Gender mainstreaming in surveys: Spain

This is the Spanish contribution to the comparative analytical report on gender mainstreaming in surveys, coordinated via questionnaire by Anne-Marie Nicot from ANACT, France, and Irene Houtman from TNO, the Netherlands, for the European Working Conditions Observatory (EWCO). This report has not been subjected to the standard Foundation editorial procedures.

Q1. Who is responsible for administering national surveys in your country?

Is there a special unit in this institute dealing with gender statistics?

The Spanish Ministry of Labour and Social Affairs (Ministerio de Trabajo y Asuntos Sociales) is the main responsible organisation for administering national surveys on working conditions in Spain. Prior to describing the actual surveys, it should be noted that there is no special unit dealing with gender statistics as such within the General Sub-directorate of Social and Labour Statistics of the Spanish Ministry of Labour and Social Affairs. However, the Ministry holds the Women’s Institute (Instituto de la Mujer), an organisation in charge of fostering conditions leading to social equality between genders and the participation of women across all fields of society, including employment and work issues.

Please expand on the types of topics covered by this questionnaire/these questionnaires, and mention the year it started as a national survey, and whether this survey is a yearly exercise, every second year or has another periodicity.

There are two main national surveys on the topic in Spain, which complement one another and provide an overall perspective of working conditions in Spain:

Survey on Quality of Life in the Workplace

The Survey on Quality of Life in the Workplace (Encuesta de Calidad de Vida en el Trabajo) started in 1999 and is carried out each year. It is offered by the General Sub-directorate of Social and Labour Statistics of the Spanish Ministry of Labour and Social Affairs; the fifth and most recent issue (at the time of writing) was published in March 2004, corresponding to reference year 2003.

The principal goal of the survey is to assess the situation of workers (both salaried and self-employed) in the workplace, providing data on the activities they carry out and their relationships at work, along with subjective information from the workers’ perception of their own working conditions.

The survey investigates six main areas: satisfaction in the workplace, work environment, work organisation, continuing training and professional career, labour and geographic mobility, and work–life balance.
National Survey on Working Conditions

The National Survey on Working Conditions (Encuesta Nacional de Condiciones de Trabajo) has been carried out since 1987 by the Spanish National Institute of Safety and Health in the Workplace (Instituto Nacional de Seguridad e Higiene en el Trabajo, INSHT), a subsidiary body of the Spanish Ministry of Labour and Social Affairs. The fifth issue of the survey was published in October 2004, the previous ones being released in 1987, 1993, 1997 and 1999.

The survey assesses working conditions by providing an overview of health and safety conditions in Spanish workplaces. It is divided into three main sections: preventive systems, working conditions and health effects. More specifically, the topics covered by the survey are the following: prevention organisation, preventive activities, safety conditions, environmental conditions, design of job/position, physical workload, mental workload, psychosocial factors, technologic innovation, health and the self-perception of working conditions by workers.

Q2. In what way has the national survey(s) or questionnaire(s) on quality of working life (and health or employment) changed over the last decade(s)?

Which questions have been added, and which have been deleted in order to make the surveys more gender sensitive, and have any questions or topics changed (if so, in what way)?

Do you think that the survey(s) or questionnaire(s) have become more gender sensitive due to these changes?

The Survey on Quality of Life in the Workplace included a section on work–family balance in 2002 with a couple of questions broken down by gender: one question asks about the person who is in charge of household chores, while the second asks who takes care of children aged below 12 years (both during and outside working hours).

In addition, the section on work organisation included several questions broken down by gender for the first time in 2002. These pertained to the degree of participation at work, the average degree of knowledge of the objectives of the enterprise and the average degree of pride in the work carried out.

All of the above is in relation to the online version of the survey results since the CD-ROM contains all the information broken down by gender. Hence, it is possible to have access to the value of any given indicator for women. Nevertheless, it has to be emphasised that gender mainstreaming does not lie behind these changes and no specific efforts have been made to reflect gender sensitive issues. For example, the aforementioned inclusion of the section on work–family balance responded to the demand to provide information on the topic, both for men and women, rather than the adoption of gender mainstreaming.

Regarding the National Survey on Working Conditions, recent changes have responded mainly to developments in the Spanish economy toward a service intensive one even though new topics have been included, such as psychosocial issues. However, no specific changes regarding the gender perspective can be highlighted.

Q3. Please outline the way gender statistics are being produced and mainstreamed.

Who are the ‘users’ (e.g. policymakers or ministries, research institutions, gender issues advocates, etc)?

How are they involved in the production process of gender statistics? Are their needs collected in a systematic way?
Are there any guidelines on how to produce engendered statistics?
Are there any formal procedures to assess statistics produced with a gender perspective?
Are there specific publications dealing with gender that present and interpret topical data on women and men in a form suitable for a wide range of non-technical users?
Is there a publication on working conditions or quality of work and employment issues that takes into account gender issues?
Are statistics on individuals collected and presented or reported by gender?
What strategies have been put in place in order to produce, present and disseminate gender sensitive statistics?

As has been mentioned, the production of national surveys on working conditions in Spain has not adopted a gender approach. That is, it cannot be said that statistics on working conditions have adopted the principle of gender mainstreaming despite the fact of providing information broken down by gender. In line with this, there are no guidelines on how to elaborate engendered statistics nor a systematic way to collect the needs of the potential users. Such users would initially be all the Spanish ministries. The two experts contacted (see end) pinpoint only the existence of a protocol or set of indicators aimed at assessing how gender sensitive are projects funded by EU structural funds in Spain, but there is nothing in the field of surveys on working conditions.

Among the possible users, the most significant one would be the Women’s Institute. The Institute regularly updates diverse areas of statistical data on women, which come from the main national surveys and statistics. However, there is no information from the national surveys on working conditions and the section on employment presents mainly general data on the labour market situation. Nevertheless, it represents an effort to present gender sensitive statistical data.

It may be worth taking into account that, even though national surveys on working conditions do not seem to have adopted a gender approach, there are regional examples where the situation seems to be otherwise. For instance, in Navarra (northern Spain), the Regional Institute of Health at Work (Instituto Navarro de Salud Laboral), together with the Women’s Institute of Navarra (Instituto Navarro de la Mujer), carry out a Survey on Health and Working Conditions, and publish a separate and specific report on women. The 1997 survey report on health and working conditions of women in Navarra (Encuesta de Salud y Condiciones de Trabajo de las Mujeres de Navarra – 1997) aims to assess the real situation for women in this area.

Q4. What development(s) or causes may have been responsible for these changes in national statistics on quality of work and health in employment?

You are asked to comment briefly on major driving forces related to: 1) demographic changes, ageing of the work force; 2) the economy, such as recession; 3) legislative changes (acts or regulations that came into force); or 4) technical developments that have raised awareness of gender sensitive issues in your country.

As has been mentioned above, and despite the reported changes, no major process leading to gender mainstreaming has been identified in national statistics on working conditions. Nevertheless, it is fair to say that the concept of gender mainstreaming is indeed an issue in the Spanish public policy agenda, including the field of official statistics. The driving force behind this stems from the following:

• guidelines of the EU Framework Strategy on Gender Equality;
agreements of the Action Platform at the UN Fourth World Conference on Women;

recommendations by international organisations;

suggestions by ministerial units;

suggestions by social agents and non-governmental organisations (NGOs).

All these elements have led to the Fourth National Plan for Equal Opportunities between women and men 2003–2006 (IV Plan de Igualdad de Oportunidades entre Mujeres y Hombres, 2003-2006), approved by the Cabinet on 7 March 2003. This plan states that the principle of mainstreaming is to be applied throughout all public policies in Spain. More specifically, gender mainstreaming is one of the eight pillars of the plan, and requires the following actions to be taken by all ministries in the field of statistics:

• improve official statistics in a way that data broken down by gender may be analysed at the most detailed level possible;

• improve the gender indicator system to measure women’s situation, their advancement in society and their quality of life;

• carry out studies for a more in-depth knowledge of the situation of women.

The importance of these measures arises from the need to obtain accurate information on the real situation of women, which is key for the adoption of the right policies. In line with this, and from a more general perspective, the plan envisages the creation of gender units across all ministry departments with the aim of introducing a gender approach in the design, promotion and assessment of their respective policies.

Q5. Can you provide (quantitative) information on gender sensitive indicators and their effects/outcomes?

You are asked to indicate which gender sensitive indicators are implemented in the national survey(s), and to provide this quantitative information for the workforce as a whole, as well as for both men and women.

The Survey on Quality of Life in the Workplace presents all the information broken down by gender. However, this is provided on the CD-ROM version only as the printed and web versions offer a reduced selection not only of the actual survey but also of the information broken down by gender. Therefore, it is possible to have access to a wide variety of indicators concerning working conditions broken down by gender. As has been stated above, the information presented in the survey focuses on six main areas: satisfaction in the workplace, work environment, work organisation, continuing training and professional career, labour and geographic mobility, and work–family balance.

Nevertheless, it has to be emphasised that the most accessible information for general users, i.e. that is published online, considers the following statistical data by gender, as outlined in Table 1. The table presents the respective values of these indicators.
Table 1: Indicators presented by gender in online edition of 2003 Survey on Quality of Life in the Workplace

<table>
<thead>
<tr>
<th>Indicator*</th>
<th>Total</th>
<th>Men</th>
<th>Women</th>
</tr>
</thead>
<tbody>
<tr>
<td>Satisfaction at work</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>- Average degree of satisfaction at work</td>
<td>6.84</td>
<td>6.90</td>
<td>6.73</td>
</tr>
<tr>
<td>Work environment</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>- Average degree of interest in the job</td>
<td>6.83</td>
<td>6.98</td>
<td>6.59</td>
</tr>
<tr>
<td>- Average degree of monotony and boredom at work</td>
<td>3.24</td>
<td>3.23</td>
<td>3.26</td>
</tr>
<tr>
<td>- Average degree of stress at work</td>
<td>4.44</td>
<td>4.45</td>
<td>4.42</td>
</tr>
<tr>
<td>Work organisation</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>- Average degree of participation at work</td>
<td>5.21</td>
<td>5.13</td>
<td>5.33</td>
</tr>
<tr>
<td>- Average degree of knowledge of the objectives of the enterprise</td>
<td>6.90</td>
<td>6.93</td>
<td>6.85</td>
</tr>
<tr>
<td>- Average degree of pride in the work carried out</td>
<td>7.51</td>
<td>7.57</td>
<td>7.41</td>
</tr>
</tbody>
</table>

Note: * On a scale ranging from 0 to 10.

Source: 2003 Survey on Quality of Life in the Workplace.

With regard to reconciling work and family life, the Survey on Quality of Life in the Workplace presents three indicators by gender:
- person who carries out household chores;
- person in charge of minding children aged 12 years or less outside work.
- person in charge of minding children aged 12 years or less during work.

Comment on gaps you identify in the survey(s) concerning its gender sensitivity.

It is worth bearing in mind that the sections on continuing training and professional career and on labour and geographic mobility do not present any indicator broken down by gender.

In relation to the National Survey on Working Conditions, the information presented by gender is scarcer and covers only the following:
- location of most frequent musculoskeletal pains;
- greatest difficulties in interacting with colleagues at work;
- requirement to have university education in order to carry out job tasks;
- professional promotion;
- prolongation of working hours (with or without financial compensation);
- sexual discrimination at work;
- psychological harassment at work;
- stress at work.
The general assessment of the experts is that national surveys on working conditions do not reflect accurately the situation of women, despite providing information broken down by gender. This is because there is no defined process for the production of engendered statistics.

**Q6. Can you, in a more qualitative way, reflect on the quality of employment of men and women, and the political, societal or other discussion on the degree of, or need for gender mainstreaming in general in your country.**

*Is it an issue at all, or maybe even a topical issue?*

In recent times, Spain has witnessed an intensified activity of policies, programmes and actions from different institutions and organisations, all of them aimed at fostering the equal participation of women in society and ensuring that not only formal but also real equality is achieved. This activity ranges from the Constitutional Court (*Tribunal Constitucional*), ruling against gender discrimination, to the Ombuds Office (*Defensor del Pueblo*), identifying the concerns raised by gender violence against women – among other issues – in its annual reports. Moreover, each of the 17 autonomous communities in Spain maintains gender equality mechanisms in their respective territories.

The role of the Women’s Institute and the Plans for Equal Opportunities between Women and Men also have to be taken into account as they have established the framework defining the goals to achieve, the actions to implement and the actual assessment of the degree of compliance. In this sense, the Third Plan, which was implemented between 1997 and 2000, set the specific objective of adopting a gender approach throughout all governmental policies, together with fostering the presence of women across all layers of social life. This responded to what has been known as the ‘mainstreaming principle’ since the UN Fourth World Conference on Women (Beijing, 1995) and the Fourth Community Action Plan. As a matter of fact, this principle is becoming so important in Spain that all equality plans promoted in the country, irrespective of their level – national, regional or local – are being defined from the integrating perspective of gender mainstreaming.

In response to all this, and as has been mentioned above, the Fourth Plan for the Equality of Women and Men for 2003–2006, has the principal goal of fostering gender mainstreaming across all policies and action programmes. Several reasons, some of them directly related to the quality of employment of men and women, have led to this objective; these are outlined below.

- Despite the increased participation of women in all areas of society, inequalities still remain. For instance, the presence of women in education is equal to that of their male counterparts but, when it comes to university professors, men significantly outnumber women.

- Similarly, and in spite of the increasing participation of women in the labour market, the female employment rate is lower than men’s, and unemployment among women is still significantly higher than that of men’s. Moreover, the proportion of temporary and low qualified employment is notably higher among women than men. Even for equal jobs, some women still receive lower salaries.

- In public administration, the growing participation of women has not prevented their reduced presence in the parliament and senate.

- Women’s entry into the labour market raises questions concerning work–family balance that had not been posed before, including the equal and fair distribution of tasks and household chores between both members of the couple.
In addition, improving life quality of women must be a priority goal of public administration, as shown by the significant number of women who suffer from violence from their partners, which is a particularly topical issue in Spain.

Nevertheless, one of the experts highlights that one of the main problems for the adoption of gender mainstreaming in Spanish public policies relates to the actual term ‘mainstreaming’ in English. No widely accepted translation into Spanish has been given to it and this, together with other elements, might hold back its full adoption.

Q7. Can any lessons be learned from the gender mainstreaming in surveys within your country for European level?

According to the experts, no lessons can be learned from Spain because there is no gender mainstreaming as such in Spanish surveys. However, it is emphasised that a lot needs to be done throughout Europe and that the whole concept is still at an early stage.

Experts contacted

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