, in particular women from immigrant backgrounds (low-threshold regional educational offers, promote basic and key competences, contribute to the strengthening of autonomy and self-determination)

Capabilities and competences of the learners must be made visible. Professional educational counselling is a key component of the measure. Inclusion in the initiative provided in the government programme in order to ensure attendance free of charge

Goal:	*Quantitative*:	Demand-oriented according to regional requirements
	Qualitative:	Overcome educational barriers, increase labour force participation of the target group, promote societal participation of all women
Responsibility:	Federal states, BMUKK	
Cooperation partners:	Adult training institutes, local authorities	
Time horizon:	Short-term ESF-co-financing on a project basis Medium-term cooperation model of federal and state authorities	

Measure #13

- Integrate mobile educational measures for women with an emphasis on IT competences, which are offered chiefly in rural regions at the local level, such as the project ″learn forever“ (supported by multiplicators, mayor, local newspaper)

Goal:	*Quantitative*:	Structural integration
	Qualitative:	Overcome educational barriers, increase labour force participation, provide access to Internet information
Responsibility:	Federal states, BMUKK	
Cooperation partners:	Adult training institutes, non-governmental organisations (NGOs)	
Time horizon:	Short-term ESF co-financing on a project basis Medium-term cooperation model of federal and state authorities	

Measure #14

Create conditions for the recognition of non-formal education and manifold competences of young persons

- Information work with companies
- Formal recognition of certified training courses completed within the framework of youth organisations (Youth Pass)

Goal:	*Quantitative*:	Integration in the ″National Qualification Framework”
	Qualitative:	Promote and use potentials: recognise competences and skills not formally acquired
Responsibility:	BMWFJ, BMASK, BMUKK, BMWF (Federal Ministry for Science and Research)	
Cooperation partners:	Social partners, Federal Youth Representation	
Time horizon:	2010	

Measure #15

Promote nostrification (recognition of foreign degrees) and recognise competences

- Evaluation of the distribution of competences in nostrifications
- Emphasis on care-giving: recognition of skills, credit for time spent caring for the sick/elderly
- Improve information, create a central information point

Goal:	*Qualitative*:	Promote and use occupational competences and potentials
Responsibility:	BMWF, BMG (Federal Ministry of Health), BMWFJ	
Cooperation partners:	Professional associations, federal states	
Time horizon:	From 2010	

Measure #16

- Continue the labour market policy programme for women run by the Public Employment Service (AMS) (Women in Crafts and Technology, Re-Entry – Fit for the Future)

Goal/Indicator:	*Qualitative*:	Increase women's labour market opportunities, improve incomes
Responsibility:	BMASK (AMS)	
Cooperation partners:	Federal states, counselling centres for women	
Time horizon:	Ongoing, to be continued	

Measure #17

- Career counselling and coaching for returners, part-timers and women in low-income sectors

Goal:	*Qualitative*:	Increase labour market opportunities of target groups, improve incomes
Responsibility:	BMASK (AMS)	
Cooperation partners:	Vienna Employment Promotion Fund (WAFF), federal states	
Time horizon:	2011	

Measure #18

Improve financial coverage for individuals who wish to catch up on education

- Skills training scholarships
- Contemplate other types of funding (educational account, assumption of risk, interest-free loans)

Goal:	*Quantitative*:	Ensure that fewer women fail to complete/complete only compulsory schooling
	Qualitative:	Increase women's labour market opportunities, improve their incomes
Responsibility:	BMF (Federal Ministry of Finance), BMUKK, BMWFJ	
Cooperation partners:	Vienna Employment Promotion Fund (WAFF), federal states	
Time horizon:	2011	

4.2.2 Increasing women's labour force participation and full-time employment

While female part-time employment has grown significantly over the last years, full-time employment has barely increased. Part-time work, in particular with only a few hours, is usually insufficient to ensure women's economic independence and social protection. It is of key importance to increase the rate of full-time employment of women with a specific focus on high-quality jobs that suffice to secure a living.

Measure #19

- Review all family benefits and tax benefits for their impact on equality as well as options for a shift to benefits in kind

Goal:	*Qualitative*:	Promotion of equality and use of tax revenues for benefits in kind (e. g. for extension and improvement of childcare)
Responsibility:	BMF, BMWFJ, BMASK	
Cooperation partners:	Social partners, BMASK (AMS); BKA	
Time horizon:	Start 2010	

Measure #20

Display women's work histories

- Awareness information campaign

Goal:	*Qualitative*:	Raising women's awareness of incomes that ensure a living; aimed specifically at women employed marginally and part-time, persons on parental leave as well as parents (to be)
Responsibility:	BMASK, BKA	
Time horizon:	Start 2011	

Measure #21

Create incentives for men to make more time for family and childcare duties

- Concerted campaign for paternal leave (with men to be actively addressed), approach on the structural and individual level

Goal:	*Quantitative*:	Increase the proportion of men taking parental leave to 20 percent and increase the visibility of men on parental leave
	Qualitative:	Eliminate role images
Responsibility:	BMWFJ, Familie und Beruf Management GmbH (Family and Job Management GmbH)	
Cooperation partners:	Social partners, inclusion of existing project sponsors, counselling centres for men	
Time horizon:	Start 2010	

Measure #22

- Appoint a working group in order to develop tax incentives for part-time and overtime in a gender-appropriate manner

Goal:	*Qualitative*:	Increase incentives to work full time as well as longer hours in part-time jobs and reduce incentives to work overtime. Harmonise the number of hours worked by women and men
Responsibility:	BMF, BKA	
Cooperation partners:	BMASK, Social partners	
Time horizon:	2011	

Measure #23

- Evaluation of telework jobs in the civil service

Goal:	*Qualitative*:	Internal ministry targets for increasing the number of telework jobs
Responsibility:	BKA, BMF	
Cooperation partners:	All ministries	
Time horizon:	2010	

Measure #24

Establish or extend parental leave management in companies

- Extend promotion of skills training for employees by adding parental leave management
- Provide access to further training in companies for persons on parental leave

Goal:	*Quantitative*:	Include parental leave management in the budget for skills training promotion
	Qualitative:	Help companies improve their management of career interruptions as well as working time reduction and re-entry
Responsibility:	BKA, social partners, companies	
Cooperation partners:	Inclusion of existing project holders, BMASK (AMS), BMWFJ	
Time horizon:	Start 2010	

4.2.3 Infrastructure that facilitates the reconciliation of job and family

Childcare options for both small children and children of school age are frequently essential if women are to be able to work full time. When seeking work, too, women are limited in their choices by the availability of child care. There are not enough full-day schools. The pre-school infrastructure is better. Childcare can make an essential contribution toward eliminating barriers to female full-time employment. We must aim for the “Barcelona target” – in particular the benchmark of providing childcare places for 33 percent of children under the age of 3, increas-

ing the number of child care facilities that enable both parents to work full-time, and providing more all-day school places.

Measure #25

- Continue and extend the federal incentive system for the comprehensive development of child care places

Goal:	*Quantitative*:	Number of additional child care places according to VIF (Family and Job Compatibility Indicator) by regions and to the Barcelona target (childcare places for 33 percent of children under the age of three)
	Qualitative:	Increase the educational and employment participation of women/mothers
Responsibility:	Federal states, BMF, BMWFJ	
Cooperation partners:	BKA	
Time horizon:	Continuously 2010 – 2013	

Measure #26

- Implementation of an action programme to ensure high-quality childcare (specifically for children up to the age of three)

Goal:	*Qualitative*:	Uniform standards throughout Austria with regard to childcare distribution formula, equipment, opening hours, training (integrate gender-sensitive pedagogy)
Responsibility:	State and local authorities, BMF, BMWFJ	
Cooperation partners:	BKA	
Time horizon:	From 2011	

Measure #27

Flexible professional childcare by the hour, specifically for babies and toddlers, within a permanent care giving structure, especially in rural areas

- Pilot projects for flexible offers with an institutional framework and appropriate staff training

Responsibility:	State and local authorities, BMWFJ
Cooperation partners:	Existing institutions
Time horizon:	From 2011

Measure #28

Comprehensive offer for the professional care of sick children especially in rural areas

- Pilot projects for high-quality regional offers (nursing staff with adequate competence) with an institutional basis

Responsibility:	State and local authorities, BMWFJ
Cooperation partners:	Dienstleistungszentrum (Service Centre) in Vienna
Time horizon:	From 2011

Measure #29

Develop school-based care in three dimensions: comprehensive, high-quality and affordable (full-day schooling, qualified homework assistance, morning and afternoon care, lunch, holiday care) and establish standards

- e. g. full-day schools, qualified homework assistance, after-school care, lunch

Goal:	*Qualitative*:	Ensure affordable full-day care for schoolchildren throughout Austria and with the same standards, including lunch and homework assistance
Responsibility:	State and local authorities, BMUKK	
Time horizon:	Continuously	

Measure #30

- Promotion of comprehensive initiatives for childcare in the holidays

Goal:	*Qualitative*:	Holiday childcare offers must be affordable and sufficiently available
Responsibility:	Familie und Beruf Management GmbH; state and local authorities	
Time horizon:	From 2011	

Measure #31

- Initiate pilot projects of regional social service centres in central locations. The centres should work across generations and provide offers to revitalise the regions, e. g. for childcare and nursing

Goal:	*Qualitative*:	Promote networking and infrastructure in regional areas, improve social services and reconciliation of work and care giving duties
Responsibility:	Local authorities, district authority (Bezirkshauptmannschaft), mayors' conferences, BMWF	
Cooperation partners:	Territorial Employment Pacts (TEP), BMASK, social partners, AMS, non-governmental organisations (NGOs)	
Time horizon:	From 2011	

4.2.3 Supporting women's self-employment

Measure #32

- Increase confinement benefit for female entrepreneurs and female farmers

Goal:	*Qualitative*:	Improve the incomes of self-employed persons who draw confinement benefit, according to the regulation for dependently employed persons
Responsibility:	BMG, BMF, BMWFJ	
Time horizon:	From 2011	

4.3 More women in leadership positions

Austria has very few women in top positions, such as management boards, executive and supervisory boards or administrative boards of companies, and at the senior levels of public service.

The situation must be improved, in the interest of both business and women, because this will not happen on its own. Increasing the proportion of women in top positions will require a variety of measures, such as (in-house) gender equality schemes and target agreements.

Measure #33

Ensure the visibility of qualified women for supervisory board functions

- Set up a database with female candidates for supervisory board functions

Goal:	*Qualitative*:	More women on supervisory boards
Responsibility:	BMWFJ	
Cooperation partners:	WKÖ (Austrian Federal Economic Chamber), IV (Federation of Austrian Industry)	
Time horizon:	2010	

Measure #34

(Phased) increase of the percentage of women on the supervisory bodies of state owned companies:

- Voluntary-commitment of state owned companies to fill 25 percent of seats on supervisory boards with women by 2013 and 40 percent of seats by 2018

Goal:	*Quantitative*:	Target figure: Each sex must make up at least 40 percent of the representatives on supervisory boards
Responsibility:	BKA, BMWFJ Ministries: Revision of the divestment laws	
Cooperation partners:	Social partners, Austrian Federal Academy of Public Administration, BMF, promotion agencies (Austria Wirtschaftsservice Gesellschaft mbH (aws/national promotional bank), Austrian Research Promotion Agency (FFG), Austrian Science Fund (FWF)	
Time horizon:	2010, implementation by 2013 and 2018 respectively	

Measure #35

Increase the percentage of women on supervisory boards

- Evaluation of the recommendation of the Corporate Governance Codex in force since 1 January 2009 concerning the representation of both sexes on supervisory boards

Responsibility:	BKA, BMF: Task force for the Corporate Governance Codex
Cooperation partners:	Social partners
Time horizon:	2010 – 2013; continuously

Measure #36

Define target values in the performance agreements for leadership positions at universities

- for appointment and assignment procedures (university presidents, heads of organisational units)
- for career development plans
- further development of gender monitoring (appointments, income differences, career paths)

Goal:	*Qualitative*:	Gender monitoring: improvement and extension of suitable indicators
Responsibility:	BMWF	
Cooperation partners:	Universities Austria	
Time horizon:	2011 Start of negotiations	

Measure #37

Allow for high-quality part-time work and part-time leadership (for both sexes)

- Ensure visibility of good practice examples in existing structures
- Develop a model for part-time leadership
- Develop new fair working time models

Goal:	*Qualitative*:	Create incentives for men to take up part-time employment. Gather experience in practice and about necessary framework conditions; role model function
Responsibility:	BMWFJ, BKA	
Cooperation partners:	Social partners, organisations, experts, HR specialists	
Time horizon:	From 2010	

Measure #38

Develop and offer information, counselling and training measures for small and medium enterprises (SMEs) on the subject of women in leadership positions

- Manuals/checklists
- Individual offers with professional counselling (counselling pools and in-house seminars)
- "Cultural change and diversity training" for HR developers and executive staff
- Promotion of in-house equality schemes, especially promotion schemes for women aimed at increasing the number of women in leadership positions

Responsibility:	BMWFJ
Cooperation partners:	WKÖ (Austrian Federal Economic Chamber), Austria Wirtschaftsservice Gesellschaft mbH (aws/national promotional bank), counselling promotion, experts' know-how
Time horizon:	From 2010

Measure #39

- Create an interworks academy for the training of executives with the focus on the promotion of women

Responsibility:	BKA, BMWFJ
Cooperation partners:	Social partners, Austrian Centre for Productivity and Efficiency (ÖPWZ)
Time horizon:	From 2011

4.3.1 Leadership in administrative bodies

Further measures must also be implemented within the civil service and public sector to enhance equality and increase the number of women in senior positions.

Measure #40

Review the effectiveness of the Federal Equal Treatment Act (B-GlBG) and its application by individual ministries

- Evaluation of the Federal Equal Treatment Act

Goal:	*Qualitative*:	Evaluation as the basis for a (possible) amendment of the Federal Equal Treatment Act (B-GlBG) and awareness building
Responsibility:	BKA	
Cooperation partners:	Ministries	
Time horizon:	2010	

Measure #41

Continue the development and standardisation of selection criteria for leadership positions and indicators for the gender competence of men and women

- Development of a set of indicators and criteria that are published so as to ensure transparency of HR decisions

Goal:	*Qualitative*:	More transparency in the selection of executive staff
Responsibility:	For the federal government: BKA For the development of scientific foundations: BMWF (research assignment)	
Time horizon:	From 2010	

Measure #42

- Further increase the rate of women among federal staff in the Federal Equal Treatment Act
- Extend the application of the Federal Equal Treatment Act to non-university research (e. g. Austrian Academy of Sciences (ÖAW), Institute of Science and Technology (IST) Austria)

Goal:	*Quantitative*:	Target figure for the percentage of women in the Federal Equal Treatment Act/B-GlBG: 50 percent
Responsibility:	BKA, BMWF	
Time horizon:	Percentage of women in the B-GlBG: 2012 Extension of the application of the B-GlBG from 2010 through an amendment	

Measure #43

Promotion schemes for women

- Standardise minimum content in the Federal Equal Treatment Act
- Include promotion schemes for women in the divestment laws of government-related/divested companies
- Evaluate the implementation of promotion schemes for women at universities

Responsibility:	BKA, ministries
Time horizon:	After the evaluation of the Federal Equal Treatment Act, from 2011

Measure #44

"Part-time leadership" in the federal civil service

- Include it in promotion schemes for women
- Assisted model projects at the federal level

Responsibility:	BKA, ministries
Time horizon:	From 2011

Measure #45

Motivation and advanced skills training of women for leadership positions

- Role model ‘female leadership': short video on the federal intranet features female executives working in administrative authorities (visibility of competences)
- Groom junior executives through ″cross mentoring” in federal administrative bodies
- Extend training courses for female executives at the Austrian Federal Academy of Public Administration and build alumni networks

Goal:	*Qualitative*:	Enable more women to apply for leadership positions
Responsibility:	BKA	
Cooperation partners:	All ministries and federal states, Austrian Federal Academy of Public Administration (VAB)	
Time horizon:	From 2011	

4.4 Reducing the gender pay gap

A glance at the current income situation of women in Austria shows that the income gap between women and men has not narrowed in the past ten years. Increased transparency of wages and salaries in companies is a key requirement for counteracting internal income discrimination and contributing to a reduction of the income gap. Income disparities that exist upon women’s first entry into working life have a decisive influence on the emergence of the overall gender pay gap. The disparities in the starting positions of women and men lead to income gaps that grow ever wider over the course of their working lives.

Different types of work and activities are valued and paid differently. Apart from the division into non-paid and paid work, typically female-dominated occupational areas, such as household-related services, are less well paid than jobs in industrial production. This does not always happen deliberately; rather, it is the product of a societal practice of valuation and remuneration that has evolved without being questioned.

It will be of crucial importance to arrange joint initiatives with the social partners to develop new analytical gender-appropriate evaluation criteria in order to effectively ensure the right to equal pay for equal work and work of equal value. These non-discriminatory work evaluation systems must also exclude indirect discrimination, such as that which results from the undervaluation of activities and requirements.

Measure #46

- Introduction of income analyses: companies in their function as employers will be required by law to draw up income reports as follows:
  - Companies with more than 1000 employees from 2011 for the year 2010
  - Companies with more than 500 employees from 2012 for the year 2011
  - Companies with more than 250 employees from 2013 for the year 2012
  - Companies with more than 150 employees from 2014 for the year 2013

The reports must show the number of men and women classified under each collective-agreement category and, if available, company assignment category, as well as the average or median income, adjusted for working time, for women and men in the respective category. It is not permitted to record data that allow inferences with regard to individuals. In the absence of a scheme, functional clusters must be set up for the purpose of classification. The reports must be submitted in the first quarter of each year to the (central) works council, which may demand consultations with management and also to seek legal advice within the scope of its rights.

If there is no works council, the employees may gain access to the report in a suitable manner.

Goal:	*Quantitative*:	Regular reporting from a certain company size onwards
	Qualitative:	Create income transparency; deal with and build awareness of gender pay gaps in companies; take measures to reduce pay gaps
Responsibility:	BMASK, BKA	
Cooperation partners:	Social partners	
Time horizon:	Introduction 2010, first reports 2011	

Measure #47

Improve the data situation and use of existing data related to incomes

- Utilisation of working time data already collected; evaluation of incomes according to working time by the regional health insurance institutions
- Creation of options for the evaluation of incomes below the marginal earnings threshold and above the ceiling on insurable earnings

Responsibility:	BMG
Cooperation partners:	Main Association of Austrian Social Security Institutions, regional health insurance institutions, BMASK
Time horizon:	From 2010

Measure #48

- Income reports in the civil service

Goal:	*Quantitative*:	Regular reporting
	Qualitative:	Achieve income transparency; deal with and build awareness of gender pay gaps; take measures to reduce pay gaps
Responsibility:	BKA	
Cooperation partners:	Public companies, BMF, BMVIT (Federal Ministry for Transport, Innovation and Technology)	
Time horizon:	Preparation of report in 2010	

Measure #49

- In job advertisements: information about minimum pay under the collective agreement and, if applicable, about the readiness to pay more than the minimum laid down in the collective agreement; this will provide guidance in job advertisements and for the Public Employment Service. A warning will be issued upon the first breach of this provision.

Goal:	*Quantitative*:	All job advertisements contain information about pay
Responsibility:	GlBG amendment: BMASK	
Cooperation partners:	AMS, companies	
Time horizon:	2011	

Measure #50

Provide up-to-date information about pay schemes in specific occupations/sectors

- Set up a wage and salary calculator

Goal:	*Qualitative*:	Easily accessible information about pay customary in a sector/place
Responsibility:	BKA, BMASK	
Cooperation partners:	BMWFJ, social partners	
Time horizon:	From 2010	

Measure #51

- Compile a manual for works councils, HR specialists and employees for the analysis of income differences and job evaluation
- Offers for counselling, training, tools for companies

Goal:	*Qualitative*:	Circulate the manual, attendance of seminars by HR specialists and members of the works council for the compilation of income reports and in-house development of measures
Responsibility:	BMASK, BMWFJ	
Cooperation partners:	Social partners, BKA	
Time horizon:	From 2011	

Measure #52

Upgrade the occupational area of pre-school/kindergarten work in terms of an educational institution

- Creation or extension of existing working groups on childcare, with a specific focus on:
  - Create the job of "kindergarten assistant" and harmonise educational standards for female/male child minders (*Tagesmütter/Tagesväter*)
  - Recognition of qualifications in collective agreements
  - Ensure horizontal permeability: facilitate subject-related activities (e. g. extension of target groups)
  - More vertical permeability: recognition of job practice, ethnic-minority-specific skills and simplified nostrification
  - Alignment of education (tertiary level)
  - Financing models for costs of (advanced) training and living expenses (e. g. scholarships for skills training)
  - Strategic plan for the promotion of women with regard to higher qualifications and leadership positions

Goal:	*Qualitative*:	Create an agreement under Article 15a of the Federal Constitutional Act (B-VG 15a), adapt the collective agreement concerning the Professional Association of Employers for Health and Social Occupations (BAGS-KV)
Responsibility:	BMWFJ (in charge of working groups)	
Cooperation partners:	partners (potential): BMUKK; BMWF, BMASK, BKA; professional associations, ÖGB (Austrian Trade Union Federation), Chamber of Labour, Educare (platform for elementary and out-of-school education), AMS, federal states, association of local authorities	
Time horizon:	Start of consultation process 2010	

Measure #53

- Extension of existing working groups on the subject of nursing/care giving (chaired by BMASK) to include the dimension of female employment with the focus on:
  - Closing gaps with regard to poor job images and educational content
  - Recognition of qualifications in collective agreements
  - More horizontal permeability: facilitate subject-related activities (e. g. extension of assisted target groups)
  - More vertical permeability: more recognition of job experience, ethnic-minority-specific skills and simplified nostrification
  - Inclusion of self-employed 24-hour caregivers in (advanced) training schemes
  - Financing models for the costs of (advanced) training and living expenses (e. g. nursing foundations, scholarship grants for skills training)
  - Strategic plan for the promotion of women with regard to higher qualifications and leadership positions

Goal:	*Qualitative*:	Development of strategies, further development of nursing/care-giving as a quality employment sector and elimination of infrastructure gaps
Responsibility:	BMASK (chairs the working group)	
Cooperation partners:	BMG, BMWF, BKA, BAGS-KV partners; professional associations, Austrian Trade Union Federation (ÖGB), Chamber of Labour (AK), Austrian Committee for Social Work (ÖKSA), AMS, federal states	
Time horizon:	Start 2010	

Measure #54

- Lay down the definition of work of equal value in keeping with ECJ jurisdiction in a joint manual of the parties to the collective agreement (see measure #55):
  - equivalent training, knowledge and skills
  - equivalent degree of responsibility
  - equivalent effort, workload or strain
  - comparable working conditions

Responsibility:	Social partners
Cooperation partners:	Gender experts, Ombud for Equal Treatment (GAW)
Time horizon:	2010

Measure #55

- Compile a joint manual of the collective agreement partners in order to promote the equality target at the collective agreement level

Responsibility:	Social partners
Cooperation partners:	Gender experts, Ombud for Equal Treatment (GAW), BMASK
Time horizon:	2010

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