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Employment policies: A methodology approach to the identification of employment opportunities

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EMPLOYMENT POLICIES: A METHODOLOGY APPROACH TO THE IDENTIFICATION OF EMPLOYMENT OPPORTUNITIES

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**INTRODUCTION** 

At the beginning of the seventies, and breaking with a long period of growth, the western economies were unable of create new employment, unemployment became the most important problem of western societies. Governments and public institutions established fight against unemployment as the principal target for the economic policy. Nevertheless, twenty years later most of the measures that were developed look like useless. Unemployment rate grew in every European country and, at the end of the nineties, average Unemployment rate is more than 10% in Europe while Spanich Unemployment is about 20%.

Unemployment costs are considerable for according to Daze (1994) unemployment destroys the confidence of society in itself. It became clear that it is difficult to go on with the building of European Economic Community while unemployment rate is high and persistent and the European societies are deeply preoccupied by the evolution of the labour market.

In this context, new and imaginative solutions were requested in order to solve the problem. These kind of new ideas are presented in the White Book edited by the Commission of European Communities. under the title *Grow, competitiveness, and employment. Challenges and clues to go into the XXI century* In this book, employment and competitiveness are the two objectives that must be achieved but also active labour market policies have to be considered.

The so-called *passive labour market policies* have proved to be very expensive and seem

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to have no effect on unemployment rate, although by means of unemployment benefits social welfare is consolidated. On the other hand, active labour market policies are expected to be useful to reduce unemployment. One of the possibilities is to create employment developing new activities and occupations or reactivatiy by means of the reactivation old jobs, in accordance to new necessities.

These new opportunities of employment are connected with the recent evolution of the European society that is characterised by. Some tendencies in the evolution of western societies are clear. Population is getting older, women are entering in to the labour market, urban population increases while population in the country decreases, education level is growing up, etc. The results modifies deeply the labour market functioning and produce new necessities and the possibility of new occupations and employment.

These new necessities can be aggregated in four groups. a) Daily life. b) Quality of life. c) Leisure. d)Protection of environment and natural resources. Several specific activities can be derived from these groups.7 have been identified by the European Commission.

# Table 1 Employment deposits.

- 1. Daily life: Children care, Old people care. New technology of information and communication. Help to young marginal people.
- 2. Increase in the quality of life: New building applications. Security. Collective transport. Public gardens, small shops.
- 3. Leisure and Culture. Turism. Cultural heritage. Local development.
- 4. Environment. Managements of residues, Water, and protection of natural places. Control of pollution.

In this way, new "employment deposits" are proposed to be a new opportunity to fight against unemployment. This discovery means a new orientation of labour market policy.

Macroeconomic policies must be change into a more microeconomic approach, for example, in the sense of local and regional employment plans instead of national plans.

Among all these activities the so-call "proximity services" have suffered an important increase during the last years. These activities are characterised by an important participation of women, part time employment and small and medium firms. Local initiatives seem to be more adecuated for the satisfaction of these necessities. That are developed upon the new principles of organisation of social and economic network.

In order to identify this new opportunity of employment, the first thing to do is to find a social necessity not satisfied at present. So we have a potential social demand. The transformation of this potential demand into a real demand is the task of a new agent who must coordinate and estimate the supply and demand of this service. The roll of this agent is to make possible the co-ordination of supply and demand. Several obstacles must be overpassed specially those related with finance necessities and rentability requested. This agent is an important piece of the development for depressed regions with relevant problems of unemployment.

In this way, the European Commission has studied three countries (France, United Kingdom and Germany) and has determined that it is possible to develop an economic policy that will be able to create employment and satisfied social necessities. The result of this research is that an active policy of employment would be five times more efficient that a simple increase of employment by the public sector, and ten times more efficient that a typical keynesian investment.

This optimistic perspective must be tested and this is one of the specific objectives of this paper. In a more modest way we are going to present studies to measure the capability of creation of employment in a specific employment deposit: "Old people care in their own homes".

We are going to analyse this deposit in two European cities Seville and Marseilles that have some similar characteristics such as high unemployment rates or difficulties in the

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<sup>&</sup>lt;sup>1</sup> Europea Commission. Local iniciative of development and empleoyment. Inquiry of the European Union. Documento de los Servicios, maro 1995, sec 564 (95) pag. 37.

integration of marginal population.

The rest of the paper goes as follow. First we present the methodology that we are going to used. Then part we apply the methodology to the data. Finally the results are considered and implications for economic policy are presented.

#### 1. METHODOLOGY

The final target of this methodology is to detect and measure the possibility of creation of employment in the deposits considered and in a more general way its application to other activities and regions. In an experimental way we begin with the measure of two important variables: *intensity* and *universality*. These two variables try to translate the necessity of the society into a certain amount of hours of work requested to satisfy the necessity. Then, we must subtract the number of hours supplied by private and public institutions. In this way we can get an approximation to the potentiality to create employment of the deposit.

The information needed, in order to apply the methodology described, has been one of the most important difficulties in order to develop the analysis. Now we are going to identify general methodology that must be followed in order to measure the employment deposit. Then we will apply this methodology to the specific service of home attention to old people.

# 1° Evaluation of potential demand

After the identification of an unsatisfied necessity in a certain region and population (Called Population of reference) we determine the number of people that really feel the necessity. This is called *Universality*. Then we must identify how deep feel the population this necessity. This factor is called *intensity*. Market studies samples and other research is needed to establish the degree of intensity and universality.

## 2° Evaluation of the actual supply

Once we have determined the potential demand, we must study the actual supply, both

public and private. Public institutions supplycan be easily calculated because the information

about the services that they give is generally available. Private sector supply depends of different

firms that usually give activity in a new and emergent sector. The information about these firms

is easy to get because there are only a few, due, to the nature of the new sector of activity.

3° Evaluation of the unsatisfied demand

The difference between potential demand and real supply give us the unsatisfied social

demand.

4º Measure of jobs that can be created

In this step we must calculate the number of jobs that can be created.

5° Valuation of the investment needed to create jobs

Once we have determined the number of jobs that can be created in one specific

employment deposit, we have to calculate the investment needed in the private or public sector to

make real this possibility of employment.

In a more synthetic way we can establish the relationship between the variables using a

simple model:

Potential Demand

P: Local population that could need the service

P': Local population already covered by private firms or public institutions

P-P": Potential Population: Population of reference

(u) Universality: number of people that declare to feel the necessity of the service

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N: Population that must be covered

$$N = u (P-P')$$

(i) Intensity: The population feels the necessity in different degrees. Intensity measures this degree. It depends of two variables: grade of isolation (a) and grade of dependence (d). The different tasks that have to be done are calculated in hours.

HD Demand of hours.

$$Hd = N \cdot i (a,d)$$
; where  $\delta i/\delta a > 0$  and  $\delta i/\delta d < 0$ .

Supply

There are three possible sources of supply: Hours supplied by private firms (Sm) public sector (Sp) and irregular economy (Si).

Hs: hours supplied.

$$Hs = Sm + Sp + Si$$

The size of the employment deposit (Y) can be calculated as

$$Y = Hd - Hs$$

It is obvious that the final result of jobs, that can be created, is the result of the division of the size of the deposit between the average number of hours per worker and year.

The final result must be analysed with caution. The size of the deposit can be positive or negative. The first case means that it can be useful to invest in this specific deposit, in the second case, it is clear that the deposit will not be able to create new employment.

## III.- DATA ANALYSIS

## III.1. INTRODUCTION

Following the methodological process we have mention above, we tried to determine the potential creation of jobs for this activity in the cities of Seville and Marseilles, as the difference between the necessities of this service and the real supply. In order to afford this task we need to know the followings data:

- \* People older than 75 years, that live in the cities and that they don't inhabit geriatric residences (population of reference).
- \* The tasks (services) this people need help for.
- \* A translation of this necessities in time for doing it.
- \* Estimation about the intensity of the necessity by means of the variables relevant: degree of dependence and degree of isolation. We consider that not all the people older then 75 years need the services we analyse and the people who need it, are not homogenous in their necessity. This depends on their situation with respect on the variables we mentioned above; it means that the more isolated and dependent people are, with more intensity the necessity is felt.
- \* Universality calculation: the number of people older then 75 years that say they feel necessity of the analysed services.
- \* The actual supply in order to satisfy this necessities, both public and private, and incorporate the informal economy two.

#### III. 2. POPULATION OF REFERENCE

We take as the population of reference the number of people older than 75 years who live at home. To calculate this, we take the population of Seville with more than 75 years, (Statistics yearbook of the town council, 1994). Then we subtract people who live in residences, because we consider that this kind of people have covered all their necessities. About the services that we analyse. The estimation of this figure has been done on the percentage of people older than 65 years that live in Residences in Spain (2,8%). This means that the 97,2% live at home. We apply this percentage on the population of Seville older than 75 years and we have 36.420, population of reference.<sup>3</sup>

In the case of Marseilles, the College Coopératif, Provençe, Alpes Méditerranée, offer us a number of people older than 75 years that inhabits "Not Collective Places" of 63.916. The number of homes where live at least a person older than 75 years was 45.248.

#### III. 3. NECESSITIES

We decide not afford the health assistance (we consider the medical service at the cities take care of this service). Then we consider the necessities more specifics of the reference's population. We aggregate the necessities in four groups: personal services, meals, domestic task and accompaniment. We take this kind of services from a report of the Social Affairs Ministry (1995, page. 56). The definition for Marseilles is rather different: domestic task, clothing, meals, accompaniment and "bricolage" (do it yourself). They don't include the personal services.

## III. 4. INTENSITY

Intensity depends on multiple factors; physical, psychological, etc. It is very difficult to evaluate all of them. Then we have selected the two more relevant: The degree of isolation and degree of dependence. These factors are used in both cities Seville and Marseilles with light differences.

Ministry of Social Affaires. 1995.p.40.
STCA-DGV- Work.Group. European Comision. Report. 1997.

#### III. 4.1. DEGREE OF ISOLATION

The degree of isolation has been evaluated by means the of kind of connivance that needs a person older than 75 years. We consider three possibilities:a) to live done;b) to live with this spouse or couple and c) other situations. Official statistics of the Social Affairs Ministry (1995 p.47) offer to us the percentage of population in each one of these situations. The figures are presented in two different tracts of age: between 75 and 79 and more than 80. To calculate the percentages of population aged more than 75 we take the population of reference (36.420) and we apply the Social Affairs Ministry data.

Then, without taking into account the tracts of ages, we have that 7196 persons live alone (20%); 10.562 (29%) with spouse or couple and 18.662 (51%) in other situation.

In the case of Marseilles, the distinction is between two degrees of isolation; if the person live alone or not. In this case the 41% of persons live alone (26.200 persons or 18.552 homes) and the 59% live with someone else (37.710 persons or 16.692 homes). They consider that a person who lives alone feels all the necessities with intensity: 0,3 the domestic task; 0,4, clothes; 0,4, meals; 0,2 accompaniment and 0,2 other kind of task at home.

#### III. 4.2. GRADE OF DEPENDENCE

At Seville we decide to classify the grade of dependence in tree levels: total, mean and animal. These different levels consider the wealth situations according to the distribution of beneficiaries in the program of home assistance developed by the town council (1996). According to this, there are 7,4 beneficiaries with minimal one. We apply these percentages on our population of reference.

For the case of Marseilles the dependence is defined at two levels: dependent and not dependent. The figures are 3% dependents and 97% not dependents. The intensity of a person not dependent is 1. For people with dependence the intensity is: 1,2 domestic and other task at home and clothes; 2 for meals and accompaniment.

## III. 5. NECESSARY TIME FOR DOING THE ACTIVITIES

In function of the situation, isolation and dependence (kind of connivance and health), of the population of reference, we have estimated the number of hours up week in order to offer the services for proposals tasks. (Panel 1).

PANEL 1. NECESSARY TIME FOR DOING THE ACTIVITIES (HOURS/WEEK) (ESTIMATION)

		TOTAL	MEAN	MINIMAL
	TASKS	DEPENDENCE	DEPENDENCE	DEPENDENCE
		(7,4%)	(65%)	(27,6%)
	Personal Services	14	7	
ALONE	Meals	14		
(20%)	Domestic Tasks	35	35	12
	Accompaniment	105	24	9
	Personal Services	7	4	
WITH SPOUSE	Meals	7		
OR COUPLE	Domestic Tasks	12	12	12
(29%)	Accompaniment	58	19	
	Personal Services	5		
OTHER	Meals			
SITUATION	Domestic Tasks	12	6	
(51%)	Accompaniment	13	9	

Source: Self-elaboration.

In the case of Marseille the estimation is, in minuts per week and person. 120 minuts for domestic tasks (per home), 30 for putting on, 175 for accompaniment and 15 for other tasks (per home). The calculus of the necessary time by person in attendence his personal situation is multiplying the times mentioned above per the coefficients of intensity according to the degrees of dependence and isolation.

## III.6. UNIVERSALITY

Below, we want to determine the number of persons older than 75 years who assume to feel the necessity of each services we have considered. For doing so it we rely on the data offered

by the Social Affairs Ministry and the INSERSO<sup>4</sup>. It is possible to know, in percentage, the persons who need help for doing activities. This data is disintegrated by sex and in two tracts of age (75-79 and more than 80). To esteem the population that reveal to feel the necessity of activities, we have calculated the mean of the percentages corresponding the tasks integrated in each of the four services that we have considered. Applying the percentages to the whole population corresponding with each tract of age and sex, according with the data of the year-book 1994 (Council of town), we have that, if we consider the population of reference (36.420 people), 5.803 need personal services, 2.663 help for meals, 6.894 domestic tasks and 5.463 services of accompaniments.

In Marseille the Collège Coopératif esteem an universality for all the services of 13% for people aged more than 75. The source of data is the syndicate of services firms for people.

#### III.7. DEMAND

The translation of necessities in hours of work can be obtained using the data of the panel III.1 and the data about population mentioned above. We applies the percentage according to the health estate and Kind of coexistence to the total of persons that reveal feel the necessity and we multiply this by the number of hours per week. The results appear in the panel III.2.

Finally, by means of the aggregation of the necessary hours for each service for the whole population we get the total necessities of services in hours of work (by weak and year) (panel III.3.).

<sup>4</sup> INSERSO, is an important Department of the Social Affairs Ministry specially related with old people.

PANEL III.2. HOURS OF WORK BY ACTIVITY ACCORDING TO HEALTH ESTATE AND KIND OF COEXISTENCE.

		TOTAL	MEAN	MINIMAL
		DEPENDENCE	DEPENDENCE	DEPENDENCE
Personal	ALONE	1.202	5.281	
Services	WITH THE SPOUSE OR COUPLE	872	4.375	
	OTHER SITUATION	1.096		
	ALONE	522		
Meals	WITH THE SPOUSE OR COUPLE	400		
	OTHER SITUATION			
	ALONE	3.571	31.368	4.567
Domestic Tasks	WITH THE SPOUSE OR COUPLE	1.775	15.594	6.622
	OTHER SITUATION	3.122	13.712	
	ALONE	8.490	17.045	2.714
Accompaniment	WITH THE SPOUSE OR COUPLE	6.800	19.566	
	OTHER SITUATION	2.680	16.299	

Source: Self-elaboration.

PANEL III.3. TOTAL NECESSARY HOURS OF WORK PER ACTIVITY (SEVILLA)

	PER WEEK	PER YEAR
Personal Services	12.826	666.952
Meals	922	47.944
Domestics Tasks	80.331	4.177.212
Accompaniment	73.594	3.826.888
TOTAL	167.673	8.718.996

Source: Agregation from panel III.2.

PANEL III.4. TOTAL NECESSARY HOURS OF WORK PER ACTIVITY (MARSELLA)

	SEMANALES	ANUALES
Tareas domésticas	6.943	361.057
Ropa	2.699	140.337
Comida	16.092	836.780
Acompañamiento	9.007	468.366
Bircolaje	781	40.590
TOTALES	35.522	1.847.129

Source: Collège Coopératif Provence Alpes Méditerranée.

#### III.8. SUPPLY

The supply of this service have different ways: familiar solidarity, public or private firms and chasrwomen. First of all, we consider the care without remuneration of aged people. A report of the EU. (1995) says that fundamentally daughter betwen 45 and 69 years are the persons envolved in this tasks. In order to measure this supply in hours of work we take in account the number of people that take care of adults in Spain without remuneration, and a ramking according to the number of hours. The 10,5% of women betwen 45 and 69 do this task in Spain without remuneration (INE, 1994, p.74).

This mean that, if in Sevilla there are 98.832 women betwen 45 and 69 years old, 10.337 take care of adults. According to the data of the Town Council, the 61,4% take care of adults older than 75 years. That means that the population, we are interested in, is 6.371 women. This women can be classified in three tracts according to the number of hours per day they work (14,4% betwen 0 and 2; 29,9% betwen 2 and 4 and the 62,4% more than 4) (we consider, 1 hour/day, 2,5 and 4,5 respectivaty). Multiplying the 6.371 women by the percentage, by the mean of hours nand by seven days and adding the three tracts we obtain the total ammount of 164.996 hours per week or 8.579.272 hours by year.

Secondly there are in Sevilla two firms that supply this service, with about 60 customer by firm (this date come from interviews by telephone to the firms that appeared in the telephone guide). According to these firms the average number of hours per week and by customer is 12, that's mean that the total hours per week are 7.200 and per year 374.400.

The last source of supply is the Department of Social Services depending of the Cown Council. that serve 2.237 "customers" (6,14% of the population of reference) so the total supply is 9.091 hours per week (472.732 per year).

The College Cooperative give us an estimation about the supply of these services of 1.393.798 hours per year.

#### IV. CONCLUSIONS

It is necessary to use with prudence the results we have obtained. As we can see in the Panel III.5; in Sevilla the necessities are covered, by both, formal and informal economy. It is the informal care the one that cover the mayority of the necessities. According to the results, at the present momnet it doesn't exist a deposit of employment. But, in the future, if we can get structural changes in the society (mentality, to use social marketing, to advertise this services, average income of Sevilla, transformation in formal economy) perhaps this service can afford some kind of employment..

We get different results in Marseille. This difference can be explained because of three reasons. First of all, the intensity and universality are differents. Secondly, familiar solidarity is small at Marseille, and the formal supply is larger than in Sevilla. According to the data it is possible to create 224 jobs full time. That means that it really exists a deposit of employment for this service in Marseille. The case of Seville is quite different.

We propous to transform informal into formal economy but we are sure that this cnecessary change will take a long time.

PANEL III.5, SUMMARY OF NECESSITIES AND SUPPLY IN HOURS/YEAR

SEVILLA				
REVEALED NECESSITIES		8.718.996		
TOTAL SUPPLY		9.426.404		
INFORMAL ECONOMY	8.579.272			
FORMAL ECONOMY	847.132			
PRIVATE SUPPLY	374.400			
DOMESTICAL AID SERVICES	472.732			
MARS	SELLA			
REVEALED NECESSITIES		1.847.129		
TOTAL SUPPLY		1.393.798		

Source: Self-elaboration from panel III.3 and III.4 and data mentioned above.

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