Gender mainstreaming in surveys: Portugal

This is the Portuguese 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.

Introduction by national correspondent

The main focus of this report is the first Portuguese national survey on working conditions (here referred to as the national survey). The fact that it is possible to refer only to a single survey clearly limits the scope of the analysis.

However, and taking into account that gender statistics – and the way these are being produced and mainstreamed – is one of the dimensions to be addressed in this comparative analytical report, it was considered relevant to include a detailed presentation of a recent initiative in Portugal, the ‘Gender Profile’.

Furthermore, in order to collect inside information on the production process of gender statistics, interviews were conducted with the following key experts (whom the authors thank for their time and valuable contribution):

- Maria José Carrilho, gender issues specialist; coordinator of the ‘Gender Profile’ in the National Institute of Statistics (Instituto Nacional de Estatística, INE); INE’s representative in the United Nations Focal Point for gender issues.

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

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

The first Portuguese Survey on Workers’ Working Conditions was conducted in 1999, and its results were published in 2000 (Inquérito de avaliação das condições de trabalho dos trabalhadores, DETEFP/MTS, 2000).

The next edition of the survey was scheduled to take place in 2005.

The Direcção-Geral de Estudos, Estatísticas e Planeamento – DGEEP, Ministério da Segurança Social, da Família e da Criança (General Directorate of Studies, Statistics and Planning, Ministry of Social Security, Family and Children), formerly called Departamento de Estatística do
Trabalho, Emprego e Formação Profissional – DETEFP, Ministério do Trabalho e da Solidariedade (Department of Statistics on Labour, Employment and Professional Training, Ministry of Labour and Solidarity), is the responsible organisation for administering the survey on workers’ working conditions.

The first Portuguese survey on workers’ working conditions covered six main topics: workers and workplace characterisation, working time, working conditions and risk exposure, accidents at work, safety, hygiene and health at work, and social conditions.

No special unit or person deals with gender statistics in DGEEP, although a member of staff is in charge of supplying updated data to the ‘Gender Profile’ database.

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?

At the time of writing, DGEEP was preparing the launch of a new national survey on working conditions. However, a final decision had not yet been taken regarding the new survey; therefore the changes in relation to the first edition of the survey outlined here cannot be considered as definitive.

The main issues under analysis refer to the survey methodology, namely concerning the population to be covered. The new survey’s project is considering the possibility of two separate questionnaires: one addressed to the workers and a second one addressed to the companies/employers. The main purpose of these two questionnaires would be to gather additional information and to allow for a comparative analysis of the two sub-samples. A comparison of the new national survey’s questionnaire with the last version of the working conditions survey proposed by the European Foundation for the Improvement of Living and Working Conditions was also planned, prior to the launch of this new survey.

As to the topics covered by the survey, the main expected developments will relate in particular to the following: ‘workplace description’, ‘organisation of working time’, ‘workers’ satisfaction with workplace’, ‘surveillance and safety at work’ and ‘occupational diseases’.

Some of the specific topics that the new survey intends to cover concern the use of leisure time, the use of holiday periods, and the workers’ satisfaction regarding several issues, such as the workplace and working conditions.

If these new questions are actually introduced, especially in relation to the use of leisure time, the new survey may become more gender sensitive, including a greater awareness of work–life balance issues. That would represent a step forward in terms of gender mainstreaming in the Portuguese survey.

The need for more gender sensitive surveys and/or questionnaires was clearly acknowledged by the two experts interviewed, given the fact that current statistics do not reflect in a sufficient way new social phenomena and gender imbalances, including several situations in which women are more discriminated against.
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?

The main strategy put in place in Portugal in order to present and disseminate gender sensitive statistics is the so-called ‘Gender Profile’ initiative. It aims to create and maintain a database providing updated statistical data by sex, sorted and systematised in a single access point.

The ‘Gender Profile’ was established following a request to INE by the public bodies for gender equality, the Comissão para a Igualdade e para os Direitos das Mulheres – CIDM (Commission for Equality and Women’s Rights) and the Comissão para a Igualdade no Trabalho e no Emprego – CITE (Commission for Equality in Labour and Employment). This initiative corresponds to a measure of the second national action plan for equality and is also considered important to the implementation of the second national action plan against domestic violence. The Gender Profile initiative acknowledges the relevance of gender equality issues as well as the need for monitoring and evaluating the implementation of different programmes and strategic instruments, namely those referred to above.

The working group involved in the creation and maintenance of the database includes the three organisations mentioned above, as well as DGEEP, as a result of a formal protocol among them. This group is also open to other statistics producers. For example, the ‘Gender Profile’ working group is currently planning the improvement of the set of indicators on domestic violence, which will imply the participation of the Department of Justice and other bodies dealing with that specific issue.

The ‘Gender Profile’ database was launched in May 2004. It is a freely available online database on INE’s website, and includes statistical data disaggregated by sex pertaining to eight different domains, namely: population, family, employment and unemployment, education and training, work–life balance, decision making, health and well-being, and crime and violence. In total, there are about 100 different indicators, in most cases since 1990, which are provided by several sources.

No formal mechanism identifies the users either of the ‘Gender Profile’ or of the statistics in general, including quality in work and employment data. Nevertheless, the common feeling among the experts is that the main users of statistics disaggregated by sex are national government agencies and public bodies, the social partners, universities, students, researchers and the media.

In order to collect users’ needs and contributions to the development of the survey on workers’ working conditions, DGEEP usually invites several departments of the Ministério da Segurança Social, da Família e da Criança (Ministry of Social Security, Family and Children), as well as a university teacher (a sociologist, specialist on sociology of labour), to participate in meetings on that topic. DGEEP’s participation in the Observatório do Emprego e da Formação Profissional – OEFP (Employment and Professional Training Observatory) – a tripartite organisation with the main objective of contributing to the diagnosis, prevention and solution of employment and professional training problems – represents another way of identifying the needs and gathering contributions from potential users.
In INE, the ‘Gender Profile’ working group includes, as mentioned above, several public bodies, representing different users. At least some statistics users or their representative bodies are thus involved in the production of gender statistics.

*Are there any guidelines on how to produce engendered statistics?*

*Are there any formal procedures to assess statistics produced with a gender perspective?*

No guidelines on how to produce engendered statistics or formal procedures to assess statistics produced with a gender perspective can be mentioned.

*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?*

Mention must be made of an annual publication by CIDM, *Portugal, Situação das Mulheres* (*Portugal, Women’s situation*, only available in Portuguese), published since 1989. In 2004, a similar document was published by CIDM with a new title, *A Igualdade de Género em Portugal, 2003* (*Gender equality in Portugal, 2003; only available in Portuguese*). This publication disseminates legal regulations, statistical data and qualitative information from a gender perspective, covering topics such as education, professional training, labour and employment, family, maternity and paternity, health, power and decision making, violence against women and poverty and social exclusion.

In 2002, INE published a study aimed at characterising trends in the last decade of the twentieth century in relation to the situation of women and men in the economic, demographic and social domains – *Mulheres e Homens em Portugal nos anos 90* (*Women and men in Portugal in the 1990s*).

*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?*

A number of specific publications on quality in work and employment, taking into account gender issues, can also be found among the *publications of CITE*.

The publication on the main results of the survey on workers’ working conditions, mentioned above, presents data categorised by sex, except in cases where this kind of disaggregation would result in problems in statistical representativeness.

This is also the case with statistics on individuals in general, which are, in general, presented and reported by sex. Nevertheless, situations remain where data are not disaggregated by sex, for example, several statistics on social protection and social benefits. Moreover, the Censos 2001 (Population Census) data often present figures on the total and on men; figures on women thus have to be estimated by default.

**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.*
Even though, as described before, it is not really possible in Portugal to talk about changes in national statistics on quality of work, the experts were asked to give their views on the most important developments that impact on the production and dissemination of gender statistics.

Most of the changes identified relate to the employment domain. These include the: widening perception that there are no longer lifelong jobs, greater mobility of workers, greater diversity of job types (for example, telework or temporary agency work), greater diversity of working times (for example, part-time work or flexible/reduced working hours), and growth of unemployment as a result of the worldwide and national economy crisis, which in Portugal affects a greater percentage of women. The growth of the illegal economy and, consequently, of non-declared work is another relevant issue contributing to the main concerns in relation to gender statistics.

In addition, legislative factors contribute to the increased relevance of gender statistics, namely the new Labour Code, which came into force in December 2003. Moreover, the second national action plan for equality and the national action plan for employment are two political strategic instruments that have brought the issue of gender mainstreaming in statistics to the debate arena. Indeed, the second national action plan for equality has had a direct impact as the ‘Gender Profile’ is embedded in a specific measure of this plan. The national action plan for employment has had a more indirect impact, since it covers some of the issues related to working conditions, such as unemployment, lifelong learning, active ageing or gender equality.

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.

Among the gender sensitive indicators proposed for this comparative analytical report, the Portuguese survey on workers’ working conditions only presents and reports data broken down by sex on working times and working time arrangements. The results of the survey concerning these indicators are presented below.

Table 1: Working time arrangements, by sex (%)

<table>
<thead>
<tr>
<th></th>
<th>Fixed working hours</th>
<th>Flexible working hours</th>
<th>Shift work</th>
<th>Night work</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total</td>
<td>66.2</td>
<td>26.9</td>
<td>6.9</td>
<td>0.1</td>
</tr>
<tr>
<td>Women</td>
<td>74.2</td>
<td>19.4</td>
<td>6.3</td>
<td>0.2</td>
</tr>
<tr>
<td>Men</td>
<td>59.0</td>
<td>33.5</td>
<td>7.4</td>
<td>0.1</td>
</tr>
</tbody>
</table>

Source: Inquérito de avaliação das condições de trabalho dos trabalhadores, DETEFP, 2000

Table 2: Working hours, by sex (%)

<table>
<thead>
<tr>
<th></th>
<th>Less than 25 hours</th>
<th>Between 25 and 39 hours</th>
<th>40 hours</th>
<th>Between 41 and 49 hours</th>
<th>50 hours and over</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total</td>
<td>1.3</td>
<td>16.3</td>
<td>60.2</td>
<td>14.4</td>
<td>7.8</td>
</tr>
<tr>
<td>Women</td>
<td>2.4</td>
<td>20.9</td>
<td>61.7</td>
<td>11.3</td>
<td>3.8</td>
</tr>
</tbody>
</table>
Table 3: Overtime work and weekend work, by sex (%)

<table>
<thead>
<tr>
<th></th>
<th>% of total</th>
<th>% of total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total</td>
<td>100.0</td>
<td>33.6</td>
</tr>
<tr>
<td>Women</td>
<td>45.6</td>
<td>33.0</td>
</tr>
<tr>
<td>Men</td>
<td>54.4</td>
<td>34.1</td>
</tr>
</tbody>
</table>

Source: Inquérito de avaliação das condições de trabalho dos trabalhadores, DETEFP, 2000

Table 4: Part-time work, by sex (%)

<table>
<thead>
<tr>
<th></th>
<th>% of total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total</td>
<td>100.0</td>
</tr>
<tr>
<td>Women</td>
<td>51.5</td>
</tr>
<tr>
<td>Men</td>
<td>48.5</td>
</tr>
</tbody>
</table>

Source: Inquérito de avaliação das condições de trabalho dos trabalhadores, DETEFP, 2000

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

This survey does not examine any specific indicators on gender specific working conditions, discrimination, the gender pay gap, gender specific time preferences, work–life balance, caring responsibilities of workers, unpaid work and attitudes/preferences for men and women towards work.

The publication based on the survey results presents a single specific topic about gender distribution in the several occupational groups. It raises the question of the female workers’ concentration in just a few occupational groups and mentions the vertical segregation issue. The results show that half of the female workers are to be found in just two occupations (clerks and service workers, and market and sales workers). Moreover, the percentage of women diminishes as the level of occupational qualification rises (Table 5).

Table 5: Occupational groups, by sex (%)*

<table>
<thead>
<tr>
<th></th>
<th>Men</th>
<th>Women</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Managers</td>
<td>77.9</td>
<td>22.1</td>
<td>100.0</td>
</tr>
<tr>
<td>Intellectual and scientific professionals</td>
<td>54.1</td>
<td>45.9</td>
<td>100.0</td>
</tr>
<tr>
<td>Technicians and associate professionals</td>
<td>66.0</td>
<td>34.0</td>
<td>100.0</td>
</tr>
<tr>
<td>Clerks</td>
<td>36.2</td>
<td>63.8</td>
<td>100.0</td>
</tr>
<tr>
<td>Service workers, and shop and market sales</td>
<td>36.4</td>
<td>63.6</td>
<td>100.0</td>
</tr>
<tr>
<td></td>
<td>Men</td>
<td>Women</td>
<td>Total</td>
</tr>
<tr>
<td>-------------------------------</td>
<td>-----</td>
<td>-------</td>
<td>-------</td>
</tr>
<tr>
<td>Craft and related trades workers</td>
<td>68.4</td>
<td>31.6</td>
<td>100.0</td>
</tr>
</tbody>
</table>

Note: * This is the data available in the source. It is not possible to estimate the percentage of the remaining occupational groups (skilled agricultural and fishery workers, plant and machine operators and assemblers, and non-qualified workers). Nor is it possible to estimate the percentage of men and women in the total of workers in all occupational groups.

Source: Inquérito de avaliação das condições de trabalho dos trabalhadores, DETEFP, 2000

As a general comment, one should emphasise that the publication based on the survey results presents data broken down by sex for most indicators but it does not develop an analysis based on a gender perspective.

**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?*

The discussion on gender mainstreaming in general is not a topical policy issue in Portugal. However, the second national action plan for equality has contributed to the development of some studies aimed at defining working tools for an effective implementation of the principle of gender mainstreaming in public policies.

*Do the potential users of the gender statistics show any interest in learning about gender issues relating to quality of working life and employment, and are needs formulated on this topic? If so, what are these needs?*

As to the specific topic of quality of working life and employment, it is difficult to assess the actual interest shown by the potential users of the gender statistics on this topic, as there are no mechanisms to identify these users and their needs.

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

In our view, there are no experiences of gender mainstreaming in surveys in Portugal that may set an example for European level. However, the ‘Gender Profile’ should be emphasised as a significant and innovative tool for the dissemination of gender statistics.

**References**
