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DISSEMINATION, MARKETING AND USE OF GENDER STATISTICS

Portugal's Gender Statistics Database: the Gender Profile^{*}

Submitted by National Statistical Institute, Portugal

ABSTRACT

1. From recent past, increasing attentions have been paid in gender and equality issues, which are also important, in the process of sustainable development. The international conferences therefore stressed the growing concern to collect, analyse and disseminate sex-disaggregated data for utilization in policy, programme planning, technical assistance and

^{*} This paper has been prepared at the invitation of the secretariat.

research on a regular basis. These data facilitate the strategy of mainstreaming gender in order to achieve gender equality. This calls for the identification of the differences between women and men in their social, economic, political and cultural lives. This is the main reason why national statistics offices need to be sensitized to produce and disseminate such data. Developing database for such statistics has been fascinating for national statistics office to produce data in line with the recommendations of international conferences. This paper therefore aims to discuss the set of actions implemented by National Statistical Institute in Portugal for gender equality implemented for a recent past, particularly in developing the gender database. The practices, both in production and dissemination of statistics disaggregated by gender characteristics at national level including legal framework of gender analysis will also be discussed.

I. INTRODUCTION

2. All human beings are born free and equal in dignity and rights. Everyone is entitled to all the rights and freedoms, without distinction of any kind, such as race, colour, **sex**, language, religion...

(Universal Declaration of Human Rights, Articles 1 and 2.)

3. A fundamental right between men and women is not only an integral part of gender equality but also a central concern for sustainable development where human beings can play a major role. The Programme of Action (POA) of the 1994 International Conference on Population and Development (ICPD) held in Cairo (chapter IV: Gender Equality, Equity and Empowerment of women), a relevant mark in history, recognises the status of woman as “a highly important end in itself” for achieving sustainable development. These principles were further reinforced in the Platform for Action of 1995 Beijing Declaration, the Fourth World conference on Women Action for Equality, Development and Peace. This Conference also stressed the crucial relationships between the advancement of women and the social development. The full agreement expressed by the national and international bodies to promote the mainstreaming of a gender perspective in their programmes and policies can be taken as its evidence. It is also important to acknowledge the relevant conferences in the past convened by the United Nations or the earlier Women’s conference and the United Nations Decade for Women (1976-1985), which prepared the way to the adoption of such declarations. These all (declarations) stressed the growing concerns of collecting, analysing and disseminating sex-disaggregated data in each nation on a regular basis, without which programme planning, policy intervention, monitoring and evaluation cannot be possible. However, our understanding on gender spectrum in Portugal is still limited. This paper therefore aims to highlight gender profile in Portugal based on Gender Statistics Database that has been developed in the country.

II. THE IMPORTANCE OF GENDER STATISTICS IN PORTUGAL

4. Gender statistics reflect the situation of both men and women in all aspects of their social lives. Producing gender statistics implies collecting individual data disaggregated by sex and other

variables. For users, such data provide opportunities to study the inequalities between men and women or to analyse gender gaps in different aspects.

Gender issues are all aspects and concerns of how women and men interrelate, their differences in access to and use of resources, their activities, and how they react to changes, interventions and policies. A gender issue is a concern determined by a sex-based differences between men and women.

Source: ECE Gender Statistics Website (<http://www.unecce.org/Stats/gender/web/>).

4. The Beijing Platform for Action in its Strategic objective H.3 underscores “Generate and disseminate gender-disaggregated data and information for planning and evaluation” and gives a special role to the statistical offices. The document lists the *Actions to be taken*, in particular, under paragraph: 209:

209. By national, regional and international statistical services and relevant governmental and United Nations agencies, in cooperation with research and documentation organizations, in their respective areas of responsibility.

- a) Ensure that statistics related to individuals are collected, compiled, analysed and presented by sex and age and reflect problems, issues and questions related to women and men in society”
- b) Collect, comply, analyse and present on a regular basis data disaggregated by age, sex, socio economic and other relevant indicators, including number of dependents, for utilization in policy programme planning, and implementation and to reflect problems and questions related to men and women in society.

Source: United Nations (2005) Beijing Platform for Action

5. The National Statistical Institute (NSI) collects and disseminates statistics for long time. However, these statistics were limited in disaggregating data by gender characteristics although some data related to gender issues were collected. Again, these data were remained unanalysed and not disseminated. In the contrary, the NSI of Portugal, like other statistical institutions in these days, has felt increasing importance of collecting and disseminating gender related information essentially on demographic and social statistics.

“Gender Mainstreaming is the process of assessing the implications for men and women of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality”.

Source: United Nations- ECOSOC 17/7/97.

III. THE GENDER DATABASE

A. Framework

6. Recognizing the recommendations of POA of 1994 ICPD, the 2005 Beijing Platform for Action, the Lisbon Strategy (Council of Europe, March 2000), the Second National Plan for Equality (2003-2006), the Second National Plan Against Domestic Violence (2003-2006), the National Plan for Employment and the National Plan for Social Inclusion, the National Statistical Institute (NSI), the Commission for Equality and Women's Rights (CEWR) and the Commission for Equality in Work and Employment (CEWE) signed an agreement of cooperation in March 2004. The main aim of this agreement was to build a database on gender statistics, which integrate the information of different sources and provides the gender-disaggregated data of official statistics. This database includes a set of indicators in eight themes: Population, Family, Education and Training, Activity Employment and Unemployment, Conciliation employment and family responsibilities, Health, Decision making, and Crime and Violence. The database is prepared to receive additional indicators about important and emerging issues.

B. Characteristics of the indicators available in the gender database

7. Characteristics of the indicators:

(a) Geographical Reference: Portugal

(b) Periodicity: The majority of indicators are updated annually although these updates sometimes depend on the availability of the data and source. We have three kinds of periodicity:

Yearly: indicators that are related to population, education, work life, health and crime are updated in yearly basis.

Decennial: - estimation and projection related to socio-economic and demographic indicators are updated in decennial basis, especially based census data.

Non-periodical: - indicators that are related to decision making and other socio-economic status of the people use to be updated in three or four years time based on the data collected by different surveys, such as the Fertility and Family Survey, Time Use Survey, Victimization Survey and so on.

(c) Time horizon: At the time that NSI launched the project with the set of indicators, the year of 1990 was the starting point. However, according to the internal policy, the data were analysed dating back to 1970 to see the long time trend and assess the situation over time. However, it needs to be noted that there were only limited indicators that could be analysed at that time. This is because data of 1970s had many limitations. Also, changing definitions and methodological concepts were problematic in order to compare the results of indicators over time.

- (d) Calendar: The database website was developed in short time, in about 3 months, to develop the prototype and to find the best statistical solutions, including advancement of applications. The website was publicly presented in May 2004, which means four months after the elaboration of the final draft by the working group.
- (e) Sources: The information has been taken from Statistical National Institute of Portugal (INE) and other governmental agencies, responsible for the statistical production. The source is referred in the metadata. The gender profile presents some indicators, which are processed under especial considerations. How the data quality in these processing were ensured is mentioned in the database.
The Population Census, population projection and estimates, the demographic statistics, the Health Statistics, the Labour Force Survey of INE; the European Community Household Panel (ECHP); the Use Time Survey; the Crime Statistics of Ministry of Justice; the Education Statistics of Ministry of Science, Technology and Higher Education; the Observatory for Science and Higher Education/Ministry of Science, Technology and Higher Education and the Government Site are the main sources of data and information.

C. Steps on how to access gender profile

8. Steps to access gender profile:

- (i) Click in the Gender Profile button available at ***www.ine.pt***
- (ii) Select the theme and the indicator. The data can be exported to Excel and transposed. Use the indicator in a form of table or a figure.
- (iii) Select one or more indicators related to the same issue. It is only requested that the indicators have the same dimension.
- (iv) Select the time horizon of the indicator.
- (v) The user can access to the metadata linking with the indicators and the historical evolution of the concept and laws associated to them. If needed, see the questionnaire form. The metadata includes the definition, time reference, periodicity, source of the data, date of last update, and footnotes stressing particular notes.

D. Dissemination:

- 9. The first public presentation of the Gender Database took place on the 22nd January 2004 in the INE. A previous presentation of the project took place and involved all the official producers of statistical information.
- 10. The database is available to the users, free of charge.
- 11. The number of database users is increasing and about 64% of users collect information on population, activity and conciliation themes

Areas	User's Access (%)
Population	25.5
Activity, Employment and Unemployment	20.9
Conciliation Employment and Family responsibilities"	17.0
Family	10.1
Education and Training	9.9
Decision	5.8
Crime and Violence	5.5
Health	5.4
Total	100.0

E. Some difficulties

12. INE is responsible for database management and also for updating information. However, the data are mostly scarce from the area of informal employment, entrepreneurship and domestic violence. In the process of updating and harmonizing data we found some areas such as work conciliation and family responsibilities, education and labour force critical to update.

IV. PUBLICATIONS

13. INE (2001), *Mulheres e Homens em Portugal nos Anos 90*, (Women and Men in nineteen's) Instituto Nacional de Estatística – Departamento de Estatísticas Censitárias da População, Lisboa.

14. Statistical areas of the study:

- Population and Ageing;
- Family and Fertility;
- Education and training;
- Economic activity
- Violence and Criminality
- Health and Mortality;
- Poverty and Life Conditions

15. Several studies about demographic and social issues in the domain of ageing, fertility, mortality, persons with disabilities and family are edited in the Journal of Demographic Studies.

V. OTHER ACTIVITIES ON GENDER

16. Fertility and Family Survey carried out by NSI in 1997

17. Time Use Survey carried out by NSI in 1999.

Healthy life expectancy without physical limitations for the period 1995-1996, study conducted by NSI and Health Ministry in 2000.

VI. SEMINARS

18. *Seminar on Women and Men in Portugal*: one day Seminar on 23 November 2005, INE, to celebrate the 10th anniversary of Beijing Platform of Action. This Seminar focused on the new challenges for gender statistics in Western countries, the gender gaps in education and training and differences in patterns of drug use between women and men;

19. *Seminar on Family realities and challenges*, November 2004 in collaboration with the Observatory to the Family issues. This seminar focused on the aspects, related to motherhood and fatherhood, education and the conciliation working, family responsibilities and private lives.

VII. FUTURE WORK

20. Besides presentation of data we intend to provide users with some general background documents, such as short methodological aspects, coefficients, and errors associated to surveys and some studies.

21. The website database provides a set of indicators chosen by the working group. These indicators cover eight domains as given above. The working group decided to include the indicators in the national policy framework in line with the recommendations by both national and international conferences. The agreement was implemented for a three years period during which the members will try to achieve a better assessment.

22. The producers of information may update the gender database directly from the NSI site while monitoring which may have to imply in the near future.

23. Although considerably different types of data are available that are disaggregated by sex, appropriate support need to be considered to collect and disseminate data related to mainstreaming gender.

24. The sectors, which require further development in regard to produce and disseminate statistics, are Gender and informal sector, gender and decision-making/power, gender and labour market, poverty indicators, domestic violence.

25. Since January 2006, a **Working group on Domestic Violence** is studying on the matters of the domestic violence. The aim of this group is to promote development of methods to find better ways for improving data collection on domestic violence, including all forms of violence: against children, between men and women and against older people. The group is constituted by representatives of the NSI, which coordinates CEWR. CEWE is the Structure of Mission against Violence. Representatives of the Ministry of Interior, Ministry of Justice and the Portuguese Association for the Support of Victims (APAV, Associação Portuguesa de Apoio à Vítima), a non-governmental organization, constitute also the working group (Note: All these bodies constitute the working group)

VIII. SPECIALISED BODIES IN PORTUGAL

26. In 1991, the Commission for the Equality and the Rights of Women (CERW) [Comissão para a Igualdade e para os Direitos das Mulheres (CIDM)], was created in Portugal. The CIDM is a governmental body that is responsible to contribute equal opportunities, rights and dignities for both men and women in Portugal. It reports to the Presidency of the Council of Ministers and are directly linked to the Prime Minister.

27. Commission for the Equality and the Rights of Women is constituted by three technical areas: *research and training, documentation, information and publication, and legal assistance*. The Commission is a partner in many national and international programs. It carries out specific issues relating to the conciliation of professional and family lives, domestic violence, gender discrimination and education, and others. One of its duties is to provide legal assistance and a phone hotline to support victims of gender violence.

28. According to regulations of the Advisory Board of the CERW, the role of Equality Adviser (designated *Conselheira para a Igualdade –CI*) was created in 1991 to promote and disseminate the strategy of gender mainstreaming in public administration. The equality advisers on gender issues are responsible for preventing and promoting actions to achieve the gender equality between men and women. The implementation of the Second National Plan for Equality reinforced its importance.

29. At the moment, Portugal is preparing the status of Equality Adviser and we intend that the job of these experts will be recognised as it happens in some member states of EU, such as Spain, Greece, Italy, Netherlands, Germany and United Kingdom. The advisers for equality have different positions in the countries, but they all have expertise in the field of gender equality related to gender matters.

30. In 2006, the National Statistical Institute of Portugal was asked to appoint an Equality Adviser to support the inter ministerial working group on equal opportunities at the Presidency of

the Council of Ministers. This expert must participate in the activities of inter ministerial group, in particular on implementation of Equality Plan as well as on gender mainstreaming at the NSI.

31. Other Commission for the Equality in Work and Employment (CEWE) (CITE, Comissão para a Igualdade no Trabalho e no Emprego) was created in 1979. It is responsible for specific issues related to equality and non discrimination between men and women in the work and professional training, promotion of motherhood and fatherhood, the conciliation of professional and family lives, domestic violence, gender discrimination and education. This commission reports to the Employment and Social Solidarity Minister.

IX. NATIONAL PROGRAMMES

32. The II National Plan for Equality 2003-2006 (PNI, Plano Nacional para a Igualdade), has two main objectives which are:

- (a) Structural measures: this aims at changing the culture of Public Administration at all levels, so that gender mainstreaming becomes an effective tool for every agent, particularly at the elaborating stage of different policies and programmes, as well during programmes execution and assessment.
- (b) Policy Sector measures, which include four areas:
 - (i) Professional and private life: Work, employment, maternity and paternity protection and reconciliation of professional and family life.
 - (ii) Education, information and training: Education and professional training; reproductive and sexual health; culture; sports; media.
 - (iii) Citizenship and social inclusion: power and decision making; poverty and social inclusion; immigrant women and ethnic and cultural minorities; violence against women.
 - (iv) Cooperation with Portuguese speaking countries (CPLP).

33. In addition, a Global Plan for Equal Opportunities was approved in 1997 in Portugal. National Plan for Employment (PNE, Plano Nacional para o Emprego): The responsibility of this is to transpose the Portuguese reality based on the EU guidelines of employment, the fourth pillar of the PNE for equal opportunities.

34. The II National Against Domestic Violence 2003-2006 (PNVD, Plano Nacional contra a Violência Doméstica) is responsible for the following seven domains:

- Information, awareness raising and prevention
- Training
- Legislation and its enforcement
- Victim's protection and social integration
- Research
- Immigrant women
- Evaluation and assessment.

35. The first National Plan Against Domestic Violence was approved on July 11, 1999.

36. National Plan for Inclusion (PNAI, Plano Nacional de Acção para a Inclusão): This is integrated in the framework of the European Process for Social Inclusion. The PNAI was implemented for the period of 2001-2003 and it applies the directives decided at the EU Nice Summit in 2000. It recognizes the importance of equal opportunities between men and women and it involves all relevant actors from governmental and civil society.

X. NATIONAL LEGISLATION ON GENDER EQUALITY

37. The Portuguese legal framework on discrimination is based mainly on Constitution.

- Article 9 - It stipulates that promoting equality between men and women is a fundamental task of the State.
- Article 13 - It describes the principles of equality, notably by mentioning that all citizens are equal before the law and that nobody can be privileged or discriminated against on the basis of sex.
- Article 59 - It lists the rights of workers and enunciates the principle of equal pay for equal work and mentions the special protection at work for woman during the pregnancy and after childbirth.
- Article 68 - It defines motherhood and fatherhood as pre-eminent social values.
- Article 109 - It states that women enjoy equal rights with men in the political sphere and especially in access to political positions.

38. Law 105/97 of September 13 guarantees the right to equal treatment in labour at work place and applies to all public and private sectors.

39. Decree-Law n° 307/97, of November 11 (VII) determined the application of equal treatment between men and women in the professional systems of social security.

40. Law 118/99 of August 11 amends a number of articles of previous laws. In particular this law classifies the violation of the principle of equal remuneration for equal work or work of equal values a very serious offence.

41. Law 9/2001 of May 21 aims at the strengthening of the inspection mechanisms and the punishment the sexually discriminatory labour practices.

42. Law 10/2001 of May 21 institutes an annual gender equality report to be submitted by the government to the Parliament at the end of the legislative session.

43. Law 12/2001 of 29 May regulates emergency contraception.

44. The Portuguese parliament passed a Resolution n. 57/2002 17 the October determining the evaluation and assessment of the practice related laws on family planning, sexual education and volunteer interruption of pregnancy.
45. Criminal Code articles 152°.

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