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Equal pay @work

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Abstract

Fundamental components of achieving gender equality include ensuring fair compensation for women's and men's work and ending wage discrimination. However, wage inequalities, in some circumstances, persist and may even have worsened. Wage inequality is a problem that goes unnoticed, yet it persists over time, making its eradication difficult and the principle of equal pay for work of equal value unclear. This principle is decisive for promoting equality and effectively curbing wage discrimination, particularly as women and men generally occupy different working positions.

Keywords: Equality, Discrimination, Wage, Women, Work

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1 – Introduction

How many years remain until we achieve equality? Achieving gender equality involves paying men and women equally for labor, therefore eliminating wage discrimination. Gender equality has a deep impact on the norms and stereotypes put upon men and women in an organization. Discrimination based on sexual orientation or gender identity is also still a prominent reality in the workplace environment (International Labour Organization 2022).

Achieving gender equality in the work environment goes beyond equal pay. Including, equality in education, experience, occupation, political representation and the presence of women in company boards contribute to achieve equal pay. Balanced representation in politics ensures that different perspectives influence policy, promoting inclusive decision-making necessary to society. Cowper-Cowles (2021) shows that women in political governance prioritize healthcare and education, drive against corruption, as well as maintain inclusive governance, creating societies that are more structured and fairer. In the same path, having women on boards improves organizational implementation. In addition, it also promotes sustainable strategies introducing diverse perspectives that are a solution to overcome the gender pay gap. More creative decision-making and inflated financial results have been correlated with gender inclusive boards (United Nations Global Impact 2021).

Wage discrimination acts as a cause and a consequence of higher gender inequality, showing that society has social customs and biases that put men and women into different sectors and roles. This lowers women to jobs or positions that offer limited opportunities for progression. Across all European Union Member States, the gender pay gap varies significantly. The gender pay gap indicator refers to the disparity in the average total hourly

earnings of men and women, calculated using gross salaries, i.e., labour remuneration before the deduction of income tax and social security contributions.

In 2022, the gender pay gap in the EU was 12.7%, meaning that women earn an average of 13.0% less per hour than males (European Commission 2022). This gap has only slightly changed over the past decades, as in 2012 the gender pay gap was 16.4%. In 2012, in Portugal the gender pay gap was 15.0%, and in 2022 it was 12.5%, presenting a small decrease (Eurostat, n.d.).

The gender pay gap (GPG) is a broader concept than just wage discrimination. It includes a multitude of inequalities that women experience when it comes to access to employment, advancement, and compensation. The primary causes of the gender pay gap include: women's inclination towards part-time work, where they tend to dedicate more time to unpaid work, resulting in less time for paid work; the influence of family responsibilities on their career choices, leading to frequent career breaks due to childcare; the overrepresentation of women in low-paying sectors such as care, health, and education; and the underrepresentation of women in executive positions, resulting in fewer and lower-paid female managers (European Parliament 2020). A combination of these factors results in a high disparity in overall incomes between men and women in the EU.

Since 1945, the United Nations (UN) has been actively advocating for equal pay. To this end, in the same year, they ratified the Charter of the United Nations, which explicitly states in its preamble "(...)the equal rights of men and women." (United Nations 2014). Additionally, in 1948, they enshrined in paragraph 2 of Article 23 of the Universal Declaration of Human Rights (UDHR) the principle that "All human beings, without any distinction, have the right to equal pay for equal work." (United Nations 2014). The EU

implemented the pay transparency directive on 24th April 2023, with the aim of addressing wage discrimination and mitigating the gender pay gap within the EU (European Council of the European Union 2024).

This Work Project (WP), in collaboration with the Commission for Equality in Labor and Employment (CITE) that was established through Decree-Law No. 392/79 on September 20 to serve as the national mechanism for gender equality in work and employability. CITE also gave rise to the Equality Law, which grants equal treatment to all human beings prohibiting discrimination.

The government and CITE cooperate together to promote equality and non-discrimination through social dialogue, studies on gender equality, and training. Furthermore, there is national and international collaboration with public and private entities that work in support of this mission.

2 – Evolution of wage gap

Societies have faced a significant transformation in the position of women over the past century. In the early 20th century, only a few countries accepted women to participate in elections, to hold property, or to engage in a job outside the home. In the 21st century, women are empowered to work, can operate their own businesses, can become elected leaders, and make significant life decisions independently.

2.1 – In EU

Women in Europe have several barriers and disadvantages in their professional careers. Even so, economic inequality grew significantly in Europe during the last fifty years. While women continue to lag behind males in various economic indicators, the gap is reducing.

These indicators are such as full-time employment, median income, and the percentage of controlling and owning roles. As mentioned in Section 1, the average gender pay gap in the European Union has decreased.

The gender pay gap data in EU countries for 2012 and 2022 focuses on the industry, construction, and services sectors but ignores public administration (see Appendix 1).

In 2012, countries such as Estonia, Latvia and Austria had the highest pay gaps, exceedingly above 20%, exceeding with a large difference the average of EU, 16,4%. In 2022, the gender pay gap was higher in Latvia, Estonia and Austria with percentages around 20% that is much higher than the EU average, 13%. In an opposite side, the data shows that Luxemburg, Romania and Italy are the countries with smaller gaps, below 5%. Luxemburg has a negative gender pay gap, -0.7%, meaning that in this country women earn 0.7% more than men per hour.

Northern and Eastern European countries tend to display higher pay gaps, potentially due to sectoral concentration, unequal promotion opportunities and part-time work prevalence. While Western and Southern European nations generally have smaller gaps, possibly due to stronger labor protections, equal pay initiatives and cultural factors (Eurostat 2022, Leythienne and Pérez-Julián 2021).

2.2 – In Portugal

The gender pay gap persists, but Eurostat data shows that the unadjusted gender pay gap has decreased in most countries over time.

In a period of 10 years, Portugal made significant progress in reducing its gender pay gap, decreasing it from 15.0% in 2012 to 12.5% in 2022, a decline of 2.5 percentage points

(Eurostat, n.d.). Even though there was a significant decrease, The gender pay gap in Portugal has not always followed this direction; it increased during the 2010–2013 economic crisis (see Appendix 2). Despite a subsequent reduction, the gender gap values still continue as they were before the crisis (Galego 2023).

This development aligns with the efforts of the country to address disparities in earnings through legislation pushing for equal pay and initiatives promoting a balance between work and personal life. The overall EU trend of reducing pay disparities contributed to the decrease; however, challenges persist in totally eliminating wage discrimination.

3 – Literature review

The gender pay gap has been analyzed in different countries in the last decades. Gonzales et al. (2015) emphasize that mitigating the gender pay gap is not merely an issue of fairness but also a driver of economic growth, as improving the status of women results in increased productivity and income equality. Similarly, Bertay, Dordevic, and Sever (2020) highlight the macroeconomic advantages of equal pay. He claims that women's complete involvement in the labor market could significantly boost global economic production.

Investments in education are essential for mitigating salary inequality. Meng (2004) argues that the education of females produces lasting beneficial impacts on economic results. This can be done by increasing their earning capacity and diminishing gender disparities in the labor market. Kochhar , Jain-Chandra, and Newiak (2017) also share this perspective, asserting that closing the wage gap requires improving educational access and formulating supportive policies. However, Terada-Hagiwara, Camingue-Romance, and Zveglic (2018) observe that simply increasing women's years of education in less developed countries may

not reduce the wage disparity unless it is complemented with the creation of higher-paying employment opportunities. Furthermore, Nopo, Daza, and Ramos (2011) suggest that gender equality can influence pregnancy rates and economic growth, implying that salary equality promotes sustainable development.

Institutional and cultural factors largely contribute to the continuation of the pay gap. Meng (2004) established the identification of how societal norms, expectations, and occupational segregation slow down women's access to better-paid jobs and sectors. Additionally, he also clarifies the idea by demonstrating a strong positive correlation between gender equality and long-term economic growth. Dollar and Gatti (1999) similarly highlight the institutional barriers faced by women, arguing that structural changes are necessary for guaranteeing fair chances and successful results in the labor market.

Labor market problems and informal employment further intensify the gap. The IMF, through Sahay and Cihak (2018), reveals that women find themselves in positions of lower salaries and limited opportunities for promotion, underscoring the need for policies that foster inclusive conditions. Cuberes and Teignier-Baqué (2012) assert that cultural and organizational biases often push women into occupational categories with lower pay. He also argues that gender disparities in employment reduce women's bargaining power in their houses, resulting in less investment in children's education and health.

There is a link between economic inequality and gender inequalities in jobs. Gender pay gaps directly influence income inequality, limiting women's opportunity to achieve their economic potential. Dollar and Gatti (1999) underline that promoting fair access to education, money, and healthcare is essential for diminishing inequality. In countries with high incomes, when gender gaps in education and employment conditions are less significant,

differences in labor force participation still directly result in wage inequality (Kabeer and Natali 2013).

Terada-Hagiwara, Camingue-Romance, and Zveglic (2018) conducted research that provides additional evidence of how institutional practices perpetuate salary gaps, promoting policies such as wage transparency and strengthened anti-discrimination legislation. Sahay and Cihak (2018) also emphasize the importance of financial inclusion, indicating how access to credit and financial resources could allow women to obtain jobs with higher salaries. Additionally, Gonzales et al. (2015) suggest fiscal strategies, including tax reforms and childcare subsidies, to alleviate economic constraints unfairly carried by women, which will decrease the wage gap.

Behavioral biases significantly contribute to the persistence of pay disparities. Kabeer and Natali (2013) conducted research highlighting the impact of unintentional bias on hiring and promotion decisions, thereby reinforcing pay disparities. Addressing such discrimination through training and awareness campaigns is essential for promoting a more inclusive environment. Additionally, Cuberes and Teignier-Baqué (2012) underline that the overlap of race, gender, and socioeconomic status worsens the wage gap, indicating that initiatives to achieve equal pay must consider these interrelated variables.

The relationship between gender equality and economic growth has been extensively explored. Nopo, Daza, and Ramos (2011) prove that closing the gender pay gap improves labor market efficiency and distribution of resources, leading to lasting economic growth. Bertay, Dordevic, and Sever (2020), emphasizing the transformative potential of women's full participation in the economy.

In conclusion, the literature indicates that the gender wage gap is a complex concern requiring numerous solutions. Educational changes, policy measures, and initiatives that address cultural norms are essential for attaining wage equality. Bridging the divide is not only an ethical responsibility but also an economic need, offering significant benefits for everyone involved.

4 – Evolution of legal diplomas

Debates have focused on establishing wage equality between women and men through regulations and agreements at the international, community, and national levels. Various treaties recognize the principle of equal pay for equal work or work of equal value, and numerous conventions and directives over the past decades have supported it. This principle not only serves to establish responsibilities for gender balance but also supports the basis for the implementation of policies targeted at eliminating recurring gender differences.

YEAR	LEGISLATION	ORGANIZATION	DESCRIPTION
1945	United Nations Charter	UN	The preamble acknowledges the equal rights of men and women, thereby establishing a universal commitment to non-discrimination.
1948	Universal Declaration of Human Rights (UDHR)	UN	Article 23, paragraph 2, is the first global commitment to equal pay for equal work no matter what gender.
1951	Convention No. 100	ILO	It establishes international pay equity standards for men and women who perform equal work.
1958	Convention No. 111	ILO	Identify employment and profession discrimination, including unequal pay, and advocate action.

1966	ICCPR and ICESCR (International Human Rights Treaties)	UN	The Conventions guarantee men and women equal economic, social, and cultural rights, including fair compensation, highlighting the importance of wage equality in global development.
1979	Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW)	UN	Article 11, paragraph 1, subparagraph d establishes the right to equal pay and fair treatment in the workplace, which is an important step in protecting human rights.
1995	Beijing Declaration and Platform for Action	UN	Global action is necessary to address gender stereotypes, income inequality, and obstacles in the labor market for women.
2015	2030 Agenda for Sustainable Development (SDG 5 e 8)	UN	SDG 5 prioritizes gender equality, while SDG 8 promotes fair hiring and equal pay, focusing on pay equity's importance to sustainable development.
	Report on Wage Disparities	OECD	It provides practical advice on developing pay transparency systems, analyzing inequalities, and transforming pay equality legislation in OECD nations.

4.1 – International level

Since the mid-20th century, governments have recognized the principle of equal pay for men and women as a fundamental right. In 1945, the United Nations Charter included equality of rights in its preamble, while the Universal Declaration of Human Rights (1948) guaranteed equal remuneration for equal work in Article 23, independent of gender. The International Labour Organization (ILO) implemented this principle through Convention No. 100 (1951), which defines specific guidelines for equal remuneration, and Convention No. 111 (1958), which addresses discrimination in the workplace. During the 1960s, the International Covenants on Human Rights (ICCPR and ICESCR) confirmed their dedication to equality, involving fair remuneration. In 1979, the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) recognized equal pay as a fundamental

workplace right. Moving forward, the Beijing Declaration (1995) urged governments and society to address stereotypes and inequalities in the labor market. More recently, the UN 2030 Agenda for Sustainable Development has identified gender equality (SDG 5) and decent work (SDG 8) as global priorities.

In addition to the legal aspect, researchers conducted studies to inform society and help the government in formulating policies that promote equal pay for equal work. Reports such as the 2023 report on Pay Transparency demonstrate that the OECD has proposed strategies, such as transparency reports and audits for the implementation and monitoring of pay equality policies among its member countries.

4.2 – European Union level

YEAR	LEGISLATION	DESCRIPTION
1950	European Convention on Human Rights (ECHR)	Article 14 prohibits gender discrimination while promoting equality in Europe.
1961	European Social Charter	Recognizes equal pay for equal work. The 1996 revision strengthened it.
1992	Treaty on European Union (Maastricht) (TEU)	Articles 2 and 3, paragraph 3, require Member States to defend gender equality as a Union value.
2000	Resolution on Balanced Participation in Professional and Family Life	Promotes gender equality, work-life balance, and wage equality policies.
2006	Directive 2006/54/EC	Promotes gender equality and restricts wage discrimination across the employment relationship.
2007	Treaty on the Functioning of the EU (TFEU)	Article 157 implies Member States to apply equal pay for equal work or equal value between men and women.
2014	Recommendation from the Commission on Equal Pay	It requires Member States to improve salary transparency by proposing tools to eliminate discriminatory disparities.
2020	Gender Equality Strategy 2020-2025	It sets specific goals to reduce wage disparities, increase wage transparency, and eliminate workplace gender stereotypes.

2021	European Pillar of Social Rights Action Plan	Includes the equal treatment of men and women as one of the main pillars, highlighting equal pay as a priority.
2023	Directive 2023/970/EU	Implement binding mechanisms to increase wage transparency and reduce wage discrimination, aligning remuneration systems with EU equality principles.

The European Union has made significant progress in fostering gender equality and addressing wage discrimination over the years. The European Convention on Human Rights (1950) prohibited discrimination in Article 14. By explicitly recognizing the right to equal pay for equal work, as stated in the Revised European Social Charter (1996). The European Social Charter (1961) further renewed this commitment. The Treaty on the European Union (1992), also known as the Maastricht Treaty, established the principle of gender equality as a fundamental value in Articles 2 and 3, paragraph 3. This principle forces Member States to promote gender equality across all community policies. In addition to this approach, Article 157 of the Treaty on the Functioning of the European Union (2007) established the principle of equal remuneration for men and women performing equal work or work of similar value.

The 2000s saw the implementation of stronger legislative and policy measures. The Council Resolution on Balanced Participation in Professional and Private Life (2000) advised Member States to foster fair responsibility sharing between men and women, addressing disparities in working conditions. Directive 2006/54/EC established measures to eliminate wage discrimination and promote equitable treatment in working conditions, promotions, and remuneration.

Beginning in 2014, the emphasis on pay transparency became significant with the Commission's Recommendation on Equal Pay, which suggested particular measures to

eliminate inappropriate disparities. In 2020, this initiative led to the establishment of the Gender Equality Strategy 2020-2025, highlighting explicit objectives to address wage and pension disparities, eradicate structural inequalities, and enhance salary transparency mechanisms. In 2021, the Action Plan on the European Pillar of Social Rights established gender equality as a fundamental pillar, promoting the right to equal pay as a central priority of community policies. In 2023, the European Union defined Directive 2023/970/EU, which imposed measures on Member States to improve pay transparency, conduct audits, and implement corrective actions to address inequalities. This helps to achieve an effective implementation of the principle of equal pay for equal work throughout the European Union.

YEAR	LEGISLATION	DESCRIPTION
1976	Constitution of the Portuguese Republic	Article 59 requires the state to promote "equal work, equal pay" and prohibit sex-based wage discrimination.
2001	Law No 10/2001	The law requires annual reports on gender equality in employment, education, and training, including data on equal representation in various positions.
2009	Labour Code (Law No 7/2009)	defines the Meaning of pay equality including fixed and variable remuneration and prohibits direct and indirect workplace discrimination.
2014	Resolution of the Council of Ministers No. 18/2014	It requires Public companies to analyze gender wage gaps and propose triennial solutions. Private companies with more than 25 employees should analyze wage differences and correct unjustified inequalities.
2015	Resolution of the Council of Ministers No. ° 11-A/2015	Encourages companies with public markets to create free mechanisms to identify salary gaps between men and women and correct them to improve gender balance on boards.
2017	Law No 62/2017	It promotes diversity in decision-making by balancing men and women on public and publicly traded company boards.
2018	Law No 60/2018	It requires salary transparency and company pay comparisons. This means salary differences can only be justified by objective criteria like merit, productivity, or seniority shared by both sexes. Noncompliance is punished.

2019	Law No 26/2019	Promotes equal opportunity and pay by ensuring equal representation of women in Public Administration boards.
2022	Dispatch No 13972/2022	It creates the distinction "Company that Promotes Equal Pay between Women and Men," an incentive for companies that follow with Law No. 60/2018 and promote equal pay.
2023	Law No 13/2023	Updates the Labor Code to include productivity and attendance bonus as discrimination, boosting wage inequality reduction.

4.3 – Nacional level

In Portugal, equal pay has had a solid legal foundation since 1976. The Constitution of the Portuguese Republic enshrined the principle of "equal work, equal pay" in Article 59, prohibiting direct or indirect discrimination based on sex and assigning the State the responsibility to promote equal working conditions. The Labor Code (2009) complements this principle with a detailed approach, defining equality in access to employment working conditions, including remuneration, in Articles 23 to 25. The Code also mandates that objective criteria common to both sexes, such as merit, productivity, or seniority, can only justify wage differences. In 2001, Law No. 10/2001 introduced the requirement for annual reports that monitor the progress of gender equality in work, employment, and training. The Commission for Equality in Labor and Employment (CITE) publishes these reports. Since 2014, the Resolution of the Council of Ministers No. 18/2014 determined that public companies evaluate the salary differences between men and women every three years and adopt corrective measures. The Resolution of the Council of Ministers No. 18/2014 made similar recommendations for private companies with more than 25 employees, encouraging the conduct of qualitative and quantitative analyses to identify and correct unjustified wage disparities. With a focus on balanced representation, Law No. 62/2017 and Law No. 26/2019 established gender quotas in the governing bodies of public companies, listed companies,

and public administration, promoting parity in leadership positions. Dispatch No. 13972/2022, in line with

Law No. 60/2018 complemented these measures by creating the distinction "Company that Promotes Equal Pay between Women and Men,". This is a recognition for companies that demonstrate equal pay practices. Law No. 60/2018 marked a significant step by mandating salary transparency, compelling companies to identify and rectify salary discrepancies, and to justify them solely through objective criteria. It also provides for regular audits and sanctions in cases of non-compliance. Law No. 13/2023 reinforced this legislation by expanding the Labor Code to consider discriminatory practices related to productivity bonuses, attendance, and career progression, thereby broadening the scope of pay equality.

Finally, the Resolution of the Council of Ministers No. 11-A/2015 implemented gender balance in the boards of directors of publicly traded companies, establishing free mechanisms for identifying wage differences and strategies for their elimination. The National Strategy for Equality and Non-Discrimination 2018-2030 (ENIND) reinforced these efforts by proposing specific actions to eliminate gender stereotypes and reduce structural inequalities in the labor market, such as wage disparities, vertical and horizontal segregation, and precariousness.

6 – Wage discrimination in Portugal: Analysis of Gender Pay Gap Barometer

Law no. 60/2018, of August 21, introduced the barometer on the 27th of June 2019, as an instrument to support reflections, control, and promote equal pay between both genders for equal work and work of equal value. The Barometer as an innovative tool to implement the principle of "equal pay for work of equal value" in Portugal. Companies provide

information for the tool through the Staff List. Gabinete de Estratégia e Planeamento (GEP) analyzes and processes the data, making it publicly available to the Portuguese population annually. This tool is currently available in six editions, with the latest version launched this year, 2024. It is based on data from 2022 for the whole country, including the autonomous regions of Madeira and the Azores (Gabinete de Estratégia e Planeamento 2024).

Overall, Barometer provides a general comparison between the average salaries of men and women. It is possible to obtain data by segmenting criteria such as education level, professional qualification level, seniority in the profession, major professional groups, sectors of economic activity, and geographical distribution. This tool also considers the differences between the simple GPG and the adjusted GPG, enabling a thorough analysis of workplace discrimination.

While Eurostat uses the average hourly pay in its original formula, the barometer uses the average monthly salary that is determined by the workforce of the companies. In 2022, 296,326 companies were considered, including 3,269,582 employees. Men outnumber women in the labor market, with 47.4% of them being women and 52.6% being men (Gabinete de Estratégia e Planeamento, n.d.).

Barometer calculates the simple GPG using the following formula:

$$1 - \left(\frac{\textit{Average women remuneration}}{\textit{Average men remuneration}} \right)$$

The adjusted GPG eliminates any influence from other variables reducing variations that contribute to clarifying wage inequalities (Gabinete de Estratégia e Planeamento, n.d.).

The difference obtained from calculating the GPG does not necessarily correspond to wage discrimination but can be explained by other objective factors such as productivity or

the perception of merit among each worker. In most sectors, the adjusted GPG points to a smaller wage gap than the GPG. This difference is explained mainly by the fact that in some sectors there are “a small number of women with salaries well above the average, which distorts the GPG, and the adjusted GPG reduces this distortion” (Gabinete de Estratégia e Planeamento n.d.).

In addition to facilitating analysis of the previously mentioned differences, the barometer also illustrates the distinction between basic monthly remuneration and monthly earnings. Basic monthly remuneration refers to the net amount workers receive during normal working hours, regardless of their absences due to holidays, maternity, strikes, vocational training, illness, or accidents. Basic pay excludes any bonuses, allowances, and gratuities earned. On the other hand, monthly earnings include basic monthly remuneration plus bonuses, regular allowances, and overtime pay Gabinete de Estratégia e Planeamento (n.d.).

According to the 2024 Barometer data, basic pay and monthly earnings are always higher for men at all levels of qualification, for all levels of seniority, and in all major occupational groups.

6.1 – Education level

Figure 1 illustrates how the wage gap widens as women's education levels rise

Variable	Monthly basic remuneration (€)			Monthly earnings (€)			Full-Time Employees (1)			GPG (1- Female /Male) (%)	
	Total	Female	Male	Total	Female	Male	Total	Female	Male	Base	Ganho
Total	1 137.3	1 049.8	1 209.8	1 361.7	1 233.1	1 468.2	2 470 705	1 119 559	1 351 146	13.2%	16.0%
1 Less than primary, primary and lower secondary education (levels 0-2)	866.5	781.8	919.2	1 043.2	906.3	1 128.4	1 007 381	386 321	621 060	15.0%	19.7%
2 Upper secondary and post-secondary non-tertiary education (levels 3 and 4)	994.8	893.3	1 081.8	1 214.2	1 063.5	1 343.5	828 403	382 471	445 932	17.4%	20.8%
3 Tertiary education (levels 5-8)	1 760.0	1 518.8	2 060.5	2 067.5	1 781.5	2 423.9	628 097	348 454	279 643	26.3%	26.5%

Figure 1 - Average basic remuneration and monthly earnings (€) of women and men by level of education and GPG (%) 2022. Fonte: Barometer 2024 (<https://www.gep.mtsss.gov.pt/trabalho>)

With less than primary, primary and lower secondary education, women earn an average of 15% less than men in basic monthly remuneration, while the gap expands when monthly earnings are considered with women earning 19.7% less. Women with tertiary education have the largest wage gap, but the difference between basic monthly remuneration GPG and monthly earnings GPG is the smallest, with women earning 26.3% less in basic remuneration and 26.5% less in monthly earnings than men. This gap translates into a difference of €222.1 for those with lower education and €642.4 for those with higher education.

6.2 – Qualification level

The level of professional qualification also influences women's pay. The higher-level women are, the less they earn.

Variável	Remuneração média base (€)			Remuneração média ganho (€)			TCO das Remunerações			GPG (1- Mulheres / Homens) (%)	
	Total	Mulher	Homem	Total	Mulher	Homem	Total	Mulher	Homem	Base	Ganho
Total	1 077.6	995.5	1 145.8	1 289.2	1 168.6	1 389.3	2 287 270	1 038 239	1 249 031	13.1%	15.9%
1 Quadros superiores	2 140.3	1 826.0	2 419.3	2 488.6	2 119.0	2 816.8	244 876	115 157	129 719	24.5%	24.8%
2 Quadros médios	1 513.9	1 396.3	1 624.7	1 805.0	1 650.3	1 950.7	157 056	76 195	80 861	14.1%	15.4%
3 Encarregados, contramestres, mestres e chefes de equipa	1 479.1	1 400.7	1 526.4	1 772.6	1 655.5	1 843.2	127 386	47 927	79 459	8.2%	10.2%
4 Profissionais altamente qualificados	1 193.5	1 085.7	1 300.2	1 460.7	1 295.1	1 624.6	227 265	113 059	114 206	16.5%	20.3%
5 Profissionais qualificados	867.2	823.2	897.4	1 052.4	966.6	1 111.2	856 360	348 409	507 951	8.3%	13.0%
6 Profissionais semi-qualificados	762.3	724.2	807.0	914.9	852.3	988.3	402 368	217 035	185 333	10.3%	13.8%
7 Profissionais não qualificados	710.9	686.4	730.8	838.6	792.3	876.2	223 251	100 001	123 250	6.1%	9.6%
8 Estagiários, praticantes e aprendizes	722.1	706.4	733.5	850.3	822.7	870.4	48 708	20 456	28 252	3.7%	5.5%

Figure 2 - Average basic remuneration and monthly earnings (€) of women and men by level of qualification and GPG (%) 2022. Fonte: Barometer 2024 (<https://www.gep.mtsss.gov.pt/trabalho>)

Figure 2 demonstrates the relationship between the pay gap and professional qualification levels. The ones that are trainees and apprentices hold the lowest level and the lowest GPG. In this level, women experience a discrepancy of 3.9% basic monthly remuneration GPG. However, monthly earnings GPG increase to 4.9%, resulting in a negative difference of €25.2 and €44.6 for women, respectively. Senior officials, as mentioned in section 1, occupy the highest level, exhibiting a significant disparity.

6.3 – Seniority

As women's professional years in the job market change the pay gap also changes.

Variable	Monthly basic remuneration (€)			Monthly earnings (€)			Full-Time Employees (1)			GPG (1- Female /Male) (%)	
	Total	Female	Male	Total	Female	Male	Total	Female	Male	Base	Ganho
Total	1 137.3	1 049.8	1 209.8	1 361.7	1 233.1	1 468.2	2 470 705	1 119 559	1 351 146	13.2%	16.0%
< 1 year	1 011.1	942.7	1 064.5	1 183.0	1 088.8	1 256.5	554 306	242 859	311 447	11.4%	13.3%
1 to 4 years	1 082.3	1 004.5	1 143.9	1 279.3	1 169.5	1 366.2	766 765	338 931	427 834	12.2%	14.4%
5 to 9 years	1 119.3	1 036.9	1 185.9	1 333.4	1 208.5	1 434.4	409 899	183 259	226 640	12.6%	15.8%
10 to 14 years	1 207.2	1 109.9	1 298.7	1 458.0	1 310.1	1 597.0	220 513	106 890	113 623	14.5%	18.0%
15 to 19 years	1 262.3	1 156.2	1 366.2	1 545.1	1 381.8	1 704.7	178 541	88 280	90 261	15.4%	18.9%
20 and more years	1 377.2	1 225.1	1 510.9	1 713.5	1 482.5	1 916.5	340 564	159 305	181 259	18.9%	22.6%

Figure 3 - Average basic remuneration and monthly earnings (€) of women and men by level of seniority and GPG (%) 2022. Fonte: Barometer 2024 (<https://www.gep.mtsss.gov.pt/trabalho>)

With less than a year's seniority, women earn on average 11.4% less in basic remuneration than men, but with 20 years of experience or more, they earn 18.9% less. At the lowest level women earn 943.7€, while men earn 1064.5€. However, once they reach 20 years or more of seniority, women earn 1225.1€, while men earn 1510.9€. The disparity is even more pronounced when looking at the monthly earnings, where women with less than one year face a GPG of 13.3% and workers with 20 or more years of seniority suffer a disparity of 22.6%, which translates into a difference of €167.7 and €434.0, respectively.

6.4 – Occupation group level

All professional groups show a variation in earnings between women and men.

Variable	Monthly basic remuneration (€)			Monthly earnings (€)			Full-Time Employees (1)			GPG (1- Female /Male) (%)	
	Total	Female	Male	Total	Female	Male	Total	Female	Male	Base	Ganho
Total	1 137.3	1 049.8	1 209.8	1 361.7	1 233.1	1 468.2	2 470 705	1 119 559	1 351 146	13.2%	16.0%
1 Managers	2 498.9	2 153.0	2 689.2	2 878.6	2 491.6	3 091.5	100 848	35 778	65 070	19.9%	19.4%
2 Professionals	1 795.6	1 602.2	2 007.4	2 093.4	1 864.4	2 344.1	346 074	180 889	165 185	20.2%	20.5%
3 Technicians and Associate Professionals	1 405.6	1 235.3	1 533.8	1 705.2	1 468.3	1 883.6	293 050	125 909	167 141	19.5%	22.0%
4 Clerical Support Workers	1 010.2	993.2	1 035.8	1 216.3	1 176.7	1 275.9	345 471	207 498	137 973	4.1%	7.8%
5 Services and Sales Workers	832.6	792.3	898.7	996.9	939.8	1 090.4	488 086	303 064	185 022	11.8%	13.8%
6 Skilled Agricultural, Forestry and Fishery Workers	865.0	787.9	883.7	992.3	909.6	1 012.3	23 894	4 668	19 226	10.8%	10.1%
7 Craft and Related Trades Workers	888.0	779.5	908.8	1 066.6	910.9	1 096.5	337 302	54 218	283 084	14.2%	16.9%
8 Plant and Machine Operators and Assemblers	866.2	763.8	902.7	1 147.1	917.0	1 229.1	246 811	64 839	181 972	15.4%	25.4%
9 Elementary Occupations	801.0	768.7	832.5	942.8	879.0	1 004.8	286 686	141 336	145 350	7.7%	12.5%

Figure 4 - Average basic remuneration and monthly earnings (€) of women and men by occupation group and GPG (%) 2022. Fonte: Barometer 2024 (<https://www.gep.mtsss.gov.pt/trabalho>)

When considering the average basic salary, Figure 4 reveals which professional activities have the largest pay gap. Women are earning 20.2% less than men as an average. When it comes to monthly earnings, plant and machine operators and assemblers have the highest disparity, with a GPG of 25.4%. The lowest disparity is in the clerical support workers group, with a GPA of 4.1% for basic pay and 7.8% for monthly earnings.

6.5 – Activity sectors

In Portugal, equal pay for women and men is also not a reality in every sector of economic activity. Indeed, most sectors have a GPG that significantly disadvantages women

	A Agriculture, forestry and fishing			B Mining and quarrying			C Manufacturing			D Electricity, gas, steam and air conditioning supply			E Water supply; sewerage, waste management and remediation activities			F Construction			G Wholesale and retail trade; repair of motor vehicles and motorcycles		
ENTERPRISES	11 034			469			29 592			200			609			28 948			61 773		
EMPLOYEES	48 980	13 301	35 679	7 151	835	6 316	503 009	197 268	305 741	7 549	1 627	5 922	24 811	5 897	18 914	194 085	20 949	173 136	443 184	204 462	238 722
MONTHLY BASIC REMUNERATION	915.9	872.0	932.3	1 202.9	1 347.2	1 183.8	1 092.6	970.5	1 171.4	2 211.7	2 237.7	2 204.6	1 030.6	1 171.3	986.8	970.4	1 064.1	959.0	1 066.0	1 003.0	1 119.9
MONTHLY EARNINGS	1 058.8	1 005.6	1 078.6	1 672.2	1 714.4	1 666.6	1 299.5	1 118.3	1 416.4	2 975.7	2 864.6	3 006.3	1 270.6	1 372.9	1 238.7	1 149.1	1 222.9	1 140.1	1 268.7	1 194.1	1 332.5
GPG	6.5%		6.8%	-13.8%		-2.9%	17.1%		21.0%	-1.5%		4.7%	-18.7%		-10.8%	-11.0%		-7.3%	10.4%		10.4%

	H Transportation and storage			I Accommodation and food service activities			J Information and communication			K Financial and insurance activities			L Real estate activities			M Professional, scientific and technical activities			N Administrative and support service activities		
ENTERPRISES	8 328			30 647			5 345			3 129			7 939			21 154			7 381		
EMPLOYEES	127 541	24 330	103 211	204 653	113 715	90 938	117 902	40 185	77 717	71 958	38 130	33 828	24 581	13 791	10 790	139 241	73 899	65 342	171 786	74 120	97 666
MONTHLY BASIC REMUNERATION	1 187.7	1 321.3	1 156.2	874.6	829.5	931.1	1 902.5	1 653.2	2 031.4	1 697.4	1 518.3	1 899.2	1 171.7	1 065.7	1 307.1	1 480.1	1 315.4	1 666.3	965.8	941.1	984.5
MONTHLY EARNINGS	1 660.7	1 686.7	1 654.6	981.3	924.9	1 051.8	2 209.9	1 929.0	2 355.2	2 417.7	2 130.9	2 740.9	1 327.9	1 210.3	1 478.2	1 695.4	1 504.2	1 911.8	1 150.1	1 100.9	1 187.5
GPG	-14.3%		-1.9%	10.9%		12.1%	18.6%		18.1%	20.1%		22.3%	18.5%		18.1%	21.1%		21.3%	4.4%		7.3%

	O Public administration and defence; compulsory social security			P Education			Q Human health and social work activities			R Arts, entertainment and recreation			S Other service activities			T Activities of Households as Employers; Undifferentiated Goods-and Services-			U Activities of extraterritorial organisations and bodies		
ENTERPRISES	529			3 307			13 730			3 662			10 312			0			15		
EMPLOYEES	12 615	4 340	8 275	47 614	35 836	11 778	245 224	209 244	35 980	25 708	10 299	15 409	52 996	37 274	15 722	n.d.	n.d.	n.d.	117	57	60
MONTHLY BASIC REMUNERATION	1 029.1	1 125.4	978.6	1 335.8	1 254.9	1 531.8	1 008.7	968.7	1 241.6	1 768.6	1 048.5	2 249.8	1 061.8	1 000.0	1 208.4	n.d.	n.d.	n.d.	3 156.8	2 682.7	3 607.3
MONTHLY EARNINGS	1 283.6	1 364.0	1 241.5	1 466.1	1 369.6	1 759.8	1 196.4	1 139.9	1 524.7	1 984.6	1 228.2	2 490.2	1 194.5	1 121.6	1 367.2	n.d.	n.d.	n.d.	3 245.9	2 766.4	3 701.4
GPG	-15.0%		-9.9%	20.7%		22.2%	22.0%		25.2%	53.4%		50.7%	17.2%		18.0%	n.d.		n.d.	25.6%		25.3%

Figure 5 - Unadjusted gender pay gap (%) by sector of economic activity in 2022. Font: Barometer 2024 (<https://www.gep.mtsss.gov.pt/trabalho>)

Figure 5 demonstrates that when the basic GPG indicates an unfavorable pay gap for men, the situation improves, when the GPG considers monthly earnings. Sector E has the most unfavorable basic GPG for men, at -18.7%. However, if the GPG monthly earnings are considered, it is possible to see a reduction in the disadvantage for men to -10.8%. The same

applies to the sector B, F, H, O, as well as D. This last sector has a special feature: when comparing the basic GPG with the monthly earnings GPG, men move from an unfavorable situation to a favorable one, with the gap going from -1.5% to 4.7%. On the other hand, when the GPG at the average basic monthly remuneration is unfavorable for women, the monthly remuneration GPG tends to worsen, even when analyzed at the level of monthly earnings. The sector with the highest GPG is R, with a basic GPG of 53.4% and a monthly remuneration of 50.7%.

Figure 5 generally indicates that sectors with higher female participation tend to favor men. The opposite is also true: in activities where men predominate, it is possible to see wage disparities that are lower or favorable to women.

6.6 – Country regions

In Portugal, it is also possible to analyze a variation in the wage gap depending on the region of the country.

	AVEIRO			BEJA			BRAGA			BRAGANÇA			CASTELO BRANCO			COIMBRA		
ENTERPRISES	16 579			3 893			24 076			2 957			3 985			8 679		
	T	M	H	T	M	H	T	M	H	T	M	H	T	M	H	T	M	H
EMPLOYEES	159 836	67 853	91 983	27 110	10 971	16 139	209 292	92 555	116 737	15 716	8 074	7 642	26 975	12 630	14 345	72 824	34 440	38 384
MONTHLY BASIC REMUNERATION	1 052.7	943.0	1 133.7	946.9	911.8	970.8	981.4	916.0	1 033.2	886.1	869.4	903.7	914.5	869.4	954.1	1 043.4	939.3	1 136.8
MONTHLY EARNINGS	1 240.0	1 080.5	1 357.6	1 177.4	1 079.9	1 243.7	1 140.7	1 035.3	1 224.3	1 033.2	1 006.3	1 061.5	1 073.3	992.5	1 144.4	1 233.6	1 085.8	1 366.3
GPG	16.8%		20.4%	6.1%		13.2%	11.3%		15.4%	3.8%		5.2%	8.9%		13.3%	17.4%		20.5%

	ÉVORA			FARO			GUARDA			LEIRIA			LISBOA			PORTALEGRE		
ENTERPRISES	4 173			13 959			3 506			13 370			54 267			2 340		
	T	M	H	T	M	H	T	M	H	T	M	H	T	M	H	T	M	H
EMPLOYEES	26 826	12 423	14 403	97 954	45 892	52 062	21 893	10 911	10 982	102 024	44 139	57 885	849 988	396 071	453 917	16 361	7 435	8 926
MONTHLY BASIC REMUNERATION	982.8	916.7	1 039.8	959.2	920.0	993.7	898.7	859.9	937.2	1 005.8	903.4	1 083.9	1 339.1	1 224.8	1 438.9	974.0	898.5	1 036.9
MONTHLY EARNINGS	1 175.2	1 080.4	1 257.0	1 123.1	1 062.2	1 176.9	1 079.2	986.4	1 171.4	1 197.1	1 043.4	1 314.2	1 625.5	1 464.3	1 766.1	1 140.1	1 028.4	1 233.1
GPG	11.8%		14.0%	7.4%		9.7%	8.3%		15.8%	16.7%		20.6%	14.9%		17.1%	13.3%		16.6%

	PORTO			SANTARÉM			SETÚBAL			VIANA DO CASTELO			VILA REAL			VISEU		
ENTERPRISES	44 689			9 615			13 654			5 854			4 269			8 310		
	T	M	H	T	M	H	T	M	H	T	M	H	T	M	H	T	M	H
EMPLOYEES	442 730	199 441	243 289	69 803	31 637	38 166	110 250	46 235	64 015	44 773	21 050	23 723	25 952	12 195	13 757	61 704	26 353	35 351
MONTHLY BASIC REMUNERATION	1 124.4	1 033.5	1 199.0	970.1	907.7	1 021.9	1 087.5	993.4	1 155.3	953.0	901.7	998.5	925.2	902.4	945.5	936.9	890.7	971.3
MONTHLY EARNINGS	1 335.9	1 211.7	1 437.7	1 158.6	1 051.0	1 247.8	1 318.5	1 159.8	1 433.1	1 143.6	1 061.2	1 216.8	1 091.0	1 050.2	1 127.2	1 117.0	1 028.8	1 182.8
GPG	13.8%		15.7%	11.2%		15.8%	14.0%		19.1%	9.7%		12.8%	4.6%		6.8%	8.3%		13.0%

	REGIÃO AUTÓNOMA DA MADEIRA			REGIÃO AUTÓNOMA DOS AÇORES		
ENTERPRISES	5 445			4 483		
	T	M	H	T	M	H
EMPLOYEES	50 307	22 241	28 066	38 387	17 013	21 374
MONTHLY BASIC REMUNERATION	1 037.1	978.2	1 083.8	965.4	915.0	1 005.4
MONTHLY EARNINGS	1 235.7	1 153.6	1 300.8	1 159.3	1 081.5	1 221.3
GPG	9.7%		11.3%	9.0%		11.4%

Figure 6 - Unadjusted gender pay gap (%) by regions in 2022. Fonte: Barometer 2024 (<https://www.qep.mtsss.gov.pt/trabalho>)

The region with the highest GPG is Coimbra, with a basic monthly remuneration GPA of 17.4% and monthly earnings GPG of 20.5%. The region with the lowest GAP is Bragança, whose basic and monthly earning GPGs are 3.8% and 5.2%, respectively. Looking at the two metropolitan areas, Lisbon and Porto, the Barometer shows that both cities have very close GPGs. Lisbon region, with information on 54,267 companies, has a basic monthly remuneration GPG of 14.9%, while the monthly earnings rise to 17.1%. With 44,689 companies, the Oporto region has a basic monthly remuneration GPG of 13.8%, which increases to 15.7% when accounting for monthly earnings.

This analysis concludes that men consistently receive higher average pay, both in basic pay and monthly earnings, across all qualification levels, seniority levels, and major professional groups. In addition, in Portugal, the gender pay gap is inseparable from the phenomenon of sexual segregation in the labor market, in particular looking at the distribution by branch of activity.

7 – Pay transparency directive in EU countries: Austria and Luxembourg

All countries implemented and strengthened initiatives, strategies, and actions to encourage pay equity between men and women, as it is possible to see in section 6. One of these measures, implemented or in the process of being implemented by EU countries, is the transparency policy. There are forms of pay transparency, which vary depending on their implementation, but they serve as an effective tool in recognizing the gender pay gap.

Pay transparency policies include the periodic propagation of wage information. It suggests that it is possible to achieve pay transparency through three ways: Pay transparency reports; Equal pay audits; and employees right to request information on pay. Employers

must cyclically report on the pay gap, as well as workers' rights, by providing access to wage data or the digital tools that the concerned company uses. Governments have explored these political strategies, and they showed advantages and disadvantages. Positively, wage transparency enhances the labor market's information availability and empowers individuals to make informed decisions about their interests and choices. On the other hand, employers face compliance costs and administrative burdens due to pay transparency, resulting in lower benefits for them.

As section 2 shows, the wage gap differs from country to country, indicating that different European Union countries implement this policy in different ways. In Austria, due to the high wage gap, there are ongoing debates within the government and the general public about how to solve this problem.

Austria has gradually implemented the policy of wage transparency. The Federal Equal Treatment Act for the Private Sector (GIBG) enforces equality and pay transparency in the private sector. The Federal Act on Equal Treatment in the Federal Area (B-GIBG), which governs the public sector, mandates equal pay reporting in a similar way. The implementation of the measures in both sectors began in 2011 with large companies. In 2014, the policy expanded in scope, mandating all companies with over 150 employees to publish and update pay reports (Einkommensberichte) every two years (International Labour Organization 2022).

The report companies have to hand in must include the number of men and women in the different professional positions, based on the order in which they joined the company, as well as the average salaries of both male and female employees (International Labour Organization 2022). The Central Workers' Council and the Work Committees receive the

anonymous and confidential reports, which remain within the company and the council and are not made available to the public. Company representatives are required to request information about the report and relay it to the employee, potentially concealing crucial information from them (Aumayr-Pintar et al. 2018). Furthermore, the measure does not impose penalties for non-reporting or sanctions for high pay disparities revealed in the report.

Eurofound's 2018 study sheds light on the challenges the Austrian government encounters when having to make companies comply to this policy. A lack of compliance from the companies makes the reported data non-representative. In addition, many Austrian companies provided the minimum information required by law. Some companies did not, for example, distinguish between full-time and part-time work (Aumayr-Pintar et al. 2018).

Gulyas, Seitz, and Sinha (2021) in a study analyzing how the latter policy affects the pay gap, concluded that pay transparency in Austria had no effect on pay between men and women. This measure only reduced the pay gap by 0.5%, proving to be ineffective in closing the gender gap. Austria follows a soft-transfer policy, which leads to results like those seen in the study by Gulyas et al. Making wage reports public would provide workers with access to all relevant information, enabling them to secure better-paid jobs and advocate for their rights.

Another case is the one of Luxembourg, which has high human development indicators, such as a good education system, and a strong access to health care. This member state is the only one in which women's hourly earnings are higher than men's by 0.7%, as already analyzed in section 2.

The law and measures have also evolved over time in Luxembourg, always based on an growing understanding of how important gender equality is. The national legal system welcomed the law of February 23, 1973, marking the beginning of a process that has yielded significant results (Asiegbunam, Anthonate Chiamaka 2023). In 2016, Luxembourg's Pay Equity Law implemented the principle of equal pay for equal work or work of equal value for males and females in the Labor Code.

The transparency measures implemented in Luxembourg include wage transparency reports and equal pay audits. The obligation to submit a salary report is one of the biggest tools for implementing policies reducing the pay gap (Asiegbunam, Anthonate Chiamaka 2023). If employers fail to guarantee equal pay for men and women, they risk a fine ranging from €251 to €25,000. Both the public and private sectors are required to provide employees with sex-disaggregated statistics on recruitment, promotions, transfers, dismissals, remuneration, and employee training. In addition, the Ministry of Gender Equality (MEGA) provides a voluntary tool for the private sector to draw up an action plan to resolve the gap. (International Labour Organization 2022). In addition to pay transparency policies, Luxembourg provides other possibilities for women to be easier integrated in the labor market such as flexible working hours, maternity leave, and low-cost childcare (European Institute for Gender Equality 2022).

Although Luxembourg shows significant results at the European level in reducing social disparity, it still faces challenges in terms of gender equality. Women's empowerment and participation in the labor market remain low, with fewer women in the workforce compared to men (Asiegbunam, Anthonate Chiamaka 2023). Women represent only 38% of the country's employed population, and this percentage is even lower when looking at the

representation of women in active political positions (International Labour Organization 2021).

8 - Conclusion

Despite significant progress in recent decades, this work's analysis reveals that equal pay for men and women remains a structural challenge. The persistence of the gender pay gap reflects not only direct wage inequalities but also a set of social, cultural, and institutional factors that limit women's opportunities for professional advancement and development.

The international and national legal landscape has played an essential role in promoting equal pay by establishing transparency and monitoring mechanisms. Instruments such as the Gender Pay Gap Barometer make it possible to monitor pay gaps and identify critical sectors for intervention. However, the effective application of this policy depends on a deeper articulation between governments, employers, and civil society, as well as an ongoing commitment to transforming gender stereotypes and discriminatory practices. Portugal has made progress, reducing the gender pay gap from 15% in 2012 to 12.5% in 2022, which is a positive but insufficient sign. Pay equity should be seen as a driver of economic growth and sustainable development. Ensuring that men and women have fair pay and equal opportunities for advancement will benefit not only companies, through greater productivity and innovation, but also society as a whole.

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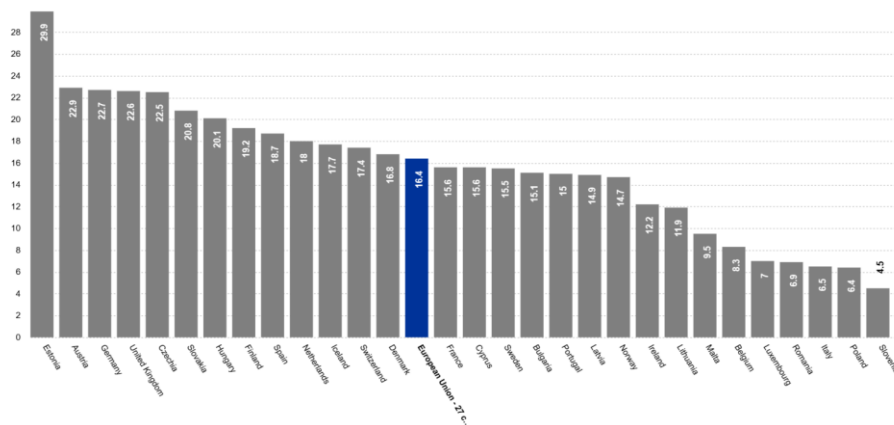
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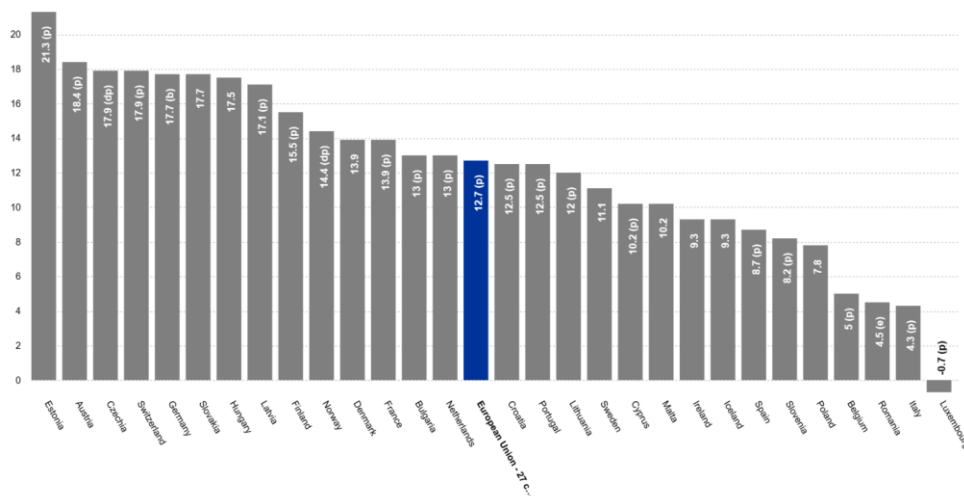
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Appendix

Appendix 1

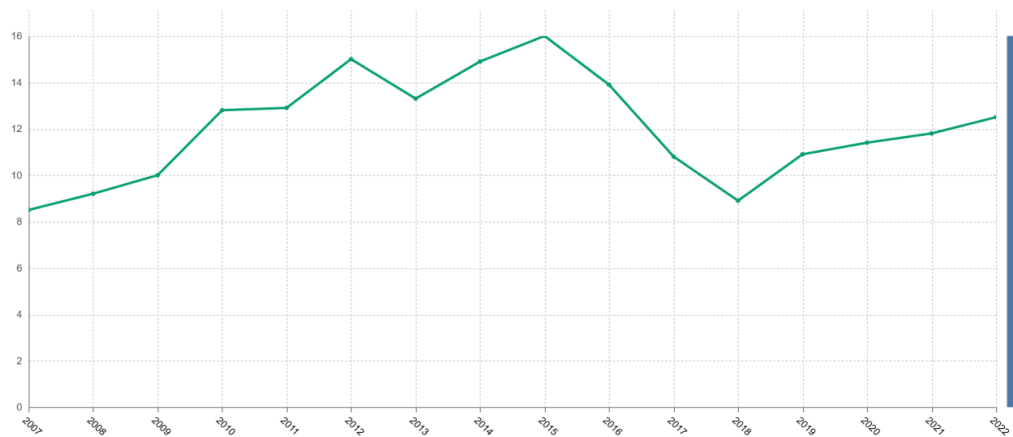


Gender pay gap (%) in unadjusted form in 2012. Fonte: Eurostat ([earn_gr_apg](#), [earn_gr_apgr2](#))



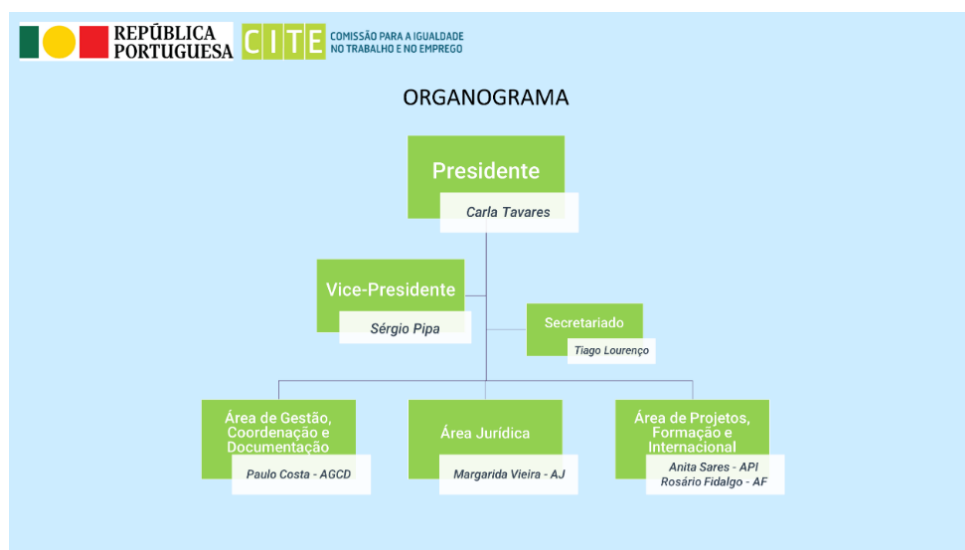
Gender pay gap (%) in unadjusted form in 2022. Fonte: Eurostat ([earn_gr_apg](#), [earn_gr_apgr2](#))

Appendix 2



Gender pay gap (%) between 2007 and 2022 in Portugal. Fonte: Eurostat (*earn_gr_ppg, earn_gr_ppqr2*)

Appendix 3



CITE organization chart. Fonte: CITE