

El acceso al empleo a través de la orientación laboral en el contexto español

Access to employment through career guidance in the Spanish context

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Abstract

Full employment is a challenge that we face since the nineteenth century, being this objective by which the governments have gone from practicing a corrective policy to a more interventionist one being created in the case of Spain the Law 56/2003 of Employment based on two pillars, to mitigate the effects of the unemployment, and to face its causes through the orientation, formation and intermediation until reaching the insertion of the active population. However, with the economic and financial crisis of 2008, the ability of the Public Employment Services (Servicios Públicos de Empleo) to fight against unemployment has been questioned and we have questioned the viability of the current system. This article reviews the labor insertion programs in Andalusia in order to analyze their adequacy to the needs of job applicants, reflecting on their efficiency and effectiveness with the final objective of proposing improvements.

Keywords: Unemployment. Employment Policies. Labour Guidance. Labour Insertion.

Resumen

El pleno empleo es un reto al que nos hemos enfrentamos desde el siglo XIX, siendo este objetivo el motivo por el que los gobiernos han pasado de practicar una política correctora a una más intervencionista, creando en el caso de España la Ley 56/2003 de Empleo basada en dos pilares, mitigar los efectos del desempleo y enfrentar sus causas a través de la orientación, formación e intermediación hasta llegar a la inserción de la población activa. Sin embargo, con la crisis económica y financiera de 2008, se ha cuestionado la capacidad de los Servicios Públicos de Empleo para luchar contra el paro y hemos cuestionado la viabilidad del sistema actual. Este artículo revisa los programas de inserción laboral en Andalucía con el fin de analizar su adecuación a las necesidades de los solicitantes de empleo, reflexionando sobre su eficiencia y eficacia con el objetivo final de proponer mejoras.

Palabras clave: Desempleo. Políticas de empleo. Orientación laboral. Inserción Laboral.

1. Introducción

As established in the Law 56/2003, the purpose of the Employment Policies is the creation of employment in order to achieve full employment through the correct adjustment between supply and demand, ensuring quality and protecting unemployment situations.

For years, we have attributed the high unemployment rates of our country to the economic and financial crisis that began in 2008 and which has led to the situation of unemployment to an exorbitant number of citizens. We have only to review the different employment indicators published to know that the measures developed to combat unemployment did not reach the desired results just at the socio-economic moment they were most needed; that is, when the financial crisis has hit Spanish households, friends, relatives or acquaintances have been the most effective resources to find work, thus supporting the hypothesis that if the crisis has destroyed the labor market, the Active Employment Policies (AEP) and its Orientation and Insertion Programs have not been able to alleviate the serious labor situation.

In this way, and taking the proposal launched by Fernandez:

Another reason for our high unemployment rate could be in the design or conception of our employment policies which, at least, should lead us to reflect minimally on this issue and, where appropriate, to propose more viable effective alternatives (Fernandez, 2013, p. 405).

We are aware of the serious consequences that this last crisis has had and of its impact on the active population, however, the problem of unemployment is not something new in our society; this is why we wanted to question the quality of Employment Policies, focusing on Active Employment Policies whose highest priority would be job creation and the insertion of the unemployed, thus fighting against the causes of unemployment. And not only do we ask ourselves if its design is the correct one, but rather question whether the implementation and practice of such policies could be so improved that resources with which Public Administrations are effective and efficient, and considering that the advice and the creation of personalized itineraries with which to facilitate the insertion in the labor market are necessary and adequate measures to improve the human capital of our community.

The objective of the study is, first of all, to know the Labor Insertion Programs competence of the Andalusian Government, the resources with which it has available, investment, beneficiaries and groups, objectives, *modus operandi*, etc., through in-depth interviews with experienced workers in the different programs, through which we will be able to analyze whether these employment measures are adequate to the real needs of the unemployed in the Andalusian Community. The achievement of this objective will lead us to form a series of proposals for improvement based on the results and the knowledge acquired, as well as to open other possible lines of research with which to continue filing and improving the Active Employment Policies in Andalusia.

2. The problem of unemployment and employment policies

Since the energy crisis of 1973, there has been a situation of unemployment in our societies, as has never been known before. In 1993, the White Paper on *Growth, Competitiveness and Employment* known as the *Delors White Paper* placed jobs at the forefront of European

priorities for the first time. Already in the 21st century and with the relaunch of the Lisbon Strategy in 2005, the European Union focused all its efforts on growth and the search for more jobs and higher quality.

There have been many strategies and guidelines proposed throughout the history of the EES - European Employment Strategy, but despite all good intentions, the last economic and financial crisis of 2008, shook all societies worldwide, being a phenomenon common to all countries in our economic environment. Nevertheless, the unemployment suffered by Spain has been far superior to the rest of the Eurozone countries. In 2013, the unemployment rate published by Eurostat for the whole of the 28 countries was around 10.9%, while in Spain it reached 26.1%, exceeding a record number of registered unemployed in the Public Employment Services more than 5 million people whose only aim was to access a job.

In the Spanish Constitution not only proclaims through its Article 35. a fundamental right “the duty to work and the right to work”, but imposes as one of the guiding principles of economic and social policies, implement a policy aimed at full employment with which to increase the conditions favorable to progress (Art. 40.1).

In the case of Andalusia, it is established in Article 10.3 of the Statute of Autonomy ‘the achievement of full and stable employment quality’ as the first of the basic objectives for our Community. However, Andalusia is the region of all those that make up the European Union, which historically has achieved the highest rates of unemployment above any other region or community, achieving in 2013 a record unemployment rate of 36.2%.

Although in recent years these figures have fallen (Andalusia closed 2016 with a unemployment rate of 28.25%) is one of the regions that generates the greatest imbalance within Europe and therefore, one that receives more Social Funds with the aim of promoting economic and social development of a more balanced and sustainable way; nevertheless, it remains one of the regions most punished in terms of unemployment, which is a serious problem for citizens.

But unemployment is not just an economic issue, work is one of the fundamental socializing elements in our time. Durkheim insisted that “work creates bonds, rights and obligations between citizens, social solidarities” (Prior & Martínez, 2005, p. 8). Obviously the most immediate consequence of unemployment is the loss of income which implies the inability to cover basic needs and loss of autonomy. From a more psychological aspect, unemployment causes dissatisfaction and discomfort, abandonment of personal image, lower professional expectations and activity levels in general, even feeling an existential vacuum, increased levels of anxiety, instability as well as depressions. In a more social aspect, it would lead to the limitation of opportunities for interaction and to relate to groups, which would lead us to enter an ever deeper spiral of isolation.

For those considered Long-term unemployed, a condition that is acquired after having registered at least one year as a job seeker, the situation is aggravated, because in a year the person may give up looking for work, thereby deteriorating their social and personal skills, and as a result their reinsertion becomes increasingly difficult in the world of work and the becomes a chronic problem.

In the words of Macionis and Plummer (2011), “unemployment can have devastating effects on the lives of individuals and their families” (pg. 445). And although the concept of unemployment and its social importance is the fruit of historical evolution, we can summarize that;

Industrial modernity structures its social relations around productive work, contributing to the identity of the working person, the only means, on the other hand, of integrating into society. In this way, the work activity gradually becomes a structuring mechanism of the personal and social, providing the working person with job status, social identity, sense of belonging and participation, subjective well-being, and so on (Martín-Quirós & Zarco, 2009, p. 23).

In other words, having a job means having a place in society. The meaning of unemployment derives from the objective lack of employment and its consequences but also from the social meaning attributed to it, turning unemployment into a social construction full of stereotypes that can lead to a situation of Social Exclusion, “society does not recognize as full members those who are outside the market” (Herrera & Castón, 2003, p. 92).

In this regard, we see how in the Barometer published monthly by the CIS, citizens perceive unemployment as the greatest problem in our society in the last decades, including the so-called economic boom years where unemployment indicators reached historical lows (8.2% average unemployment rate in 2007). Unemployment is “a structural problem that ranks first in opinion polls (...) which makes it one of the government priorities” (Corzo, 2002, p. 369). And it is not only a priority, but the Public Administrations competent in the matter are obliged to absorb the problem of unemployment by establishing policies that meet the needs of citizens and solve their problems.

In 2003, the Employment Act 56/2003 of 16 December was created, which replaced the Basic Employment Law of 1980. This legislative change was justified by the transformations that were undergoing by the territorial political organization of Spain and by the socioeconomic changes and the imbalances that were taking place within the national territory. From that moment onward, the different Autonomous Governments would have greater powers to develop and manage the different policies, considering themselves to be a region with a particular idiosyncrasy, which also justifies the investment and development of the different European Social Funds according to the needs of each community.

The objective of the Law 56/2003 is to “increase (...) and improve the opportunities for incorporation [to the labor market] to achieve the goal of full employment” (page 2) by offering the unemployed a quality service, and with personalized attention, since the ultimate goal of employment policies is “the effective incorporation of the unemployed into the labor market” (p. 2).

In the Article 1, the Employment Policies are defined as;

(...) the set of decisions adopted by the State and the Autonomous Communities whose purpose is the development of programs and measures aimed at achieving full employment, as well as the quality of employment, the quantitative and qualitative adjustment of supply and demand for employment, for reducing unemployment situations and due protection in situations of unemployment (page 3).

And in turn these Employment Policies are divided into:

- **Passive Employment Policies (PEP):** understood as those “measures that aim to respond to situations of lack of the unemployed, ensuring a certain level of income” (Köhler & Martín, 2007, pg. 312). They have a welfare base aiming to ensure a minimum income to the population that is unemployed, that is, facing the effects of unemployment.

- Active Employment Policies (AEP): Understood as those “measures intended to directly affect the functioning of the labor market in order to increase the level of employment or reduce unemployment” (Köhler & Martín, 2007, p. 312). In the Art. 23 of the Employment Act are defined as;

The set of programs and measures for guidance, employment and training aimed at improving the possibilities of access to employment for the unemployed in the labor market, on their own account or on the account of others, and for the adaptation of training and retraining for the As well as those aimed at promoting entrepreneurship and the social economy.

That is, they face possible causes of unemployment with the aim of combating it.

The AEP are developed, following the guidelines of the Spanish Strategy for Employment Activation, and are established between the State and the Governments of the different Autonomous Communities being the responsibility of the latter the management and development. In Andalusia, the three main lines of action within the AEP are specified in the Orientation, Training and Entrepreneurship programs. The Plan of Entrepreneurship for Andalusia is framed as one of the competences to be developed by the Ministry of Economy and Knowledge, while the Orientation and Training Programs are managed by the Ministry of Employment, Enterprise and Commerce through the Agency of Andalusian Employment Service (AES).

In general, the programs are designed to develop actions to support the beneficiaries by facilitating their integration through the acquisition of skills and qualifications. The Delors White Paper (1993) already insisted on the importance of AEP through qualification, as opposed to the Passive Care Policies.

In the mid-twentieth century, Gary S. Becker published Human Capital (1964) developing the Theory of Human Capital with which he subsequently won the Nobel Prize in Economics (1992); in this theory it is postulated that individuals invest in themselves with the aim of improving their options for the future, that is, people invest in acquiring and improving their qualifications and skills in order to increase their options to compete in the market of work and thus obtain a better income.

The Human Capital Theory also considers that when there is an excess of labor supply, employers will offer lower wages and / or raise the requirements of access to work as a measure of adjustment between labor supply and demand. This explains the exorbitant decline in wages since 2008 resulting in the so-called working poor; and would also explain the need for the unemployed to be re-qualified by acquiring more competencies in a *flexicurity* job market.

Following the premise that policies must solve the problems of citizens, the Orientation, Training and Entrepreneurship programs must cover these needs of retraining and acquisition of new skills of the unemployed, and more taking into account that the AEP are conceived as “the real tools of activation against unemployment (...) articulated around the itineraries of personalized attention to jobseekers, depending on their characteristics and personal and professional requirements” (law 56/2003, page 3).

In this way, it is aimed directly at the active search for work through a process of improving employability as a requirement to achieve employment. However, this concept of employability directly indicates the unemployed person as the main person responsible in the task of finding employment and to adapt to the new demands of an increasingly

complex and competitive market; while granting public institutions the role of facilitators in the process of access, maintenance and improvement of employment throughout the life of the person. The EU does not propose direct formulas for job creation, but proposes to improve employability by combining training plans with occupational and vocational guidance measures (De Pablos & Martínez, 2008, p. 127).

While training is designed for retraining and retraining, guidance programs of “information, professional orientation, motivation, advice, diagnosis and determination, professional profile and skills, design and management of individual learning pathway, job search, job intermediation” (Art. 4bis). That is, the Orientation and Labor Insertion Programs are the service that the AES must provide in support of the insertion of the beneficiaries.

3. Methodological framework

The mixed methodology has been considered as the best of the possible ways with which to carry out the analysis of the reality of social policies referring to the problem of unemployment.

As Rubio and Varas pointed out to us “the quantitative method tries to describe and explain social facts from their external manifestations” (1999, p. 229). In this way, the quantitative has been used to frame the problem of unemployment; The labor reality is marked and represented by standardized numerical indicators that allow us to compare labor markets. However, the numbers and their interpretation are not exempt from a context where they occur and where they acquire comprehensibility, therefore, with the use of the qualitative method we will go deeper into our object of study, going from the description and explanation, to the analysis and interpretation, and obtaining a broad vision about the impact that employment programs have on the Andalusian population and evaluating whether or not they actually cover their needs.

a. Collection of secondary data.

In order to explain the social problem of unemployment and to describe the programs developed within the AEP, an analysis was made of the data published by various institutions or organizations dedicated to this purpose, from which data were obtained that allow us to contextualize the problem of unemployment in Spain and Andalusia:

- Barometer of the CIS: its main objective is to reflect the public opinion of Spanish society in different aspects or social problems, in our case, the problem of unemployment.
- Survey of Active Population (SAP) of the INE: a quarterly statistical study where we obtain, among many other data, the Unemployment Rate.
- SEPE: publishes the Registered Unemployment that refers to the group of people registered as jobseekers in the public employment services on the last day of each month. The data obtained through this publication are of particular importance for the analysis of employment policies since, although not all persons in unemployment are registered as jobseekers, all persons who are enrolled in employment services are entitled to benefit from the programs developed within the AEP.
- ARGOS Observatory: from which we have obtained such valuable data as the number of Custom Insertion Itineraries (IPI) open throughout Andalusia, that is, the us-

ers of Labor Orientation, as well as the number of beneficiaries of the FPE courses. However, since 2012 there have been no published data found on these issues.

- AES: through the published information, we have obtained data about the programs that it executes and the resources available to it (guidance units and technicians, AES offices) as well as the last Reports of Activities that have provided us with information about the investment in each of the programs analyzed, and the Satisfaction Survey that this agency makes to the users. since 2011 there have been no published data found on these issues.

b. Collection of qualitative data: the interview.

The technique used to collect the material has been the in-depth interview, which seeks to express the interests, beliefs and desires of social actors, and investigates the different values and meanings attributed by the respondents to social phenomena (Ortí, 2013, p. 272).

The in-depth interview can be defined as a direct dialogue (Ortí, 2013, p. 272) aimed at understanding the perspectives that the interviewees have about their experiences (Taylor & Bodgan, 1998, p. 101). Semi-supervised and in-depth interviews allow for information to be obtained concerning the object of study and at the same time, to be able to discover new data that has allowed research to advance and to rethink certain aspects covered in the interview.

This technique allows us to collect and analyze social knowledge that has been built by direct practice; the object of investigation will be analyzed through the individual's experience be it that they are both part and product of the action studied (Alonso, 1994, p. 229).

The basic elements to be fulfilled in an in-depth interview are: creating a situation where only the interviewee and the interviewer (or researcher) mediate; the perspective of an explicit purpose; the direction of the conversation is directed by the investigator; and information is collected through the discourse following a dynamic of communicative interaction (Rubio & Varas, 1999, p. 356).

These elements were included in the interviews conducted according to the following open question scheme in order to achieve a clear objective:

<i>What AEP do you consider necessary to solve unemployment?</i>	Gather information about the policies developed, as well as their impact on the unemployment problem.
<i>Which AEP are the most demanded by users?</i>	Find out which aspects or resources are the most useful and necessary to meet the needs of jobseekers, as well as the opinion or satisfaction that the users show them.
<i>Where is the Labor Orientation heading?</i>	Analyze the positive and / or negative aspects of the Programs, informing us about the proposals for improvement in their functioning, the existing difficulties they encounter in their work, and their future vision of employment programs.
<i>What should Andalusia Service improve?</i>	Know this organization as well as the services it offers to the users and entities with which it works because the AEP can not be understood without it.
<i>What influence does the economic structure of Andalusia have on employment?</i>	Get an overview of the professionals who are faced every day to the difficulties of the job market.
<i>Where is unemployment headed in Andalusia?</i>	

Based on the questions asked, it was sought to obtain the necessary information to cover the objectives of knowledge and evaluation of AEP and more in depth of the Orientation and Insertion Programs as policies put at the service of citizens.

c. The sampling procedure.

The analysis of the Active Policies of Employment and the Programs of Labor Insertion are contextualized in the Andalusian Community, since the competences in matters of employment are transferred by the central Government to each Autonomous Community since 2003.

The population affected by our analysis is the total of the Andalusian population, more specifically those people who are unemployed and registered as such in the AES. However, within the Public Employment Services, there are also registered persons under the status of jobseekers or persons who are unemployed under special circumstances. These groups are also directly affected by the AEP and the execution of the Programs.

In order to carry out the analysis of AEP affecting the Andalusian population, interviews were carried out with a sample of experts, in such a way that the information collection was extended to the point of saturation that satisfied the objectives. In total, 9 technicians of the Labor Orientation were interviewed who work in 9 different units of the Eastern Andalusia Network in the province of Granada.

For the analysis of the interviews conducted, computer programs are not used, given that the number of interviews is not high. Therefore, content analysis was chosen based on the main categories taken from the interviews, as described above.

All interviewed technicians have experience in the Andalucía Orient Program, with specialists in different groups (women, people at risk of social exclusion, young people, ...) as well as technicians with different circumstances (roaming counselor or self-counseling technician) and with experience in the different Labor Insertion programs established by the Regional Government of Andalusia (Accompaniment, PEFE, etc.). We also have technicians with experience in training and even some who have worked either in one of the 22 employment offices that the AES has in Granada province, or in other employment programs established by different entities (Province, city councils, social work, etc.). Finally, we have the added value of including experts who have worked in employment programs of other Autonomous Communities.

Therefore, the information provided by these experts supposes a professional vision of all the analyzed programs as well as a deep knowledge of the social reality in which they are developed. As mentioned previously, each of the nine supervisors interviewed belong to a different orientation unit, so that the possible influence of the guidelines received within each entity in the development of their work has been taken into account in the analysis. In addition, these nine units offer service in different areas within Granada by finding units located in the central area of the capital, others within the municipality but covering neighboring neighborhoods, others belonging to populations of the Granada belt, and finally others located in different territorial areas away from Granada capital, so that the possible influence between urban and rural areas is considered.

The information gathered allows us to generalize the data from the province of Granada to Andalusia as the application and development of the programs is executed following the guidelines of the Ministry of Employment, also, many units of orientation are multiprovincial, that is, the same entity has units located in more than one province while other entities are uni-provincial.

The technicians interviewed have the following professional profiles:

Key: O1	Degree in Psychology
Andalusia Orienta Program	7 years
Training for Employment (TFE)	2 years
Key: O2	Degree in Labor Relations
Andalusia Orienta Program	8 years
Training for Employment (TFE)	+10 years
Key: O3	Degree in Social Work
Andalusia Orienta Program	1 year
Accompaniment Program	7 years
Key: O4	Degree in Psychology
Andalusia Orienta Program	9 years
Training for Employment (TFE)	2 years
Key: O5	Degree in Labor Relations
Andalusia Orienta Program	7 years
Program of Experimental Actions	2 years
Key: O6	Teaching Degree. Degree in Geography and History
Andalusia Orienta Program	1 year
Key: O7	Degree in Psychology
Andalusia Orienta Program	2 years
Training for Employment (TFE)	4 months
Key: O8	Teaching Degree in Infant Education Degree in Psychopedagogy
Andalusia Orienta Program	7 years
Program of Experimental Actions	1 year
Training for Employment (TFE)	6 months
Key: O9	Degree in Psychology
Andalusia Orienta Program	6 years
Program of Experimental Actions	2 years

In this way, we consider that with the counselors selected to carry out the interviews we have come to cover the different aspects or circumstances of the social reality of Andalusia with special influence on the labor insertion.

4. The programs of employment in Andalusia

The set of AEP managed by the AES is integrated as previously mentioned by Employment Insertion Programs, Training for Employment (TFE), and a set of special programs developed according to the circumstances that may be suffered by the Community (Young Bonus, PRODI, PREPARA, etc.).

With the Insertion Programs are established:

- Vocational Guidance Programs: Andalusia Orienta.
- Accompaniment to the Insertion.
- Professional Experiences for Employment (PEFE).
- Experimental actions.

A striking fact is that when the economic crisis reached its zenith (2012-2014), the Andalusian Government suspended the granting of subsidies for the implementation of these programs.

4.1. Andalusia Orienta Program

The unemployed and registered as such in the AES have the right to go to the Orientation Services (Eastern Andalusia Network) composed of Guidance Units managed by different non-profit organizations and local corporations that receive a grant from the Ministry of Employment. These programs are developed by these Guidance units, all of which are coordinated by a Provincial Reference Center (PRC), and since 2015, there is a separate AES guidance unit in each province.

When an unemployed person goes to one of the counseling units, a socio-professional analysis of the complainant is carried out and a Custom Insertion Itinerary (IPI) is defined as a sequence of actions aimed at improving the employability of jobseekers. The importance of this IPI, and therefore of the Orientation Program, is that this itinerary is the way of access for the other programs framed within the EAP; it is meaning, in order to participate in employment programs, not only must be registered as a job seeker in the AES, but must participate in an IPI within Andalusia Orienta; "Labor orientation is the gateway to employment policies" (Decree 85/2003, page 8828).

The objective of this program is to improve the employability of users by providing them with advice so that they become active agents, self-sufficient and independent of their job search and their own job insertion.

An important aspect of the orientation programs is the evaluation, control and monitoring carried out by the employment counseling to the organizations to which the grant is awarded and, therefore, those in charge of executing the program. These organizations have the obligation to perform a minimum of objectives or they will be penalized in the following call, being able to lose the subsidy. The objectives are translated into the number of hours that the counselors must give direct attention, not counting in this computation the accomplishment of many other tasks that imply a better attention and operation. In addition, the number of hours of direct care is only counted from the first 4 hours, that is, a counselor who has cared for an unemployed person for 3.5 hours, will not be taken into account as hours worked.

For the development of this program, the Junta de Andalucía invested approximately 7-8%¹ of the total expenditure in the EAP, and about 30-40%* of the registered people as plaintiffs carried out an IPI. From the published satisfaction surveys it is obtained that the most valued by users are aspects such as the professionalism, knowledge and treatment received; on the contrary the utility for the search of employment was the worst evaluated.

From the interviews conducted, it is first concluded that this program can help the unemployed by providing them with information or as a source of motivation in their job search, however they consider that their work does not help to solve the problem of unemployment and also does not cover the needs of users as they go to the guidance service in order to find a job and is produced "a disappointment between what is expected to find (job offers) and what they find" (O1), Concluding that the most interesting thing for the program would be to include intermediation as part of its functions and competencies.

1. Data until 2011

On the other hand, all experts are of the opinion that the objective assessment as it is proposed de-vitalizes the purpose of the program where the objective should be to meet the needs of users, whatever they may be, and not “Tie them to a chair to reach the number of hours” (O2).

4.2. Accompaniment Program

This program is also managed within the Andalusia Orienta Network. From its beginnings (2003) it was destined to work with those groups that by their characteristics had special difficulties in the search of employment, that is to say, unemployed with some type of disability and long-term unemployed. It was assumed that these people were less self-sufficient and independent in their search for employment and therefore the orientation work was much more exhaustive, intense and continuous; in fact, the accompanying technicians carry out intermediation work where they bring in contact with companies with job seekers.

With the resumption of programs in 2015, Accompaniment is only and exclusively for the groups of people with disabilities, excluding the long-term unemployed from the program.

The investment made in Accompaniment is reflected within the 7-8%^{*2} awarded in the Orientation Program. As in the previous program, the most valued in the satisfaction surveys were the knowledge, professionalism, and involvement of the technicians, while the usefulness for labor insertion was the worst evaluated aspect.

On the one hand, the opinion of the experts is that this program has the capacity to carry out intermediation and, on the other, that the number of objectives (number of hours of direct attention) to be fulfilled is much lower than in the orientation program, “has greater depth and can work many other issues that may be the basis of why not find work” (6).

4.3. Professional Experiences for Employment Program (PEEP)

This program was reactivated in 2016, after 4 years of suspension; offers the realization of professional practices favoring the labor insertion through the acquisition of professional experience. However, in addition to the essential requirement of having an IPI open in the orientation program, other very specific ones regarding previous training and professional experience have to be fulfilled, and in addition a previous process of inscription and selection is required that in the most of the occasions, the deadlines for achieving the objective are quite long. It is established that the duration of the practices is between 2 and 6 months, however, almost 100% of the practices are adjusted to a period of 2 months with 20 hours per week.

The investment for this program ranged from 2-3%^{*3} of all EAP, with PEEP beneficiaries accounting for around 2-3%* of total IPIs. In the activity report it is stated that about 30% of the people who participated in PEEP reached the labor insertion, however does not clarify if this insertion was reached as a result of the professional practices or on the contrary the insertion was made in a occupation with no relation to practices. Once again, the satisfaction survey concludes that the professionalism, knowledge and management of

2. Data until 2011

3. Data until 2011

technicians are the aspects most valued by users, while the one used to find work remains the worst evaluated.

The opinion of the experts emphasizes the crucial thing that is the contact with the companies and the acquisition of competences, “that the company sees you do” (O9); but they criticize the entrepreneurial culture based on the continuous flow of personnel in practices like method to obtain gratuitous labor.

4.4. Program of Experimental Actions

It was conceived with the aim of achieving the labor insertion of people at risk of social exclusion, through the integration of various actions such as information, guidance and advice, adding training and professional practices.

The total investment for this ambitious program was around 2%* of all EAP; and of the total IPIs open, 2.5%* were beneficiaries of this program whose objective was that at least 35% of the beneficiaries reached the insertion, however in 2010, only the insertion of 20% of the beneficiaries.

Again, satisfaction surveys highlight the professionalism of the technicians against the utility of the program to access a job as well as the adaptation to the needs of the participants. From the interviews we can only conclude that this program has hardly had repercussion in all the EAP.

In general terms, and summarizing the discourse extracted from the experts about the Insertion Programs in Andalusia, we would like to underline the emphasis made on improving employability is useful and necessary, but the final objective of the programs should be labor insertion and it is not being achieved (O1), “it is a pity that we are at the gates of insertion” (O9).

4.5. Training for Employment (TFE)

In addition to the four programs already described, one of the key policies is TFE, which also aims to improve employability through the acquisition of skills and qualifications.

Until the year 2012, the TFE was divided into groups highlighting training aimed especially at the unemployed, employed, state-level training (run by the central government), or training in alternation (employment workshops, tradeshows, etc.). Of the almost 600 million euros spent in EAP in 2011, about 500 million were destined to TFE in Andalusia, carrying out more than 7,000 courses.

Until 2012, the training was managed through the FAFPE (Andalusian Foundation for Training and Employment Fund), a public foundation that has been prosecuted for a problem with funding for such training. Disintegrated the FAFPE, the competences in matter of training were transferred from the Ministry of Employment to the one of Education; And after 4 years of inactivity, in 2016 returned to be competence of the Ministry of Employment. Nowadays, and discounting training at the state level, there are scarcely thirty courses planned

for 2017 and in such particular areas as carpentry, marble or jewelry.

Despite the importance of the acquisition of qualifications in improving employability, the opinion of our experts about training can be summarized in the statement “is a misuse of a policy that could be very good” (O5).

4.6. AES Offices

It is mandatory to devote a space of analysis to the managing organ of EAP, the Andalusian Employment Service Agency (AES). Among its functions are those relating to the promotion of employment; guidance, information and actions to improve employment; labor intermediation; the prospection of the labor market and its dissemination; promotion and development of local employment; etc.

In the Andalusian territory, there are 191 offices distributed and the beneficiaries of the Agency are considered to be unemployed as well as employed (job improvement applicants), as well as companies that require their services. As mentioned, among its functions is Labor Intermediation, through which job offers are contacted with jobseekers seeking employment to facilitate the employers the most appropriate workers to their requirements and needs (Law 56/2003, Art. 20); this work is carried out by so-called brokerage agents by probing potential candidates through the Demand Report, which collects the data that users have provided to AES when they registered as jobseekers and includes data such as experience, training, professional cards, etc. And a maximum of 6 occupations that request for their labor insertion taken from the National Occupational Catalog (NOC). When a company demands workers, the survey (selection) is done through the database filtering the job seekers who in their day provided the necessary documentation to prove the minimum training required as well as the experience for the job and evidently have applied for the same occupation in their employment demand report. From the result of applying this filter to this database, the AES sends to the company the 5 people (for each job offered) that have the highest seniority in their demand.

In the interviews conducted with the experts, they show the lack of coordination, communication and information that the advisors (who work in the Insertion programs with the aim of improving the employability) have of the offices of the AES, “the support of the employment offices is zero, it seems until you bother them” (O5). On the other hand, the AES intermediation service and its system for the selection of unemployed persons coincide and criticize jointly and unanimously, “it is the worst money invested by the Board” (O8), “their work has been limited to classifying professionally and sometimes even misclassified” (O6), referring to that they should be creating job opportunities (O4), and that their criteria only encourage passivity of people. In this way they show that neither the service to the job seekers is the ideal nor the service to the companies is the adequate one, because the selection processes are very improveable; this means that companies do not have the Intermediation service as long as they need to incorporate workers, and that jobseekers do not continue to register once the collection of the unemployment benefit has ended, which is the only utility that the AES.

Finally, with RD 1796/2010, of December 30, a set of measures was created opening a line of public-private collaboration in the matter of intermediation through the granting of aid to Placement Agencies with the aim of raising the opportunities of the unemployed. Although there is an opinion about the benefit of the unemployed to have the maximum of options to get out of their situation, experts say that “if things were done well, we would not have to lack the placement agencies because we already have one, AES, but it does not work” (O1).

4.7. Proposals for improvement of the experts

All counselors are aware of the importance of getting the unemployed to be independent in their search for employment and job placement; however, not all people are able to achieve this independence, nor do they have the necessary skills to achieve insertion by themselves; in the words of O4 “there are people who work and walk, but never become self-sufficient, and thus have little chance”. In this way, the most widespread proposal is to change the objective of the programs, to reach the insertion of the unemployed in the labor market the ultimate goal and not only to accompany them and to improve their employability. That is, to change the facilitating role of public services by a more proactive role.

The second most generalized proposal is the one referred to the evaluation that the Ministry of Employment does to the Orientation Units through objectives counted in number of hours of direct attention to the users counting from the first 4 hours. They state that, there are people who only come to the service with a specific need which does not reach the minimum 4 hours required and therefore these hours are not taken into account as hours of work for a counselor; there is also a lot of work that is done outside the direct attention to the users but that results in the quality of the service and are working hours that are also not taken into account in the evaluation; and finally, all the advisers understand that the necessary assessment, but propose to change the current system by a more qualitative evaluation emphasizing that more hours is not indicative of higher quality on the job, “or you work in piecework, or you serve people with dignity” (O8).

A collation of the proposals made so far, one of the experts interviewed who worked in the Guidance Service of another Autonomous Community (Madrid), comments that there was no practice of recording attentions valued more the quality of the service than the amount of hours; on the other hand, adds that the Guidance Services of that Community were carrying out exploration and intermediation work, “even companies were requesting workers” (O7).

The coordination and communication between Units is essential for a satisfactory achievement of the objectives and the quality of the service. They propose to promote contact as well as establish joint work spaces in which to share good practices, information and solve common problems. This communication is not only essential among the Units, but also between them and the AES Offices, and should also be extended to other social agents capable of improving the situation of unemployed citizens (business organizations, chambers of commerce, municipalities, formation centers,...).

Finally, another aspect that generally affects the Insertion Programs, and in particular the Labor Orientation and Accompaniment, is the discontinuity of the programs. That is, through a system of competitive competition, the Board grants a grant for the implementation of employment programs for a certain time. When the deadline for that program is over, the service is closed for users, leaving them unadvised in their process of improving employability for several months.

With regard to the PEEP and TFE programs, it is claimed to improve and expand the training, quality and control of companies in the use of free labor, ensuring the correct acquisition of qualifications and competences that are of great importance to the improvement of the employability and therefore in the insertion in the job market.

With regard to AES offices, in addition to improving coordination and communication as mentioned above, increasing the quality of its service is to improve the intermediation that the Agency carries out, and once the probes and filtered the candidates that meet the

requirements for a job offered by a company, a pre-selection process should be carried out with job interviews where the suitability of the profile is prioritized and not only the seniority of the job candidate, functioning as a real placement agency “Would imitate an HR consultancy, would not do administrative management, but a service management and would lead the profile more appropriate to the company” (09), “if you give a good service, companies count on you” (03).

5. Discussion

As mentioned throughout this paper, the EAP aims to improve access to employment for the unemployed, as well as the maintenance and career advancement of those who are employed, and in turn offer service to companies that demand workers.

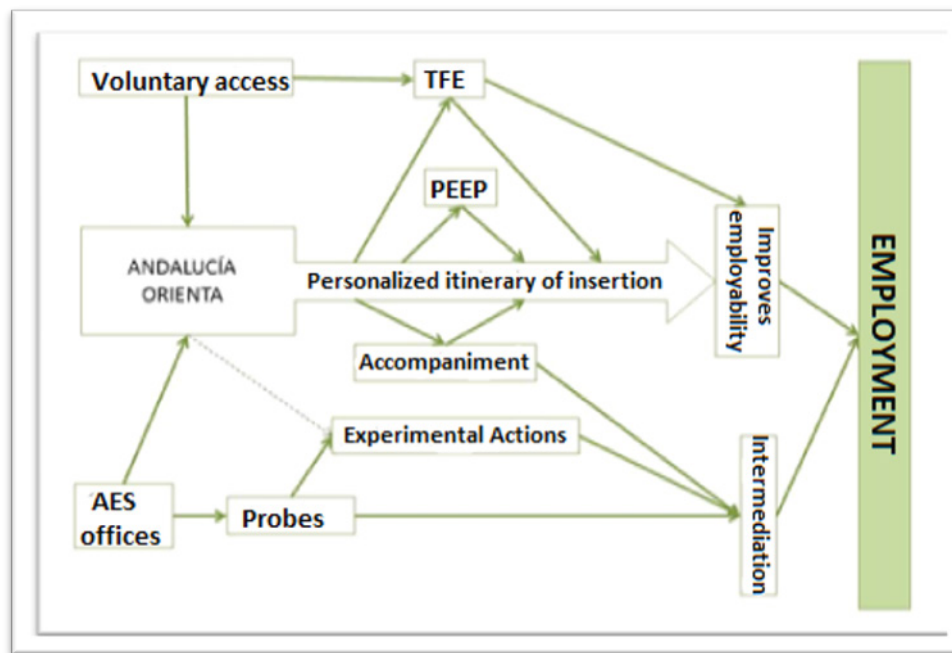
The Guidance Program is understood as the gateway to other programs becoming the backbone; the labor orientation can not be understood without the other insertion programs, and this should not be understood as mere advice. On the other hand, labor insertion should not be understood as an indirect goal.

We understand that the Orientation must always precede the Intermediation establishing a much more direct and fluid causal relationship that finishes in the Insertion, in such a way that a process of obtaining employment is established:

Orientation → Intermediation → Insertion.

If we consider the above about employment programs, we have already seen that their ultimate goal is to improve employability through guidance, training or practice; only Intermediation is carried out in the Accompaniment Program that is exclusively directed towards people with some type of disability; for the rest of the unemployed, intermediation skills are reserved for AES offices.

Figure 1. Current operating scheme of the AEP



Source: Author's elaboration.

In the field of Human Resources, the Candidate's Hard Profile is referred to by reference to the curricular information (training, experiences, languages, etc.) and the Soft Profile referred to skills or competences (Orientation, customer, achievement, initiative, leadership, strategic thinking, organizational capacity, etc.).

It can be said that a person is apt to obtain a job if he or she is competent, that is, if the person possesses a set of characteristics (Béduwé & Planas, 2003, in Köhler & Martín, 2007, page 368) or competencies according to the job. Finding the most competent employee means for the employer that the investment made in human capital is the most effective since it directly affects the productivity of the company.

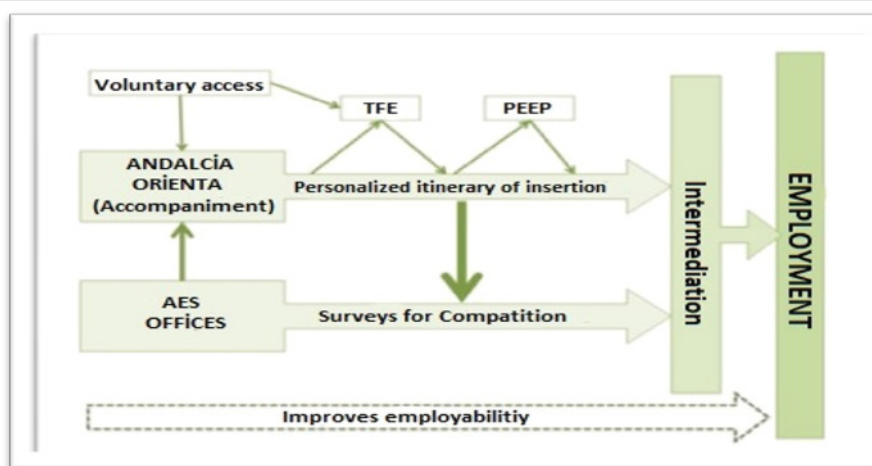
Reviewing the hard profile of a candidate through the curriculum or the demand report in the AES case can be a relatively easy task; but finding the most competent candidate for a job is not so much, so HR consultants and the Placement Agencies conduct selection processes that go beyond checking the minimum training and experience requirements.

In the AES, this difficult task of finding the most suitable worker is done through probes based on filtering candidates according to the established requirements (training and experience) and then presenting to the company the five oldest for each job; that is, the probes are based on the screen of the hard profile, leaving aside the soft profile.

It has been verified in the Satisfaction Surveys that the users of the programs consider them useful when, thanks to them, they have been inserted in the labor market; also the experts tell us that users come to the service in the hope of finding a job, and demand those programs with which they believe that more options of insertion will have. The plaintiffs seek to have the EAP intervene in the process of obtaining a job. Intermediation is fundamental for the users, but while the services of orientation does not have it between its functions and objectives, the employment offices are adhered to a first sieve of the hard profile, which is totally insufficient for companies wishing to find the most competent candidate, resulting in a lack of interest on the part of companies in the services of the AES and therefore in an inefficient service for jobseekers.

If we return to our process of obtaining employment: *Orientation* ÷ *Intermediation* ÷ *Insertion*, we know that if a link in the chain fails, the whole chain fails. In this way, reinforcing the Orientation and reforming the Intermediation process, would give the Insertion process more quality. This leads us to propose the following scheme.

Figure 2. Proposed operation scheme for the AEP



Source: Author's elaboration.

Reforming the brokerage process would be to improve the sounding system by giving the competences the importance they have in the selection processes, thus, once the candidates have been probed and filtered according to the training and experience requirements, brokerage agents should conduct a selection process based on competencies and not on the seniority of the candidate.

This competency-based system would improve the service offered to companies by the AES that would go from being a simple facilitator to having a more proactive role; In turn it would be a source of motivation for many unemployed where the activation and continuous improvement would be rewarded being now really participate of its process of improvement of employability that as always would be accompanied and advised by the services of orientation that would work so that those less competent reach the optimal level of fitness.

On the other hand, reinforcing the orientation would obviously improve the channels of communication and coordination between the AES Offices and the Guidance Services, but if we add that the satisfaction of users is to take actions conducive to finding a job, that the counselors know the professional profile of users, and also work day by day with them to improve their employability, our chain Orientation → Intermediation → Insertion would improve if the guidance services could carry out intermediation work by contacting companies and jobseekers or if the Brokerage Agents requested candidates who had already reached a level of employability, that were included in the selection processes of the AES Offices so that the Ministry would take full advantage of the (human) resources at its disposal.

Lastly, in order to improve the Orientation Program, it would be necessary to rethink the quantitative evaluation that is now being carried out by a more qualitative one, with the aim of being able to provide a more similar orientation to the Accompanying Program, that is, a deeper and more exhaustive one.

6. Conclusions

The main purpose of this study has been the analysis of the Guideline as an Active Employment Policy, however, and as it has become evident, we understand on the one hand that this program cannot be analyzed in the absence of the other insertion programs, and on the other hand, we understand the process of obtaining employment *Orientation* → *Intermediation* → *Insertion*, as an interrelated whole.

Therefore, to analyze the causes that weaken this chain by deepening the link of the Brokerage through the Agents of the Offices AES, would be a future line of research of great interest. It would help to obtain a much deeper and complete vision of the EAP, their execution and the influence that all the agents involved have in the fight against the causes of the unemployment.

On the other hand, with the emergence of the Non-Profit Placement Agencies and the duality with which some (for-profit) ETTs work, it is convenient to analyze the true impact of these agents on the objective of full employment.

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