Title: Portuguese Report 2000 - Part 2

Gender Impact Assessment and the Employment Strategy

Country: Portugal

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Portuguese Report 2000 - Part 2

Gender Impact Assessment and the Employment Strategy

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This report is structured on two different parts. Part I tries to make a presentation of the state of development of gender impact assessment of employment policies in Portugal. The aim is to make an overview on the recent tendencies and changes that are visible regarding this issue trying to make a general evaluation of what has been done and to identify the more urgent needs in this field. Part II tries provide an evaluation of two measures included in the Portuguese NAP. According to the aim of this report and in accordance with the objective of trying to assess the way how mainstreaming is being promoted regarding employment policy, two measures have been selected from 3 of the four pillars that are not explicitly concerned with the gender equality issue. The chosen measures being the promotion of the access of youngsters to training programmes namely in sectors where they are underrepresented (formulated under pillar 1) and the promotion of part-time employment (under pillar 3).

PART I: the state of development of gender impact assessment of employment policies in Portugal - a review

1. The institutions

The main and more visible institutions that in Portugal deal with the questions of equal opportunities between men and women are CITE (Interministry Commission for Work and Employment) and CIDM (Commission for the Equality and Women Rights). Last year a Ministry for Equality has been created which has been extinguished in the last Government reorganisation. The presentation of the action fields and the main domains of visibility of each one of these institutions can make more clear the role that they play in the promotion of a gender mainstreaming approach and in the role that they accord and that they play on the process of gender impact assessment.

1 It will be, in concrete terms, one of the initiatives that illustrate the concern to put equality, more than women, in the aim of the political debate.
The general presentation of those institutions will be made following chronological criteria:

1.1. CIDM - Commission for the Equality and Women's Rights
It has been created in 1991 substituting the previously existing Commission for Women's Condition. It depends directly on the Presidency of the Council of Ministers and it aims at three essential objectives:
- to contribute to an increasing equality regarding the opportunities, rights and dignity of both men and women;
- to promote and effective co-responsibility of men and women at all levels of life: familial, professional, social, cultural, economical and political;
- to contribute to the full recognition of maternity and paternity as social functions and to the full assumptions of the corresponding responsibilities.
CIDM acts, essentially on three main areas: i) the promotion of research and information in the area of Equal Opportunities; ii) the promotion of education and training in the area of Equal Opportunities; iii) the provision of juridical services namely by means of and free juridical advising office.

1.2. CITE - Commission for the Equality on Work and Employment
This is a Commission that works on the direct dependency of the Ministry of Employment and Solidarity. Its essential function is to advise and to propose measures in the field of the promotion of Equal Opportunities on the Labour Market. Also this Commission must:
- To promote the research on topics related to gender discrimination on the labour market;
- To diffuse information regarding the legislation on the promotion on gender equality on the labour market;

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2 It has been instituted in 1977 but the first work group that has been in the origin of this Commission was created in 1970.
3 It has been directly on the dependency of the Ministry for Equality during the period of its existence.
5 Again, during the period of existence of the Ministry of Equality, this commission has been on its dependency.
- To supply juridical advising on concrete cases related to equal opportunities on the labour market.

This commission has a multiple constitution integrating representatives of the Government of the Social Partners and from CIDM.

1.3. The Ministry of Equality.

The creation of a Ministry on Equality has been one of the main novelties of the constitution of the 14th Portuguese Government that started functions on November 1999. The process of creation of this Ministry has already been treated on the previous report where my doubts about the all process have been referred. In my opinion, that seems to be dominant in terms of the public opinion, there has not occurred a clear process of clarification of the need and strategical relevance of the new Ministry and so it appeared as a sort of a surprise specially when the chosen responsible for it has was someone without a curriculum on the area (previously she was Minister of Health and left this Ministry under big critics towards her action). In public terms he process was more interpreted as a way of not dismissing a close collaborator of the Prime-Minister from the Government (where the critics towards her action in the Health sector became so visible that it became impossible to keep her on the past) but dis-promoting her giving her a "minor" past. In so doing the topic has been negatively touched in a double perspective: it was not clear the aim of the creation of a Ministry on this area and it was seen as a minor issue created for political reasons. Ten months after, in the process of reorganisation of the Government, the Ministry has disappeared and, once again without any visible public full explanation for the fact and, so, reinforcing the previous negative effects.

The whole process has been then, in my perspective, politically disastrous, being also often suggested that the creation of the Ministry had a functional purpose of having an institutional organisation on this area along the period of the Portuguese Presidency of the European Union… More clarification in the political process would have contribute to a higher dignity of the cause

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7 According to some opinions (see for ex. FERREIRA V., 2000, A globalização das políticas da igualdade entre os sexos. Do reformismo social ao reformismo estatal, in Ex-aequo, nº 2/3, pp.13-14) the problem has relied more in the way that the media did not give visibility to a clearly enounced priority of the Government regarding Equal Opportunities. In my view there has not been any clearly enounced political wish of putting this issue on the top of the political agenda.
Following this recent process the issue of Equal Opportunities related to gender is now under the co-ordination of the Minister of the Presidency.

2. The procedures and policies

The main policy definitions related to the issue of Gender and Employment are defined under the institutional co-ordination of CITE. This Commission has defined the following priorities of political action on this field:

- To state that Gender Equality on the labour market cannot be achieved without the achievement of Gender Equality in the reconciliation of work and family life. It is clearly assumed that the full recognition (and practice) of reconciliation of work and family life as a right and a duty of both men and women is a pre-requisite of full-equality on the labour market. It is the priority accorded to this objective that sustained the centrality agreed to the adoption of an European Resolution on this matter under the Portuguese presidency of the EU. The consensus that could be accomplished (after a long negotiation process pointed out by relevant difficulties) is assumed as vital for the recognition of the necessary complementarity between the two issues. So, according to the Portuguese policy responsible on Equal Opportunities, the great issue of "mainstreaming" in terms of employment policy is much more a question of being able to bring to the centre of the political debate the topic of reconciliation of work and family life as a central issue to the field of Equal Opportunities and to the capacity of linking it with the issue of gender equality on the labour market. From this perspective, the adequate procedure of promoting gender mainstreaming on employment policy would essentially mean to be able to question every measure of employment policy from the perspective of reconciliation of work and family life. So it would mean a way of putting Equality on the centre of the policy debate questioning every measure from this perspective: what is the link of each measure with the issue of reconciliation of work and family life? Can the measure be defined in order to compensate the existing gender deficits existing both in the labour market and in the family? Having this in mind it is important to stress that this corresponds to a particular

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8 Resolution of the Council of Ministers of Employment and Social Policy, number 9303/00, 19th June 2000.
way of looking at the labour market considering the existing jobs from the perspective of the enterprise and of workers who have the right and the duty to be integrated in the labour market and in the family. In this perspective the policy to be promoted should be balanced between the positive action within the labour market towards the disadvantaged group in order to promote more equality, and positive action regarding the increased participation of men on the family life which is a field that also deserves positive action and implicates costs that cannot be omitted.

- Having this conception in mind it must be assumed that the priorities rely on some main principles: i) an increasing attention must be paid to the increasing developments of legislation in order to promote equal rights and obligations regarding men and women; ii) a great effort should be made in terms of the promotion of training in the area of equal opportunities and in the area of spreading information amongst the agents of the labour market regarding the existing rights and duties of both the workers and the employers.

- The previous points have an obvious effect on the way how is conceived the contribution of the institutions acting in the field of Equal Opportunities to the NAP. Pillar 4 is seen as a necessarily visible part of the document, where is quite clearly stressed the importance of the issue of reconciliation of work and family life with the promotion of equality on the labour market. The other three pillars must have obvious links with pillar IV and are globally seen as follows: Under pillar 1 great importance needs to be attached to training in the area of equal opportunities and on “self-survival”\(^\text{9}\), under pillar 2 the importance of (and also essentially through training) developing the economic initiative of the group of women (in which there is clearly a deficit of entrepreneurship) combined with the promotion of the development of new initiatives in the area of the supply of services to the households that are required in societies where the promotion of employment of men and women goes together with the promotion of the quality of life of families and of each one of its members; under pillar 3 it is stressed the idea of promoting the necessary increase of adaptability of the individuals regarding the

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\(^9\) The introduction of training actions on this area both on professional training actions and in formal education programs is seen as one of the means of giving more relevance to a certain amount of specific knowledge that daily household life requires such as: cooking, caring, cleaning, carpentry, …
new needs of the enterprises but safeguarding the necessity to prevent the generalised deterioration of the quality of family life."

- The previous points have, in my perspective, been differently achieved in the existing NAPs and namely in the NAP 2000, topic that I think has already been stressed in the previous report.

3. The evaluations

The evaluation of the measures promoted in three NAPs regarding the gender dimension has not yet been done essentially because of the small period of time that has occurred between the launching up of these instruments of European employment policy. Still, a methodological framework for the analysis of the gender impact of employment policies has been set up, and its promotion will be implemented in the short term.

In that methodology of evaluation there is a list of indicators which will have to be used on the process and, the list being rather long, there are no absolute previewed limitations for the analysis relying on lacks of statistical information. It is rather important to notice that a relevant part of the indicators will be obtained by the outcome of the policy initiatives derived from the plan.

A recent experience of evaluation on the existing instruments of promotion of mainstreaming from a gender perspective has been implemented regarding the Global Plan on Equal Opportunities that has been promoted under the initiative of CIDM. The statements and the impact of the Plan have been already referred in previous reports. The external evaluation that has been done by a research centre has not been publicised but the main weaknesses identified have to do with three main points: i) the lack of clearly defined instruments of evaluation regarding the Plan; ii) the lack of clearly identified financial means for the promotion of the different objectives of the Plan; iii) the lack of clearly defined responsibilities and the correspondent delays for

10 And so promoting the necessary adaptability of the enterprises regarding the new needs of the individuals.

the promotion of the measures to be implemented through the Plan. Also, and besides this general limitations, the evaluation has also allowed to stress the difficulties of stating and defining the concrete tasks and work methodology of the previously existing Counsellors on Equality. At this level the needs of concrete definition of the tasks to be promoted by the Counsellors together with the need of co-ordination on their action and the need of finding ways of making visible, namely in the interior of the institutions, the role and the need of these social actors have been made quite clear. So one of the evidences that emerge from the evaluation of the Portuguese Global Plan on Equal Opportunities is the need to look besides formalities and to define the content of the tasks before implementing, in the field, the new instruments or functions on this area. The existence of non-operational jobs/functions/plans in this as in other areas can be more damaging than good for the promotion of Equal Opportunities as it means a widespread of resources without any evident gain associated.

4. The existing barriers

There are still relevant barriers in the promotion of gender impact assessment relying on different issues. Most of them result from some of the previous statements that have been referred above in this report.

i) Most of them are related to the prevalence of elements of resistance towards the statute of the field of Equality from a gender perspective both in scientifical and in political terms. Despite the great deficits existing in the research on gender issues, there still exists a visible lack of recognition on the scientifical work done on this field the question being, obviously, linked to the status of the public debate regarding these issues. And, of course, the actors

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12 See BRAGA DA CRUZ Ana Maria, 2000, Algumas reflexões sobre o plano global para a igualdade, in Ex aequo, number 2/3, pp. 93-100 and PERISTA Heloísa, Conselheiras para a Igualdade - protagonismos e indefinições: a propósito do Plano Global para a Igualdade de Oportunidades, in Ex aequo, number 2/3, pp. 101-106.

13 Two different types of problems seem to be present in the lack of visibility of the action of the Counsellors for Equality (in the cases where this problem has been identified): the lack of openness of the institutions to action on the field of Equal Opportunities; the lack concrete clarification of the action to be developed within this functions. Often the Counsellors for Equality are already working on the institutions having been nominated to add new tasks on this concrete field with the ones they already had. If, beside the nomination, nothing else changes in the institution, the all process risks beginning and ending with this formality.
operating in this field (researchers included) have their also a part of responsibility on this and an evaluation of the main reasons for this difficulty in affirmation should also deserve some attention;

ii) Although there has been relevant improvement in the statistical information there remains a lot of difficulties in accessing, in due time, to a certain number of relevant indicators. This is essentially visible in terms of the data needed for the characterisation of the ongoing evolution in terms of the process of reconciliation between work and family life and namely in terms of the quantification of the access to care of Portuguese families[14] and of the time budgets of the Portuguese population[15]. Also the absence of panel data regarding the life cycle of the individuals allowing the eventual existence of different combinations of work/family life/education and training is also a relevant barrier that has been often emphasised by the researchers on this field[16];

iii) A final element regarding limitations concerning statistical data refer to the “Indicators of Results” ad “Follow-up Indicators” that are identified in the end of each guideline: Often they do not refer to the necessary desegregation of data regarding the sex which would be crucial for the process of improving knowledge and duly evaluating the impact of measures;

iv) As to the allocation on gender expertising in Portugal, it seems to exist an adequate contingent both in qualitative and in quantitative terms. What seems to be not completely accomplished is a good co-ordination of processes on this field. A clear definition of the functions of the existing experts needs to be clearly accomplished and programmed. And this process is not only a question of objectives but is must also be thought in terms of the adequate methodologies and procedures to be undertaken. As has been already stressed in other reports, people working in this field must be able to adapt their speech

[14] The difficulties in accessing to the needed indicators and information on Care System, resorting from the Social Security Statistics, which were identified on a previous report that has been produced within the activities of this group, remain in global terms (see RAMALHO, M.R., GONZÁLEZ, M.P. and RUIVO, M, “Report on Care – Portugal”, January 1998).
[15] As it has been referred in the previous report the INE (National Institute of Statistics) has promoted an Inquire to evaluate the use of time of the Portuguese population. Still the results have not yet been published.
and their acting according to the new realities and the new challenges that the ongoing changes, namely regarding the increasing participation of women on the labour market and on education, impose. I think there's no place nowadays, at least in Portugal, for a speech and an action essentially claiming for support and centred on the global disadvantages that women face on the labour market. Equality has to be explicitly and clearly brought into the centre of the debate and identified as the main goal to be accomplished: Being so it must be clearly assumed that there is a social cost for Equality that must be socially assumed. This process which implies an explicit political commitment towards this issue, has to be clearly assumed and explained. As it must be clear from my previous statements I'm afraid that the recent political process on this topic, essentially regarding the creation and then the closing up of the Ministry of Equality has been more negative than helpful to the public assumption of the political and social importance of the all issue;

5. Final remarks

I agree a great importance on the resolution that has been approved, at the EU level, on the topic of Equal Opportunities and stressing the centrality that the guideline on reconciliation of work and family life must have on the reduction of the still generalised (although presenting some national particularities) gender deficit on the labour market of the different European countries. The importance of the statements of this resolution relies on several points important points of consensus that seem to point out to important policy implications:

- It states that the reconciliation of work and family life as a pre-requisite for Equality in the labour market. In so doing I think it stresses clearly the political direction to develop a mainstreaming methodology on this field: changes in the actual situation in the labour market can only occur if simultaneously deep changes occur in the process of reconciliation of work and family life. A strong change is needed in the way how the household organisation stands and a relevant political action is needed in the sense of engaging men in home work, namely on care, stressing out that inequality also exists on this area and that this must be looked as double faced: linking women more than men to the household acts in the
sense of reproducing the disadvantages of their link with the labour market (that the empirical evidence shows) but it is also a process of keeping men excluded from their right (as well as duty) to have a family life and to reconcile it with their employment.

- Making this process clear the agreement opens, in my view, a clear direction in the sense of defining policies for Inequality centred in the issue of reconciliation. Within this process the recent changes that took place in Portugal in the legal dispositions regarding the paternity licences, namely the inclusion of a clause stating, besides the dispositions regarding maternity and paternity leaves and the enlargements that have been introduced, a remunerated paternity leave of 15 days, which can only be taken by the father are of utmost importance. This licence is, by now, volunteer, but it aims at giving an effective incentive to fathers to stay at home with their children and in so doing making explicit the right of men to care. The following steps on these policies being to find the more adequate procedures in order to incentive men to effectively use this licences. There is a spread agreement, amongst people working on the area of Equal Opportunities, that the adequate way for promoting the effective use of this leaf by the fathers is to make them compulsory. But of course there is the notion of the difficulties that must be overpassed in order to legislate on this direction: i) It is necessary to create a strong political commitment towards this issue and to assume its importance as a necessary condition for the achievement of Equality in the labour market. In other words it's needed to clearly internalise in the employment policy the idea that, if the promotion of Equal Opportunities is a main social issue and if it implies action in order to ensure a great implication of men in family life, this cannot be achieved in the short term and it implies that compulsive measures are taken on this field. ii) If men, as well as women, become, in fact, absent from work on grounds of care this will reduce the particular look that employers have towards women as workers potentially less engaged and implying more risks of temporary absences related to care needs; iii) It is necessary to recognise that this has obvious costs as the only effective way of ensuring that men will effectively take the leaves (and so are out of the work place for care reasons) is to make the leaves compulsive and remunerated. So the promotion of equality has an obvious cost as all the policies
have and, to be accomplished must be politically assumed and shared; iv) It is necessary to have in mind that cultural resistance must here be expected both from the part of men and of women. So a lot of work related with information and training are needed in this area in order to change the prevailing prejudices; v) Also it is important to stress that, if equality is the objective than the eventual dispositions related to positive action regarding the labour market must be taken as clearly related to that value. Being so, it must be clearly stated that eventual incentives to particular questions regarding the labour market must concern both men and women aiming at improving the condition of the more disadvantaged group in the problem/sector/job in question.

17 DL 70/2000, 4th May.
In the second part of this report two measures have been selected from the Portuguese NAP. The objective is to stress some elements of evaluation resorting from the use of a gender impact assessment methodology.

According to the orientations that have been given and that derive from the purposes of the study the choice has regarded the two following measures:
- the promotion of the Sub-21 programme under guideline 1 (pillar I) and
- the revision of legislation regarding the promotion of more flexible forms of work namely part-time (under guideline 16 - pillar III).

The reasons for this choice rely essentially on the following: i) as to the 1st measure it has to do mainly to the importance accorded to the issues of education and training, namely in the youngest age groups, as a way of simultaneously contributing to change the characteristics of individual workers and to promote cultural changes in the more strategical group in terms of spread of these change. A new culture needs to be promoted regarding gender relations and the youngsters are, for sure, the main actors to promote this change. Being so, the evaluation of the effects of the concrete measures aiming at these changes is, for sure, a relevant information for future action, its expected effects being, of course, positive; ii) as to the 2nd measure, and given the common characteristic of all the EU countries where the more flexible forms of work concern much more men than women, the expected effects are less clear. They can contribute to create more jobs, namely more female jobs but is that necessarily positive, namely in a country with low unemployment rate, given the reinforcement of segregation that is linked with it and giving the division of labour within the family that the feminisation of these forms of work seem to consecrate?

2.1. Gender impact assessment of the above mentioned measures according to the procedures adopted by the EC

The definition of a gender impact assessment, according to the EC's guide to gender impact assessment is “to compare and assess, according to gender relevant criteria, the current situation and trend with the expected development resulting from the
introduction of the proposed policy”. According to this definition and taking into account that the implementation of the NAPs and the consecration of Equal Opportunities as one of the relevant issues to be considered in the European Employment policy, the evaluation to be undertaken will be much more a prospective exercise than a real evaluation process for which there is still missing some distance and availability of information.

**The launching up of the Sub-21 programme**

- brief presentation of the measure

In the Portuguese NAP 2000 (p.49) this programme is presented as follows: “The Sub-21 programme was launched in 1999 which is aimed at unemployed youngsters under 21 years of age who have not completed the 3rd cycle of basic education, or if this has been concluded, have not concluded secondary school. This programme aims to raise the school and professional qualifications of young people, strengthen the conditions whereby young people can conclude 9 years of schooling and also improve social skills in a number of areas, notably oral and written communication, arithmetic, citizenship and new information and communication technologies”. It is also explicitly enounced amongst its objectives that priority will be given “to the under-represented sex in the access to training in the different areas” (p.50).18

- brief analysis of the measure from the perspective of the 4 criteria suggested by the EC for assessing gender inequalities

participation by gender: the promotion of this type of policy by increasing the social skills and developing the education to citizenship of individuals acts in the sense of promoting their participation in the labour market but also, if the issue

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18 It is worth noting that in other moments of the presentation of the measures to be promoted under pillar I there are some parts of the text where explicit reference is made to women and to the importance of giving them greater incentives to guarantee equal access to training. At this respect more clarification should be achieved to allow the user of the Plan to understand the reasons why in some cases the gender dimension is related to a explicit reference to the under-represented sex and in others it refers explicitly to the group of women.
of Equal Opportunities is included in the topic of citizenship, it also acts in the sense of increasing men participation in family life;

Resources: The question is, at least directly, more related to social resources in terms of human capital. There is an explicit objective of acting in the sense of equalising the access to knowledge but also to act in the sense of reducing gender segregation. The fact that it is explicitly stated that priority is given to “the under-represented sex in the different areas” is one of the signs of the wish to place equality on the centre of the policy, assuming that the same importance is agreed in making men jobs accessible for women than in making women jobs more assessable to men;

Norms and values: the arguing developed on the previous point is, of course, of crucial importance under this item. Acting, with adequate actions, on the field of the development of citizenship, and acting in terms of signalling that it is socially of the same importance to ensure that women can accede to traditionally male jobs as it is to ensure that men can (and must) accede to traditionally female jobs, can be an important contribution towards the change of norms and attitudes;

Rights: by clearly stating the importance agreed to equal access to training and to equal access to job this type of measure acts in the sense of reinforcing the existing formal rights.

- Applying the steps in a gender impact assessment:

1. Identify the position of men and women prior to policy development with respect to participation, resources, norms and values and rights: we hope that some first evaluation can be made after the publication of the indicators previewed in the NAP 2000. Under this topic it is necessary to stress the importance of having “Indicators of results” as well as “monitoring indicators” desegregated according to gender. Also and again a clear link should be stressed between this measure and the ones undertaken under pillar IV, namely those regarding the supply of information to the enterprises related to the diffusion of good
practices of reconciliation of work and family life and the identified good results that they show to the enterprises ad to the strengthening of the link between the institution and the worker;

2. Assess the trends in men's and women's position independent of the policies proposed: in training, as well as in employment, a strong gender segregation exists implying some political action in order to correct it. Taking into account the centrality that pillar IV has on the all process of promotion of Equal Opportunities, explicit references on the necessary existing link between the two pillars and between the proposed measures had, in my perspective, to be more explicitly considered;

3. Determine the priority to be attached to adopting policies which actively promote equality (as opposed to policies which are simply gender neutral), according to an assessment of the current degree of inequality and the impact of the inequality on men and women's lives: the main link that is assumed in this measure has already been made explicit and goes in this sense: to act in terms of reducing inequality needs action on both the labour market and the reconciliation of work and family life which imply positive action regarding men as well as women;

4. Assess the potential impact of policy with respect to participation, resources, norms and values and rights: the major points have been presented on the previous point;

5. Assess the impact of the policy on particular groups of women and men: this measure aiming at acting in the group of youngsters also applies to the less favoured families in terms of revenues as it regards the group of young people that will not remain in the educational system after secondary school;

6. Assess the indirect impacts of both the current state of gender inequalities and the proposed policies: here I think that the most relevant element to refer regards the importance agreed to the inclusion in training actions of the domain of citizenship. The way how the Portuguese political responsible on the area of Equal Opportunities see the role of training on this field relates essentially with three dimensions: i) to give formation on the domain of the existing

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19 From this perspective it is important to stress that the Portuguese NAP should be more uniformised. In some of the guidelines explicit reference is made to the importance of having "Indicators of results"
legislation on the area; ii) to spread information about the existing situation in Portugal (namely characterising the existing gender deficits); iii) to give formation in areas related to the learning of autonomy by the individuals which include basic knowledge on domestic tasks and care;

7. For policies which, in the initial gender impact assessment, are assessed either to have a negative impact on gender equality or to be broadly gender neutral, identify ways in which the policy could be redesigned: I think that here the most important element to stress is the importance of acceding to the information allowing the follow-up of the results. The reading of these indicators together with the access to the information obtained through the data basis made available by the registration of the information related to the ISERJOVEM initiative (individual follow-up of the youngsters in the process of their integration in the labour market) can allow us a better understanding of the most relevant obstacles that prevail in terms of gender related divergences in acceding to the labour market.

**Regulation of part-time work**

- brief presentation of the measure

In the Portuguese NAP 2000 (p.95) this measure is included amongst the instruments to be implemented in 1998-1999 and is presented as follows: “The new scheme, in addition to the regulation of the rendering of part-time work, aims at the creation of incentives to part-time work provided that it is voluntary and reversible and whenever it results in the recruitment of new workers”.

- brief analysis of the measure from the perspective of the 4 criteria suggested by the EC for assessing gender inequalities

participation by gender: the promotion of this type of policy must be looked as normally promoting participation but, both because of the activities in which it becomes more spread (in the services sector) and because, being more flexible,
it suits better for purposes of reconciliation of work and family life, it normally concerns more female than it concerns male. Being so, it is necessary to evaluate the impact of this measure taking into explicit account the possibility that it generates more undesired segmentation on the labour market. It is true that we can notice that the purposes of the measure, in the way that they are formulated, try to stress that only volunteer part-time is to be promoted. Still, the existence of an obvious link between part-time and reconciliation together with the fact that it is on women that still relies the core of reconciling work and family life, would deserve a more explicit link between the two issues. And, surprisingly, this link and this concern, seem to be absent from the Portuguese NAP, at least under the present formulation that it has. This is possibly one of the dangers of leaving, almost fully, the core of the policy on Equal Opportunities to pillar IV. The very detailed redaction of pillar IV cannot make us forget the importance of other issues if gender is to be taken into account in employment policy;

Resources: The question is, obviously linked with the higher incidence that part-time has in group of women, even in a country with low incidence of part-time as it is the case in Portugal: less job duration implies less remuneration and so less resources available for those working in part-time jobs. Being so the recent evolution of part-time jobs, together with the implication of this expansion on the individual revenues, must also be considered;

Norms and values: the existence of different degrees of flexibility in the existing forms of work is a crucial field for the promotion of a discussion (namely amongst the social partners but also to be introduced in the public debate on social policies) on the different gender impact of employment policies. This discussion can be very useful to make evident the possibility of diverse gender effects of a legal measure, in the prevalence of the dominant norms and values;

Rights: The evaluation of this measure has to be done under the explicit taking into account of this heading: equality of rights (employment, remuneration…) must be achieved but this achievement should never be promoted on the expenses of other rights namely the right that children and other dependants have to care. So, to make these two rights effective, new models of reconciling work and
family life have to be found or in other words a new gender contract must be defined and implemented in the EU societies;

- Applying the steps in a gender impact assessment:

1. Identify the position of men and women prior to policy development with respect to participation, resources, norms and values and rights: Amazingly, and as it has been referred in the previous report, no particular indicators are presented in the Portuguese NAP 2000 regarding this guideline and, which is still more amazing, this pillar is the one in which there are less explicit references on gender issues linked to the promotion of policies. Again, an increased visibility of the importance of gender issues under this particular topic would be necessary and helpful, both in terms of guaranteeing, ex-ante, that the measure does not act in the sense of promoting gender segregation and in the sense of making evident the existence of differences regarding the way how men and women are integrated in the labour market underlining the obvious link that it appears to exist between the work in the household and the work in the market;

2. Assess the trends in men and women’s position independent of the policies proposed: in Portugal part-time is less important than what happens in average terms within the EU. Still part-time is increasing and the gap between men and women regarding their implication in this form of work seems to be increasing too. In a context of expansion of the employment in the service sector probably the tendency would be, independently of the existence of incentives regarding this form of work, to expand part-time work. Still, the existence of incentives in the promotion of part-time, has to be questioned and evaluated taking into account the way how the gender gap regarding this type of work is progressing;

3. Determine the priority to be attached to adopting policies which actively promote equality (as opposed to policies which are simply gender neutral), according to an assessment of the current degree of inequality and the impact of the inequality on men and women's lives: this question is obviously strictly linked with the previous one: does it make sense to incentive the creation of part-time
work for both men and women? The existence of a relevant gender gap regarding the incidence of this type of contract does not deserve further discussion aiming at clarifying if the incentives should be generalised as, in fact, what this seem to generate is more concentration of part-time on the group of women?;

4. Assess the potential impact of policy with respect to participation, resources, norms and values and rights: the major points have been presented on a previous topic;

5. Assess the impact of the policy on particular groups of women and men: the increase in the use of part-time being closely linked to the expansion of the services and the changes that are occurring within this sector, namely regarding the new tendencies related to the expansion of sales in big surfaces with very large opening periods, this form of work tends to develop more on the urban areas and amongst the youngsters than in other groups. Still the identification of the characteristics of the part-timers in Portugal, as well as the identification of the reasons for their option (in the case that this is the situation of the individual) namely in gender terms seems to be very important and a relevant characteristic to be taken in account before new legislation initiatives, namely regarding teleworking, are promoted;

6. Assess the indirect impacts of both the current state of gender inequalities and the proposed policies: from the previous statements it seems to be quite evident that the study of the characteristics of part-time workers as well as the characterisation of the existing link between the need to reconcile work and family life and the option for a part-time job are of utmost importance. If the needs of reconciliation are the essential cause for part-time, and if women express that necessity more than men do, then the employment policy on this issue must be clearly linked to the employment policy measures regarding the issue of reconciliation. Also, on this area, the type of measures to be implemented can reinforce or act against the existing norms and values that agree to women the main responsibility for household and familial tasks;

7. For policies which, in the initial gender impact assessment, are assessed either to have a negative impact on gender equality or to be broadly gender neutral, identify ways in which the policy could be redesigned: If the incentives
regarding part-time show to increase segmentation on the labour market then, probably, the incentives could be selective giving the fact that the promotion of defined neutral measures shows to be selective from a gender perspective. Having a lot of doubts towards the virtuosity of a measure that incentives the use of part-time in a country, like Portugal, where part-time has always had small impact, I think that probably these incentives could better be converted in incentives regarding the promotion of family friendly models of managing the human resources of the enterprises. The existent initiatives under this item, namely the regular publication of information for the enterprises presenting examples of concrete cases of both Portuguese and EU enterprises that gathered more flexibility, increases in productivity and reduction of social conflicts.