

**Project: Climate for Change: Gender Equality & Climate Policy**

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# **National Survey for Finland**

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## I. Quantitative data of the share of women and men in decision-making relevant to climate change

### a) Ministries and Agencies

In Finland the distribution between men and women within the Ministries, Committees, Agencies and Institutes relevant to climate change is quite equal. Exceptions to that are the Ministry of Trade and Industry, the Ministry of Transport and Communications and the Transport and Communications Committee where men are over-represented in the leading positions. It seems also that in other organisations the share of men is nearly always higher than the share of women even though the distribution is quite equal. In spite of this, the representatives of the Ministries mentioned that there is positive discrimination used within the public sector. It refers to the situation when a woman is chosen if she is competing with a man equally qualified.

Institution	N (total)	Share of women	Share of men
Government <sup>1</sup> (ministers)	18	44%	56%
Ministry of the Environment			
Heads of departments <sup>2</sup>	11	45%	55%
Technical staff <sup>3</sup>	132	48%	52%
Ministry of Trade and Industry			
Heads of departments	6	0 %	100%
Technical staff	58	31%	69%
Ministry of Transport and Communications			
Heads of departments	22	23%	77%
Technical staff	60	43%	57%
Environment Committee <sup>4</sup>	26	42%	58%
Transport and Communications Committee	26	31%	69%
Finnish Environment Institute <sup>5</sup>	11 (heads of units)	36%	64%
Energy Market Authority <sup>6</sup>	3 (director and 2 heads of units)	67%	33%
Motiva <sup>7</sup>	20 (heads of units)	40%	60 %

<sup>1</sup> Ministers of the environment and of trade and industry are men, minister of transport and communications is a woman

<sup>2</sup> Heads of departments in the Ministry of the Environment and the Ministry of Trade and Industry; heads of smaller units in the Ministry of Transport and Communications

<sup>3</sup> Technical staff is estimations made according to personnel lists

<sup>4</sup> Committees are groups that prepare matters for the Parliament.

<sup>5</sup> The Finnish Environment Institute is both a research institute and a centre for environmental expertise.

<sup>6</sup> The Energy Market Authority is an expert body subordinate to the Ministry of Trade and Industry

<sup>7</sup> Motiva is an impartial service organisation promoting a market for renewable energy sources and efficient energy use

## b) Local companies

In Finland there are seven regional Energy Offices that co-operate in a network. In the Energy Offices there are altogether 9 persons in leading positions and the representation of women is low. Within local public transport companies the representation of women in leading positions is even lower. This reflects the difference between the national and local level organisations, as at national level the distribution between men and women is quite equal.

Institution	No (total)	Share of women	Share of men
<b>Regional Energy Offices</b> (7 Energy Offices serve regional companies.)	9	22 %	78 %
<b>Local Public Transport Companies</b> (here are calculated heads of public transport companies in five Finnish cities)	23	13 %	87 %

## c) Working population in general

When it comes to working population in general, it could be roughly said that there are three times as much of men working within industry and construction than women. Most women work within the public services.

Working population 2003		Men	Women
Field	1000 persons		
Agriculture and Forestry	83	38	
<b>Industry</b>	<b>338</b>	<b>132</b>	
Construction	140	11	
Business, Accommodation, Nutrition	166	197	
Transportation	128	45	
Funding, Insurance	162	151	
<b>Public and other services</b>	<b>207</b>	<b>560</b>	
Not known	5	4	

When looking at professions within technical fields, it can be noticed that there are more than six times more men working within technical fields than there are women. 84 % of the members of the Finnish Association of Graduate Engineers TEK are men.

Working Population 1995		
Gender	Profession	persons
Men	Architects	1 652
	Engineers	45 156
	Technics	64 691

	Meteorologists, hydrologists, astrologists	229
	Information technology	14 974
	<b>Total</b>	<b>126 702</b>
Women	Architects	835
	Engineers	3 965
	Technics	9 716
	Meteorologists, hydrologists, astrologists	181
	Information technology	5 913
	<b>Total</b>	<b>20 610</b>

Year 2002 19,5 % of women's and 12,5 % of men's contracts were of definite duration. 17,5 % of women and 8,3 % of men worked part time. 66,1 % of part time employees were women. Within public sector the share of temporary employees is even higher.

<b>Municipal personnel by type of employment 2000</b>					
Females			Males		
<u>Ordinary (%)</u>	<u>Temporary (%)</u>	<u>Subsidized (%)</u>	<u>Ordinary (%)</u>	<u>Temporary (%)</u>	<u>Subsidized (%)</u>
71.7	24.2	4.1	75.3	19.4	5.3

The share of women in public sector is higher than the share of men, except for those employed by the state. There are considerably more men working in private sector, which reflects the use of gender plans and quotas applied more in public sector.

<b>Public sector employment, percentage of employed persons 31.12.1999</b>			
Percentage employed by municipalities and local federations		Percentage employed by the state	
<u>Females (%)</u>	<u>Males (%)</u>	<u>Females (%)</u>	<u>Males (%)</u>
33.9	10.6	6.5	6.9

<b>Private sector employment, percentage of employed persons 31.12.1999</b>			
Percentage of private sector employees		Percentage of self-employed (incl. assisting family members)	
<u>Females (%)</u>	<u>Males (%)</u>	<u>Females (%)</u>	<u>Males (%)</u>
47.3	62.3	8.3	14.3

When looking at women in municipality leadership, it can be noticed that the numbers do not follow the big portion of women working in public sector in general.

<b>Women in municipality leadership: Chief executive officer and chairpersons in council, municipal board and other boards 2001/2002</b>			
<u>Female CEOs (%)</u>	<u>Female chairpersons of council (%)</u>	<u>Female chairpersons of municipal board (%)</u>	<u>Total % of female chairpersons</u>
9.8	24.1	16.5	22.7

Source: [http://www.tasa-arvotietopankki.fi/EN\\_taulukot.html](http://www.tasa-arvotietopankki.fi/EN_taulukot.html)

#### d) Education

When investigating the conditions for women and men in working life, several persons have emphasised the role of education. It is difficult to act on unequal distribution in the labour market when the selection of education among girls and boys is still very traditional. In Finnish Universities Technical Sciences are very male-dominated, which partly explains the male-domination within climate policy related professions. The number of men and women studying at the universities in Finland is quite equal, even though there are all the time more women than men.

<b>Students in Universities 2001</b>			
Field of study			
	% Women	% Men	N (total)
Theology	56	44	2 574
Humanistic	76	24	26 560
Art and Design	63	37	2 497
Music	55	45	1 453
Theatre and dancing	52	48	383
Education	81	19	14 282
Sport	51	49	707
Social science	65	35	16 313
Psychology	81	19	1 858
Health	91	9	2 745
Law	52	48	4 663
Economy	45	55	16 454
Natural Sciences	43	57	24 075
Forestry and Agriculture	56	44	3 449
<b>Technical Sciences</b>	<b>20</b>	<b>80</b>	<b>34 314</b>
Medicine	64	36	7 642
Dentist	67	33	538
Veterinary	88	12	492
Pharmacy	83	17	1 713
Art	59	41	227
<b>Total</b>	<b>53</b>	<b>47</b>	<b>162 939</b>

The picture is also the same for the graduate population.

<b>Graduated population 2001</b>			
	% Women	% Men	N (total)
Health and social	89	11	315 236

Education	76	24	76 940
Services	72	28	318 188
Arts, humanistic	71	29	93 868
Business, social sciences	68	32	472 733
Natural Sciences	45	55	44 609
Agriculture and Forestry	30	70	131 282
<b>Technics</b>	<b>17</b>	<b>83</b>	<b>800 306</b>
All	51	49	2 253 162

## II. Investigation of the framework conditions

### a) Gender Equality in Finland

Equality matters fall within the scope of the Ministry of Social Affairs and Health in Finland. Those responsible for the practical implementation of equality are **the Ombudsman for Equality, the Gender Equality Unit, and the Council for Equality**.

The Ombudsman for Equality works as an independent authority monitoring compliance with the Act on Equality between Women and Men. The Equality Unit prepares the government's gender equality policy. In addition, the Unit co-ordinates international issues related to the European Union, the United Nations, the Council of Europe, and the Nordic Council of Ministers. The Council for Equality is a permanent body with advisory status within the state administration.

#### **Equality planning at workplaces**

The Finnish Act on Equality between Women and Men was revised in 1995. In that connection employers were obligated to promote equality between women and men purposefully and systematically, and the Act was supplemented with a provision on equality planning.

An employer who regularly employs a staff of at least 30 shall include measures to further equality between women and men at the workplace in the annual personnel and training plan or the action programme for labour protection.

An equality plan can also be made separately, and it is normally prepared in cooperation with representatives of the staff. In order for the plan to carry sufficient weight, the top management's commitment to the plan is necessary.

#### **A basic survey to start with**

An equality plan always concerns a specific workplace. It specifies the practical measures to be taken by the work community to promote gender equality. It is intended, inter alia, to desegregate the work at the workplace, to equalise women's and men's opportunities for advancing in their careers, to develop a sound working atmosphere and a fair pay system and also to encourage fathers to use the leaves made available to them by family policy.

All these measures also improve the performance of the work community and its commitment to work. A survey of the situation at the workplace is recommended as a basis for the equality plan. The plan can deal with e.g. working conditions, job descriptions, the proportion of women and men in various vocational groups and at the various organisational levels, the staff selection criteria and the wages system, staff training, participation in working groups and the use of various family leaves based on family policy.

### **Follow-up and information**

Right at the beginning, a specific working group or one or more responsible persons are nominated to monitor how the equality plan is implemented. The monitoring helps to find out what has already been achieved and what remains to be done. The practical arrangements for the monitoring are always chosen for each workplace separately. The monitoring can be combined with e.g. personnel accounting, thus making it a natural part of the overall personnel policy. The results are reported to the management, the staff and the cooperation bodies. The impacts of the measures promoting gender equality on the work community can be examined more extensively e.g. by surveys of the working atmosphere.

### **Attitudes still form a barrier**

The ministries and the agencies and institutions subordinate to them, as well as large cities and enterprises, have been pioneers in equality planning. The Act on Equality between Women and Men and its obligation to make equality plans are not always known sufficiently. Lack of equality planning is most common at small workplaces which do not have personnel management resources of their own. However, equality planning is still largely hindered by attitudes. If gender equality is a natural part of the overall personnel policy of a workplace and if an equality plan has once been made, it is no problem to renew it annually.

### **Quotas**

One of the main objectives of the Finnish Act on Equality between Women and Men is to ensure equitable participation of women and men in societal planning and decision-making. Quotas are one means to achieve this objective. According to the quota provision in the Act on Equality between Women and Men, the minimum percentage of both women and men in all government committees, advisory boards, working groups and other corresponding bodies for preparation, planning and decision-making, as well as municipal bodies, shall be 40. The Act does not apply to municipal councils.

Municipal bodies are inter alia municipal executive boards, other municipal boards, boards of directors and commissions, and sections of municipal executive boards, other municipal boards and other bodies, as well as electoral commissions, committees and auditors appointed by municipal councils. The provision applies separately to both members and deputy members.

The quota principle also applies to joint municipal boards and their councils, executive boards, other boards, executive boards and commissions. Moreover, the provision applies to different

bodies of provinces. The authority preparing the appointment of a body must ensure that the quota provision is observed and that it is seen to as early as in the nomination of candidates that the requirement concerning representation of both sexes can be complied with.

The principle of equitable representation of both sexes has been extended to other public bodies, as well. If an agency, an institution or a municipal or state-majority company has an administrative board, board of directors or some other executive or administrative body consisting of elected or appointed representatives, that organ shall comprise an equitable proportion of both women and men. Exceptions to the provisions of the Act concerning equitable representation and quotas may not be made without special reasons. By a special reason is meant e.g. that only women or men have expertise in a certain special field.

### **The implementation of the quota provision has been surveyed**

In 1996 the Ombudsman for Equality ordered a survey on how the quota provision had been observed. The survey concerned government committees and working groups as well as those executive and administrative bodies of government agencies and institutions, state enterprises and state-owned companies that consisted of elected or appointed representatives nominated by a ministry or the Government. The actual boards of directors of the agencies and institutions and the administrative boards of the state-owned companies were not covered by the survey. Almost 70 per cent of the committees were composed in accordance with the quota provision, so that their percentage of both women and men was 40 to 60. Only 3 per cent of all committees were thoroughly composed of male members. The numerical proportion of female members in the committees was 43 per cent. Less than half of all working groups (42 per cent) complied with the quota principle. 12 per cent of the working groups were still composed of men only. This situation is worrying, because the different administrative sectors set up considerably more working groups than committees. It seems to be more difficult to find female members for working groups. Deep-rooted attitudes seem to be a major reason for the lack of female members e.g. in many working groups. There are competent women in the various administrative sectors, but they are ignored and their know-how is not utilised when working groups are set up.

### **Agencies and institutions have balanced their ratios**

61 per cent of the executive bodies of the agencies and institutions complied with the quota provision. After the entry into force of the quota provision, there were no longer executive bodies composed of male members only. The numerical proportion of female members in the executive bodies was 40 per cent, while it was earlier only 27 per cent. At the time of the survey the state had five enterprises. The compositions of the executive bodies of the two state enterprises under the Ministry of Transport and Communications complied with the quota provision. In the remaining three state enterprises the average percentage of women was 30. During 1995 to 1996 there were no executive bodies without female members.

**The Equality Ombudsman** monitors the observance of the Equality Act and particularly the observance of the prohibition on discrimination and discriminatory job and training advertising. The Ombudsman's team communicates, initiates action and gives advice, instructions and

prepares statements for cases in contravention of the Act. Advice and statements are free of charge.

The Ombudsman monitors the implications of equality in different areas of society. He or she has a wide enough authority to gain information both from authorities and employers and private people, along with the additional right to inspect work places if the employer appears to have acted against the Act on Equality or its obligations.

Source for the Equality in Finland: <http://www.tasa-arvo.fi/www-eng/index.html>

## **b) Family leaves**

Finland's current legislation provides for more flexibility in the way that employed parents can share family leaves. Family leaves enable the parents of small children to stay at home for a fixed term. Several parallel schemes of family leaves are available to cater for the varying needs of families, e.g.:

- maternity leave: 105 week days (including Saturday)
- paternity leave: 1-18 week days after the birth of the child during the period when maternity or parental benefit is payable, and under certain conditions 1-12 week days immediately after the expiry of the period when parental benefit is payable
- full-time or partial parental leave: 158 week days after the expiry of the period when maternity benefit is payable
- full-time child-care leave: for the care of a child under 3 years of age
- partial child-care leave: to the end of the second school year
- temporary child-care leave: 1-4 working days to arrange for care or to care for the child under 10 years during a sudden illness
- temporary right of absence for a compelling family reason: for the care of a family member or some other close relative, if the compelling family reason due to illness or an accident necessitates it.

The father and mother living in the same household with the child are entitled to family leaves. The employee taking family leaves is entitled to return to his or hers former duties at work. If such work is no longer available, he or she shall be offered work of a similar kind. The employee may not be given notice of termination while pregnant, nor after the employee has expressed the intention to take family leaves or if he or she is on family leave.

Family leaves are equally available to the father and the mother as follows

- full-time and partial parental leave,
- full-time and partial child-care leave,
- temporary child-care leave, and
- absence for compelling family reasons.

The person on maternity, paternity or parental leave is paid a daily allowance as provided under the Sickness Insurance Act. The amount of allowance paid is based on the earnings of the person taking leave. Taxation levels out the reduction in earnings. Furthermore, many employees are

entitled to salary in respect of the part of the maternity leave (6 weeks to 3 months) according to collective agreements.

Source: <http://www.mol.fi/english/working/familyleaves2003.html>

### **c) Child care subsidies**

Parents can choose to place their child in a day-care centre run by the municipality, look after their child while receiving child home care allowance, or choose the private day care allowance and make their own arrangements for child care. The allowances are payable from the end of the parental allowance period (or any extended paternity leave) until the time the child starts school. For children within the extended compulsory education system, this right to choose ends at the end of July of the year in which the child reaches the age of 7 years.

As an alternative to the municipal services, parents can choose to receive child home care allowance provided that they have a child under age 3, in which case they can get financial help with the child care costs of any other children under school age they may have, or private day-care allowance, if their child (who must be under school age) is looked after by a private childminder recognized by the municipality (either a private child care centre, a family child care provider or a caregiver whom the parents have hired). Child home care allowance and private day care allowance are not available at the same time. If the child is in municipal daycare, child home care allowance or private day care allowance cannot be paid.

Source: <http://193.209.217.5/in/internet/english.nsf/NET/081101131410EH?openDocument>

## **III. Instruments and good practices**

### **a) General instruments**

The Finnish Act on Equality between Women and Men is supplemented with a provision on equality planning. It obligates employers to consider the equality issues. An employer who regularly employs a staff of at least 30 shall include measures to further equality between women and men at the workplace in the annual personnel and training plan or the action programme for labour protection. This instrument has been used to increase women's power on both national and local level.

One of the main objectives of the Finnish Act on Equality between Women and Men is to ensure equitable participation of women and men in societal planning and decision-making. Quotas are one means to achieve this objective. According to the quota provision in the Act on Equality between Women and Men, the minimum percentage of both women and men in all government committees, advisory boards, working groups and other corresponding bodies for preparation, planning and decision-making, as well as municipal bodies, shall be 40. The Act does not apply to municipal councils.

Several representatives of public sector organisations have mentioned quotas to be quite a good instrument for equal gender distribution in different committees. When e.g. establishing a working group in some Ministry department, quotas are always considered and the equal distribution is gained. The representatives also mentioned positive discrimination as a measure for equality. When a woman and a man both as qualified are competing of a position, the person in the minority is chosen on the basis of the gender.

In the private sector the quotas or the positive discrimination don't apply. Equality plans are still supposed to be implemented everywhere.

When investigating equality plans within the companies, it was found out that bigger companies are more likely to implement a plan than a small one. The difference between the business fields was not big. The clear differentiation of work between women and men was considered as a reason for both not needing to implement a plan and for difficulties in implementing it. ([http://www.tasa-arvo.fi/julkaisu/suunnitelmista\\_tekoihin.pdf](http://www.tasa-arvo.fi/julkaisu/suunnitelmista_tekoihin.pdf))

By family policy it has also been tried to increase women's power in labour markets in general. Family leaves can be divided between both parents and pregnancy cannot be a reason for not employing a person. However, these instruments have not completely succeeded, as it is still mostly women who stay at home with children and not employing a pregnant woman can be explained by some other reasons.

## **b) Best practice examples**

### 1. TiNA project: Women in information industry

- a project within the Helsinki Technical University
- organizes courses especially for women in the Technical University, develops teaching methods more practical, arranges tutoring, excursions, a survival guide and preparation for working life for women
- goes to schools to make technics more familiar to girls, arranges courses and events
- objective 1: to increase the share of women in the technical fields by making it easier for girls to think of technical education
- objective 2: to take women's needs into account in the Technical University
- objective 3: to improve women's working life skills and to support their career within technical fields

### 2. WomenIT - Women in Industry and Technology 2001 – 2005 project

- WomenIT - Women in Industry and Technology is a development, training and research project planned, governed and coordinated by Kajaani University Consortium, University of Oulu.
- European Union's Social Fund (ESF) through Equal-community initiative programme funds WomenIT. The project was launched at the end of the year 2001 and will end in the spring of 2005.

- The goal of WomenIT project is to carry out desegregation in the working life, which is now divided into male and female dominated professions and work assignments. The aim is to make a national and European level effect on those structures and activity models maintaining this segregation and simultaneously causing inequality, which can be seen in other areas of the society.
  - The operational environment of WomenIT includes early childhood education, schools, secondary level colleges, polytechnics, universities, companies and labour market organisations. In these organisations over 40 different study clubs, courses, training- and research or development activities that help to inspire girls and women to work in technology industries and encourage them to advance in their careers.
  - Courses, teaching contents and methods particularly related to natural sciences and technology have been developed in the education and training sector. The objective is to bring viewpoints of equality also to school, local and national curricula.
  - In the work life sector, new methods in student- and career guidance, recruiting, training that prepares one for convert training, and women's and girls' entrepreneur and leader training have been developed and modelled.
  - Results
    - New gender sensitive models for career choices, guidance and recruiting
    - New gender sensitive courses, teaching contents and methods
    - Women's advancement into technical training fields
    - New methods in reconciliation of work and family life
    - More workers and experts in the fields of industry and technology
    - Versatile study material that will be finished during the year 2004
3. Women, information and technology project
- In the project, a group of citizens interested in the issue (e.g. researchers, representatives from the universities and industrial life and students) has been thinking how to get women equally involved in planning and implementing new technology, and where do the differences in women's and men's studies and careers come from.
  - Working in five groups during the years 2001-2002. In addition there have been meetings for the whole network.
  - As a result there have been lots of articles written, which have been put together as a book "Information and technology – where is the woman?" The book deals with women's study choices, career, the combination of family and work, and information society's possibilities and disadvantages.