

Purpose:

To present and discuss some data from the research project "Gender Equality in Portuguese State Administration"

Argument:

In spite of the feminization rate and the anti-discrimination laws, remains in the Portuguese State Administration structural gender asymmetries and gender inequities, related mainly with dominant values, representations and practices - either in work and in family- differently influencing opportunities and strategies of men and women concerning the professional development.

The Portuguese State Administration (December 2006):

- **495 000 employees** (December 2006)
feminization rate 58,6% (idem)

* Creation of a Welfare State

years	Total employees	Feminization %
1968	155,213	33,9
1979*	313,820	53,2
1983	344,428	53,7
1986	384,219	55,6
1988	404,971	58,5
1991	418,868	57,2

Most important anti-discrimination and equal opportunities for men and women laws:

- European Union Treaty (Rome Treaty, 1957, # 119; Amsterdam Treaty, 1997, #2, #3, #13, #137, #141)
- European Social Chart
- Portuguese Constitution, 1976; # 9; #13; #58; #59)
- **Work laws:** from 1976 till now

The research
“Gender Equality in Portuguese State Administration”

Research team:

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Period: 2004/2006

Purpose:

- To characterize the general work situation - mainly concerning the access to, and the performance of, leading functions - of the around 267 000 men and women positioned at careers and/or functions of a superior level of qualifications,
- To identify the most relevant characteristics of work and family spheres, interactions between them, dominant cultural values and gender stereotypes and representations.

Methodology:

- 1st State of the art overview and definition of the conceptual model
- 2nd General characterization of the public workers in terms of gender, areas of work and income level.
- 3th **Survey** applied to 2205 public workers and public managers
- 4th Sixteen **semi direct interviews**

Survey (quantitative approach)

Population: Workers with university degree, in leadership or technical functions. INA's trainees from 2000 to 2005: 5114.

Sample: 2205 (43%)

Dimensions

- Professional status
- Exercise of leading positions
- Impact of children in access to leading positions
- Work organization and work time
- Time and activities in family sphere

Interviews (qualitative approach)

Sixteen workers: eight men and eight women of all Ministries¹, four of each in leading positions at the moment of the interview. For of each with children

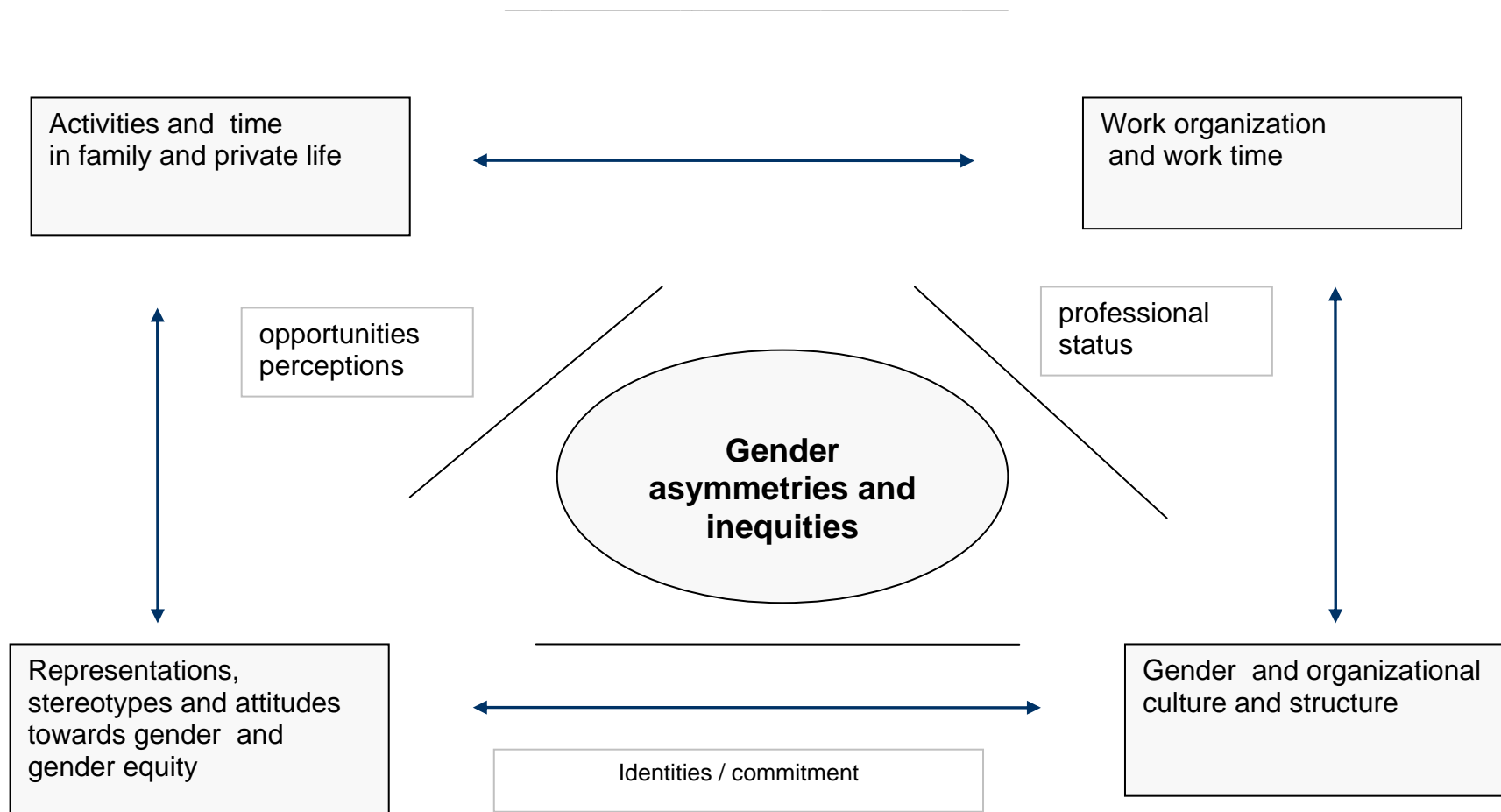
Dimensions

- Professional evolution
- Work-family interactions
- Representations of access to leadership functions and attributes of a good leader
- Representations concerning professional development and opportunities

¹ Portuguese State Administration is organized in ministries corresponding to mains areas (eg. Ministry of Health, of Defence, etc.)

Discussion Circle

69th ASPA Annual Conference
Dallas, Texas. March 7-11, 2008



Portuguese State Administration

Gender asymmetries (Glass wall)

Employees by areas (Ministries) and gender, 2006

Ministries	Men	Women	Total	feminization %
CONCIL OF MINISTRIES	1259	1718	2977	57,7
MINISTRY OF DEFENSE	882	813	1695	48,0
MINISTRY OF INTERNAL AFFAIRS	1614	1801	3415	52,7
MINISTRY OF AGRICULTURE	5469	5252	10721	49,0
MINISTRY OF HEALTH	16357	47059	63416	74,2
MINISTRY OF EDUCATION	42493	156438	198931	78,6
MINISTRY OF FINANCE AND PUBLIC ADMINISTRATION	7567	9343	16910	55,3
MINISTRY OF JUSTICE	12374	15616	27990	55,8
MINISTRY OF FOREIGN AFFAIRS	949	1323	2272	58,2
MINISTRY OF SOCIAL SECURITY	3097	12357	15454	80,0
MINISTRY OF TOURISM	221	424	645	65,7
MINISTRY OF ECONOMY AND WORK	1508	2604	4112	63,3
MINISTRY OF CULTURE	684	1544	2228	69,3
MINISTRY OF SCIENCE AND TECHNOLOGY AND UNIVERSITIES	14340	17016	31356	54,3
MINISTRY OF PUBLIC WORKS, TRANSPORTS AND COMMUNICATIONS	1246	1375	2621	52,5
MINISTRY OF CITIES, AND LOCAL GOVERNMENT	3878	2468	6346	38,9
MINISTRY OF ENVIRONMENT	653	891	1544	57,7
SUBTOTAL WITHOUT MILITARY FORCES AND POLICIES	114591	278042	392633	70,8
MILITARY FORCES AND POLICIES				
AIR FORCE	7808	1976	9784	20,2
ARMY	22084	5615	27699	20,3
NAVY	14652	1604	16256	9,9
NATIONAL GUARD	25569	750	26319	2,8
POLICE	19897	2037	21934	9,3
SUBTOTAL (MILITARY FORCES AND SECURITY)	90010	11982	101992	11,7
TOTAL OF STATE ADMINISTRATION	204601	290024	494625	58,6

SOURCE : Caixa Geral de Aposentações, 2004, data unpublished.

Portuguese State Administration

Gender asymmetries (Glass ceiling)

Feminization rate of the leading positions, 1999

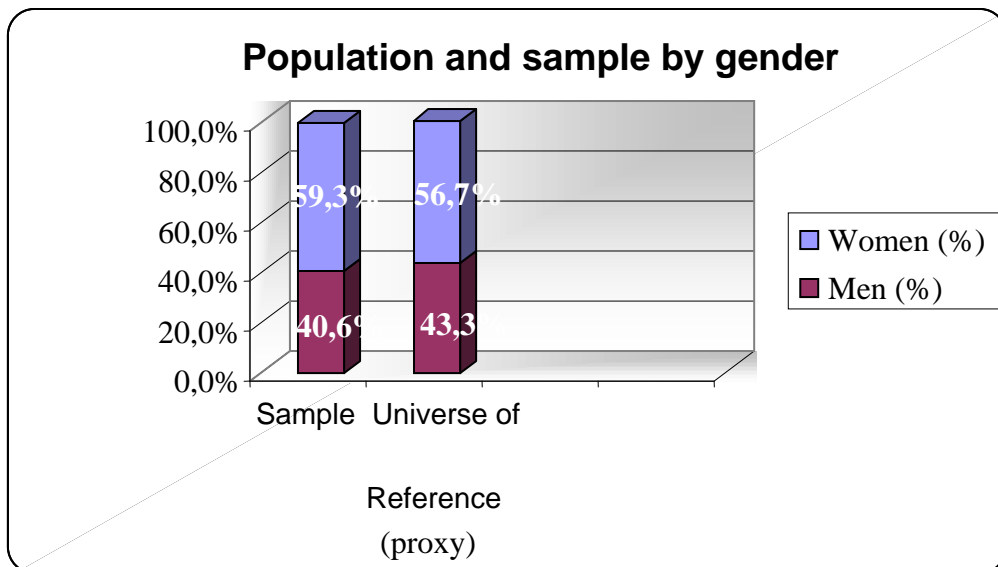
Position level	Women	Total	Feminization %
Level 1 – Top Directors (eg. Agencies Presidents)	88	400	22
Level 2 – Top managers (support to level 1)	235	619	38
Level 3- Area Directors (eg. Finance director of an Agency)	651	1 783	36,5
Level 4 – Area managers (support to level 3)	1 453	3 147	46,2
Others (ex. Project managers and coordinators)	642	2 413	26,6
Total	3069	8362	36,7

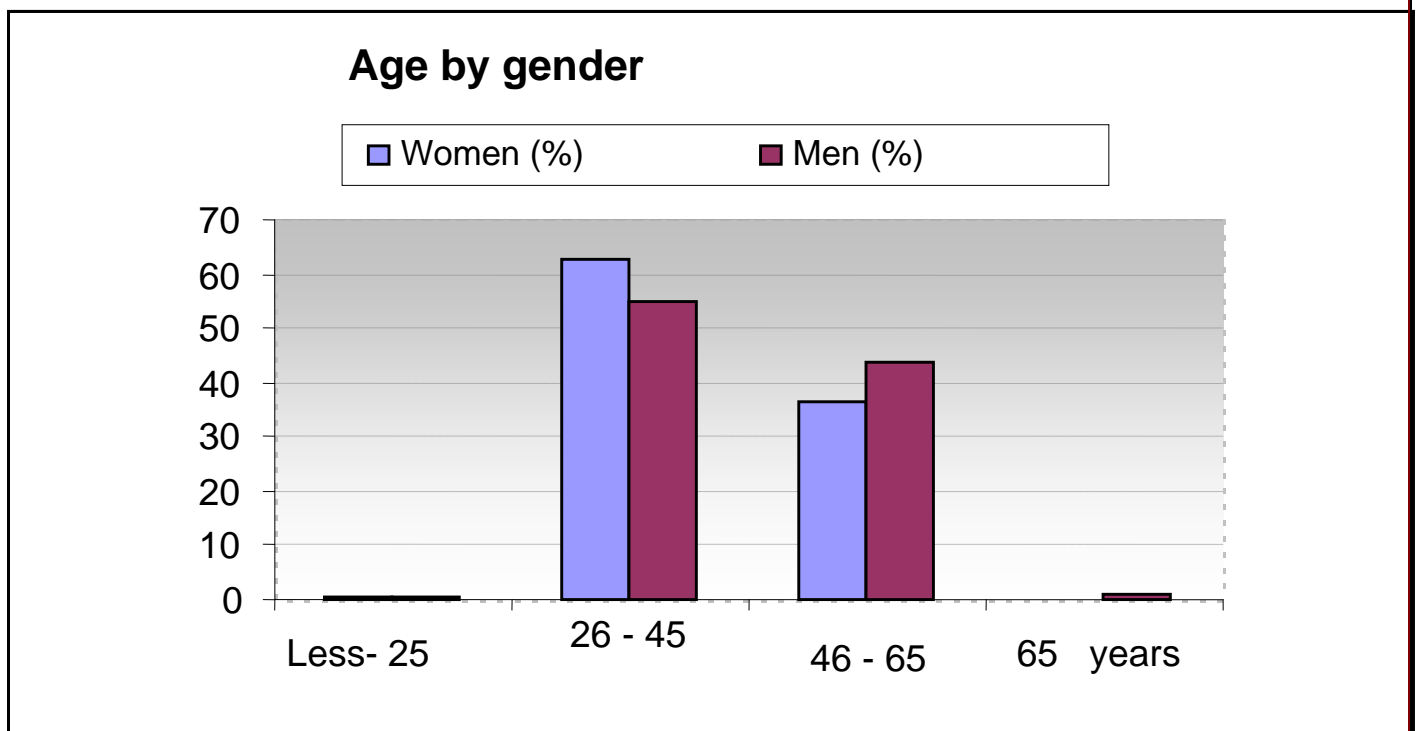
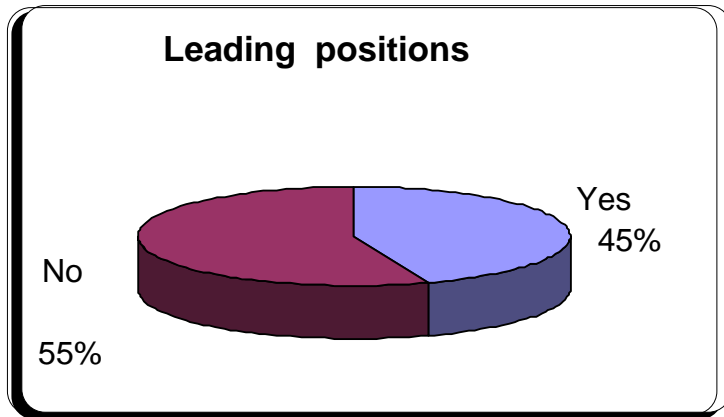
Source: Ministry of Finance and Public Administration, 2004

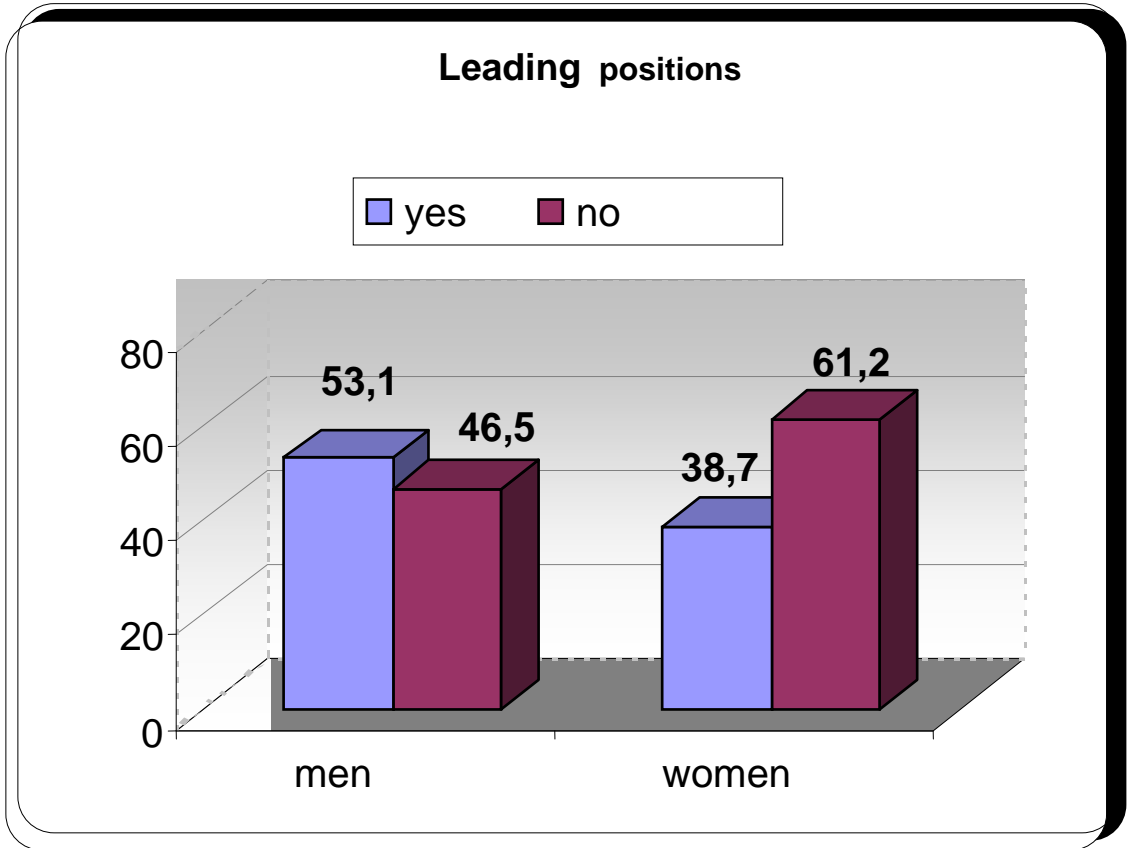
Portugal:

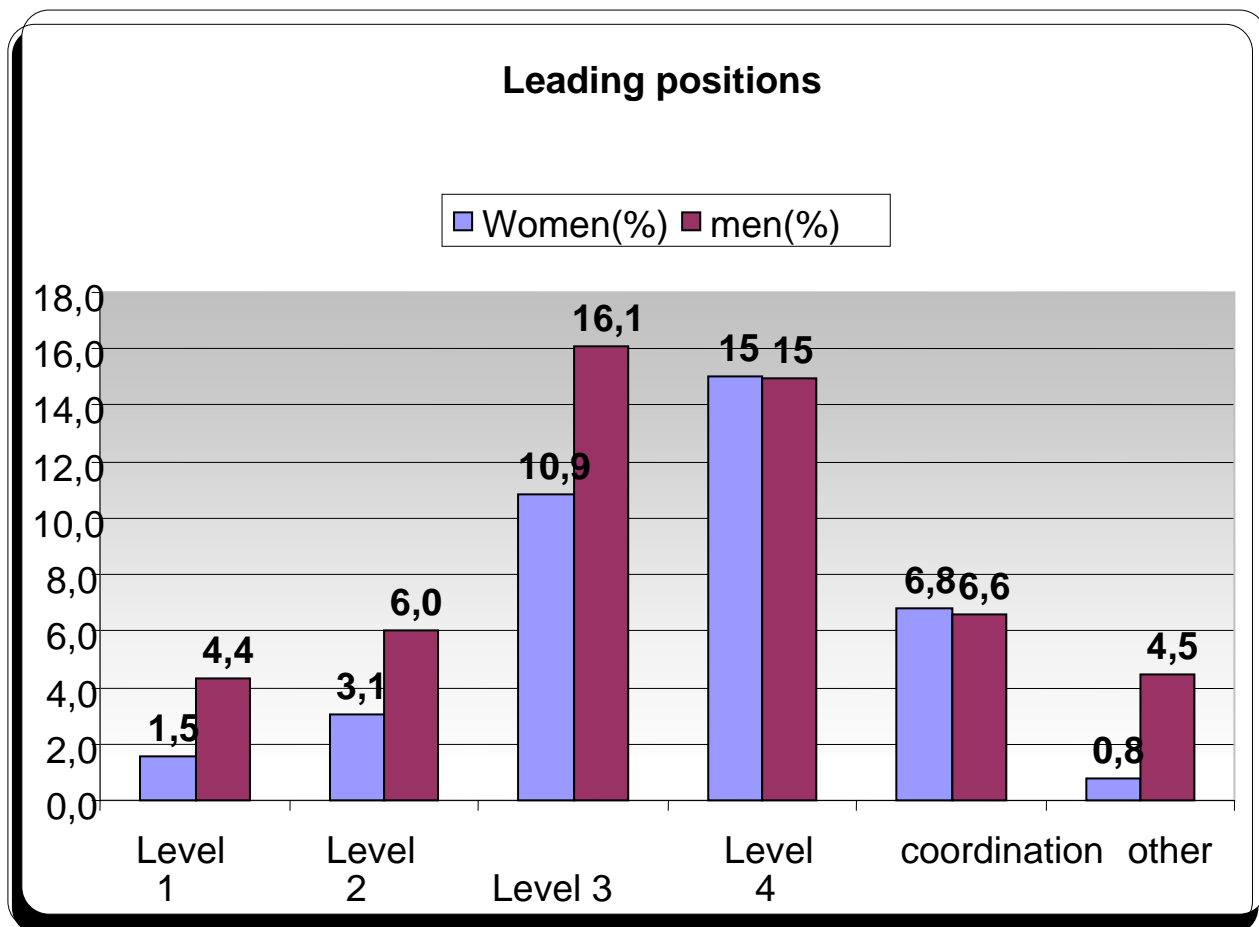
In 2006, 33% of the executives were women

Population and Sample

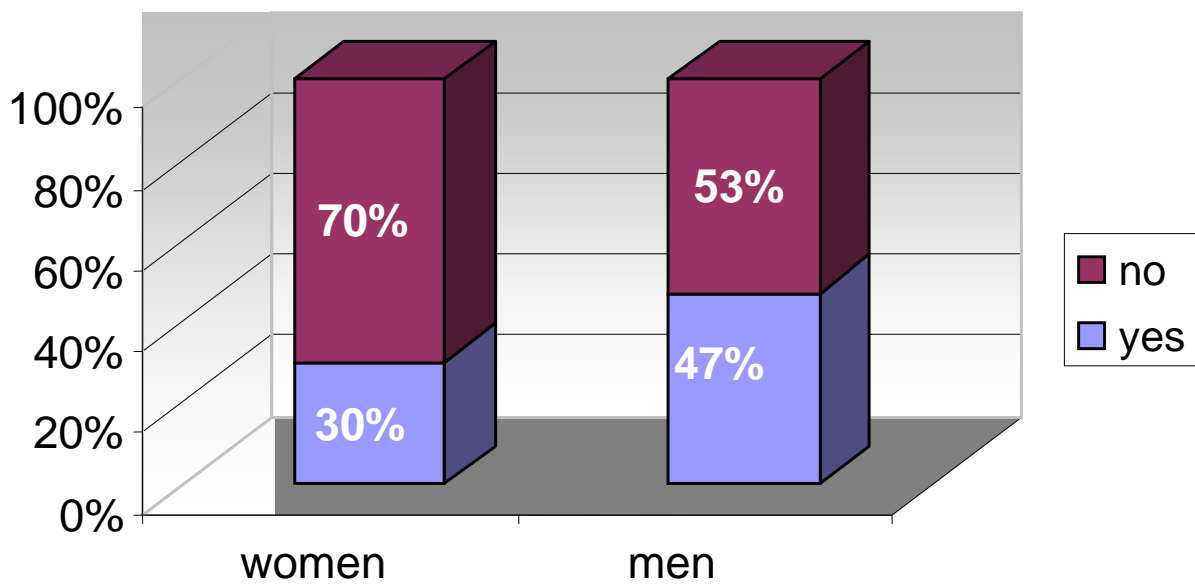






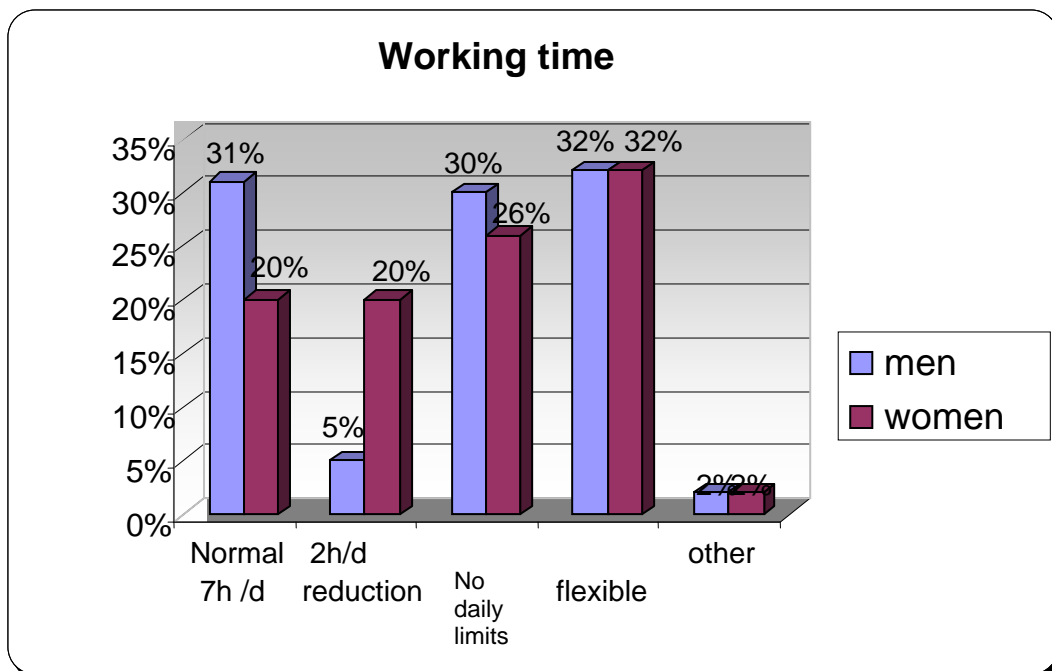


Leaders with children, by gender



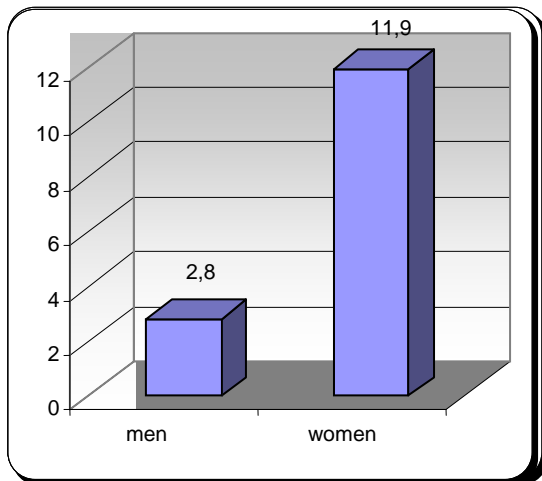
SOME FINDINGS

WORKING TIME

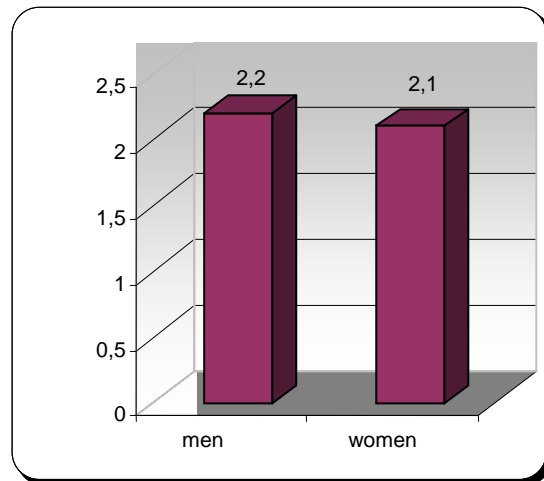


Two hours reduction a day
(possible for employees with children under 12)

Total (with children under 12)

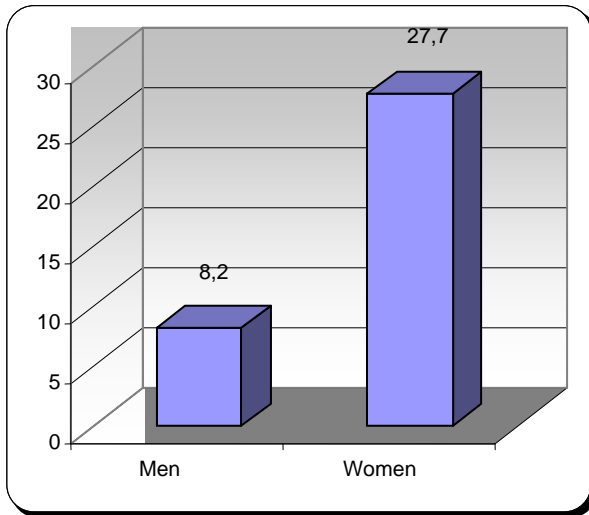


Leaders (with children under 12)

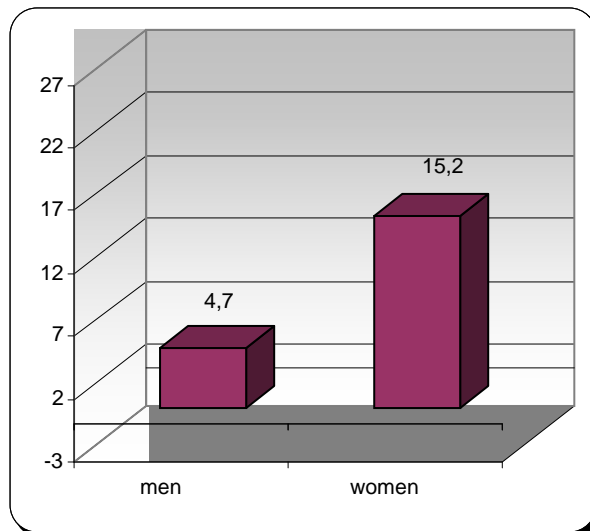


Whish to have tow hours reduction a day

Total (with children under 12)

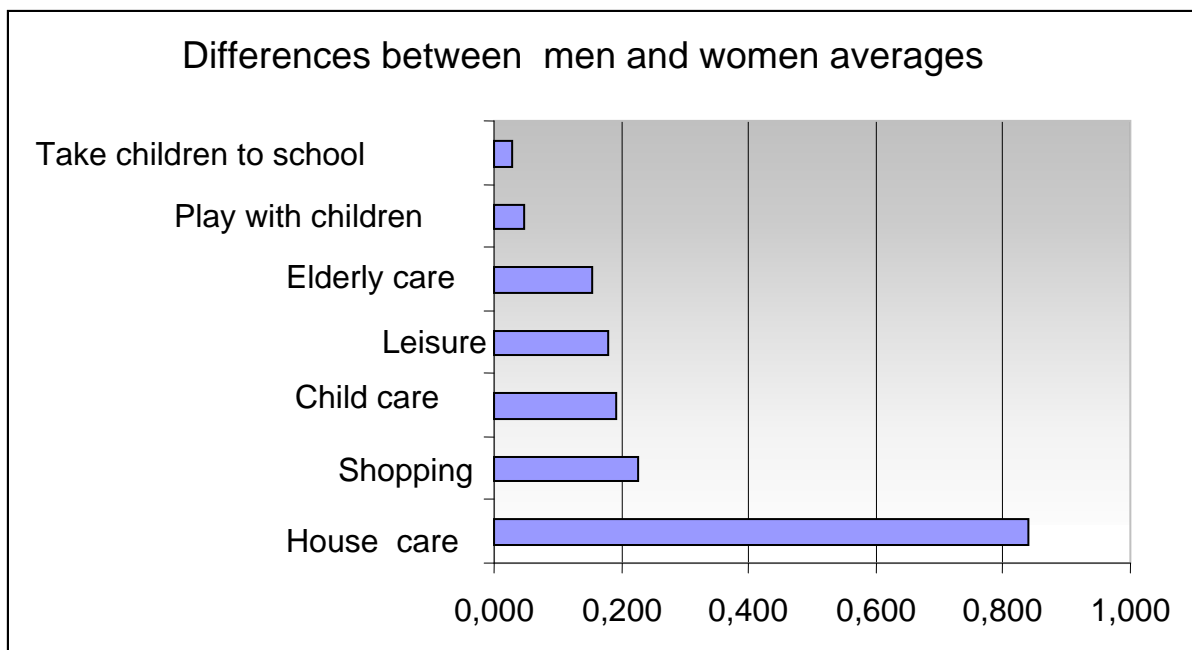


Leaders (with children under 12)



SOME FINDINGS

Family time



SOME FINDINGS

Work-family interactions and perceptions

√ Only women feel conflict

Women in leadership functions: *work interferes in time for family*

Women in technical functions: *family interferes in the possibility of taken professional opportunities (they have to chose)*

√ Men don't feel conflict in work-family interactions.

Men don't feel the need to chose between family responsibilities and professional opportunities, mainly because they have the support of their spouses

√ Women fell that if a person utilises a right of work-family interaction (e.g. a special family leave) this is seen as a difficulty for the organization and my be a source of conflict with the chiefs and peers

√ Women - with children or not - are seen as less available for work than men (*gender stereotype*)

Leadership functions

Both women and men

√ invest in training activities to improve knowledge and skills

√ have the same idea about what is important to be a good leader: time; technical, skills, affiliation to influent groups

Only women

√ think that it is more difficult for them to access leadership functions because of family responsibilities and because of their difficulties with the exercise of authority

Perceptions

Women and men in general

- have the same perception that the increasing number of women in the public administration is the ultimate signal of gender equality
- prefer men as peers and prefer to be lead by a man

Only women (leaders and technical)

- say that have been discriminated in access to leadership functions and career opportunities
- say that they have to work much more than man to have the same recognition or rewards
- say that they have to choose between career development and having a family

Mainly women

- think that men have better career opportunities
- think that it is difficult for them to access leadership functions because of family responsibilities and because of the difficulties with authority

Only men

- Say that it is not necessary to do anything more concerning gender equity
- Say that women don't want to have leadership responsibilities because they want to be as good mothers as possible

SOME FINDINGS

Women in leading positions adapt to a dominant model

Men and women in leading positions

- the same strategies concerning working time and responsibilities but different expectations and needs
- the same strategies concerning working time and responsibilities, but an unequal distribution of family responsibilities and different work-family conflicts (men don't feel conflict/ women feel conflict)
- the same strategies concerning access to leading positions, different perceptions of professional opportunities and of the impact of family dimensions

Men and women in technical positions

- Different strategies and different expectations
- Unequal distribution of family responsibilities
- Men don't feel that they have specific limits. Don't feel conflict
- Women retard career opportunities because of family (child or elderly care). Feel conflict

Women in leading positions are similar to men in work strategies and responsibilities but in family responsibilities are similar to other women

MAIN CONCLUSIONS

Gender asymmetries: *Glass wall* (sex-based professions); *glass ceiling*; gender income gap

Work and family are conflicting dimensions - *or or* - for women but not for men

Women and men adapt to access to leadership functions but live conflicts concerning family and different perceptions of gender opportunities

Women and men in leadership functions tend to *adapt to the same dominant work organization model* - long hours; presence vs results and competencies- but live different conflicts and have different expectations and needs

The dominant model of work organization is easier for men than for women's professional development . Organizational culture and structures are enable to integrate and value the employees family dimensions. Family issues affect only women's opportunities and strategies

Women feel gender discrimination in work.

Manly women feel that there are things to do concerning promote gender equity in work towards equal opportunities

Social construction about *masculine* defines the dominant model of work organization and organizational culture (Stivers, 2000; Acker, 1992))

Social construction about *feminine* defines the dominant model of family organization a responsibilities (Acker; 1992; Stivers, 2000;)

There is a gendered organizational culture. Culture, values and practices, are not neutral concerning gender (Acker, 1992; Guy 1993; Newman;1994; Hale, 1999;)

Family responsibility dimensions are not important to work organizations and this affect mainly women (Acker,1992)

Number is not enough to evaluate and guarantee equity at work (Acker, 1992; Guy; 1993; Newman,1994; Stivers, 2000)

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