

PUBLIC EMPLOYMENT STATISTICS

Directorate-General for Administration and Public Employment

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1. Employment in general government by subsector

On 31 December 2020 total general government employment amounted to 718,947 work posts, which represented a decrease of 1.2% when compared with 31 December 2011 (corresponding to a reduction of 8,838 work posts). The year on year change, on the other hand, shows a 2.9% employment recovery, corresponding to a raise of 19,916 work posts, registered mainly in Central Government.

This decreasing trend is due to the recruitment restriction and recruitment freezes policies in place since 2006 and 2010, respectively, until 2018. It is also justified by staff reduction policy set within the scope of the financial assistance Portugal was subject within the framework of the European Stabilisation Mechanism from June 2011 to 2014. For further information, please see [Technical Notes](#).

Table 1.1 - Employment in general government by subsector - 2011-2020

Unit: work post

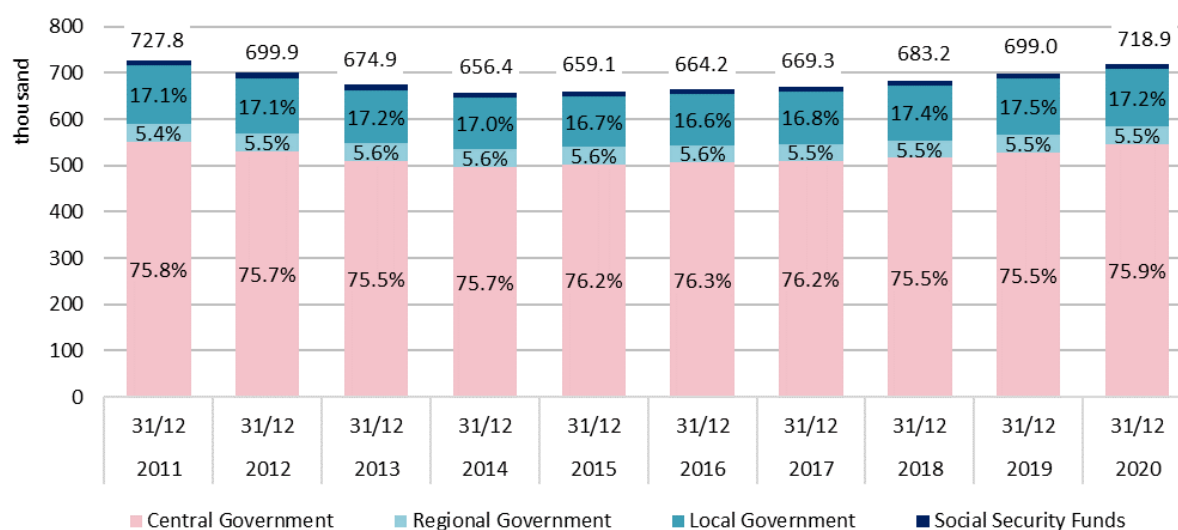
	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	Year-on -year change	Variation as from Dec. 2011
General Government - Subsectors -	31 Dec	31 Dec	31 Dec	31 Dec	31 Dec	31 Dec	31 Dec	31 Dec	31 Dec	31 Dec	%	%
General Government	727 785	699 901	674 927	656 376	659 144	664 168	669 321	683 165	699 031	718 947	2.9	-1.2
Central Government	551 379	529 698	509 554	497 146	502 502	506 853	509 875	516 108	527 658	545 408	3.4	-1.1
Regional Government	39 082	38 296	37 559	36 938	36 841	36 941	36 984	37 554	38 538	39 228	1.8	0.4
Local Government	124 581	119 595	116 068	111 570	110 028	110 184	112 273	118 962	122 012	123 537	1.3	-0.8
Social Security Funds	12 743	12 312	11 746	10 722	9 773	10 190	10 189	10 541	10 823	10 774	-0.5	-15.5

Source: DGAEP/DIOEP - State Organisation Information System (available data on 30-04-2021)

At the end of 2020, employment in general government subsectors mostly maintained the structure recorded in the previous year: Central government (75.9%); Local government (17.2%); regional government (5.5%) and social security funds (1.5%).

The proportion of staff employed at the central government shows a high public administration centralization level, meaning that public services provision has a low local and regional delegation level.

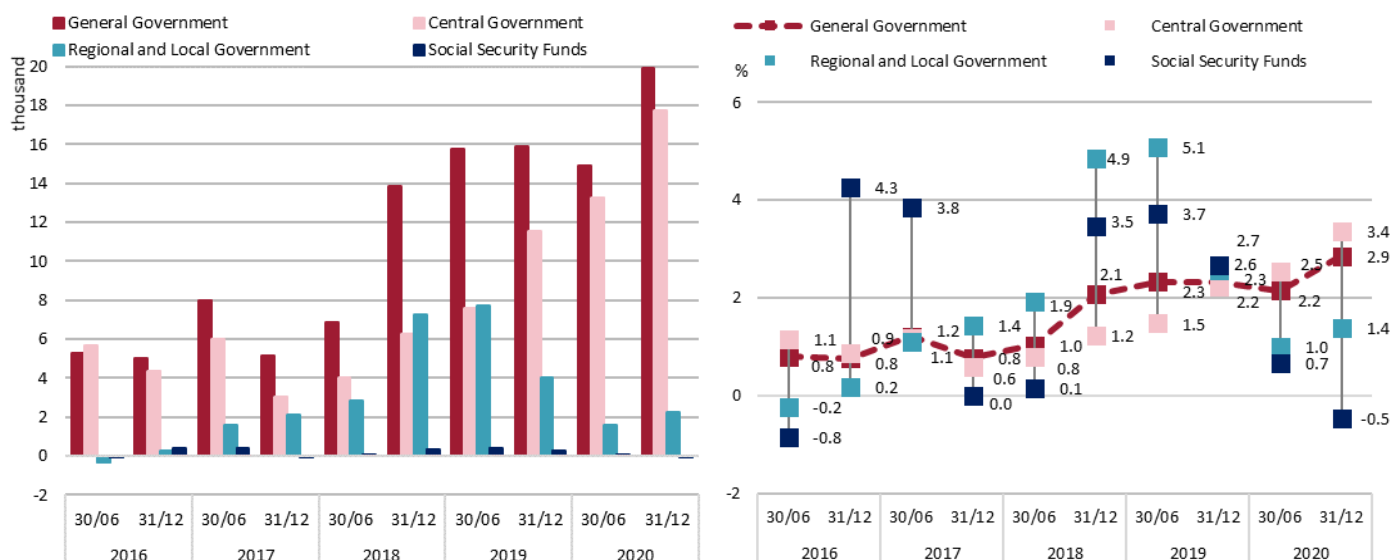
Chart 1.1: Employment in general government by subsector in 2020 and its change since 2011



Source: DGAEP/DIOEP - State Organisation Information System (available data on 30-04-2021)

The year-on-year employment rate shift for general government subsectors shows a positive change of 3.4% in central government on 31 December 2020 as compared to the last half of 2019, a growth of 1.8% in regional government, 1.3% in local government and in counter cycle a decrease of -0.5% in social security funds.

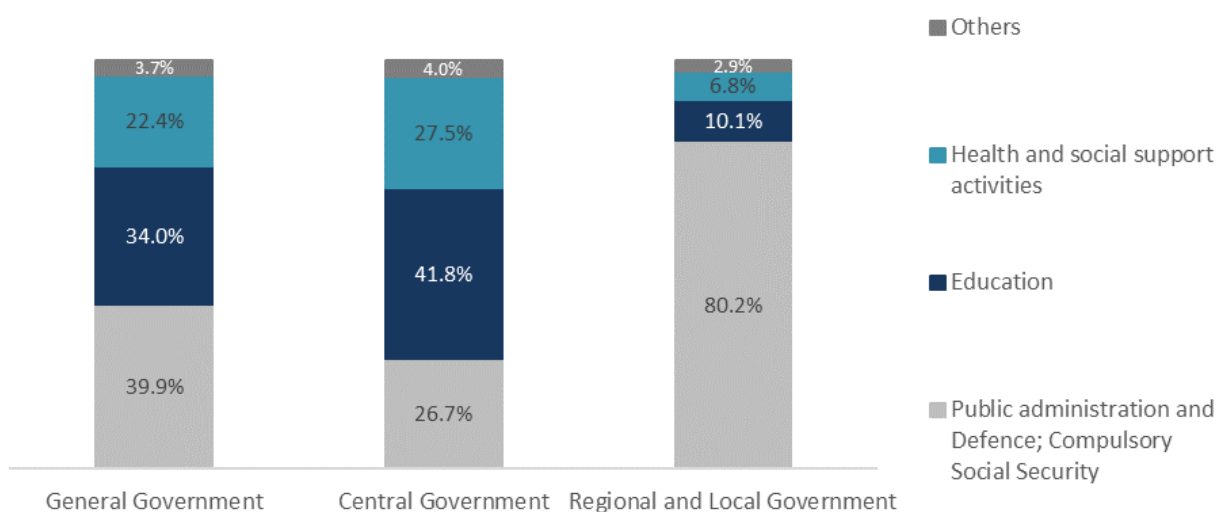
Chart 1.2: Year-on-year employment shift in general government by subsector since 2016



Source: DGAEP/DIOEP - State Organisation Information System (available data on 30-04-2021); INE - Employment Survey

On 31 December 2020, general government employment structure by economic activity showed a concentration in the activities “Public Administration and Defence; Compulsory Social Security” (39.9%), “Education” (34.0%), and “Health and Social Support Activities” (22.4%).

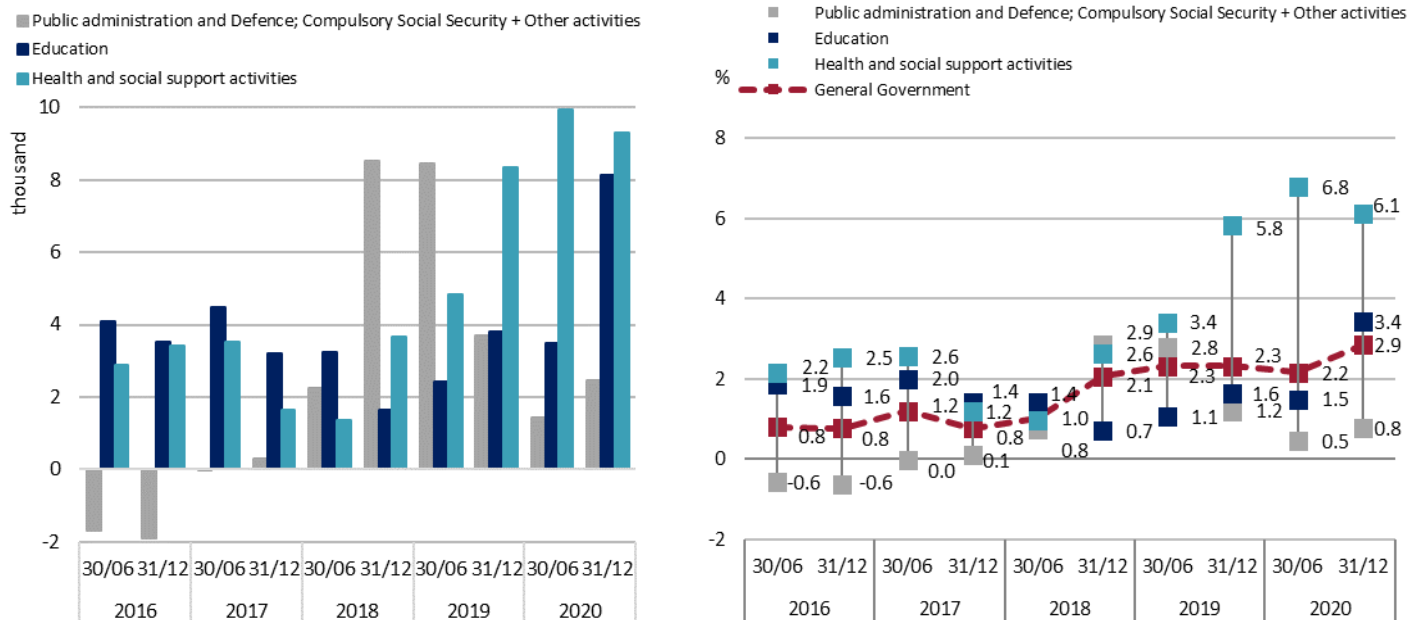
Chart 1.3: Employment structure in general government subsectors by economic activity classification, 31 December 2020



Source: DGAEP/DIOEP - State Organisation Information System (available data on 30-04-2021)

The year-on-year change in employment by economic activity shows, at the end of 2020, the positive contribution of "Health and social support activities" in employment, with a variation of 6.1% (9,318 more jobs), followed by "Education" (8,145 more jobs), corresponding to a variation of 3.4%. On the other hand, in "Public administration, defense and compulsory social security", employment registered a less marked growth (1,134 more jobs), corresponding to a year-on-year variation of 0.8%.

Chart 1.4: Year-on-year rate shift of employment by economic activities (June 2016 to 31 December 2020)



Source: DGAEP/DIOEP - State Organisation Information System (available data on 30-04-2021)

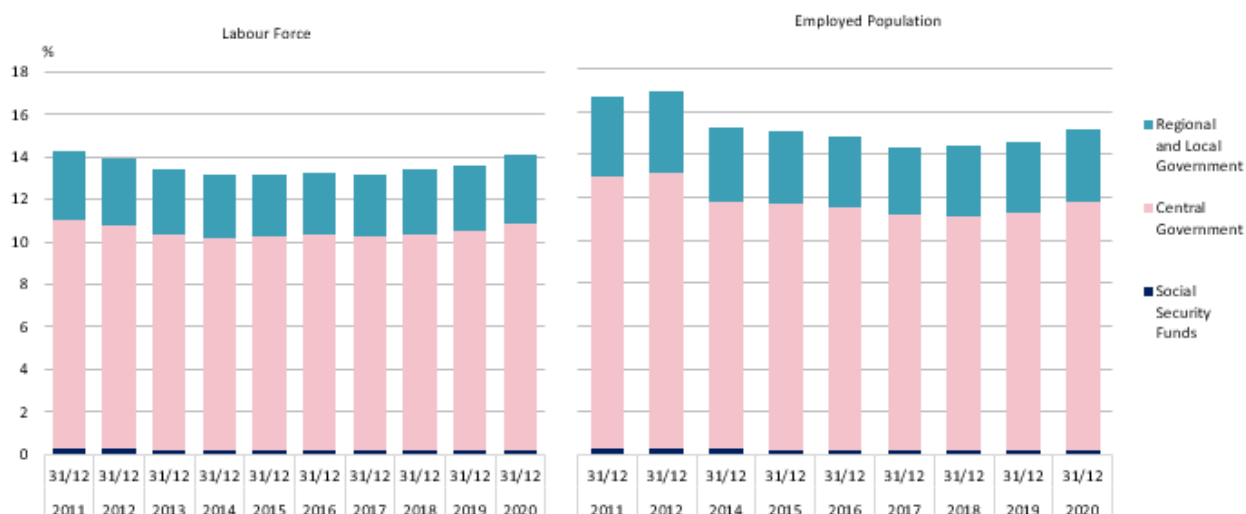
On 31 December 2020, 14.1 of each 100 workers which form the labour force (employed and unemployed) worked in a government entity (table 1.2). Central government employment changes have significantly contributed to the present indicator trend over the series (Chart 1.5).

Table 1.2 Public employment share of the labour market by subsector and gender, 31 Dec. /4th Quarter 2020

Unit: work post	Public employment by gender 31-Dec-2020			Share of total population by gender (%)			Share of labour force by gender (%)			Share of employed population by gender (%)		
	M	W	Total	M	W	Total	M	W	Total	M	W	Total
General Government	278 796	440 151	718 947	5.7	8.1	7.0	10.9	17.3	14.1	11.7	18.7	15.2
Central Government	195 464	349 944	545 408	4.0	6.4	5.3	7.6	13.7	10.7	8.2	14.9	11.5
Regional Government of Azores	6 660	12 645	19 305	0.1	0.2	0.2	0.3	0.5	0.4	0.3	0.5	0.4
Regional Government of Madeira	5 963	13 960	19 923	0.1	0.3	0.2	0.2	0.5	0.4	0.3	0.6	0.4
Local Government	68 776	54 761	123 537	1.4	1.0	1.2	2.7	2.1	2.4	2.9	2.3	2.6
Social Security Funds	1933	8 841	10 774	0.0	0.2	0.1	0.1	0.3	0.2	0.1	0.4	0.2

Source: DGAEP/DIOEP - State Organisation Information System (available data on 30-04-2021); INE - Employment Survey

Chart 1.5: Public employment share of the labour market by subsector, 31 Dec. /4th Quarter 2011 to 31 Dec. /4th Quarter 2020



Source: DGAEP/DIOEP - State Organisation Information System (available data on 30-04-2021); INE - Employment Survey

2. Employees in and out flows in general government subsectors

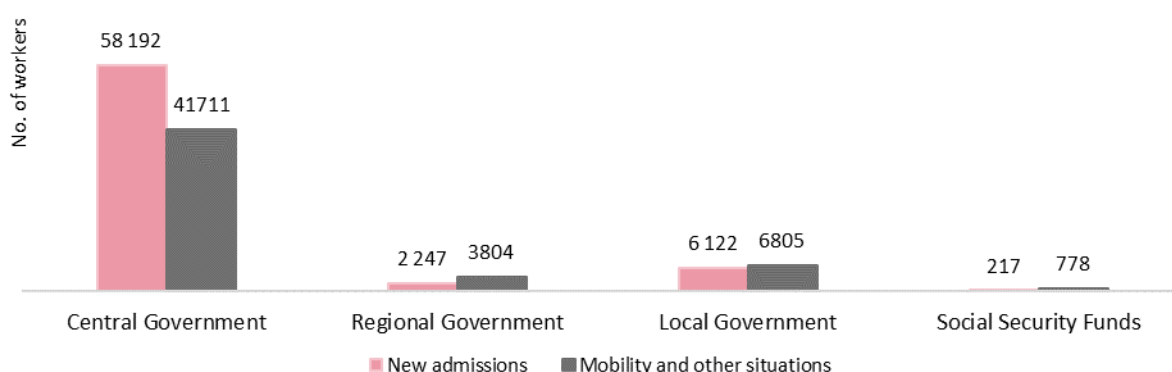
Staff in and outflows at the end of 2020 in general government shows a positive net balance of 9,634 work posts. This result is justified, over the year, mainly by in and outflows of staff registered in central government (7,293 work posts), with a special focus on the Ministry of Education due to the hiring of teachers and kindergarten teachers for the 2020/2021 academic year.

In 2020, general government registered a total of 66,778 new admissions.

New admissions correspond to new recruitments and include employees from entities that integrated the subsector through reclassification.

Mobility and other situations refer to internal recruitment, mobility, public employees' temporary transfer due to public interest, return from unpaid leave or experimental period, limited executive tenure (beginning or resumption) and other situations.

Chart 2.1: Staff inflow in general government subsectors (2020)



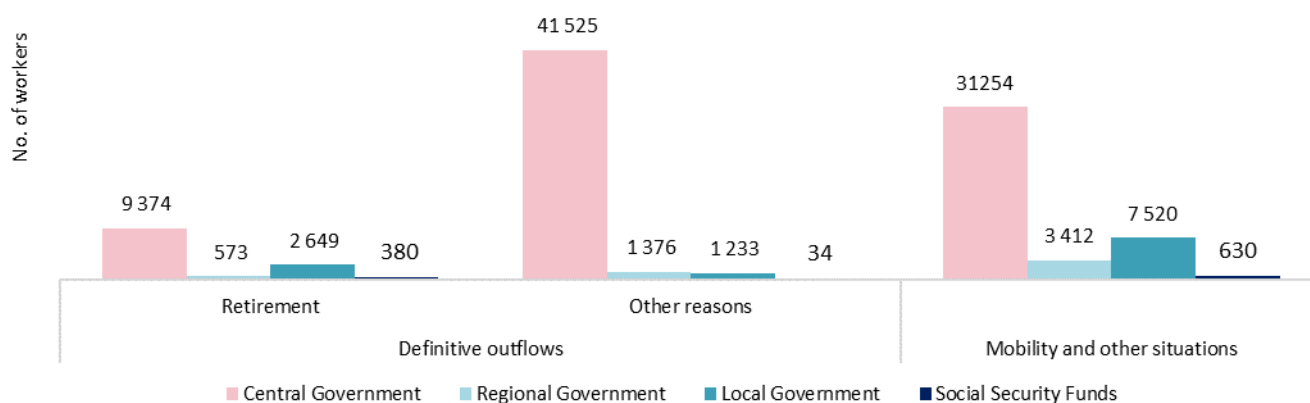
Source: DGAEP/DIOEP - State Organisation Information System (available data on 30-04-2021)

In 2020, retirement accounts for 27.7% of the definitive outflows of employees in general government (57,144 exits), 18.4% in central government, and 55.3% in regional and local government, when the employees' outflows due to mobility and other situations are not considered (Chart 2.2).

Definitive out flows occurred due to: retirement, employment relationship termination as a result of contract expiry situations or owing to reasons imputable to employee or employer and death.

Mobility and other situations include mobility, public employees' temporary transfer due to public interest, unpaid leave, unsuccessful experimental period termination, placement under requalification situation, limited executive tenure (end/beginning in other entity) and other situations.

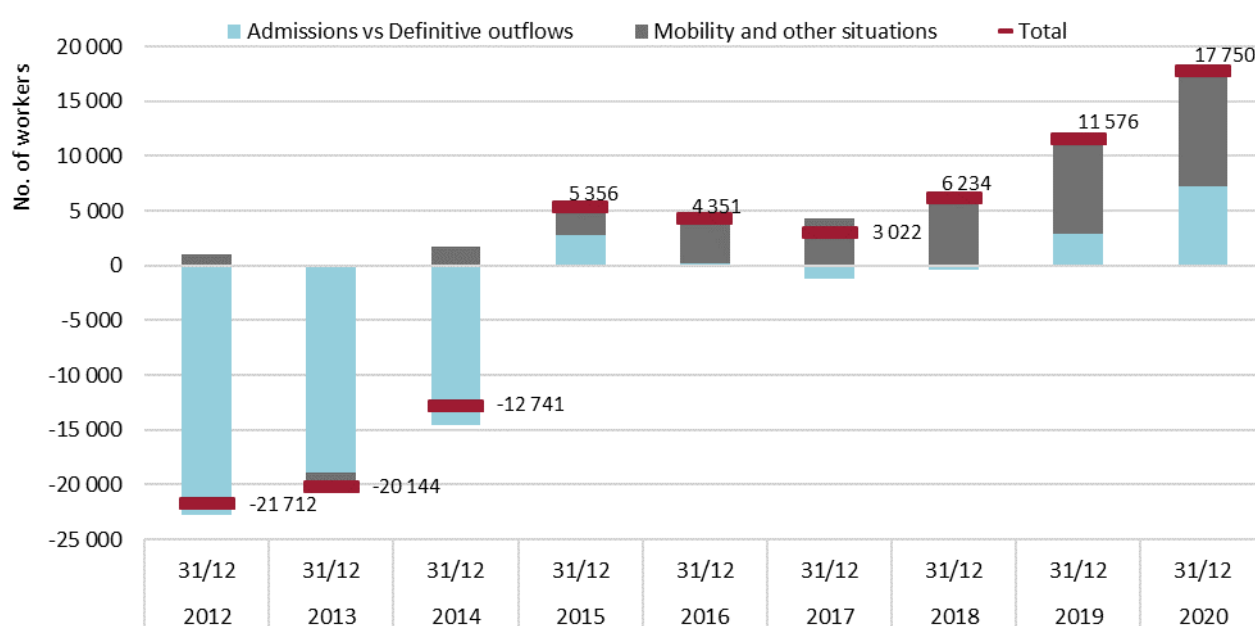
Chart 2.2: Staff outflow in general government subsectors (2020)



Source: DGAEP/DIOEP - State Organisation Information System (available data on 30-04-2021)

Central government is the main contributor to in and out flows registered over the years. Results for the period between 2012 and 2014 are justified by the recruitment freeze set for all subsectors, alongside with a high retirement level. As from 2014 retirement numbers decreased due to changes in the policy that sets an increasing penalization for early retirement cases regarding the legal age limit (66 years and 5 months in 2020) and length of service (40 years). This penalty policy is linked to economic factors and the growth of average life expectancy. The positive balance registered as from 2015 is mainly due to new admissions that occurred at the Ministry of Education and the National Health Service.

Chart 2.3: In and out flows balance in central government from 2012 to 2020



Source: DGAEP/DIOEP - State Organisation Information System (available data on 30-04-2021)

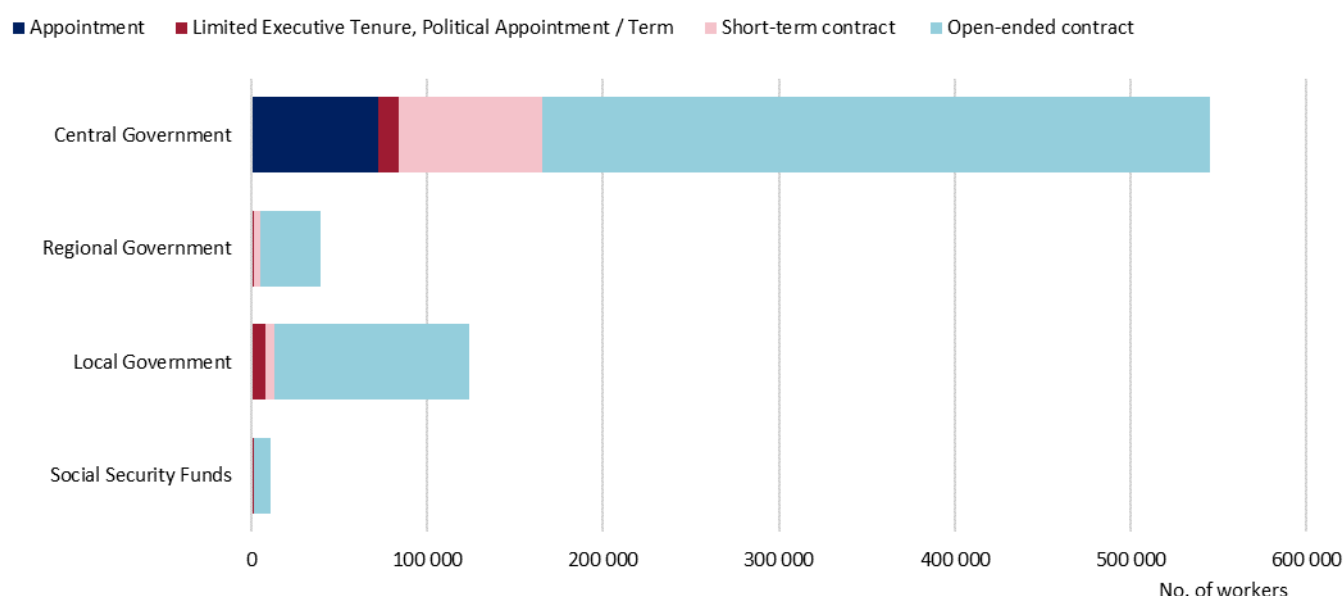
3. Employment in general government subsectors by employment relationship type

In 2009, within the scope of public administration reform process, new normative texts changed the civil service system leading to a new legal framework. Portuguese public administration shift from a career-based system to a position-based system leading to the entry into force of a new Public Functions Employment Contract Scheme. As a result, the employment legal relationship of appointment is reserved for cases of fulfilment of functions within the scope of the following assignments, competencies and activities: generic and specific missions of armed forces in permanent establishment plans; external representation of the state; intelligence and security; criminal investigation, public security in public space and in institutional services namely prisons and courts, inspection.

On the other hand, public employment contract, with exception of management positions, shall be applied to remaining posts, i.e. the majority of staff performing public functions.

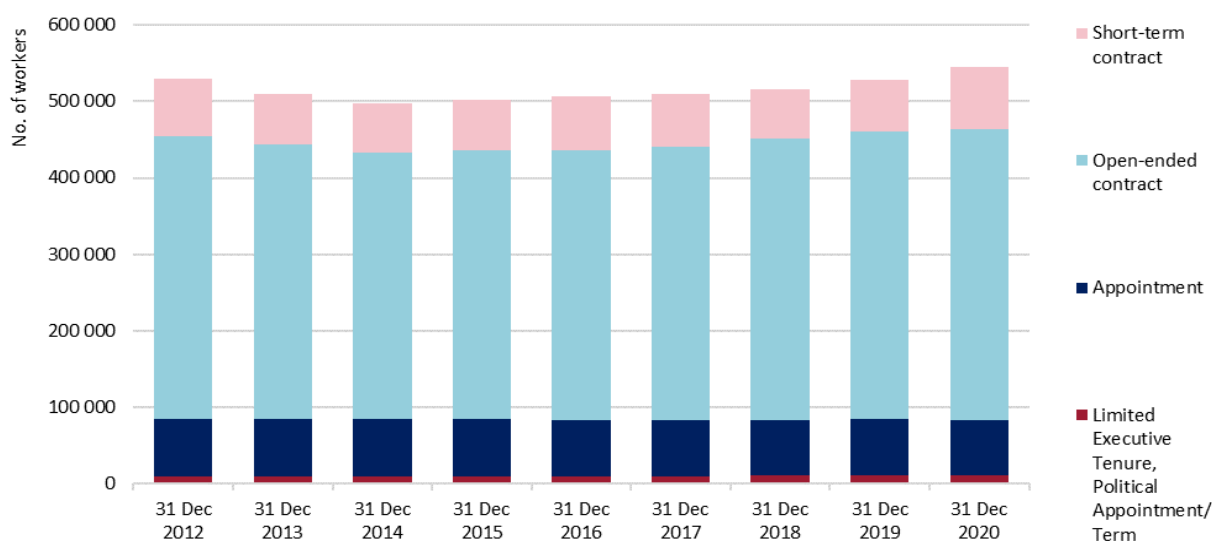
The limited executive tenure is the employment relationship applied to management positions.

Chart 3.1: Employment in general government subsectors by relationship type (December 2020)



Source: DGAEP/DIOEP - State Organisation Information System (available data on 30-04-2021)

Chart 3.2: Employment in central gov. by relationship type in December 2019 and its change since 2012



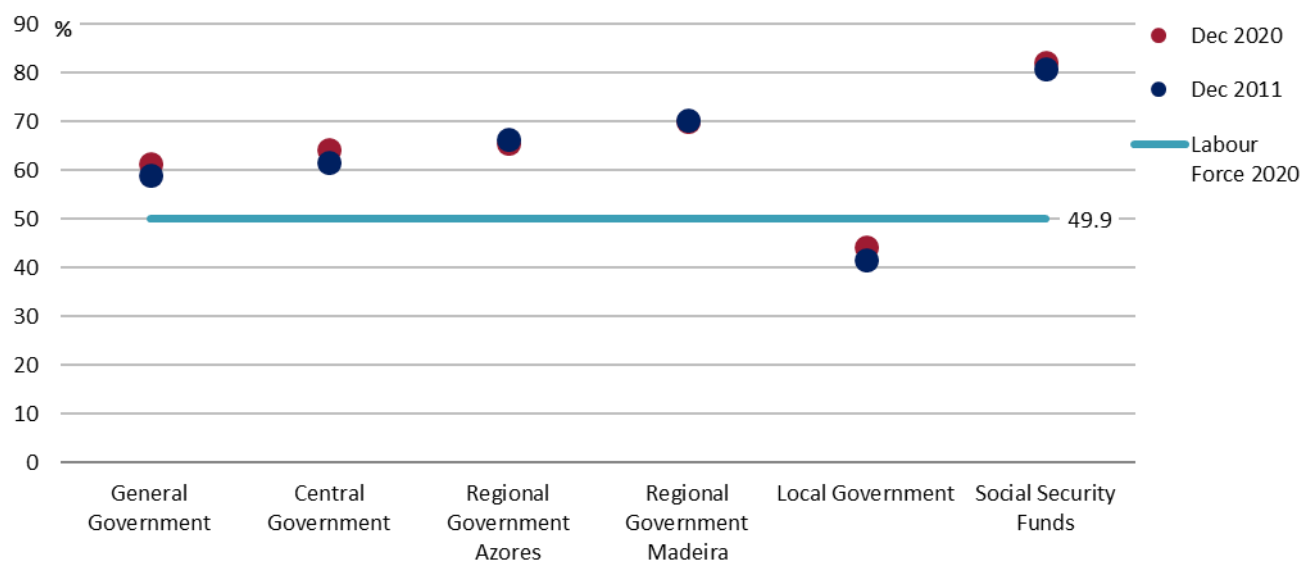
Source: DGAEP/DIOEP - State Organisation Information System (available data on 30-04-2021)

4. Women in general government employment

In December 2020 women make up a larger portion of the general government workforce (61.2%) than the total labour force, where women account for 49.9% of that total (Chart 4.1). In the regional governments of the Azores and Madeira, the feminisation rate is higher, at 65.5% and 70.1%, respectively.

However, the share of women working at local government level falls to 44.3%, reflecting the importance that support staff posts, filled mainly by men, represent in this government level, as well as male dominated occupations such as firefighters and municipal police (Table 4.1).

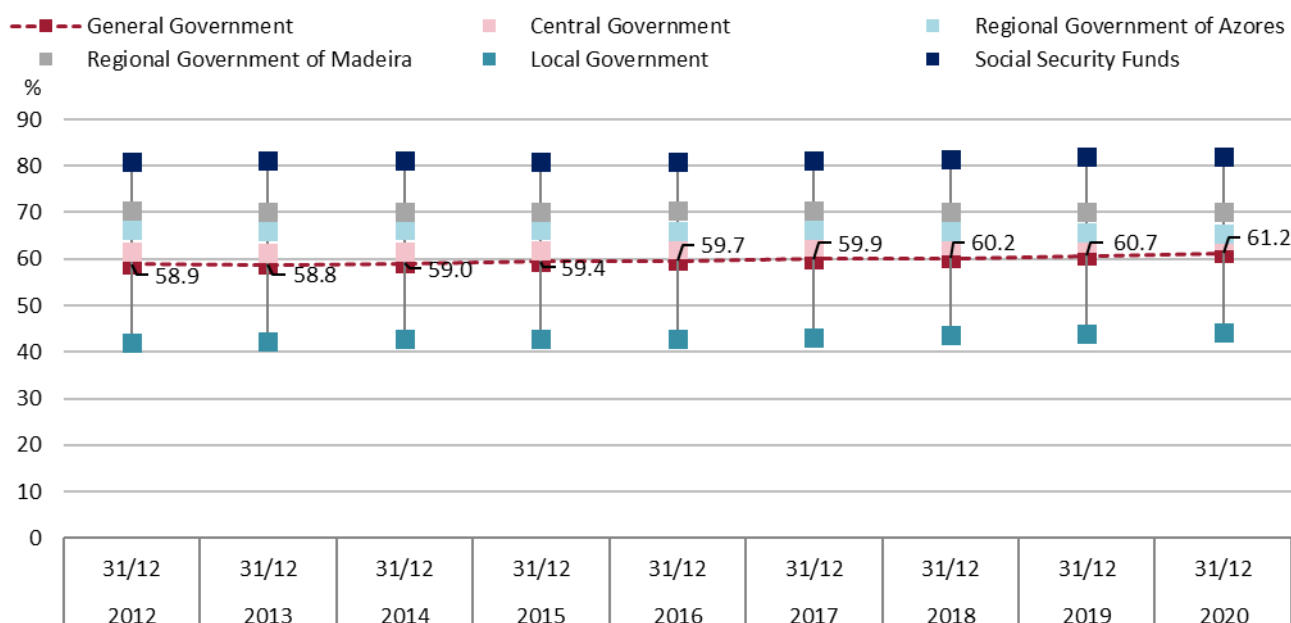
Chart 4.1: Women in general government subsectors compared to women in the labour force (Dec. 2011 and 2020)



Source: DGAEP/DIOEP- State Organisation Information System (available data on 30-04-2021)

The share of women working in general government registers a steady slight increase as from 2014.

Chart 4.2: Women in general government subsectors in 2020 and its change since 2012



Source: DGAEP/DIOEP- State Organisation Information System (available data on 30-04-2021)

Table 4.1: Employment in general government subsectors by post/career/staff group and gender (December 2020)

<i>Unit: work post</i>	GENERAL GOVERNMENT		CENTRAL GOVERNMENT		REGIONAL GOVERNMENT		LOCAL GOVERNMENT		SOCIAL SECURITY FUNDS	
POSITION / CAREER / GROUP	M	W	M	W	M	W	M	W	M	W
Total	278 796	440 151	195 464	349 944	12 623	26 605	68 776	54 761	1 933	8 841
Senior managers	1 020	727	751	565	112	84	152	66	5	12
1st grade senior managers	446	202	265	129	63	32	116	37	2	4
2nd grade senior managers	574	525	486	436	49	52	36	29	3	8
Middle managers	5 163	6 603	2 755	3 521	343	371	1 789	1 972	276	739
1st middle managers	1 449	1 450	959	1 044	170	159	295	208	25	39
2nd middle managers	2 576	3 332	1 232	1 623	142	195	1 093	1 210	109	304
3rd middle managers	1 138	1 821	564	854	31	17	401	554	142	396
Professionals	23 006	48 455	12 395	27 352	1 299	2 462	8 765	15 722	547	2 919
Administrative staff (a)	24 599	65 294	13 076	36 897	1 462	4 454	9 392	20 079	669	3 864
Auxiliary staff (b)	68 327	94 398	21 450	72 008	4 474	6 089	42 226	15 390	177	911
ICT Staff	3 772	1 436	2 055	887	322	127	1 225	333	170	89
Magistrates	1 470	2 483	1 470	2 483	0	0	0	0	0	0
Diplomats (c)	283	104	283	104	0	0	0	0	0	0
Scientific research staff	1 525	2 107	1 518	2 103	7	4	0	0	0	0
University Professor	8 761	6 865	8 761	6 865	0	0	0	0	0	0
Polytechnic Professor	5 463	5 064	5 463	5 064	0	0	0	0	0	0
Teachers	31 148	109 018	28 114	100 459	2 957	8 195	65	247	12	117
Inspection Staff	855	989	672	738	110	85	0	0	73	166
Doctor	11 186	19 927	10 694	19 077	492	850	0	0	0	0
Nurse	8 704	43 598	8 078	40 630	621	2 945	2	11	3	12
Other health staff	2 378	10 018	2 198	9 339	179	667	0	0	1	12
Taxes and Borders Staff	3 917	5 220	3 850	5 078	67	142	0	0	0	0
Justice Staff	3 454	8 542	3 437	8 448	17	94	0	0	0	0
Armed Forces	22 864	3 356	22 864	3 356	0	0	0	0	0	0
Security Forces	45 369	4 935	45 300	4 935	69	0	0	0	0	0
Firefighters	2 476	91	233	6	0	0	2 243	85	0	0
Municipal police (d)	1 307	297	0	0	0	0	1 307	297	0	0

Source: DGAEP/DIOEP - State Organisation Information System (available data on 30-04-2021)

Notes: (a) to (c) includes staff of external services of the Foreign Affairs area of government;

(d) includes staff of the special career of the Public Security Police (PSP) integrated in the Municipal Police of Lisbon and Oporto.

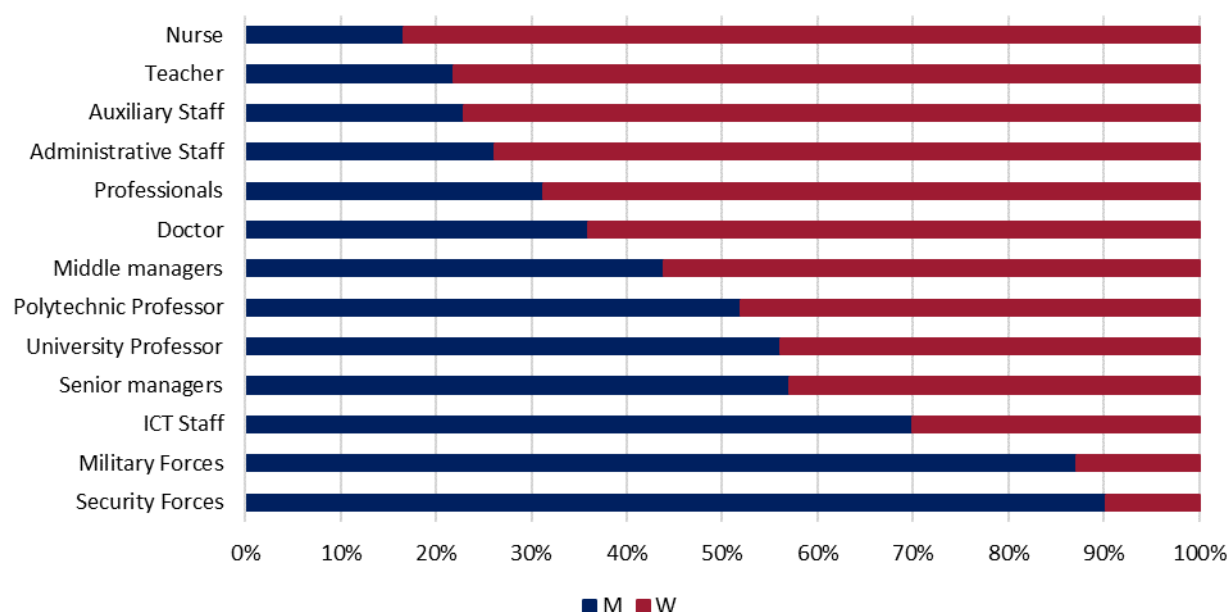
By focusing on central government posts, careers and staff groups the higher women representation in general regime careers may be confirmed: professionals (68.8%), administrative staff (73.8%) and auxiliary staff (77%). This higher female representation percentage is also registered in the majority of special regime careers of which we have selected the following: nurse (83.4%), kindergarten, basic and secondary teacher (78.1%) and doctor (64.1%).

However, women are less represented in higher management posts where they fill only 42.9% of senior management positions. Such gender imbalance in the upper echelon of government weakens the role of women in decision making.

On the other hand, staff groups such as ICT (69.9%), university professors (56.1%) and polytechnic professors (51.9%),

still maintain a higher men representation. Finally, chart 4.3 confirms that military (87.2%) and security forces (90.2%) are traditionally male occupations.

Chart 4.3: Employment in central government by post/career/staff group and gender (December 2020)



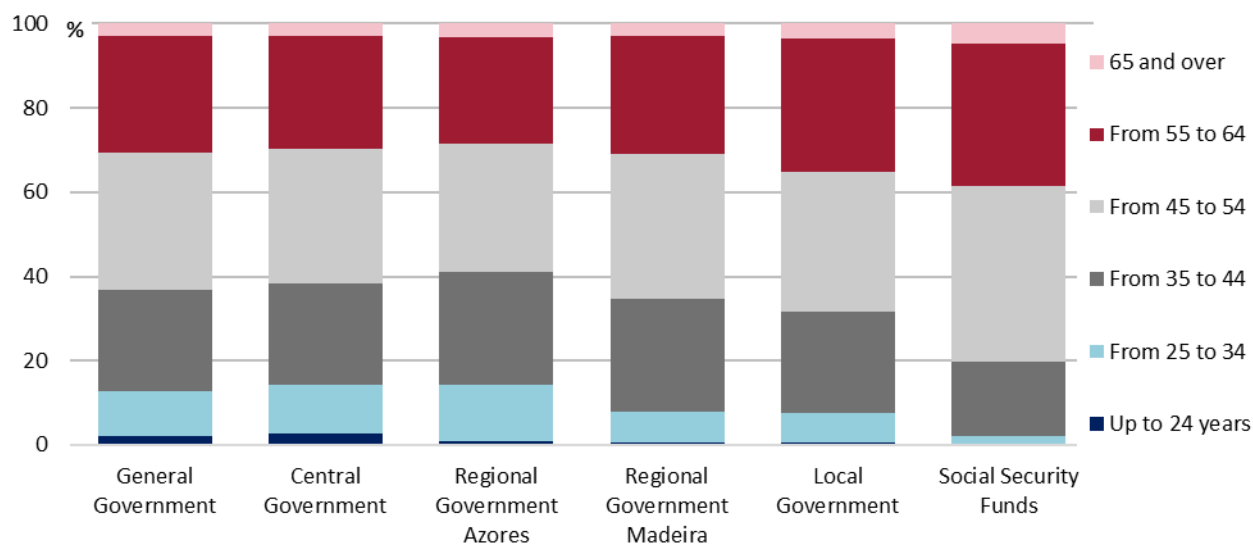
Source: DGAEP/DIOEP: BOEP No. 21, June 2021

5. Employment in general government by age groups

On 31 December 2020, general government employees aged over 45 years old represented 63.1% of total employment. Of these, 32.4% were in the 45-54 age group, 27.6% were in the 55-64 age group, and 3.1% were in the over 65 age group. These age groups distribution highlights the ageing problem in the civil service.

The analysis of the age structure by subsector reveals the least aged employment in the Azores regional administration (41.2% of workers were less than 44 years old), while in local administration and social security funds the age groups 45 and older were more important (Chart 5.1).

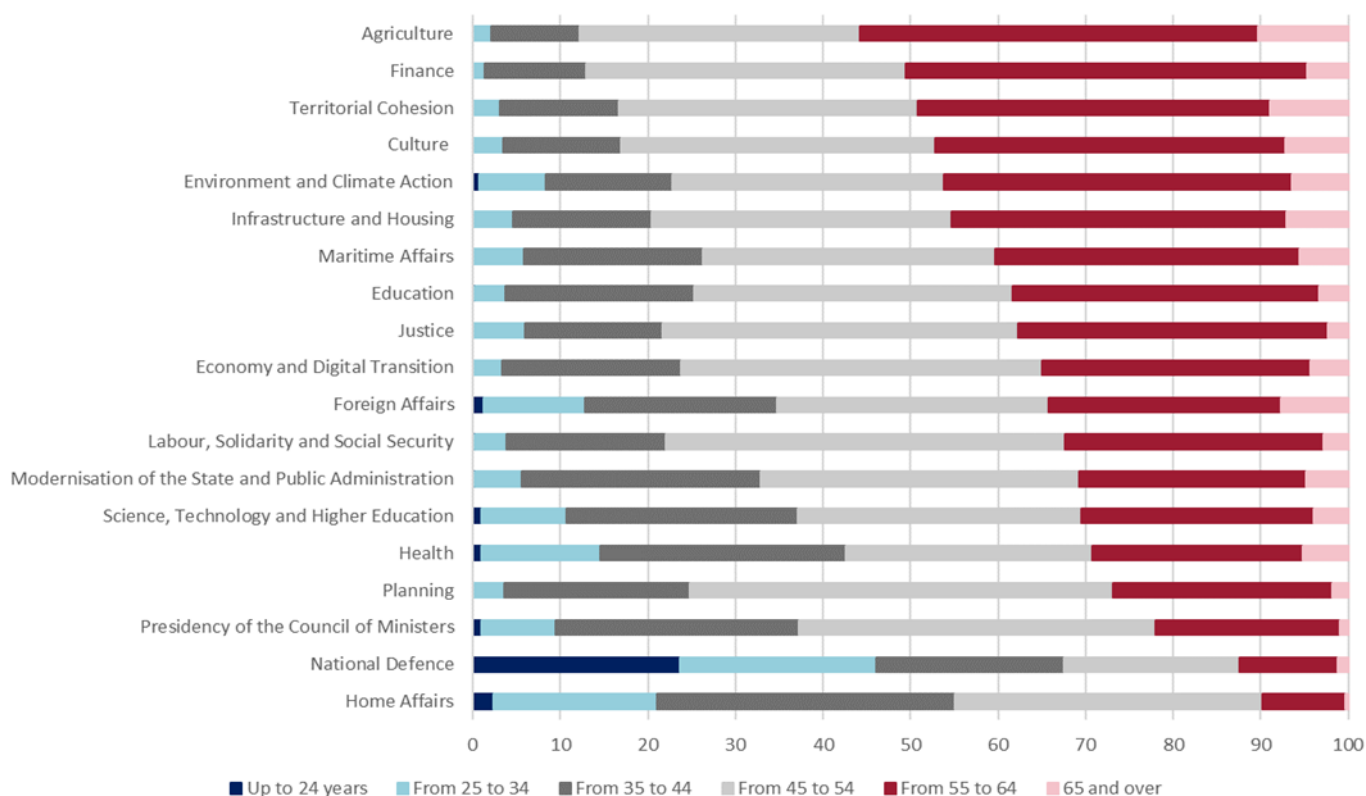
Chart 5.1: Employment in general government subsectors by age groups (December 2020)



Source: DGAEP/DIOEP - State Organisation Information System (available data on 30-04-2021)

Focusing on governmental areas, Agriculture and Finance present the most aged employment, with more than half of the employees being over 55 years of age (55.8% in Agriculture and 50.5% in Finance). On the other hand, the governmental area of National Defence has the highest proportion of under 24-year-old employees (23.6%), while the average for the general government is 2.1% (Chart 5.3). In 8 governmental areas there are no employees in this age group.

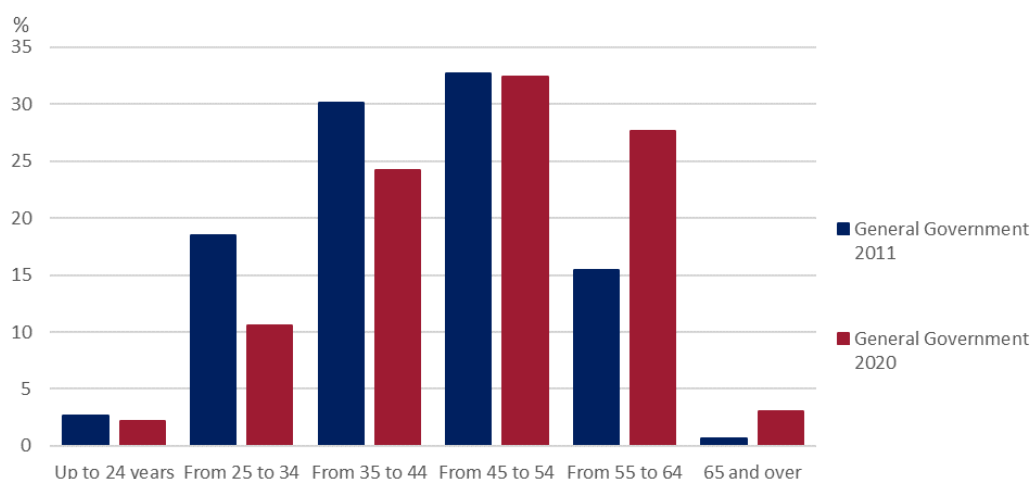
Chart 5.2: Age groups by government areas in % (December 2020)



Source: DGAEP/DIOEP - State Organisation Information System (available data on 30-04-2021)

Between 31 December 2011 and 31 December 2020 there was a decrease in the number of general government employees in all age groups below 55 years. This decrease was more pronounced in the 25-34 and 35-44 age groups (respectively 7.9 p.p. and 5.9 p.p. less in 2020 than in 2011). On the other hand, the over 55 age groups gained importance in the PA age structure (14.6 p.p. more than in 2011).

Chart 5.3: Employment by age groups in 31 December 2011 and 31 December 2020



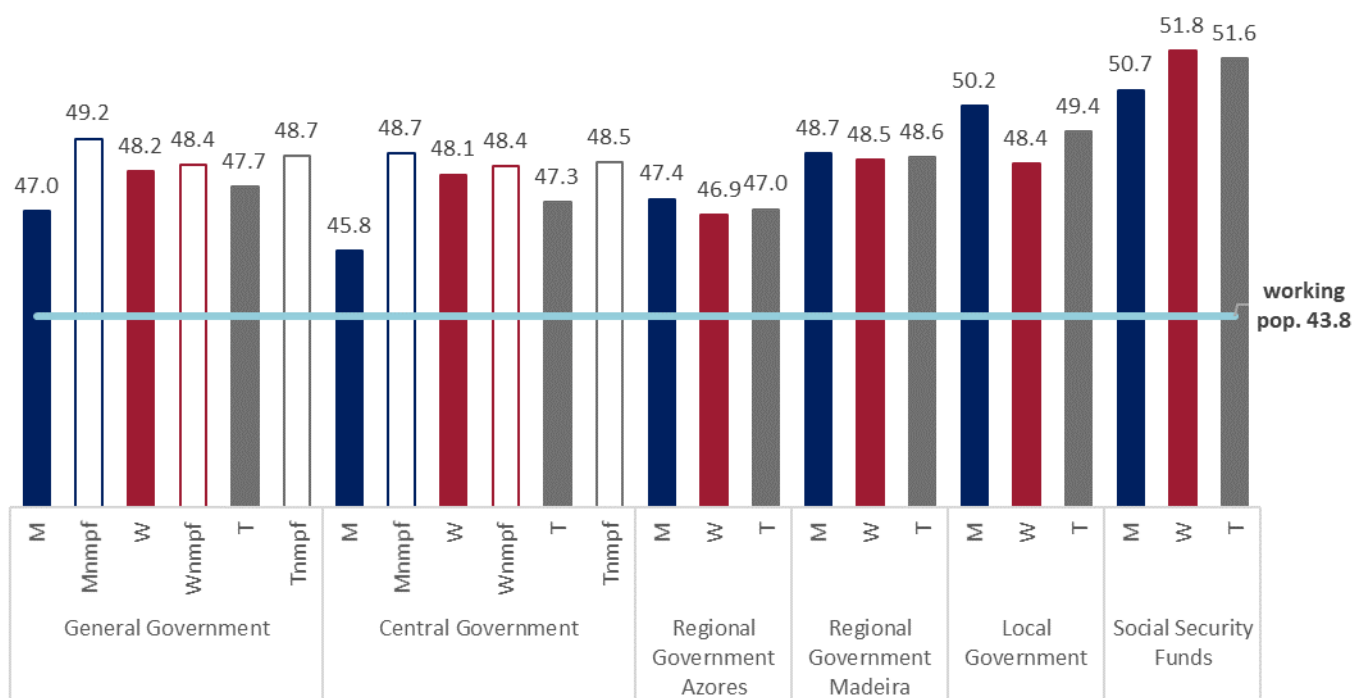
Source: DGAEP/DIOEP - State Organisation Information System (available data on 30-04-2021)

The estimated average age for general government employees, on 31 December 2020, is 47.7 years old. It stands 3.9 years higher regarding the national labour force average age of 43.8 years old. The social security funds and local government are the subsectors with the highest average ages, 51.6 and 49.4 years old, respectively (Chart 5.4).

Overall, the average age of women in general government is 1.2 years higher than that of men, which is mainly explained by the difference in average ages for both genders in the central government sub-sector (2.3 years).

Employees' average age increases in general and central government when the military and security forces careers are not taken into consideration due to the decrease in the youth index. As chart 4.3 shows civilian employees average age raises from 47.7 to 48.7 years old in general government and from 47.3 to 48.5 years old in central government and the greatest impact is registered for men, from 47.0 to 49.2 and 45.8 to 48.7 years old respectively.

Chart 5.4: Employees average age in general government by subsector and gender in December 2020, comparing with working population, with and without military and police forces



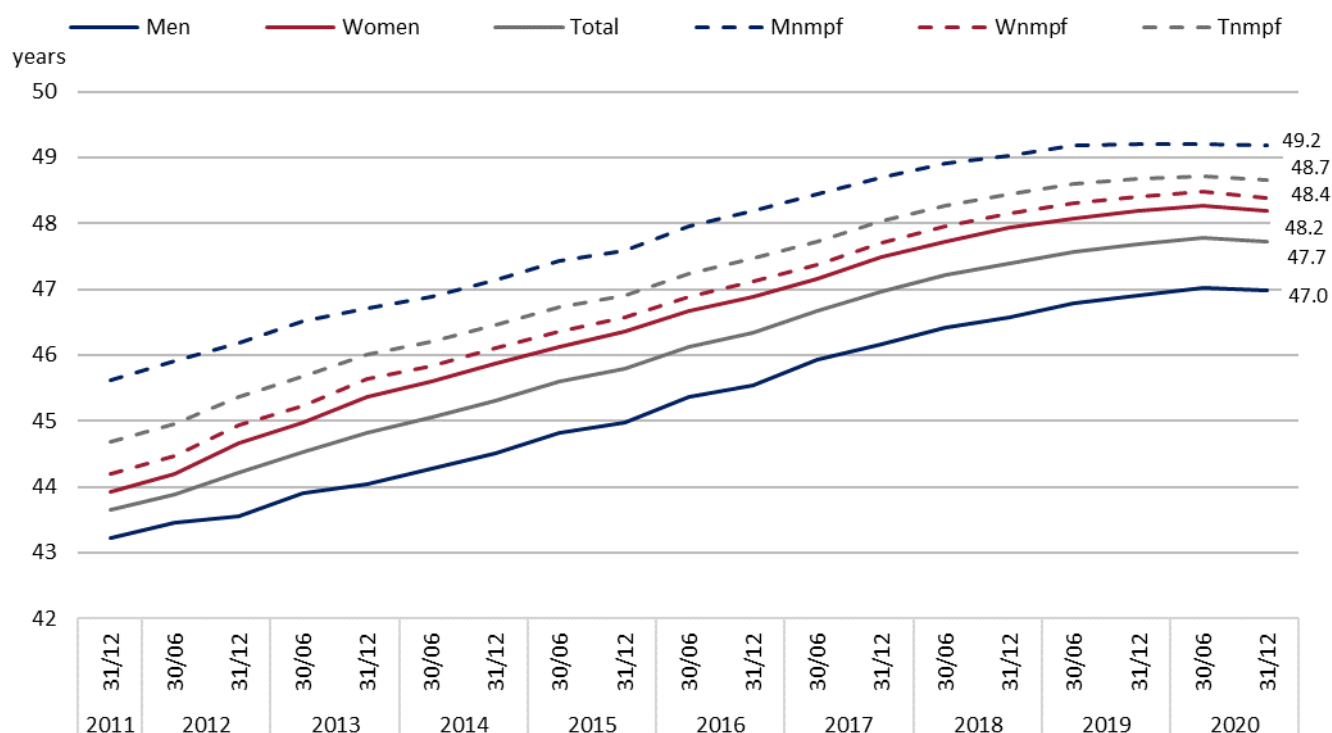
Mnmpf: Men no military and police forces;
 Wnmpf: Women no military and police forces;
 Tnmpf: Total no military and police forces.

Source: DGAEP/DIOEP - State Organisation Information System (available data on 30-04-2021); INE - Employment Survey

The estimated average age of total general government workers in 2020 increased by 4.1 years compared to the end of 2011, with the average age of women (48.2) being higher than that of men (47.0) in 2020. Not considering careers in the military and security forces, the average age of civilian general government workers generally increased to 48.7 years of age, with men's age being higher (49.2 years) than that of women (48.4 years) (Chart 5.5 and Table 5.1).

The index maintains this trend over time.

Chart 5.5: Employees' average age in general government by gender with and without military and police forces from December 2011 to December 2020



Mnmpf: Men no military and police forces;
Wnmpf: Women no military and police forces;
Tnmpf: Total no military and police forces.

Source: DGAEP/DIOEP - State Organisation Information System (available data on 30-04-2021)

The estimated average age of employees in central administration is 47.3 years, with lower values for employees in the government areas of national defence and internal administration (37.4 and 42.7 years, respectively), which is evident in the high rates of renewal and youth, particularly among men. On the other hand, the governmental areas of agriculture and finance are those with the highest estimated average ages (54.7 and 53.6 years respectively) with extremely low renewal rates.

Table 5.1: Employees' key age-related indicators by subsector, government areas and gender, 31 December 2020

	Estimated average age (in years)			Renewal index (in index number) base=100			Youth Index (in index number) base=100		
	M	W	T	M	W	T	M	W	T
General Government	47.0	48.2	47.7	31.6	18.4	23.2	33.5	26.0	28.8
No Military and Police Forces	49.2	48.4	48.7	14.8	16.8	16.1	23.0	24.9	24.2
Central Government	45.8	48.1	47.3	46.0	20.1	27.7	40.9	27.5	32.0
No Military and Police Forces	48.7	48.4	48.5	18.4	18.0	18.1	25.9	26.0	26.0
Agriculture	55.5	54.1	54.7	0.8	0.4	0.6	5.2	5.7	5.5
Finances	53.1	54.0	53.6	0.9	0.8	0.8	3.9	4.0	4.0
Territorial Cohesion	54.6	52.5	53.3	1.9	2.5	2.2	6.4	7.5	7.1
Culture	52.1	53.3	52.9	1.6	1.9	1.8	11.2	6.9	8.3
Infrastructures and Housing	51.9	52.4	52.2	0.8	1.6	1.3	15.3	8.4	11.1
Environment and Climate Action	51.2	51.9	51.6	13.0	7.4	10.2	19.7	12.1	15.7

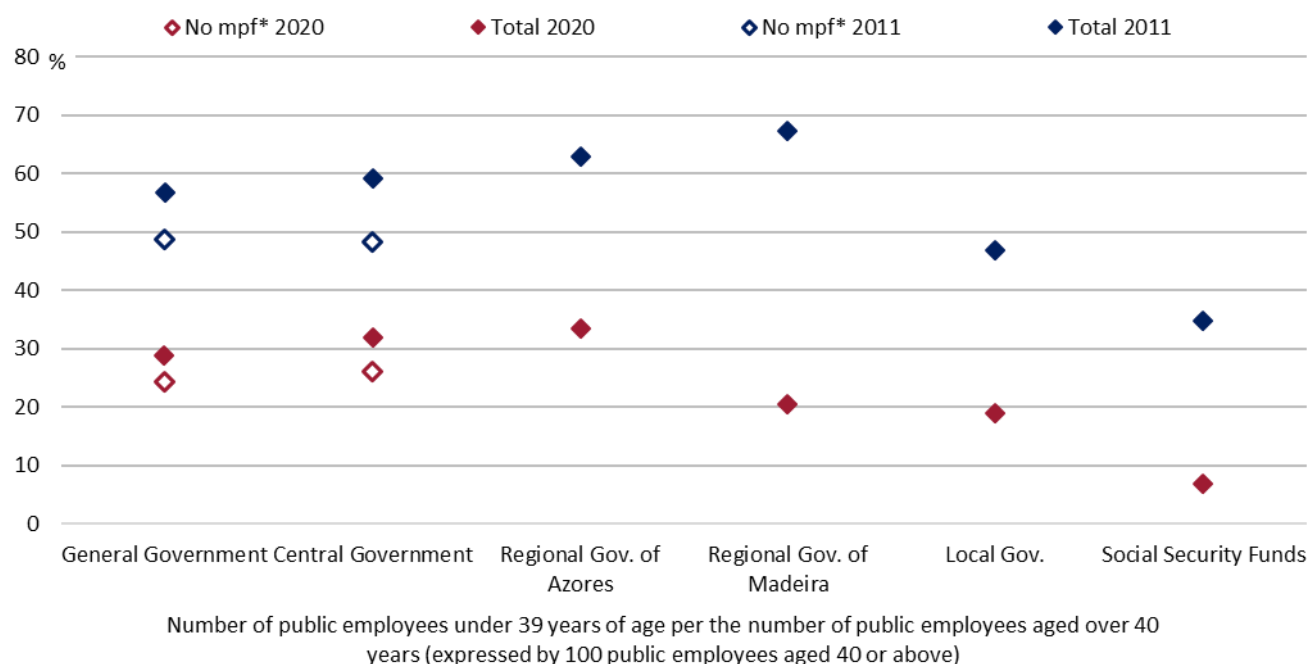
Economy and Digital Transition	50.2	51.2	50.9	7.1	2.1	3.9	12.4	7.9	9.5
Education	51.2	50.7	50.8	4.7	4.0	4.1	11.2	11.5	11.5
Maritime Affairs	50.7	50.9	50.8	5.2	4.6	4.9	17.1	15.7	16.3
Justice	48.8	52.4	50.7	6.9	3.6	4.8	15.4	8.4	11.6
Labour, Solidarity and S. Security	50.8	50.1	50.3	6.3	3.4	4.3	10.7	9.8	10.0
Planning	49.3	49.8	49.6	16.7	4.7	7.3	14.8	6.1	8.6
Modernisation of the State and Public Administration	47.5	50.3	49.4	5.4	2.4	3.2	20.5	11.8	14.5
Foreign Affairs	48.6	48.9	48.8	26.5	22.7	24.3	29.3	25.0	26.7
Science, Technology and Higher Education	48.4	47.9	48.1	17.6	13.8	15.6	26.7	27.7	27.2
M. Health	46.9	47.1	47.1	34.0	23.8	25.9	48.0	37.1	39.3
Presidency of the Council of Ministers	46.4	47.5	47.1	33.3	13.6	21.9	31.6	21.9	25.9
Home Affairs	42.6	44.1	42.7	114.3	53.5	99.5	56.4	57.9	56.6
National Defence	36.2	41.9	37.4	429.3	106.3	292.3	155.1	83.3	135.8
Regional Government of the Azores	47.4	46.9	47.0	22.1	23.7	23.1	31.9	34.2	33.4
Regional Government of Madeira	48.7	48.5	48.6	11.9	13.0	12.7	21.0	20.4	20.6
Local Government	50.2	48.4	49.4	9.3	10.6	9.8	17.8	20.6	19.0
Social Security Funds	50.7	51.8	51.6	3.0	2.4	2.5	7.6	6.7	6.9

Source: DGAEP/DIOEP: BOEP n. 21, June 2021, Table 2.1.2, page 13

In December 2020, all general government subsectors showed a youth index lower than 100, meaning that the employees' number with less than 40 years old is lower than the employees' number with 40 years old and above. The index is especially lower for Social Security Funds where for every 100 employees with an age higher than 40 years old only 6.9 employees were registered with a lower age (chart 5.6).

This situation has worsened since 2011.

Chart 5.6: General government employees' youth index with and without military and police forces by subsector on 31 December 2011 and 2020

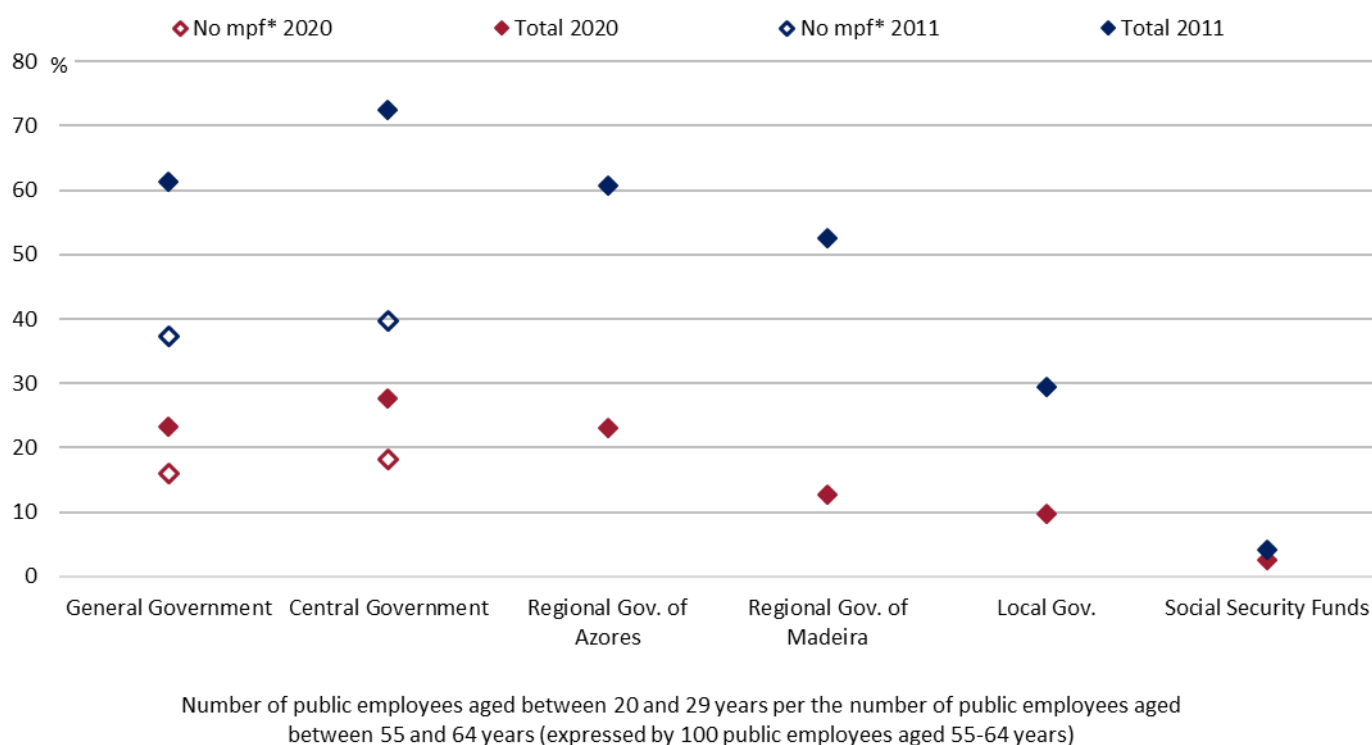


Source: DGAEP/DIOEP - State Organisation Information System (available data on 30-04-2021) *No mpf – No military and police forces

Employees' renewal index in general government subsectors is low: on 31 December 2020 for every 100 employees included in the age group from 55 years old to 64 years old, there were only 23.2 employees with ages between 20 and 29 years old. When compared to the value recorded at 31 December 2011, 61.4, there is a marked reduction which reflects the ageing problem and the impact of the recruitment freeze policies adopted as from 2010.

At both points in time, the rate of renewal decreases when excluding the military and security forces, with a higher number of young employees (Table 5.1 and Chart 5.7).

Chart 5.7: Employees' renewal index in general government subsectors with and without military and police forces on 31 December 2011 and 2020

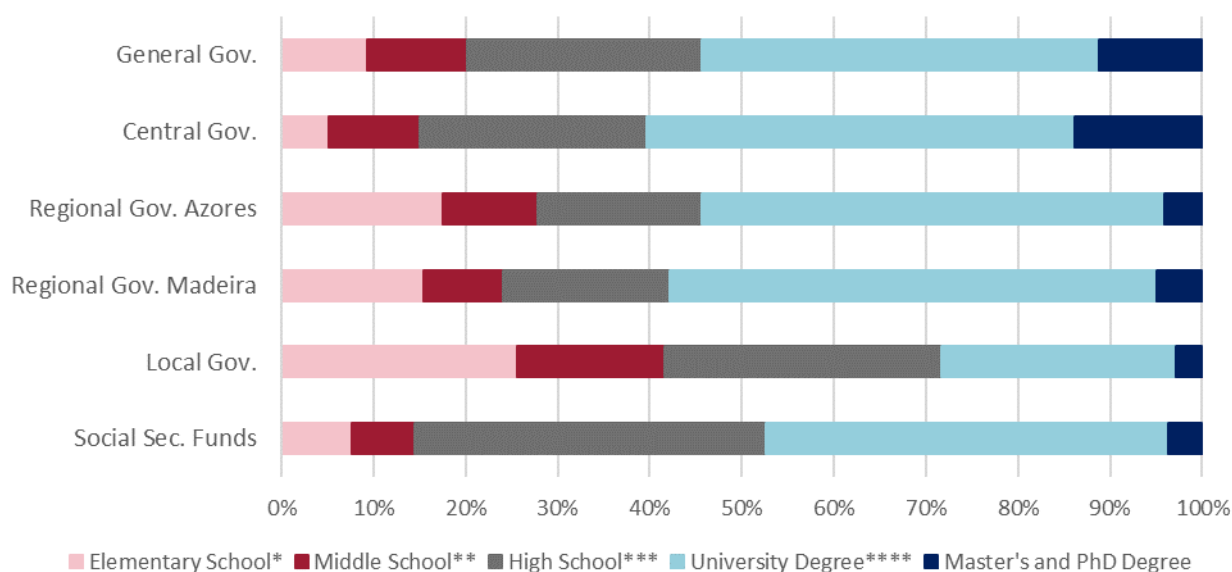


Source: DGAEP/DIOEP - State Organisation Information System (available data on 30-04-2021) *No mpf – No military and police forces

6. Schooling level in general government

At the end of 2020, more than half of general government employees held a higher education degree - graduation, Master's and PhD degrees (54.3%). Nevertheless, around 145,300 general government work posts (20.2%) are filled with employees holding basic and middle school levels. Local government registers the highest level of such schooling levels (41.6%).

At central government level the share of employees with higher education level was 60.2%. The government areas with the highest number of employees with a higher education degree (above 70%) are: Science, Technology and Higher Education (84.2%), Planning (83.5%), Territorial Cohesion (75.8%), Work, Solidarity and Social Security (74.2%), Education (73.2%), and Economy and Digital Transition (71.3%).

Chart 6.1: Employment by schooling levels in general governments subsectors (December 2020)

Source: DGAEP/DIOEP - State Organisation Information System (available data on 30-04-2021)

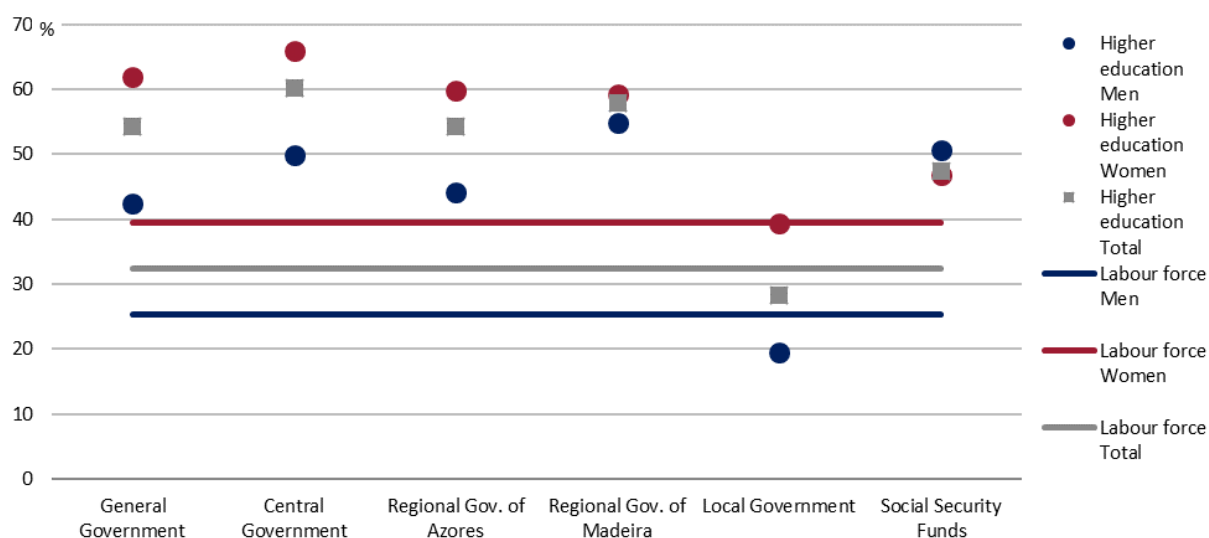
* In Portugal basic school comprises the first 6 years of schooling divided into two teaching cycles (from 1st grade to 4th grade and 5th grade to 6th grade);

** Middle school is included in basic education (basic level 3rd cycle) and ranges from 7th grade to 10th grade schooling;

***High School/Secondary education covers 11th and 12th grade, currently is the compulsory education level;

****University degree includes former Bachelor's degree

As seen above, in December 2020, 54.3% of employees in general government held a higher education degree, which is substantially above the 32.4% registered for the national labour force. Furthermore, chart 6.2 shows that the technical skill level of women is higher than that observed for men: 61.9% and 42.4%, respectively. With the exception of social security funds, this situation is found in all sub-sectors of general government. In local government the difference between the proportion of men and women with higher education is greater (39.5% and 19.4%, respectively).

Chart 6.2: Share of employees with a higher education degree in general government and in labour force by gender (31 December /4th quarter 2020)

Source: DGAEP/DIOEP - State Organisation Information System (available data on 30-04-2021)

7. Pay in general government by subsector and post/career/staff group

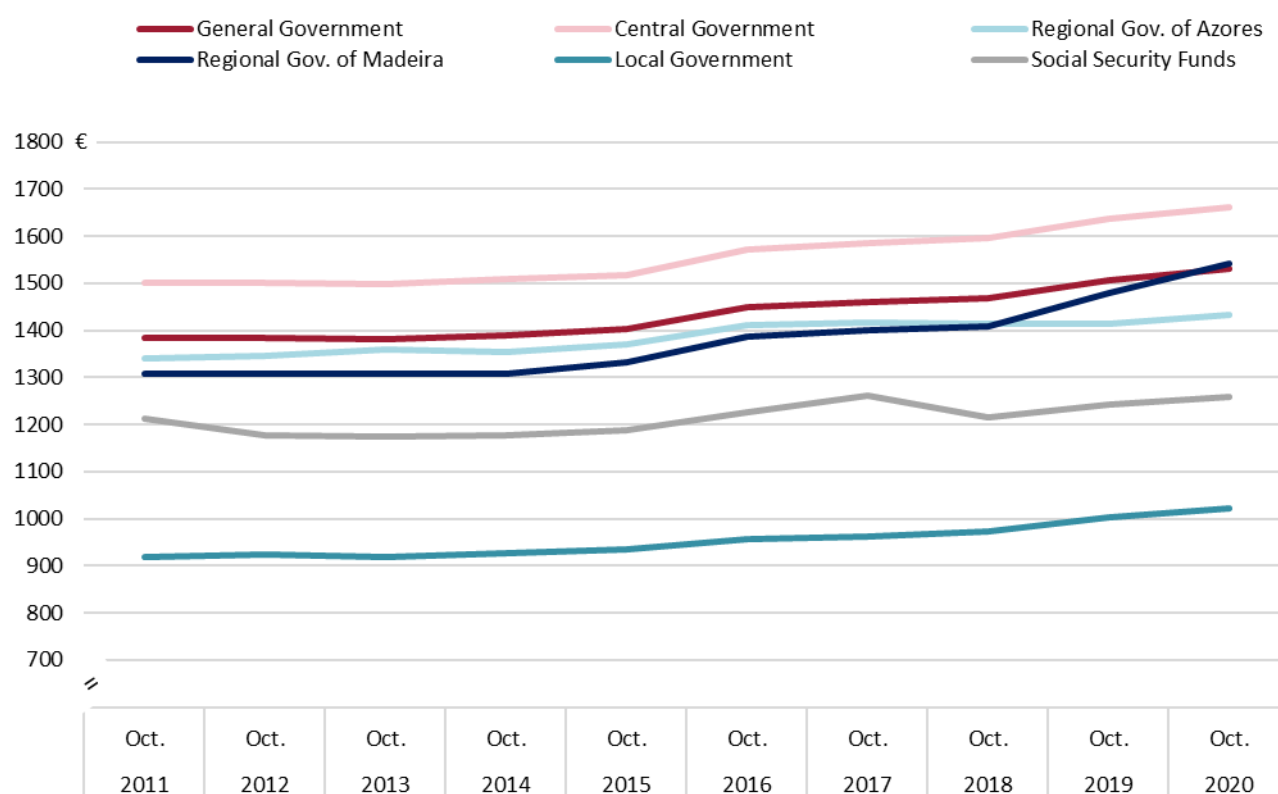
Compensation policy in Portuguese general government reflects the effects of the overall public debt reduction policies being targeted with different salary freezes and reduction measures as from 2010¹. Recently, it has reflected the progressive restitution of such salary reductions, the updating of the minimum guaranteed monthly salary, and the meal allowance update.

Alongside with these policies, the average monthly basic salary and gain also suffered from the impact of administrative reorganization measures carried out in all general government subsectors, as well as with the employees' numbers shift over time.

For the period between October 2011 and October 2020, the average monthly basic salary and gain register a similar evolution for all general government subsectors as salary policy is defined centrally by the Government and due to the reasons mentioned above (Charts 7.1 and 7.2).

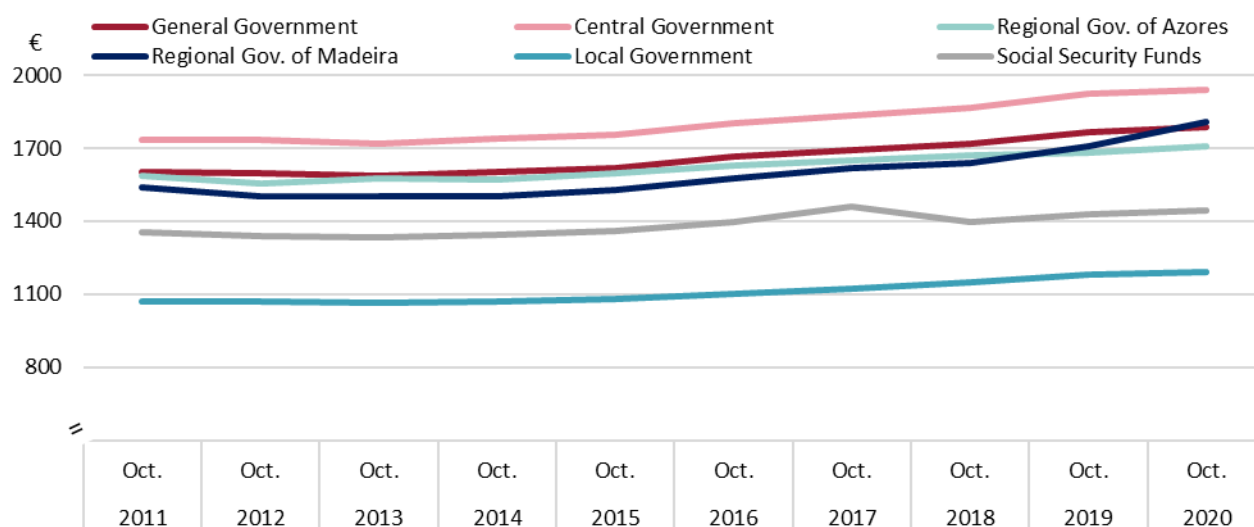
In October 2020, the average monthly basic salary for full time employees in general government stood at €1,532.2 and the average monthly gain is estimated at €1,788.9. Central government employees show the highest average monthly basic salary (€1,662.5) and average monthly gain (€1,941.5). On the other hand, local government employees register the lowest earnings.

Chart 7.1: Average monthly basic salary for full time employees in general government subsectors from October 2011 to October 2020



Source: DGAEP/DIOEP- State Organisation Information System (available data on 30-04-2021)

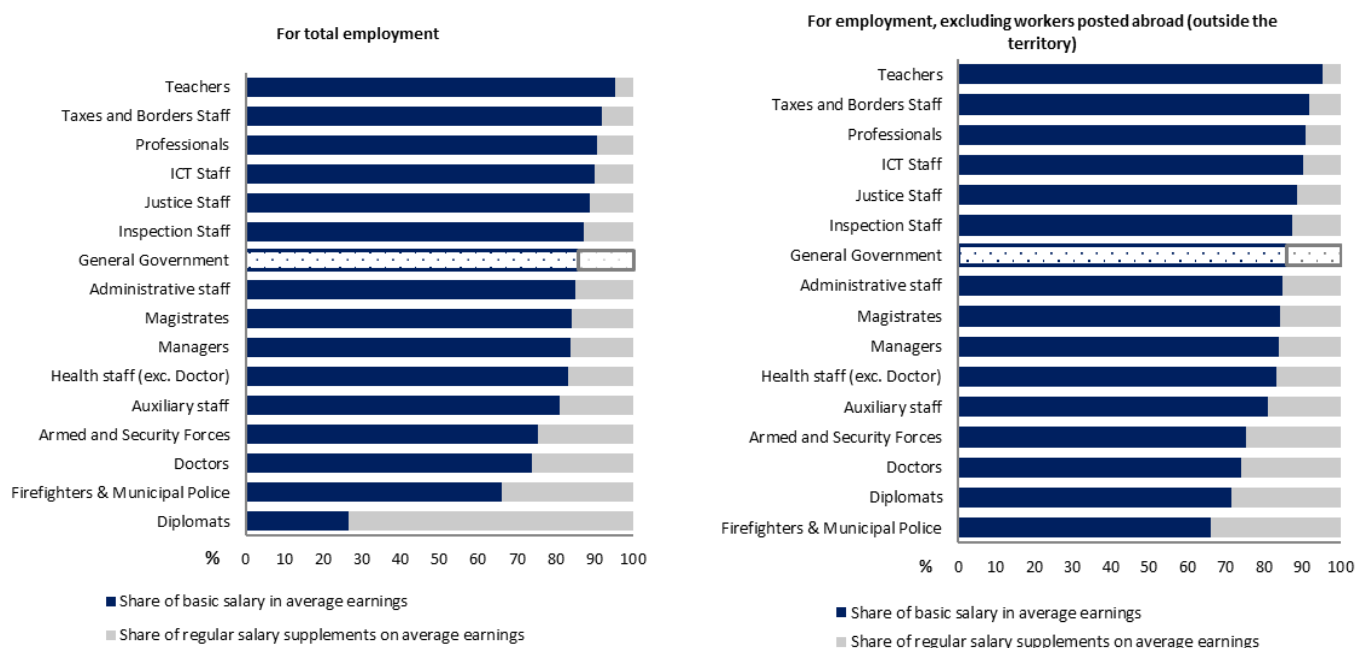
¹ For further information on compensation policy since 2010, please see technical notes

Chart 7.2: Average monthly gain for full time employees in general government subsectors from October 2011 to October 2020

Source: DGAEP/DIOEP- State Organisation Information System (available data on 30-04-2021)

During the reference period, teaching staff continue to stand out due to the higher average basic salary share (95.2%) in relation to the average gain. On the other hand, diplomats constitute the career with the greatest differentiation in the average gain structure for the performance of duties in the Foreign Affairs Ministry internal departments and when posted abroad: considering total employment (inside and outside the national territory) regular supplements assume the greatest importance in the average gain earned monthly by diplomats (73.5%). By contrast, regular supplements account for 28.6% of the average gain when only the indicators of the career within national territory are observed (Chart 7.3).

It should be highlighted that the meal allowance and other regular pay supplements are included on supplements amount; pay for overtime work is also included in average monthly pay.

Chart 7.3: Average monthly pay structure per post, career and staff group (October 2020)

Source: DGAEP/DIOEP- State Organisation Information System (available data on 30-04-2021)

Notes: Teachers: includes teachers at all levels of education and scientific research staff; Justice Staff: includes registrar and notary staff and bailiff; Managers: includes senior and middle managers of all degrees.

8. Managers in General Government Subsectors

Compared with the same period of the previous year, there was an increase of 5.1% in the total number of managers in General government (3.9% for men and 6.2% for women approximately). Such increase is more significant in regional and local administration, 9.1% (Table 8.1).

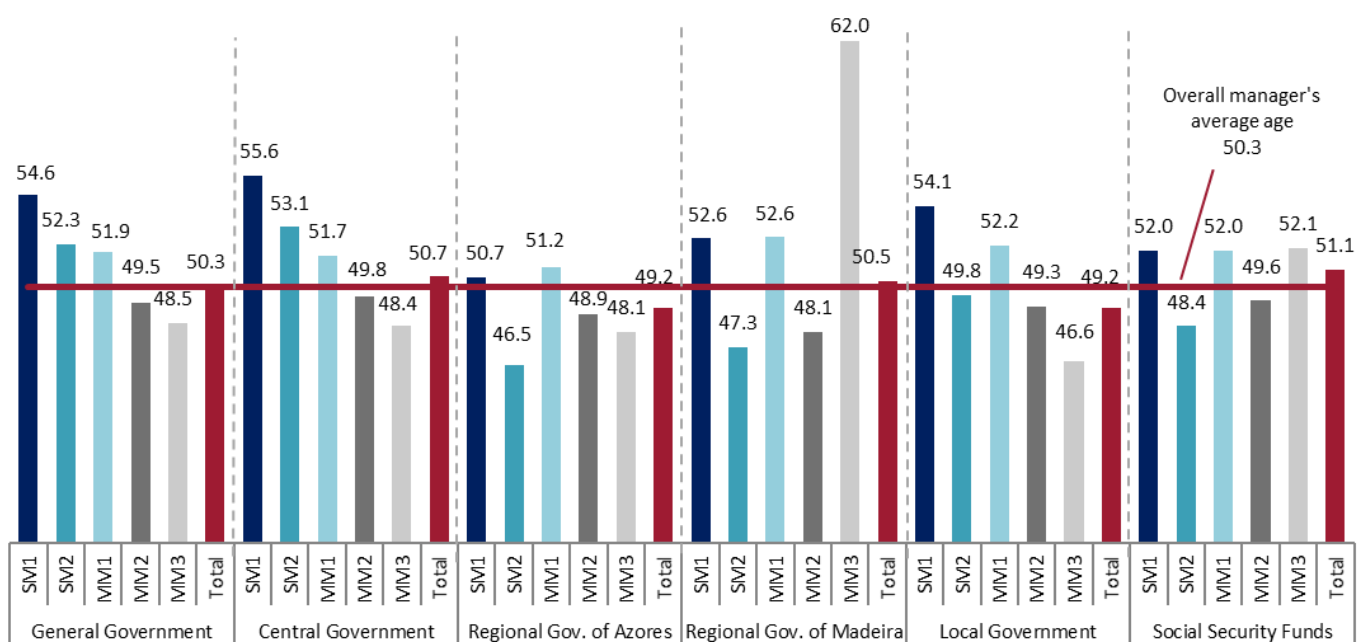
The overall average age of managers at the different levels of management is 50.3 years old, the highest being that of 1st grade senior managers: 54.6 years on average in general government. Local government and the regional government of the Azores are the subsectors in which the average age of managers is the lowest: 49.2 years (Chart 8.1).

Table 8.1: Managers' in general government subsectors by position in 31 December 2019 and 2020

Unit: work post	GENERAL GOVERNMENT			CENTRAL GOVERNMENT			REGIONAL AND LOCAL GOVERNMENT			SOCIAL SECURITY FUNDS		
	31 Dec 2019	31 Dec 2020	Year-on-year change (%)	31 Dec 2019	31 Dec 2020	Year-on-year change (%)	31 Dec 2019	31 Dec 2020	Year-on-year change (%)	31 Dec 2019	31 Dec 2020	Year-on-year change (%)
Total managers	12 852	13 513	5.1	7 343	7 592	3.4	4 483	4 889	9.1	1 026	1 032	0.6
Senior managers	1 715	1 747	1.9	1 298	1 316	1.4	401	414	3.2	16	17	6.3
1 st grade senior managers	621	648	4.3	383	394	2.9	232	248	6.9	6	6	0.0
2 nd grade senior managers	1 094	1 099	0.5	915	922	0.8	169	166	-1.8	10	11	10.0
Middle managers	11 137	11 766	5.6	6 045	6 276	3.8	4 082	4 475	9.6	1 010	1 015	0.5
1 st middle managers	2 816	2 899	2.9	1 974	2 003	1.5	779	832	6.8	63	64	1.6
2 nd middle managers	5 653	5 908	4.5	2 771	2 855	3.0	2 476	2 640	6.6	406	413	1.7
3 rd middle managers	2 668	2 959	10.9	1 300	1 418	9.1	827	1 003	21.3	541	538	-0.6

Source: DGAEP/DIOEP - State Organisation Information System (available data on 30-04-2021)

Chart 8.1: Managers' average age by general government subsectors (Dec. 2020)

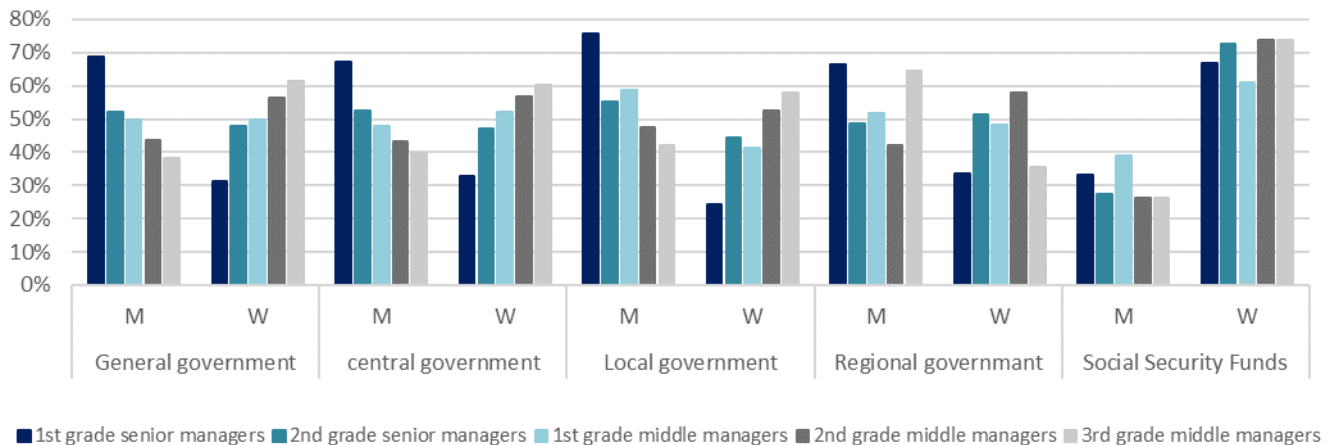


Source: DGAEP/DIOEP - State Organisation Information System (available data on 30-04-2021); SM1: 1st grade senior manager; SM2: 2nd grade senior managers; MM1: 1st grade middle manager; MM2: 2nd grade middle manager; MM3: 3rd grade middle manager

Considering management positions at general government level, women accounted for 54.2% of all management posts at the end of 2020.

However, women are far less represented in senior management positions where they fill 31.2% of 1st grade senior management posts and 47.8% of 2nd grade senior management posts. Regarding middle management positions women's share reaches 50% as from 1st grade posts.

Chart 8.2: Share of women in general government subsectors management positions (Dec.2020)

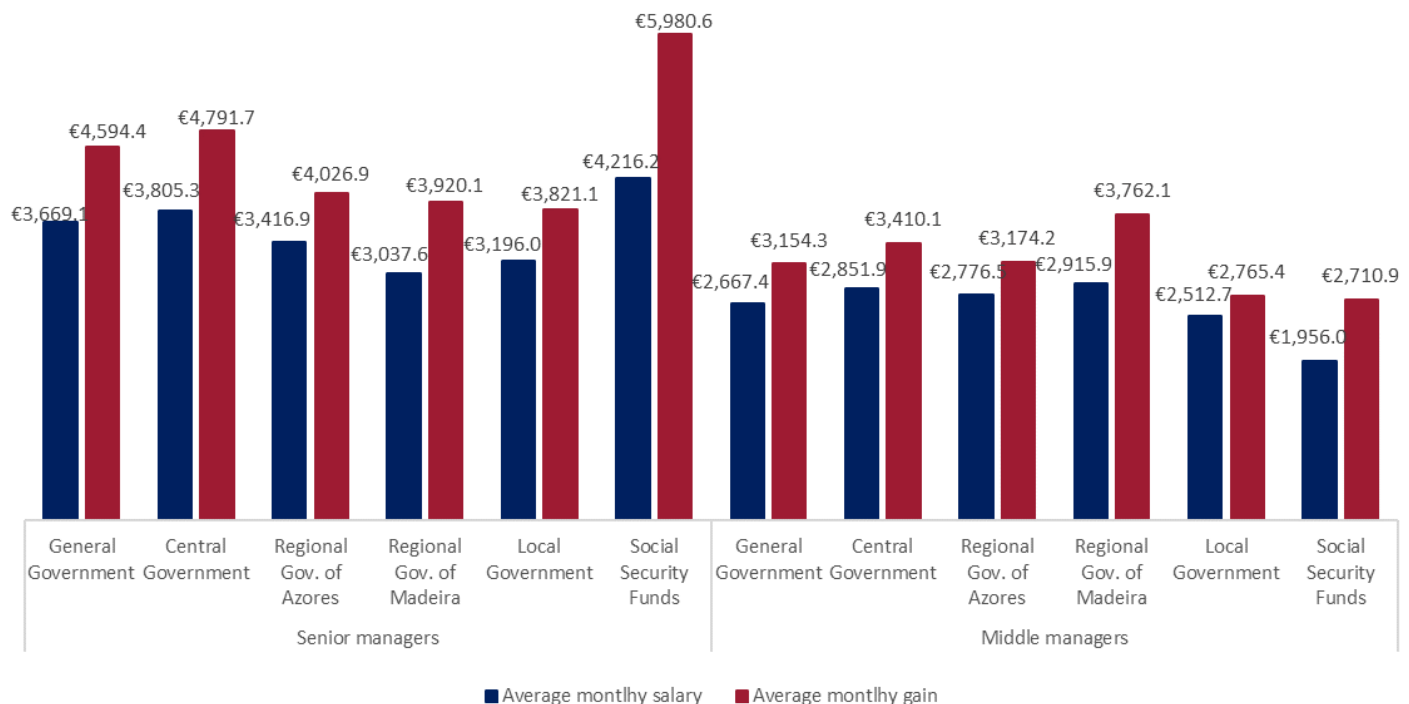


Source: DGAEP/DIOEP: BOEP No. 21, June 2021

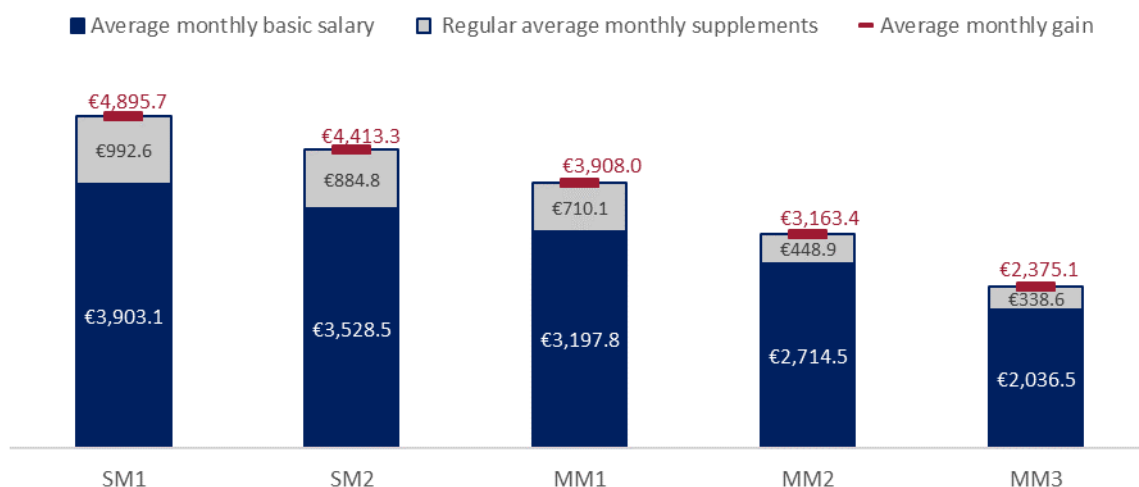
In October 2020 the average monthly basic salary of senior management posts in general government stood at €3,669.1. Concerning the average monthly gain it stood at €4,594.4.

On the same date the average monthly basic salary of middle management posts, also in general government, stood at €2,667.4. Regarding the average monthly gain for same posts it stood at €3,154.3.

Chart 8.3: Average monthly basic salary and gain of management positions by general government subsectors in October 2020



Source: DGAEP/DIOEP - State Organisation Information System (available data on 30-04-2021)

Chart 8.4: General government management positions monthly pay, October 2020

Source: DGAEP/DIOEP - State Organisation Information System (available data on 30-04-2021)

For all general government managers, the estimated values of average monthly basic pay and average monthly gain registered an increase compared to the same period of the previous year (+0.3% in both), influenced, above all, by the increase in the estimated average pay and average gain of middle managers of 1st and 2nd grade, in central government. In regional and local government, the increases registered in average pay and average gain of 2nd grade senior managers are of particular note.

Table 8.2: Average monthly basic salary and gain year-on-year change by subsector (October 2019 vs 2020)

Management positions	GENERAL GOVERNMENT		CENTRAL GOVERNMENT		REGIONAL AND LOCAL GOVERNMENT		SOCIAL SECURITY FUNDS	
	Year-on-year change (%)		Year-on-year change (%)		Year-on-year change (%)		Year-on-year change (%)	
	Average monthly basic salary	Average monthly gain	Average monthly basic salary	Average monthly gain	Average monthly basic salary	Average monthly gain	Average monthly basic salary	Average monthly gain
Total managers	0.3	0.3	0.3	0.7	0.0	-0.2	1.9	1.9
Senior managers	-0.5	0.0	-0.7	0.0	0.6	0.4	2.2	5.4
1st grade senior managers	-1.5	-1.2	-1.7	-1.0	-1,2	-1.9	9.2	10.8
2nd grade senior managers	-0.1	0.6	0.4	0.3	3,8	4.5	-1.8	2.2
Middle managers	0.5	0.6	0.7	1.0	0	-0.2	1.9	1.8
1st middle managers	0.7	1.1	0.9	1.0	0,4	1.7	0.2	-0.2
2nd middle managers	1.0	1.0	1.2	1.7	0,8	0.5	1.3	0.6
3rd middle managers	1.0	0.4	0.4	0.3	0,6	0.0	2.6	3.4

Source: DGAEP/DIOEP - State Organisation Information System (available data on 30-04-2021)

9. Employees with disabilities

In general government, between December 2011 and December 2020, there is steady growth of jobs occupied by disabled employees, with a positive variation of 57.9%. A major contributor to this result was the increase for women, who at the end of 2020 represented 67.3% of all employees with disabilities.

At the end of 2020, the government area of Education, in central government, and municipalities in local government

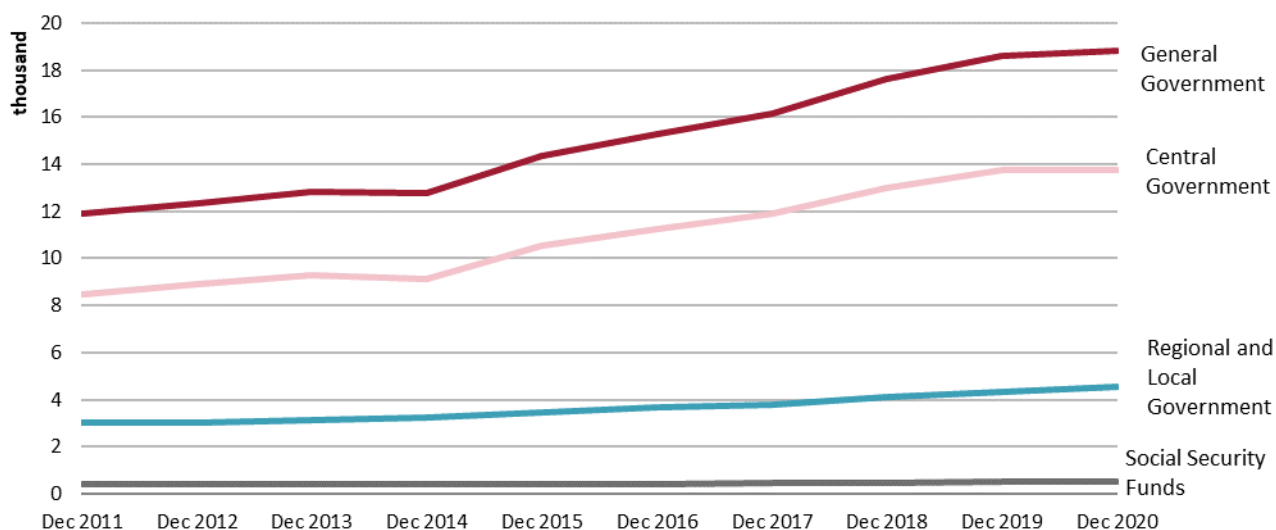
stand out for having the highest concentration of jobs occupied by workers with disabilities (respectively 24.6% and 21.3% of general government)

In local government, as opposed to the other sub-sectors, 52.8% of disabled employees are male (Chart 9.2).

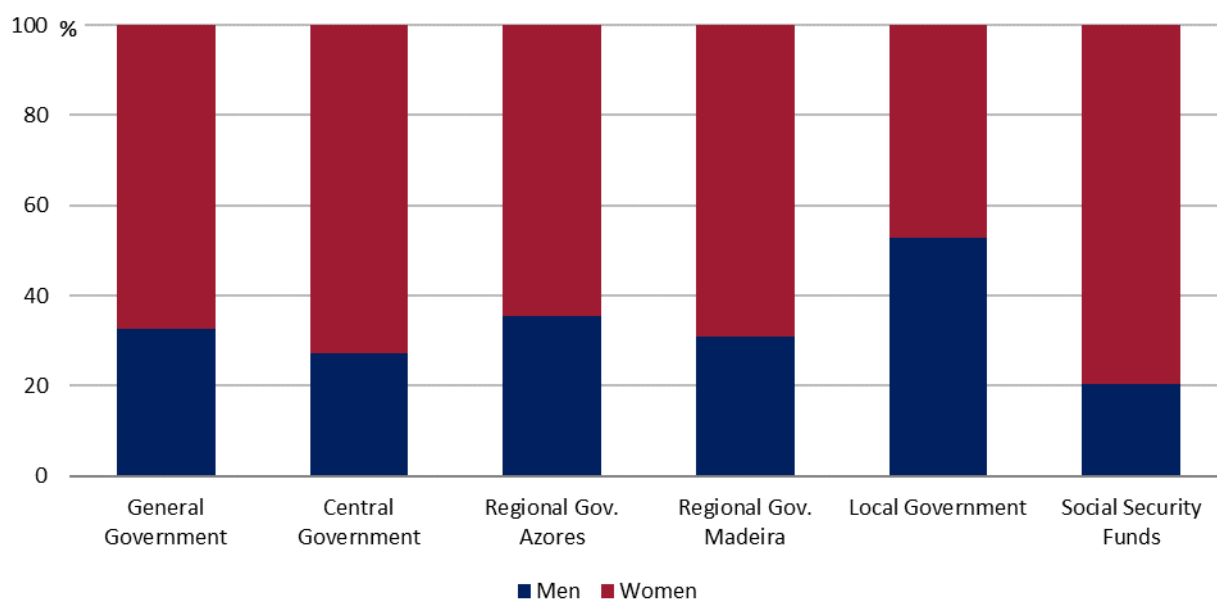
Table 9.1: Employees with disabilities by subsector, gender, and Government area on 31 December 2011, 2019 and 2020

Unit: work post	2011			2019			2020			Year-on-year change	Variation as from December 2011
	31 Dec			31 Dec			31 Dec				
	M	W	T	M	W	T	M	W	T		
GENERAL GOVERNMENT	4 892	7 026	11 918	6 174	12 453	18 627	6 149	12 670	18 819	1.0	57.9
CENTRAL GOVERNMENT	3 069	5 385	8 454	3 813	9 966	13 779	3 750	10 021	13 771	-0.1	62.9
Economy and Digital Transition	25	32	57	23	59	82	19	64	83	1.2	45.6
Foreign Affairs	11	24	35	9	25	34	10	28	38	11.8	8.6
Presidency of the Council of Ministers	9	19	28	15	38	53	15	37	52	-1.9	85.7
Finance	68	146	214	191	433	624	185	439	624	0.0	191.6
National Defence	312	97	409	111	127	238	106	121	227	-4.6	-44.5
Home Affairs	208	75	283	391	129	520	413	140	553	6.4	95.4
Justice	124	228	352	121	296	417	135	326	461	10.6	31.0
Modernization of the State and Public Administration	12	18	30	9	27	36	8	27	35	-2.8	16.7
Planning	2	3	5	4	1	5	4	2	6	20.0	20.0
Culture	47	58	105	47	100	147	46	95	141	-4.1	34.3
Science, Technology and Higher Education	268	367	635	379	600	979	366	586	952	-2.8	49.9
Education	696	1 820	2 516	900	3 805	4 705	852	3 779	4 631	-1.6	84.1
Labour, Solidarity and Social Security	64	115	179	57	182	239	58	190	248	3.8	38.6
Health	249	664	913	281	1 097	1 378	268	1 102	1 370	-0.6	50.1
Environment and Climate Action	31	53	84	31	81	112	32	76	108	-3.6	28.6
Infrastructure and Housing	34	38	72	27	46	73	24	48	72	-1.4	0.0
Territorial Cohesion	12	11	23	15	22	37	14	22	36	-2.7	56.5
Agriculture	51	68	119	84	101	185	75	101	176	-4.9	47.9
Maritime Affairs	9	4	13	12	25	37	10	26	36	-2.7	176.9
REGIONAL GOVERNMENT AZORES	120	231	351	123	218	341	121	219	340	-0.3	-3.1
REGIONAL GOVERNMENT MADEIRA	63	133	196	59	133	192	62	138	200	4.2	2.0
LOCAL GOVERNMENT	1 526	976	2 502	2 075	1 740	3 815	2 113	1 889	4 002	4.9	60.0
SOCIAL SECURITY FUNDS	114	301	415	104	396	500	103	403	506	1.2	21.9

Source: DGAEP/DIOEP - State Organisation Information System (available data on 30-04-2021)

Chart 9.1: Employment of disabled employees by subsector since 2011 to 2020

Source: DGAEP/DIOEP - State Organisation Information System (available data on 30-04-2021)

Chart 9.2: Employment rate of disabled employees by gender and subsector (December 2020)

Source: DGAEP/DIOEP - State Organisation Information System (available data on 30-04-2021)

Technical Notes

Chapter I – General Government

General government: includes institutional units (entities) that correspond to non-market producers whose production is intended to individual and collective consumption and that are financed by compulsory payments made by units belonging to other sectors, as well as all institutional units whose main function is the income and national wealth redistribution (*European System of National and Regional Accounts 2010 - SEC 2010, §2.111 and following*).

For the purpose of public employment statistics, the General Government sector encompasses the entities included in the following subsectors, in accordance with the universe defined by the Portuguese National Statistics- National Accounts Department (INE/DCN in Portuguese):

Table 10.1 – General government and its subsectors

CENTRAL ADMINISTRATION (except social security funds)		State	It includes organizations whose revenues and expenses are within the scope of the General State Account (corresponding to State integrated Services)
		Autonomous Funds and Services	It encompasses organizations with financial and administrative autonomy, financed for the most part with transfers from other public administration units and with taxes that are attributed to them.
		Non-profit institutions (NPI)	It groups the NPI that are non-market producers and are controlled by central administration units
REGIONAL AND LOCAL ADMINISTRATION (except social security funds)	Regional Administrations of the Azores and Madeira	Regional Government bodies	It includes organizations whose revenues and expenses are within the scope of the Regional Government Account
		Autonomous Funds and Services	It encompasses organizations with financial and administrative autonomy, financed for the most part with transfers from other regional administration units and with taxes that are eventually attributed to them.
	Local administration	Districts	District Assemblies
		Municipalities	City Councils
		Parishes	Parish Councils
		Autonomous Services	It encompasses organizations with financial and administrative autonomy, financed for the most part with transfers from other Local Authority units and with taxes and local fees that are eventually attributed to them.
		Non-profit institutions (NPI)	It groups the NPI that fulfil essentially non-market activities and are controlled and financed for the most part by local administration
	SOCIAL SECURITY FUNDS	Social security funds of central administration	It includes all central and regional institutional units whose main activity consists of granting social benefits.
Social Security Funds of regional administrations of the Azores and Madeira			

Sources: INE, IP; Regulation (EU) NO 549/2013 of the European Parliament and Council, of 21 May 2013, Official Journal L 174, of 26-06-2013

Recruitment in general government

Recruitment restrictions

Recruitment restrictions were set by a Resolution of the Council of Ministers of 2006 within the framework of the Public Administration Reform Programme in place in 2005-2006. The Resolution introduced:

- A replacement rate for central government stating that the recruitment of employees without public employment legal relationship for an indefinite period of time should abide by the recruitment rule of one entrant employee for, at least, two employees' leavers for retirement, resignation, removal from post, dismissal or other form of un-attachment;
- That the staff needs should be filled, preferably, by way of staff recruitment, from those who hold already employment relationship to Public Administration and of staff in a special mobility situation.

The restriction of new admissions has been reinforced and extended to local government by the state budget law of 2010. Furthermore, as from June 2010, the state budget consolidation law established the recruitment freeze by prohibiting the holding of open competition procedures by central, local and regional administration services with a view to forming public employment legal relationships for an indefinite, definite and definable period of time, to applicants who do not possess a public employment legal relationship for an indefinite period of time previously formed.

State budget law for 2011 stated that any unfreezing (inclusive in health, education, security and taxes) assumes exception nature and presupposes previous authorisation of the member of the Government responsible for finance area.

Staff reductions

Due to the sovereign debt crisis the Portuguese Government was forced to request the European Union financial assistance under the European Financial Stabilisation Mechanism. Therefore, in May 2011 a "Memorandum of Understanding on Specific Economic Policy Conditionality" has been negotiated and signed by Portuguese authorities, the European Commission, the European Central Bank and the International Monetary Fund. This memorandum defined measures and reforms that were implemented from June 2011 to mid-2014.

As regards public sector employment Portuguese authorities had to limit staff admissions to achieve annual decreases in 2012-2014 of 1% per year for central administration and 2% in local and regional administrations. The aim was to ensure that the aggregate public sector wage bill as a share of GDP decreased in that period.

Furthermore, in order to increase the efficiency and cost-effectiveness of the public administration, management positions and administrative units in central administration have been reduced until the end of 2011. The Government promoted the needed initiatives to attain similar results at local and regional level until the end of 2012.

PAY IN PUBLIC ADMINISTRATIONS

Within the scope of current expenses' control measures the pay policy in general government has suffered some adjustments.

Salary freezes

The compensation freeze resulted from the lack of publication for 2010 of an Order increasing the salaries, allowances and bonuses amounts.

Salary Cuts

Budget consolidation law for 2010 established a reduction, on an exceptional basis, of 5% in the gross monthly salary of holders of political posts and managers of state-owned enterprises and public institutes, as of 1 July 2010. In September same reduction was fixed for the members of civil and military houses of the President of Republic, offices of members of the Government, offices of Regional Governments, offices for personal support of mayors and councillors of municipalities and civil governments.

State Budget Law for 2011 has laid down a reduction of monthly gross total compensations to public employees, as from 1st January 2011, as follows:

- a) 3.5% over the total amount of compensations higher than €1,500 and lower than €2,000;
- b) 3.5% over the value of €2,000 accrued to 16% over the value of the total compensation that exceeds €2,000, making up a global rate that ranges between 3.5% and 10%, in the case of compensations equal or higher than €2,000 up to €4,165;
- c) 10% over the total value of compensations higher than to €4,165.

Gross monthly total compensation is considered that which results from the aggregate value of all cash benefits, namely:

- Basic salary;
- Allowances;
- Pay supplements, including emoluments, bonuses, grants, attendance fees, allowances, representation expenses and supplementary, extraordinary and in rest days or official holidays work;

Holiday and Christmas allowances are considered autonomous monthlies, subject to equal reduction.

Data disclosed regarding the monthly average basic salary and the monthly average gain for general government subsectors since October 2011, have shown variations as a result of the application of different policy measures of pay reductions along with the impact of administrative reorganization measures on all general government subsectors and on the variation of the public employees numbers.

i) From October 2011 to October 2013, the monthly gross compensations above €1,500 have undergone a reduction between 3.5% and 10%, depending on the total value of the public employee's monthly compensation;

ii) In January and April 2014, the respective compensations include: a reduction between 2.5% and 12% for compensations above €675;

iii) In July 2014, the compensation value corresponds to the monthly gross compensation without any reductions according to a Constitutional Court Judgment (declaring unconstitutional some 2014 Budget Law rules);

iv) In October 2014 salary reductions referred to between 2011 and 2013 were again applied. On the other hand, public employees covered by the Minimum Guaranteed Monthly Salary (MGMS) had an update by €20 in the basic salary, that changes from €485 to €505, amount that has been in force between 1 October 2014 and 31 December 2015.

v) Throughout the year 2015, the value of compensations above €1,500 includes the reversal of the pay reduction by 20%.

vi) In 2016, the pay reduction has been progressively eliminated, with quarterly reversals. In the **1st quarter** a reversal of 40% in compensations paid as from 1 January until 31 March was applied, in the **2nd quarter** a reversal of 60% in compensations paid as from 1 April until 30 June, in the **3rd quarter** of the year, as from 1 July, a reversal of 80% and in the **4th quarter** of the year, as from 1 October, there was the full elimination of the pay reduction.

On the other hand, the MGMS amount was updated changing from €505 to €530, as from the first day of 2016.

vii) The MGMS was further updated as from January, **2017** to the amount of €557 regarding Central government level. In the Autonomous Region of Madeira, the MGMS amount was set at €568.14, and in the Autonomous Region of the Azores at €584.85.

The meal allowance amount has been updated to €4.52 from January 1 to July 31, 2017 and to €4.77 as from the 1st of August of same year.

viii) As of January 1, 2018, the MGMS has been updated to €580 considering Central government level. In the Autonomous Region of Madeira, the MGMS amount was set at €590, and in the Autonomous Region of the Azores at €609.

The gradual process of unfreezing all careers in public administration was also initiated on January 1, 2018, which restored the mandatory changes in pay position, progression and changes of level or step. The payment of the salary increases resulting from the acquired rights was subject to the following phasing in 2018: 25% from January to August and 50% from September to December

ix) In 2019, the payment of remuneration increases, resulting from situations occurring in 2018 and 2019, was processed according to the following phasing: 50% of accruals from January to April 2019, 75% of accruals from May 1 to November 30, 2019 and 100% from December 1, 2019

The MGMS was updated to €600 considering Central government level. In the Autonomous Region of Madeira, the MGMS amount was set at €615, and in the Autonomous Region of the Azores at €630. However, in February 2019 this amount was further updated for all General government levels to the amount of €635.07 (corresponding to the monetary amount of the 4th pay level of the Single Pay Scale), with effect as from January 1, 2019.

x) As of 1 January 2020, the MGMS value was updated to €635. The Regional Government of Madeira and the Regional Government of the Azores have updated the MGMS value to €650.88 and €666.75, respectively.

However, in March 2020 employees' basic monthly salaries were updated with effect from 1 January 2020 as follows: a €10 update was applied to basic monthly salaries between €635.07 and €683.13; basic monthly pay of employees earning between €683.14 and €691.06 was updated to €693.13; the basic monthly salaries above €691.06 were updated by 0.3%.

CONCEPTS

Administration ratio: Number of public employees in public administrations/ Total population X 100.

Basic monthly salary: gross amount (before compulsory statutory and optional pay deductions) in cash and/or in kind paid on a regular basis and guaranteed to public employees in the reference period and corresponding to the normal working period.

Economic activity: Productive factors (labour, raw materials, equipment, etc.) combination result, with a view to producing goods and services. Regardless of the productive factors that make up the good or service produced, all activity presupposes, in generic terms, an input of products (goods or services), a process of incorporation of added value and an output (goods or services).

Estimated average age – Data collection is made in 5-year steps. The estimated average age results from the average point of the age groups weighted by the number of public employees in each one of the groups.

Feminization rate = Number of public employees of female gender / Total public employees' X 100.

Full-time employee: public employee whose normal working period has duration equal or higher than the normal working period in force in the service for the respective career or in the respective profession.

Monthly average gain: basic salary, bonuses, benefits or regular supplements and compensation for supplementary work.

Normal working period: number of weekly working hours in force in the public service for the respective professional category, set or authorized by law or set by collective labour regulation instrument or in the Employment Contract, period beyond which the work is paid as extra/supplementary. In the same entity there may be different normal working periods.

Renewal rate of general government' public employees, by application of the renewal rate of the population in working age – Relationship between the public employees who potentially are entering and those who are leaving the public administrations, defined as the coefficient between the number of public employees aged between 20 and 29 years and the number of public employees aged between 55 and 64 years (usually expressed by 100 (10²) public employees aged 55-64 years).

Technical skill level = Number of public employees with higher education level / Total public employees' X 100.

Youth rate of general government' public employees, by application of the youth rate of the population in working age – Relationship between the younger half and the elderly half of public administrations' public employees, defined

as the coefficient between the number of public employees under 39 years of age and the number of public employees aged over 40 years (usually expressed by 100 (10^2) public employees aged 40 or above).

ABBREVIATIONS AND CONVENTIONAL SIGNS

BOEP – Public Employment Statistical Bulletin

DCN – National Accounts Department of Statistics Portugal, PI

DIOEP – State Organisation Information and Public Employment Department

DGAEP – Directorate General for Administration and Public Employment

INE, I.P. – Statistics Portugal, P.I.

M - Men

NPI – Non-profit institutions

No. - Number

p – Provisional

Q - Quarterly

SIEP – Public Employment Statistical Synthesis

T – Total

W – Women

% - In percent

For rounding off purposes, totals may not correspond to the sum of parts. See also:

https://www.ine.pt/xportal/xmain?xpid=INE&xpgid=ine_qualidade