



Quality in Gender+ Equality Policies

European Commission Sixth Framework Programme
Integrated Project

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DATA TO BE COLLECTED

DEFICIENCIES, DEVIATIONS AND INCONSISTENCIES IN EU AND MEMBER STATE'S GENDER+ EQUALITY POLICIES

1. 'Deficiencies, deviations and inconsistencies in EU and Member State's gender+ equality laws'

1.1 Gender+ equality legislation

Please summarise the key developments, with dates, in gender equality law as provided by the governmental gender equality unit, i.e. list the legislation that the gender equality unit (or equivalent governmental body) name as (gender+) equality legislation. If important legislation seems to have been omitted by the authority, please comment on this.

COMMENT: Discrimination is also prohibited by the Non-Discrimination Act of 2004 (age, ethnicity, race, religion, belief, sexual orientation, disability)¹; by the Penal Code of Finland²; and by Work Contract Legislation³. There is a separate Ombudsman for minorities who oversees the compliance with the Non-Discrimination Act 2004. These are, however, not mentioned on the Equality Unit's website. The reason for the omission lies most likely in the distribution of responsibilities between the ministries. The Equality Unit (as in gender equality) is located at the Ministry of Social Affairs and Health, and the Ombudsman for Minorities' office is located at the Ministry of Labour⁴.

1.2 EU Policy and Member State Law: Comparisons and Struggles⁵

Have there been disputes in your country over significant parts of EU Directives on gender?

Are there significant parts of EU Directives on gender equality that have not been implemented into national law? If some aspects are not transposed, what are they? Have there been disputes (1995-2007) between the EU and the country over transposition? Or within the country over this process? Or where local/national groups have gone direct to the EU? If so, what is the location of the dispute (e.g. intervention by Commission, Court of Justice; national court)? What was the outcome?

All these questions are very difficult to answer exactly, because the transposition process is so complex. EU Directives are transposed into member state legislation in very different ways using different procedures and different terminology and legal frames too. The aim is to collect all the information that is available already for your country in the table below, using secondary literature.

Legislation	Year	Main provision(s)
The Act on Equality between Women and Men 609/1986 ⁶	1986	Prevention of sex discrimination, promotion of equality and improvement of women's status especially in working life
The Law on the Ombudsman for Equality and the Council of Equality (610/1986) ⁷	1986	Establishment of the Ombudsman for Equality and the equality machinery.
Amendment of the Act on Equality Between men and ⁸ Women (206/1995)	1995	Introduction of the quota system and requirement of work places with more than 30 employees to produce gender plans.
The Revised Finnish Constitution (731/1999) ⁹	1999	Equality before the law, nobody shall be discriminated against on the grounds of sex, age, origin, language, religion, conviction, opinion, health, disability or other reason that concerns her/his person.
Amendment of the The Act on Equality between men and women (232/2005) ¹⁰	2005	Requires equality in the supply of services including social, educational, training, cultural, employment, transport, and leisure-time services. The amendment of 2005 also prohibits discrimination of trans-persons.

¹ Yhdenvertaisuuslaki (21/2004) (The Non-discrimination Act).

<http://www.finlex.fi/en/laki>/http://www.mol.fi/mol/en/01_ministry/03_organization/02_minorities/index.jsp cited 19.4.2007.

² Rikoslaki 39/1889 (Penal code of Finland) <http://www.finlex.fi/fi/laki/ajantasa/1889/18890039001>

³ Työsopimuslaki 26.1.2001/55 (Work contract legislation) <http://www.finlex.fi/fi/laki/ajantasa/2001/20010055>

⁴ Website of the Ministry of Social Affairs and Health <http://www.stm.fi/Resource.phx/vastt/tarvo/tasuk/index.htm>

⁵ Directives: http://ec.europa.eu/employment_social/gender_equality/legislation/legalacts_en.html.

Please fill in one table for each significant issue,
Please consider the following examples: include if relevant; omit if not; add any others that are relevant in your country. Examples: equal pay & equal treatment; sexual harassment & discrimination; equality bodies; civil society involvement; parental leave and the organisation of working time (example provided).¹¹

Issue	Equal pay and equal treatment
Has law been passed or changed prior to the Directive	The Act on Equality between Women and Men (609/1986) ¹² (amendments 1995 and 2005) prohibits unequal treatment based on gender at the labour market. The Work Contract Law from 2001 specifically prohibits unequal treatment at the work place and lays down regulations concerning workers' rights to family leaves etc. The Work Contract Legislation was renewed in 2001 (Työsopimuslaki 26.1.2001/55) ¹³ . The latest amendment to the Work Contract Legislation concerning parental leaves (maternity, paternity, parental and special maternity leave) was made in 2006. Perhevapaat § (29.6.2006/533). ¹⁴ (Family leaves).
Legislation transposing Directive	The Non-Discrimination Act (21/2004) ¹⁵ is the main instrument adopted in order to transpose the EU directives on equal treatment into national law, according to the Executive Summary Country Report on Measures to Combat Discrimination ¹⁶ . The Non-Discrimination Act prohibits discrimination in a number of key areas of life, including employment and education. The Non-discrimination Act prohibits unequal treatment based on race, ethnicity, disability, religion, age, sexual orientation.
Does the country claim to have transposed the Directive?	Yes, the Non-discrimination Act transposed the directive, albeit a little later than the EU demanded. The Race Equality Directive was to be in force already in July 2003 but the Non-Discrimination Act came into force in February 2004. ¹⁷

ECJ cases: http://ec.europa.eu/employment_social/gender_equality/legislation/case_law_en.html; More info on transposition: http://ec.europa.eu/employment_social/fundamental_rights/policy/aneval/legnet_en.htm#comp.

⁶ Laki naisten ja miesten välisestä tasa-arvosta (8.8.1986/609) (The Act on Equality between Women and Men) <http://www.tasa-arvo.fi/Resource.phx/tasa-arvo/tasa-arvoaltuutettu/tasa-arvolaki.htm>

⁷ Laki tasa-arvoaltuutetusta ja tasa-arvolautakunnasta 8.8.1986/610 (The law on The Council for Gender Equality and the Ombudsman for gender equality) <http://www.finlex.fi/fi/laki/ajantasa/1986/19860610>

⁸ Laki naisten ja miesten välisestä tasa-arvosta annetun lain muuttamisesta (The Law on Amending the Act on Equality between Women and Men

<http://www.finlex.fi/fi/laki/alkup/1995/19950206?search%5Btype%5D=pika&search%5Bpika%5D=206%2F1995>

⁹ The Finnish Constitution (731/1999) <http://www.finlex.fi/fi/laki/ajantasa/1999/19990731>

¹⁰ The Act on Equality between Women and Men (232/2005).

<http://www.finlex.fi/fi/laki/alkup/2005/20050232>

¹¹ Other gender+ equality related directives you might want to consider include: Directive 75/117/EEC on the principle of equal pay for men and women; Directive 79/7/EEC on the principle of equal treatment for men and women in social security; Directive 86/378/EEC on principle of equal treatment for men and women in occupational social security schemes; Directive 86/613/EEC on equal treatment between self employed men and women; Directive 92/85/EEC on the safety and health at work of pregnant workers and workers; Directive 97/80/EC on the burden of proof in cases of discrimination based on sex; Directive 2000/78 on equal treatment in employment and occupation.

¹² The Act on Equality between Women and Men (232/2005). <http://www.finlex.fi/fi/laki/alkup/2005/20050232>

¹³ Työsopimuslaki 26.1.2001/55

(Work contract legislation)

<http://www.finlex.fi/fi/laki/ajantasa/2001/20010055>

¹⁴ Työsopimuslaki (29.6.2006/53326) Work contract legislation

¹⁵ The Non-discrimination Act (21/2004)

<http://www.finlex.fi/en/laki> http://www.mol.fi/mol/en/01_ministry/03_organization/02_minorities/index.jsp cite 19.4.2007

¹⁶ Makkonen, Timo: Finland Executive Summary country report on measures to combat discrimination ec.europa.eu/employment_social/fundamental_rights/pdf/legnet/fisum05_en.pdf

¹⁷ Ibid.

Significant provisions that are mentioned by experts or political actors as not being transposed	No
Important differences between law and Directive now?	<p>According to the Executive Report¹⁸, the Non-Discrimination Act follows the EU directives quite closely, but goes beyond them in some matters. Non discrimination in the field of education/training is extended to cover all grounds of discrimination. Accordingly, the Non-Discrimination Act prohibits discrimination on the basis of, inter alia, religion, belief, age, sexual orientation, disability and ethnic origin in the following fields (a broad typology): access to self-employment and occupation, conditions for access to employment, employment and working conditions, vocational guidance; access to education, all types of vocational training and retraining; and membership of and involvement in an organisation of workers or employers. Discrimination on the basis of ethnic origin is also prohibited in the following fields: social and health services; social benefits and advantages; military or civilian service, including voluntary military service for women; and housing and other supply of services and goods available to the public. The field of education is not completely covered, as the Act is not applicable to the content or goals of education or to the educational system itself.</p> <p>The Penal Code is applicable to instances of discrimination that have taken place in the fields of, inter alia, employment, provision of services and the discharge of duties in a public office.</p> <p>The laws adopted by the Åland Islands (an autonomous province of Finland located in the Gulf of Finland between Finland and Sweden) ban discrimination on the grounds of ethnic origin, religion and belief, disability, age and sexual orientation as follows: discrimination in the area of employment is prohibited on all grounds; discrimination in the area of health and social services is prohibited on the grounds of ethnic origin, religion and belief and sexual orientation; discrimination in the areas of education and provision of goods and services is prohibited on the grounds of ethnicity, religion and belief, disability and sexual orientation.</p>
What is claimed to be better in law and since when?	Domestic Law extends to the field of training and education.
Content of dispute(s) + date	The two Article 13 Directives from 2000 were transposed into national law when the Non-discrimination Act (21/2004)] (yhdenvertaisuuslaki) came into force on 1 st of February 2004. However, due to special legislative circumstances, it was not applicable in the province of Åland Islands. The European Court of Justice condemned Finland on 24 February 2005 for having failed to transpose the two Directives with respect to the Åland.
Has any other inequality been part of the transposition disputes? Which inequality axis?	No

¹⁸ Ibid.

Parties to the dispute	Finland and EU
Location or arena	-
Outcome of the dispute	The Provincial Legislative Assembly of Åland (Lagting) adopted legislation transposing the two Directives in June 2005, and this new legislation entered into force in December 2005.
Civil society engagement	Civil society actors were consulted during the law-making process
Other notes	

Issue	Sexual harassment and discrimination
Has law been passed or changed prior to the Directive	Yes, sexual harassment is prohibited by the Act on Equality Between Women and Men, chapter 6-8. (609/1986) and by amendments from 1995 and 2005, and by the Work Contract Law (Työsopimuslaki 26.1.2001/55).
Legislation transposing Directive	The Non-Discrimination Act is the main instrument adopted in order to transpose the EU directives on equal treatment into national law. The Non-Discrimination Act prohibits discrimination in a number of key areas of life, including employment and education. The Non-Discrimination Act (21/2004) prohibits unequal treatment based on race, ethnicity, disability, religion, age, sexual orientation.
Does the country claim to have transposed the Directive?	Yes
Significant provisions that are mentioned by experts or political actors as not being transposed	
Important differences between law and Directive now?	
What is claimed to be better in law and since when?	
Content of dispute(s) + date	
Has any other inequality been part of the transposition disputes? Which inequality axis?	
Parties to the dispute	

Location or arena	-
Outcome of the dispute	-
Civil society engagement	Civil society actors were consulted during the law-making process
Other notes	

Issue	Equality bodies
Has law been passed or changed prior to the Directive	The Council for Equality (TANE), was founded by the Parliamentary decree 31 st of May 1972 (455/72) ¹⁹ and it is the oldest part of the permanent state equality machinery. The Act on Equality between Women and Men (609/1986) and The Act on The Ombudsman for Equality were passed at the same time. The Ombudsman works as an independent authority monitoring compliance with the Act on Equality between Women and Men ²⁰ .
Legislation transposing Directive	<p>The Non-Discrimination Act is the main instrument adopted in order to transpose the EU directives on equal treatment (other than gender equality) into national law. The Non-Discrimination Act prohibits discrimination in a number of key areas of life, including employment and education. It prohibits unequal treatment based on race, ethnicity, disability, religion, age and sexual orientation.</p> <p>There is a separate Ombudsman for Minorities²¹ that works within the field of non-discrimination. The office of the Ombudsman for Minorities was established in 2001²² in order to promote the realisation of equal treatment irrespective of ethnic origin. The Ombudsman functions mainly as an expert body, providing advice and instructions to victims of ethnic discrimination. The Ombudsman may also provide legal aid in exceptionally significant cases. Most of the cases of ethnic discrimination in which the Ombudsman's office has been contacted have dealt with recruitment, social security or education. Upon encountering discriminatory practices, the Ombudsman shall, by way of advice and instructions, aim to eliminate them. The Ombudsman must also issue recommendations and come up with initiatives aimed to improve ethnic relations and the status of ethnic minorities. A victim of discrimination may request the Ombudsman to conduct conciliation proceedings. The Ombudsman or the victim of discrimination may also take the case to the Discrimination Tribunal, which has a mandate to deal with complaints relating to ethnic discrimination. The Tribunal may confirm a settlement between the parties and prohibit the continuation or</p>
Does the country claim to have transposed the Directive?	Yes

¹⁹ Parliamentary decree 31st of May 1972 (455/72) on Founding of the Council for Equality (TANE)

²⁰ Tasa-arvoasioiden neuvottelukunta: Tasa-arvon tiennäyttäjä 1972-1997. (The Council for equality: On the way to Equality 1972-1997) Tasa-arvo julkaisu 5/1997. Sosiaali- ja terveysministeriö.

²¹ Act on Ombudsman for minorities (687/2001) <http://www.finlex.fi/fi/laki/ajantasa/2001/20010687>

²² Laki vähemmistövaltuutetusta ja syrjintälautakunnasta 13.7.2001/660 (The Act on Ombudsman for Minorities and the Council for discrimination

<http://www.finlex.fi/fi/laki/ajantasa/2001/20010660>

Significant provisions that are mentioned by experts or political actors as not being transposed	No
Important differences between law and Directive now?	
What is claimed to be better in law and since when?	
Content of dispute(s) + date	
Has any other inequality been part of the transposition disputes? Which inequality axis?	
Parties to the dispute	
Location or arena	-
Outcome of the dispute	-
Civil society engagement	Civil society actors are consulted during the law-making process
Other notes	

Issue	Parental Leave and the organisation of working time
Has law been passed or changed prior to the Directive	<p>Yes, the modern parental leave system in Finland dates back to the 1960s and 1970s. However, maternity leave was first established for women who worked in factories as early as 1917. In 1919 women who worked in shops, offices or in the public sector obtained the right to maternity leave. The Act on Maternity Allowance was passed in 1937. Law on maternity leave for all women came into force in 1964. Since 1971, it has been illegal to terminate the work contract on the basis of pregnancy or maternal leave. The Paternity Law (L 700/1975) came into force in 1975. The right for parents to share parental leave came into force in 1978. At the time, men were entitled to two weeks of paternity leave. Mothers are entitled to maternity allowance. Compensation for the costs arising from pregnancy, childbirth and medical care is also available, though not for hospital charges. Maternity allowance is paid for the first 105 days of entitlement (not including Sundays and other holidays). Mothers are entitled to a special maternity allowance, if they in performing their work or at their workplace are exposed to a chemical substance, radiation or infectious disease that is considered to endanger the health of the unborn baby or the course of the pregnancy, and if suitable alternative work cannot be found. Entitlement to parental allowance begins immediately after payment of the maternity allowance ends. The mother and the father can take</p>

	<p>turns receiving the parental allowance. Parental allowance can be paid to either the mother or the father, but generally not to both at the same time. Parental allowance is normally paid for 158 weekdays. In case of multiple births, the payment period is extended by 60 weekdays for each additional child born. The extension, or part of it, can be inserted anywhere into the maternity or parental allowance eligibility period or be added onto the end of such period. Parental allowance is also paid to the parents of a child adopted before age 7. If the parents so agree, parental allowance can be paid to the father while he is caring for the child. Special cause must be shown in order to have the allowance paid to the father for less than 12 weekdays. Parents of a small child who are working part-time are entitled to partial parental allowance. This means that they can take turns in caring for their child by working split shifts as arranged with their respective employers. Such an arrangement must be made for a period of at least two months. Fathers living in Finland who take a leave from work to participate in child care are entitled to a total of up to 18 week-days in up to 4 segments during the maternity or mother's parental allowance period. In addition to the paternity leave, fathers can take the last 12 days or more at the end of the parental allowance period (in which the allowance would otherwise be paid to the mother) and combine them with an extended paternity leave of 1-12 workdays. This is called the father's month. It can range between 13 and 24 workdays. The father's month needs not be taken immediately when the parental allowance period, following payment of the maternity allowance, ends, but can instead be moved to a later date. It must, however, be taken within 180 days of the last day of payment of parental allowance immediately following the maternity allowance. Parents of an adopted child are entitled to a care leave until the child starts school. The leave must be taken within 2 years of adoption.²³</p> <p>The Children's Day-Care Act entered into force in 1973. It places responsibility for the day-care for children under school age on the municipalities and an extensive municipal day-care system has been established. In 1991, an amendment (5.4.1991/630) to the Children's Day-Care Act of 1973 was passed that guaranteed children up to the age of 3 a place in municipal childcare. Families' possibilities to choose the form of day-care they prefer were increased in 1985 when the Act on Home Care Allowance was passed. Parents have an unconditional entitlement to day-care for children under the age of three either in a day-care place provided by the municipality or by receiving child home care allowance if they care for their child at home. Childcare is the subjective right of the child too, so even if one or both parents are at home due to unemployment, for example, children have the right to municipal child-care.</p>
<p>Legislation transposing Directive</p>	<p>Work contract legislation was renewed in 2001 (Työsopimuslaki 26.1.2001/55). Amendment to the work contract legislation concerning parental leaves (maternity, paternity, parental and special maternity leave) was made in 2006. Perhevapaat1 § (29.6.2006/533) (Family leaves).</p>
<p>Does the country claim to have transposed the Directive?</p>	<p>Yes</p>
<p>Significant provisions that are mentioned by experts or political actors as not being transposed</p>	<p>No</p>

²³All the information on benefits comes from the website of the Social Insurance Institution of Finland <http://www.kela.fi/in/internet/suomi.nsf/Docs/110701111752EH?OpenDocument>

Important differences between law and Directive now?	Domestic law is more extensive.
What is claimed to be better in law and since when?	<p>The Finnish parental leave system is more extensive than that of the directive. The parental leave system includes maternity, paternity, parental, and special maternity leaves and allowances. The allowances are paid for a period of 263 weekdays. The maternity allowance is replaced by a parental allowance after 105 weekdays. The mother has to take the first 105 days of the parental leave and the remainder can be used either by the mother or the father. In addition, in connection with the birth, the father can take up to 18 weekdays in up to four segments during the maternity allowance period or the mother's parental allowance period. The paternity leave can be extended by 1-12 weekdays if the father takes the last 12 weekdays of the parental leave.</p> <p>The costs of parental leave are financed by the state and the employers. These costs have been burdening woman's employers. This was currently under revision and a bill was passed according to which the costs of parental leave are more equally distributed. In addition to this, fathers would be paid a bonus on top of the regular parental allowance, when they use the leave allotted to them.</p>
Content of dispute(s) + date	
Has any other inequality been part of the transposition disputes? Which inequality axis?	No
Parties to the dispute	
Location or arena	-
Outcome of the dispute	-
Civil society engagement	Civil society actors are consulted during the law-making process
Other notes	

1.3 Do any aspects of domestic gender equality law surpass (are better, more extensive, or more developed than) or earlier than EU law?

	EU			Country		
	Provision	Year	Notes	Provision	Year	Notes
Maternity	14 weeks	1996	Pay must not be less than wage during sickness leave.	105 weekdays	-70s-	Paid and followed by the parental leave of 158 weekdays
Paternity	Optional	1995		Optional/ 30 weekdays	-70s-	Paid

Parental	3 months	1996	Unpaid	158 weekdays 180-234 weekdays for adoptive parents	-70s	Paid
Duty on all public bodies to promote GE	No	2004	Mainstreaming required by 2006	Yes	2004	
Equalities body (employment)	Yes	2002		Yes	1986	Ombudsman for gender equality
Equalities body (goods & services)	Yes	2004		Yes	2005	
Equalities body for promotion	Yes	2006		Yes	1986	
Gender pay audits	Not specified			Not specified		
Gender Equality plan (employment)	Yes	2002/2006		Yes	1995	Obligatory for work places with more than 30 employees
Requires NGO dialogue to be encouraged	Yes/no	2002	Dialogue	NGOs are part of the policy process		
Positive action measures	Yes/no	1975	Allowed, not required			
Public bodies to promote racial equality				Yes	2004	The Ombudsman for minorities
If there are no sanctions for violating the law, please state this						
Other:						
1.						
2.						
3.						
...						

1.4 Equality law on intersecting inequalities

- Is discrimination on the grounds of ethnicity/'race' illegal **Yes**
 - When was this law introduced? **1999 The revised Constitution/The Non-discrimination Act 2004**
 - Is this restricted to employment related issues? **no**
 - Does it include the sale and supply of services? **yes**
 - What disputes if any took place during its introduction? -
- Is discrimination on the grounds of religion illegal **Yes**
 - When was this law introduced? 2004. **The Freedom of religion/The Constitution/The Non-discrimination Act 2004 prohibit it**

- Is this restricted to employment related issues? **no**
- Does it include the sale and supply of services? **Not specified**
- What disputes if any took place present during its introduction? -

- Is discrimination on the grounds of sexual orientation illegal **Yes**
- When was this law introduced? 2004. **The constitution/The Non-discrimination Act 2004**
 - Is this restricted to employment related issues? **No**
 - Does it include the sale and supply of services? **Not specified**
 - What disputes if any took place during introduction of these laws? -

- Is discrimination on the grounds of disability illegal **Yes**
- When was this law introduced? 1999. **The constitution/The Non-discrimination Act 2004**
 - Is this restricted to employment related issues? **No**
 - Does it include the sale and supply of services? **Not specified**
 - What disputes if any took place during introduction of these laws? -

- Is discrimination on the grounds of age illegal **Yes**
- When was this law introduced? 2004. **The constitution/The Non-discrimination Act 2004**
 - Is this restricted to employment related issues? **No**
 - Does it include the sale and supply of services? **Not specified**
 - What disputes if any took place during introduction of these laws? -

- Is discrimination on the grounds of marital status illegal? **yes**
- When was this law introduced? **2004. The Non-discrimination Act 2004**
 - Is this restricted to employment related issues? **No**
 - Does it include the sale and supply of services? **Not specified**
 - What disputes if any took place during introduction of these laws? -

- Are there further legal issues, especially disputed legal issues, concerning the intersection of equalities with gender that are relevant? **No**

2. Plans and programmes

Two types of national gender equality plans are considered here. The first set of questions concerns plans specific to the country. (Please include not only if they are called 'national gender equality plans' or but also if they are just a sub-section of a larger national development plan.) The second set of questions refers to the National Reform Programmes for employment and National Reports (National Action Plans) on Strategies for social inclusion and social protection that the EU requires annually from each Member State. |

2.1 National gender equality plans

2.1.1 Is there a national gender equality plan? Or a gender equality component of a national development plan.

Yes, the Government Action Plan for Gender Equality 2004-2007, and the current one the Government Action Plan for Gender Equality 2007-2011²⁴

- If yes please name and describe very briefly the range of issues that it covers (in particular, how far beyond employment does it go?)

Gender mainstreaming in state administration, gender equality issues in work life such as employment, reconciliation of work and family life, wage gap, segregation, and women's entrepreneurship, promotion of gender equality in regional and local activities, women's position in economic and political decision-making; health policy, reduction of violence against women, early childhood education and care, pre-school education and education, cultural, physical activity and health policy, international cooperation, media and women's studies.

- Is the focus restricted to non-discrimination? **No**
- Is there reference to gender mainstreaming? **Yes**

²⁴ Hallituksen tasa-arvo-ohjelma 2004-2007. Sosiaali- ja terveystieteiden ministeriön julkaisu 2005:1. (The Government Action Plan for Gender Equality 2004-2007. Publications of the Ministry Of Social Affairs and Health, Finland) <http://www.stm.fi/Resource.phx/publishing/store/2004/12/hu1113290103627/passthru.pdf>

- Are there named policy instruments and/ institutions, if so what? **Gender mainstreaming, Government, Municipalities, trade unions**
- Are there indicators and statistics to evaluate the policies? **Statistics/indicators not included in the plan**
- Is there reference to EU targets (European Employment Strategy targets: Lisbon (2000) female employment rate of 60% by 2010; Barcelona (2002) provision of childcare by 2010 to at least 90% of children between 3 years old and the mandatory school age and at least 33% of children under 3 years of age)? **All these targets have been already met in Finland**

2.1.2 Is gender equality integrated with other equalities in a national plan? **No**

If yes please name and describe very briefly the range of issues that it covers, in particular, how far beyond employment does it go? Is it framed by equality or by diversity or both or a similar goal (e.g. equal opportunities)? If so, please specify.

2.1.3 Is there a gender equality (or similar) plan in the area of gender based violence **Yes**

If yes please name the plan. **Action Programme to Prevent Intimate Partner and Domestic Violence 2004-2007 (Lähisuhde- ja perheväkivallan ehkäiseminen 2004-2007).**²⁵

Does it cover:

- Domestic violence and violence in partnerships **Yes**
- Sexual assault/violence and rape **Yes**
- Sexual harassment and stalking **Yes**
- Trafficking and prostitution **Yes**
- Forced marriage, honour crimes and FGM **No**

Does the plan include: named policy instruments and/or institutions, if so what;

The institution responsible for the execution of the programme is the Ministry of Social Affairs and Health. Other programmes linked to it are the National Development Project for Social Services, the National Project on Health Care, the Gender Equality Action Plan, the Alcohol Programme, and the National Violence Reduction Programme.

- Indicators and statistics to evaluate the policies. **Not named**

2.2 EU required National Reform Programme (National Action Plan) for Employment

- Does the EU -required National Reform Programme for employment (in which one of the ten guidelines concerns gender mainstreaming) includes a significant set of actions concerning gender equality? If so, what are these?

Member state reports 2006: http://ec.europa.eu/growthandjobs/key/nrp2006_en.htm

No, gender is mentioned only a few times and no significant set of actions is proposed.

- Did the EU appointed National Expert (part of the EU Network of Experts on Gender and Employment and Social Inclusion) made (have) critical or positive comments on the gender equality dimension of the member state's programme? If so, what are these?

General criticism for lack of both gender mainstreaming and gender perspective in the NRP.

EGGSIE 2005 report see:

http://ec.europa.eu/employment_social/gender_equality/docs/2006/final_nrp_synthesis_2005_en.pdf

- Did the EU Commission's response to the National Reform Programme for employment include recommendations on gender equality? If so, what were these?

EC response: http://ec.europa.eu/growthandjobs/annual-report-1206_en.htm

No. Older workers, young workers, effect of migration, and low skilled workers are mentioned, but the EU Commission's response does not include recommendations concerning gender equality. The EU Commission states 'Finland has made very good progress in implementing its National Reform Programme over the 2005-2007 period. Good progress has been shown in fulfilling the commitments agreed by the 2006 Spring European Council in the four priority action areas.'

²⁵ Lähisuhde- ja perheväkivallan ehkäiseminen 2004-2007. Sosiaali- ja terveysministeriö. 2004:9.

2.3 EU required National Reports (National Action Plans) on Strategies for Social Protection and Social Inclusion

- Does the EU required National Report on Strategies for Social Inclusion include a significant set of actions concerning gender equality, including gender-based violence? If so, what are these?

The Government Action Plan for Gender Equality 2004-2007 is mentioned in many places, but the actions included in the Action Plan are not presented in this report. The report is for the large part gender blind. Gender-based violence is not included in the report.

Member state reports: http://ec.europa.eu/employment_social/social_inclusion/naps_en.htm

- Did the EU Expert Group on Gender, Social Inclusion and Employment have critical or positive comments on the gender equality dimension of the report (including gender-based violence)? If so, what are these? EGSIE Synthesis report (2006) http://ec.europa.eu/employment_social/publications/2006/ke7606201_en.pdf

The report generally mentions Finland in a positive light. Unemployment rates for young women are lower than for men, and young women and men have the same employment rates. The employment rates are almost the same for older women and men too, and the unemployment rate of 2003 was in general lower for women than for men. The long-term unemployment rate is also higher for men than women. The actual retirement age is about the same for both women (60.0) and men (60.7). The gender gap of the gender division of domestic work is among the smallest in Finland in Europe (4.4), as is the inactivity rate. Lone mothers in Finland are not more at risk of poverty than other parents (2.8% of all households), although in the aftermath of the 1990s recession lone mother's labour market positions have suffered. Concerning the lone mothers, the Nordic style social protection system receives positive remarks for its ability to prevent poverty.

- Did the EU Commission's response to the National Report on Strategies for Social Protection and Social Inclusion include recommendations on gender equality (including gender based violence)? If so, what were these?

EC report: http://ec.europa.eu/employment_social/social_inclusion/jrep_en.htm

No

2.4 EU funding

- Does the EU provide funding in your country that has / has had a significant gender impact?²⁶ Structural funds to consider include the European Social Fund²⁷ and the European Regional Development Funds²⁸,
Yes, the EU provides funding, but it is hard to say how significant the impact is/has been.

- If yes, how much and over what period of time? **From 1995 onwards**

The first Structural Funds period in Finland started in 1995 and was concluded at the end of 1999. Finland has received funding for several regional projects in the field of equal opportunities, but they mostly concern regional equality and gender equality has remained sidelined. There are for example fairly minor projects that aim at increasing rural women's employment and skills. Their impact however, is most likely the largest on the level of individual and regional development, not so much in general gender equality. Various official documents comment on the aim of taking gender and gender mainstreaming better into account while making funding decisions, concerning for example the structural funds.

During the period of 2000-2006 the European Social fund funds were channelled into gender equality work via Objective 3 programmes. These programmes especially concerned education and the labour market. The goals were to promote gender equality in education, in training and in working life and reinforcing women's position on the labour market. Examples of these are:

²⁶ The following link may serve as a useful starting point (see drop-down menus along the top of the page and links on the left hand side): http://ec.europa.eu/regional_policy/policy/history/index_en.htm

²⁷ http://ec.europa.eu/regional_policy/funds/fse/index_en.htm

²⁸ http://ec.europa.eu/regional_policy/funds/feder/index_en.htm

the WomEqual-project (2005) that aimed to support women's careers in the field of engineering; and Women IT that promoted women's careers in the field of ICT. According to the Ministry of Labour, in 2000-2006, there were altogether 508 projects funded by the European Social Fund focusing on the promotion of gender equality and equal opportunities in working life, of which 119 were aimed specifically at promoting gender equality in education and working life and strengthening women's position on the labour market. In addition, within the EQUAL programme there were 14 projects that aimed at diminishing the gender gap in education and working life. It is however difficult to say anything about their impact yet, since many of the projects are still running.²⁹

- o If yes, comment upon the extent to which gender was mainstreamed in associated plans and programmes (e.g. the National Development Plans for 2000-2006)?

There is a separate Government Action Plan for Gender Equality, which mainstreams gender equality into all spheres of society (he Government Action Plan for Gender Equality 2004-2007, The Government Action Plan for Gender Equality 2007-2011).

3. Governmental Machinery for Equality

Provide a summary of the history of governmental machinery for equality provided in the issue history D11, up-dated if appropriate. In particular, consider if there have been any developments in the relationship between the gender machinery and other equalities machinery (e.g. proposed mergers). (Approx. 250 words)

On the governmental level, gender equality issues are dealt with by the Ministry of Social Affairs and Health and the Minister of Social Affairs and Health (currently Mr Stefan Wallin) is responsible for equality issues. The bodies responsible for the practical implementation of equality in government are: The Council for Equality (TANE) (1972), The Gender Equality Unit (2001) and the Ombudsman for Equality (1986). In addition, there is The Equality Board (1987) which acts as an independent body within the structure of the Ministry of Social Affairs and Health and the Minister of Social Affairs and Health. The Report of the Committee on the Status of Women (1970) recommended that a permanent state organ for equality issues should be established. The recommendation was followed and The Council for Equality (TANE), was founded by the parliamentary decree on 31st of May 1972 (Parliamentary decree 31st of May 1972 (455/72) on founding of the Council for Equality (TANE). It functioned first as a standing committee under the Prime Minister's office, but was moved to The Ministry of Social Affairs and Health in 1986. The General Secretary of the Council for Equality works at the Gender Equality Unit of the Ministry of Social Affairs and Health. The post of the Ombudsman for Equality was founded to coincide with the coming into force of the Act on Equality between Men and Women (609/1986)³⁰. The Equality Board was created in 1987, and it works in conjunction with the Ministry of Social Affairs and Health as an independent administrative unit. Its tasks include monitoring the implementation of the equality legislation and the handling and solution of related issues.³¹ The organisation of gender equality affairs in the Government was re-organised in 2001 when a separate Gender Equality Unit was created on May the 1st 2001, located in the Ministry of Social Affairs and Health. Previously civil servants working with equality issues, namely the Ombudsman for Equality and the General Secretary of the Council for Equality were working without the support of a specified and specialised gender equality unit. The present bodies that work with the Government's gender equality policy were concentrated in one unit and the Government budgeted three new officials for it from the beginning of 2002 . The Gender 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 Ministers³². Within the Finnish Parliament, there is an Employment and Equality Committee. There is also an Ombudsman for Minorities. This body is located at the Ministry of Labour.

²⁹ www.esr.fi

³⁰ Tasa-arvolaki 20 vuotta (20 years of Act on Equality between women and Men) (2007) Ministry of Social Affairs and Health

³¹ Tasa-arvoasioiden neuvottelukunta: Tasa-arvon tiennäyttäjä 1972-1997. (The Council for equality: On the way to Equality 1972-1997) Tasa-arvojulkaisu 5/1997. Sosiaali- ja terveysministeriö

³² Website of the Ministry of Social Affairs and Health <http://www.stm.fi/Resource.phx/vast/tarvo/tasuk/index.htm>

Do any or all of these forms of gender machinery exist in the country, and if so what are they called (fill in their name in original language and translated to English)?

- governmental (civil servants and ministers in central government); **Yes, The Gender Equality Unit**
- enforcement and/or monitoring agency (e.g. equality authority, ombudsperson); **Yes, Ombudsman for Equality**
- special legal apparatus (e.g. special courts, mediation or arbitration bodies for employment or domestic violence); **yes, there are special courts for employment: Labour Court aka työtuomioistuin³³**
- body for consultation / dialogue with women's NGOs, or with NGOs representing other axes of inequality **The Council for Equality**
- Other, for example, Parliamentary Committees **Employment and Equality Committee**

Answering the following list of questions may require mention of any or all of these types of institution: some apply to one kind more than another.

The nature of the institution

- Is there gender machinery that meets the minimum legal requirements of the EU? **Yes**
- A body for the promotion, analysis, monitoring and support of equal treatment of all persons without discrimination on the grounds of sex: **Yes**
- providing independent assistance to victims of discrimination in pursuing their complaints about discrimination; **Yes, Ombudsman for Gender Equality, or Ombudsman for Minorities**
- conducting independent surveys concerning discrimination; **Yes**
- publishing independent reports and making recommendations on any issue relating to such discrimination. **Yes**
- Is there gender machinery that meets the 'Paris Principles'? **Yes**
- independence guaranteed by a constitutional or legislative framework, autonomy from government, **Yes**
 - pluralism including pluralism of composition, **not specified**
 - a broad mandate, **Yes**
 - adequate powers of investigation, **Yes**
 - sufficient resources **Yes, but could be better**
- Is there gender machinery that meets the further requirements of the UN Platform for Action? **Yes**
 - responsibility vested at the level of a Cabinet minister. **Yes**
 - Develop indicators and statistics to monitor policy **Yes**
- How close to the centre of power (e.g. Prime Minister or other) is the governmental machinery located?
 - centre of power/ PM's office **No**
 - Other powerful department. **Yes, Ministry of Social Affairs and Health**
 - Other department -
- Would any of the bodies be described as following a 'feminist' agenda? **Yes**
 - Briefly explain the reasoning behind your answer. Finland is characterised by **state feminism**
 - If yes, then indicate which vision of gender equality (equality through sameness, equal valuation of different contributions, or transformation) fits best. **Equal valuation of different contributions**
- Are there other policy groups relevant to gender equality that are embedded in particular departments, but which are not usually known as gender machinery e.g. domestic violence group within the home affairs or justice department? If yes, when was it set up, what does it do, what are its resources? **No information**
- Are there any special legal institutions such as special courts to assist the implementation of gender equality laws e.g. employment tribunals, domestic violence courts? **No**

³³ Website of the Labour court: <http://www.oikeus.fi/tyotuomioistuin/>

Dedicated to gender or integrated with other equalities?

- Is the gender equality body (enforcement or monitoring agency) integrated with machinery for other equalities issues (if so which) or for human rights?

Not currently, but integration is currently being discussed.

- When did this happen? -
 - Was the change controversial (who fought whom, allied to whom)? -
 - Is the division of responsibilities by function or by strand?
 - Is there a separate mechanism for consulting civil society by strand, including women?
 - Does the equality body actively engage with the issue of intersecting inequalities (e.g. gender and ethnicity, gender and disability)? If yes, please specify the intersections that are taken into account.
- If the gender equality body is not integrated with machinery for other equality issues, does the gender equality body and any other single strand equality body actively engage with the issue of intersecting inequalities? If yes, please specify the intersections that are taken into account by each of the equality bodies.

There is a separate Ombudsman for Minorities that works within the field of non-discrimination. The Ombudsman functions mainly as an expert body, providing advice and instructions to victims of ethnic discrimination. The Ombudsman for minorities oversees that the Non/Discrimination Act (2004) is complied with. The Non-Discrimination Act prohibits discrimination in a number of key areas of life, including employment and education, and prohibits unequal treatment based on race, ethnicity, disability, religion, age, sexual orientation.

Relationship of machinery with civil society

- Are there procedures for the consultation of women's groups in civil society by the gender or equalities machinery? **Yes**
 - If so, are they routinised or occasional? **Routinised**

4. Policy summary questions

4.1 Non-employment

Is the tax system household based or individualised? **Individualised since 1972**

Is the benefit system household based or individualised? **Mainly individualised**

How long is it legitimate for lone parents not to be in paid work? (i.e. at what age does the youngest child reach before parent is required to be available for employment and benefit stops).

There is no such system in Finland. The childcare leave or allowance system does not single out lone parents. Single parenthood is not considered a major disadvantaged/disability that would prevent the parent from working, since there is a municipal day-care system that every child has a right to attend. All children have a subjective right to day-care despite the type of the family, that is, the parents' relation to employment and the labour market is irrelevant to the child's right to attend day-care.

Are there *active* labour market programmes (i.e. programmes to help people who are out of labour market back into paid employment, includes training and job placement schemes) for lone parents?

No special programmes for lone parents.

Are there active labour market programmes for women who are returning to employment after lengthy period of time out of the labour market?

No, it is relatively rare that women stay at home to care for children for more than three years, since the day-care system is available to all. In addition, women's labour market participation rates are traditionally high.

Are there active labour market programmes for any other category of citizens, and if so which categories?

Yes, for the long term unemployed and there are rehabilitative programmes for people returning to work after long-term illness.

What is the minimum amount of childcare that is provided by the state? (e.g. number of hours, no. of weeks per annum)

- **Childcare: (under 3 years) every child is entitled to a municipal childcare by law (1996). Prior to 1996, the right to municipal day-care was determined on social grounds i.e. parents' salary, employment etc,**
- **Childcare: pre-primary education (3 yrs-6yrs) every child under school-age is entitled to municipal childcare by law (1996). Prior to 1996, the right to municipal day-care was determined on social grounds i.e. parents' salary, employment etc.**

What is the predominant form of childcare provision? i.e. public, private or mixed. How is childcare financed (e.g. by public funds, privately or mixed)? **Mostly public.**

Is the pension age the same for women and men? If so, since when? **Yes.**

4.2 Intimate citizenship

Is abortion legal? If so, in what year did this happen?

Yes, 1970.

Up to which week of pregnancy is abortion legal?

From 1979, abortion was legal up to week 12 . In 1985 abortion was allowed up to 20 weeks for under-age women and up to 24th week if amniocentesis or ultrasound finds serious impairment in the fetus.

Are there any other conditions? If so, what are these (e.g. consent of doctor/s, counselling)?

Abortion is provided by the public health care services and is available to all women after a consultation with a doctor.

How many abortions are carried out per year (select most recent year where data available.

If illegal, approximately how many women travel to access abortion services in another country?

The abortion rate is low. In the year 2002, 10 931 abortions were performed. The figure was down by 2% from the previous year. 86, 7% of all abortions were performed on social grounds.

Are there any restrictions on abortion for certain categories of people? (e.g. age, nationality)

Under-age women can have abortion up to 20th week

Is a marriage a state based contract, religious contract or both?

Both

Is divorce legal and what are the conditions for divorcing (e.g. is mutual consent necessary / sufficient)?

Divorce is legal and mutual consent is not necessary.

If divorce is not legal, what are the conditions for separation or annulment? -

Are there any restrictions to marriage other than the sex of the partners (e.g. nationality, country of origin)?

No

Are civil partnerships/civil unions/gay marriage legal?

Yes, registered partnership is legal since 2001.

and if so, are the legal rights the same as for heterosexual marriage? Consider the following (Yes/no+year when introduced):

Does it extend to:

- survivors' benefits in pensions?

Yes 2002

- adoption rights?
No, currently still under debate. The Adoption Act is being revised now, but at the moment there is no information on whether adoption rights will be extended to registered partners or not.
- parental leave?
Yes 2002, but only the biological parent and the co-parent if they are cohabiting and are registered partners.
- assisted reproduction?
Yes, but only for lesbian couples. The law on fertility treatments was passed in 2006. Prior to 2006, assisted reproduction was allowed by the decision of health care personnel.
- Family reunification – have partners the right to settle and be employed in the country where their partners live?
Yes, if one of the partners is a citizen or has significant ties to Finland i.e. has lived in the country for minimum of two years. However, it can be difficult to obtain a residence permit that allows you to work if you come from outside of EU. If you are only granted a so called B-permit, you can stay in the country, but cannot work, study etc (Aliens Act 2004)³⁴. This also goes for heterosexual partners). The practice has been debated since the introduction of the new Aliens Act.
- Number of registered civil partnerships, annually and in total?
At the end of 2006 there were 950 registered couples. In 2006, 191 partnerships were registered, of which 84 were male couples and 107 female couples. In 2005, 200 registered partnerships. There are approximately 200 registered partnerships per year.³⁵

4.3 Gender-based violence

Has there been a national survey on gender based violence? When was the most recent one carried out?

Yes, there have been two large national surveys, one in 1997³⁶ and the more recent one in 2005³⁷ by the National Research Institute of Legal Policy.

Does it include:

- Domestic violence and violence in partnerships?
Yes
- Sexual assault/violence and rape?
Yes
- Sexual harassment and stalking?
Yes
- Trafficking
No, it is not included, there is a separate survey concerning trafficking and prostitution
- Prostitution?
No, there is a separate survey concerning trafficking and prostitution
- Forced marriage
No, not included
- Honour crimes?
No not included
- FGM?
No, not included

³⁴ Ulkomaalaislaki 301/2004 (Aliens Act)

³⁵ Statistics Finland website <http://www.stat.fi/til/perh/index.html>

³⁶ Heiskanen, Markku and Piispa, Minna: Usko, toivo, hakkaus: kyselytutkimus miesten naisille tekemästä väkivallasta. Helsinki: Tilastokeskus. 1998. (Faith, Hope, Battering: survey of men's violence against women in Finland)

³⁷ Naisiin kohdistunut väkivalta 2005. OPTL:n julkaisu 225. (Violence against women in 2005) <http://www.optula.om.fi/37928.htm>

4.1.2

4.2.1.1 Indicators & statistics

Could you perhaps name some of the indicators?

4.3.1 Domestic violence

What legal devices are available to prevent domestic violence? Do they target perpetrators and/or victims? (Yes/no +year when introduced). Devices could for instance include:

- restraining orders **Yes 1998**
- non-molestation orders
- occupation orders
- state funded perpetrator programs
- other devices? **Intra-Family restraining order 2004**
-

What is the prevalence of domestic violence against women, in one year? (from the survey)

According to the survey of 2005, 8% of women who took part in the survey had experienced threatening behaviour or physical or sexual violence from their partners during the past year. (9% in 1997).

What is the life time prevalence of domestic violence against women? (from the survey)

The figure is 20% if the whole duration of the lifetime is taken into account. In 1997 the figure was 22%. On average 23 women died annually as a result of domestic violence in 1997-2005. In 17 out of 23 cases, the perpetrator was a partner or spouse.

What is the number of incidents of domestic violence against women, in one year (from the survey)

What is the number of incidents of domestic violence reported to the police (annual)? (If not available, say so)

In 2005 over 20 000 incidents that were related to domestic violence were reported to the police. From 1997 to 2005 the number of incidents reported to police has risen by 47%. It is assumed that the rise is due to both an actual rise in domestic violence incidents and a rise in the reporting of incidents.

What is the number of domestic violence convictions in the courts? (If not available say so)

Not available

What is the attrition rate for domestic violence in the criminal justice system (convictions as % of reports to police)? (if not available say so)

Not available

If there is any information on the previous questions broken down by age, class, sexual orientation, race/ethnicity etc, give it here too.

No information

4.3.2 Rape & Sexual assault

When was marital rape criminalized? **1994**

What is the number of annually reported incidents to the police?

In 2004, 595 reports of rape to the police,

In 2005, 593, reports of rape to the police,

In 2006, there were 613 reported rapes,

In 2007, 748 rapes were reported to the police³⁸.

³⁸ Statistics Finland: <http://www.stat.fi/ajk/tiedotteet/v2004/275oiks.html>

What is the attrition rate for rape in the criminal justice system (convictions as % of reports to police)? (if not available say so)

Until the amendment of the Penal Code 1998, prosecution of rape dependent on the victim's will. This meant that prosecution of these offences was not systematic and many cases were never prosecuted at all. After the amendment, the numbers of prosecuted cases and convictions have increased. Between 2001-2005 approximately 103 cases were prosecuted annually, and the number of convictions was 83. Before the amendment, (1994-1998) the number of prosecuted cases was approximately 55 annually, and the number of convicted cases 51. The number of cases reported to the police has increased after the amended Penal Code. Revision of the sex crimes law: rape is given three classifications depending on the gravity of crime. The classes are rape, aggravated rape, and forcible rape. The most important revision was making almost all sex crimes offences under public prosecution. In addition, acquiring sexual services from a minor (less than 18 years of age) became punishable. According to Lappi-Seppälä and Hinkkanen (2004)³⁹ the revision of the Penal Code on sex crimes has resulted in longer sentences for cases of rape.

Number of convictions: rape⁴⁰

2002	49
2003	40
2004	48
2005	59

Number of convictions: attempted rape

2002	10
2003	12
2004	17
2005	10

Number of convictions: aggravated rape

2002	4
2003	9
2004	8
2005	4

Number of convictions: forcible rape or coerced intercourse

2002	7
2003	2
2004	25
2005	21

What is required for an act to be considered to be rape, e.g.:

- lack of consent (since when): yes, **Penal Code ch. 20 Amendment (L 563/1998)**
- Physical resistance? (since when): **not needed**
- Other? **The victim is forced or in a state where the victim cannot make resistance (drugged etc) (Penal Code ch. 20 Amendment (L 563/1998)).**

Is any characteristic of victim or perpetrator considered relevant (e.g. age, sex), and if so which characteristic? **Age**

³⁹ Lappi-Seppälä, Tapio & Hinkkanen, Ville, 2004. Selvityksiä raiskausrangaistuksista ja rangaistuskäytännön yhtenäisyydestä. (Rape sentencing and the consistency of sentencing practices) National Research Institute of Legal Policy, Research Communications 61, Helsinki.

⁴⁰ Optula website. <http://www.optula.om.fi/uploads/7lm8j6f5ixbx612.pdf>

4.3.3 Trafficking for sexual exploitation

Has the government signed and ratified the EU convention on human trafficking
yes (29.8.2006)

Is trafficking primarily seen as a problem of the sending or the receiving country?

Both sending and receiving country

Are women victims of trafficking, when identified as such, given temporary/permanent residence permits?

Yes

How long?

Temporary residence permit a minimum of 6 months and maximum of 12 months can be given. If the victim is considered especially vulnerable or has been a resident for two years, he/she can get a permanent residence permit.⁴¹

4.3.4 Intersections

Have specialised policies and practices on gender based violence that address gender as intersecting with race/ethnicity, class, sexual orientation been developed by:

- Police **Yes**
- NGOs **Yes**
- Local Authorities / government **Yes**
- Other

4.3.5 Service provision

Are there refuges and/or sexual assault centres?

Yes

How many are there?

The biggest service provider is the Federation of Mother and Child Homes and Shelters.⁴² It has 14 shelters for victims of domestic violence; other actors also provide shelters, such as the Monika-Women Association, which has 2 shelters specifically for immigrant women in the Helsinki area.⁴³

When was the first set up?

1945 by the Federation of Mother and Child Homes and Shelters.

Are they state funded, to what extent?

Partly funded by the state via the Slot Machine Association (Raha-automaattiyhdistys /RAY), which has the monopoly to organise casino, table games etc. in Finland (it was established in 1938 for the purpose of collecting money for health and welfare and other related purposes). On the Federation of Mother and Child Homes and Shelter's website, it is said that 68% of the funding comes from RAY.⁴⁴

CIVIL SOCIETY AND ENGAGEMENT IN POLICY MAKING

5. Political system

5.1 Is the state unitary or federal? If federal, are key gender+ equality decisions made at national or provincial/local level?

Unitary

⁴¹ The Aliens Act 2004/301 amendment /21.7. 2006. <http://www.finlex.fi/fi/laki/alkup/2004/20040301>

⁴² The website of the Federation of Mother and Child Homes and Shelters <http://www.ensijaturvakotienliitto.fi/>

⁴³ The website of the Monika Naiset (Monika-women) <http://www.monikanaiset.fi/Asiakaspalvelut.htm>

⁴⁴ The website of the Federation of Mother and Child Homes and Shelters <http://www.ensijaturvakotienliitto.fi/>

5.2 To what extent and how are social partners (employers & trade unions/capital & labour) integrated in policy decisions?

The position of trade unions has been strong in Finnish policy-making due to the collective bargaining system and the so called Comprehensive Income Policy Agreement (tulopoliittinen kokonaisratkaisu/TUPO) from the late 1960s onwards, which is a tri-lateral treaty by the Finnish government, employees' and employers' trade unions. It covers a wide range of economical and political issues, such as salaries, taxation, pensions, unemployment benefits and housing costs.

- Are there legally binding decision making processes similar to the EU framework agreements (e.g. as the Parental Leave Directive)? **Yes**
- Would the political system be possible to describe as corporatist or neocorporatist, where hierarchically ordered trade unions and/or employer and/or other civil society organisations are institutionally incorporated in policy making? **Yes**
- What is the gender composition in the decision making process of agreements made by the social partners (if there are any such agreements)? **No information available**

5.3 In which policy environment (ministry) is a decision on the issue predominantly made (for each area: general gender equality policies; non-employment; intimate citizenship; gender-based violence)?

Ministry of Labour and Ministry of Social Affairs and Health, Ministry of Justice (NON-EMPLOYMENT),

Ministry of Social Affairs and Health, Ministry of Justice, Ministry of the Interior (INTIMATE CITIZENSHIP)

Ministry of Social Affairs and Health, Ministry of Justice, Ministry of the Interior (GENDER-BASED VIOLENCE)

5.4 Political cleavages

Is the state consociational or not, i.e. are there major internal divisions (ethnic, language, religion etc) where neither of the groups form a majority while, at the same time, the political regime can be considered to be stable?

No major internal divisions.

What are the main existing salient political cleavages within the state, and on what dimension (e.g. language, region, religion, nationality)?

6% Minority of Swedish-speaking Finns are represented by the Swedish people's party, but there are no major cleavage between the Finnish-speaking majority and the Swedish-speaking Finns.

5.5 International obligations and links

When, if at all, was CEDAW signed?⁴⁵ **1986**

When did the country join the EU? **1995**

6. Political Representation

6.1 The development of women's political representation, including:

Date of female suffrage⁴⁶

1906. Finnish women were the first in Europe to get the vote and the first in the world to get full political rights of both suffrage and eligibility.⁴⁷

-
- Note any caveats, e.g. age, property qualification, ethnicity, and when removed. **1906**

⁴⁵ See <http://www.un.org/womenwatch/daw/cedaw/states.htm>

⁴⁶ See Inter-Parliamentary union (IPU) website: <http://www.ipu.org/wmn-e/world.html>

- Date of male suffrage **1906**
- Use of quotas⁴⁸ **Quotas not used in parliamentary or municipal elections**
 - When introduced -
 - What form e.g. party, electoral, constitutional-
- What is the numerical representation of women in parliament? (**over QUING period**)
In the parliamentary election of 2007, 84 women out of 200 Members of Parliament (42%).

Was the increase in women's representation a gradual increase since suffrage, or were there any key turning points? E.g. quotas,
The first parliament after renewal of the political system in 1907 had 17 women out of?, since then there has been a gradual increase. The present parliament has a record high number of women (84/200).

Other important developments

The first woman minister, Miina Sillanpää, was appointed in 1926. She was a Minister of Social Affairs. Until the early 1990s, social policy, social legislation, culture and education remained women's fields in Parliament. These were considered as softer issues suitable for women. It was not until the 1990s that a woman was appointed to Minister of Foreign Affairs and Defense. Since the early 1990s, approximately one of every three Members of Parliament has been a woman. The Speaker of Parliament was a woman almost throughout the entire 1990s and in the spring of 2000, Tarja Halonen was elected President of the Republic of Finland. Before her election to President, Halonen had been the first female Minister of Foreign Affairs in Finland. President Halonen is still in office (second term), re-elected in 2006.

6.2 Political representation for intersecting inequalities:

Class (e.g. was male suffrage granted in stages with property qualifications; representation in parliament)

Women and men received the same full political rights at the same time when the political system was renewed in 1906. Before the adoption of the unicameral system, a system based on class prevailed (originating from the Period of Swedish Rule pre 1809. Finland was an autonomous Grand Duchy under the Russian rule between 1809-1917).⁴⁹

Ethnicity/religion (what exclusions and when; numerical representation in parliament)

Only Finnish born Finns can become Members of the Cabinet.

Other important intersecting inequalities, any quotas?

Quota of one for a representative from Åland Islands. The Åland islands is a self governing area that has belonged to Finland since 1809. Self-governance was granted in 1920.⁵⁰ **The Sámi people have their own political organ named Saamelaiskäräjät or sámediggi, which was established in 1996. It uses the highest power in matters concerning Sámi peoples self governance, guaranteed by the Finnish Constitution**⁵¹.

6.3 Political parties and gender

Does women's political representation vary by Party; **Not significantly**

- if so, do these Parties tend to represent different class, ethnic, religious or other interests? **Variation of women's political representation is minor. Women are equally represented in all major parties**

What is the current Party / Parties in Government: **The National Coalition Party, The Centre Party (prime minister comes from the Centre party), The Green Party, The Swedish People's Party**

⁴⁸ See IDEA: <http://www.idea.int/gender/index.cfm>

⁴⁹ Julkunen, Raija (2002) Women's Rights in Finland – The ascendancy of citizen's rights. <http://virtual.finland.fi/netcomm/news/showarticle.asp?intNWSAID=25777>

⁵⁰ Website of Åland's lagsting <http://www.lagtinget.ax/>

⁵¹ Website of the Saamelaiskäräjät : http://www.samediggi.fi/index.php?option=com_content&task=blogcategory&id=78&Itemid=196

- With which European Parliament political group is this Party / Parties affiliated?⁵² **European Liberal Democrat and Reform Party, European People's Party, European Socialists, European Green Party**

What political party / parties have held office during 1995-2007? **The Social Democratic Party, The National Coalition Party, The Centre Party, The Green Party, The Swedish People's Party, the Christian democratic Party, and The Left Alliance have all been in the government during this period, but only The Social Democratic Party and The National Coalition Party have held prime minister posts during this time, i.e. been responsible for forming the government.**

Main European Political Parties (each footnote provides a link to party's website where you can find their national political party members)

European People's Party (EPP): Centre right Christian democrats and conservatives. The largest group in the European Parliament with 277 members.⁵³

Party of European Socialists (PES): Social democrats, democratic socialists. With 218 members the PES's socialist group is the second largest group in the.⁵⁴

European Liberal Democrat and Reform Party (ELDR): Liberal democrats and centrist, the ELDR is the third-largest political party represented.⁵⁵

European Free Alliance (EFA): Pro devolutionists, independence⁵⁶

European Green Party: Greens, ecologists, environmentalists⁵⁷

6.4 Representation in government

- What percentage of government Ministers are female?⁵⁸ **60% of the current cabinet members are women.**
 - To which parties do the female ministers belong? **The National Coalition Party, The Centre Party, The Green Party, The Swedish People's Party.**
 - To which Ministries do female ministers belong? **Ministry of the Interior, Ministry of Justice, Ministry of Migration and European Affairs, Ministry of Education, Ministry of Transportation, Ministry of Communications, Ministry of Labour, Ministry of Social Affairs and Health, Ministry of Health and Social Services, Ministry of Public Administration and Local Government, Ministry of Agriculture and Forestry.**⁵⁹

7. Civil Society

7.1 Gender

Is there one (or more than one) national organisation that coordinates feminist and women's organisations. **Yes**

The Coalition of Women's Organisations (Naisjärjestöt yhteistyössä (NYTKIS))⁶⁰. All the political parties' women's organisations are members as well as the Association for Women's Studies in Finland (Suomen naistutkimuksen seura), the Women's Association Union (Naisasialiitto Unioni ry) and The National Council of Women of Finland (Naisjärjestöjen Keskusliitto ry).

The National Council of Women of Finland (Naisjärjestöjen keskusliitto)⁶¹ () is a politically neutral organisation which gathers together a host of non-political women's organisations and associations. Many associations for women in specific professions etc. and associations that promote culture are members of the National Council of Women of Finland.

⁵² See list Of EP political groups: http://www.europarl.europa.eu/groups/default_en.htm

⁵³ www.epp.org

⁵⁴ www.pes.org

⁵⁵ <http://www.eldr.org/>

⁵⁶ <http://www.e-f-a.org/>

⁵⁷ www.europeangreens.org

⁵⁸ See IPU: <http://www.ipu.org/wmn-e/world.htm>

⁵⁹ Website of the Finnish government <http://www.valtioneuvosto.fi/hallitus/jasenet/fi.jsp>

⁶⁰ The website of Nytkis <http://www.nytkis.org/index.htm>

⁶¹ The website of Naisjärjestöjen keskusliitto <http://www.naisjarjestot.fi/>

If so,

- is this the same as the body which is affiliated to the European Women's Lobby? **Yes (NYTKIS) is a member of European Women's Lobby, the National council of women of Finland is a member through NYTKIS.**
- when was it established? **1988 (NYTKIS),**
- how many organisations are affiliated to the national body? **NYTKIS itself has got 11 member organisations, but via The National Council of women + 62 organisations**
- how many women are so coordinated? **500 000 (The National Council)**
- How many staff work for the organisation (how many paid, how many unpaid)? **2 paid**
- What is its budget? **Not specified, it is financed by the Ministry of Education, member organisations, private foundations and enterprises**
- What is its range of activities (are these in an annual report)? **Promotion of human rights and gender equality, coordination of the activities of its member organisations**
- Does the national body engage with all or only some of our 3 issues? **All of them**
- Are there national coordinating organisations for feminist/women's activities in: employment/non-employment; gender based violence; and intimate citizenship (if so name them)?

Many activities of women's organisations in this entire field are co-ordinated via NYTKIS/The Coalition of Women's Organisations and The National Council of Women of Finland.

List the key women's / feminist civil society organisations and their main methods / activities

- Building autonomous institutions -
- Public protest e.g. demonstrations **Naisjärjestöt yhteistyössä (NYTKIS) (THE COALITION OF WOMEN'S ORGANISATIONS)**
- Campaigning **(NYTKIS) and members**
- lobbying state **(NYTKIS) and members**
- service provision
- research –**(NYTKIS)**
 - Are they important or marginal to national politics? **Important**
 - Are they centralised or dispersed? **Centralised**

- List the key anti-feminist organisations and their main methods/ activities? There are **no major organisations that would name themselves anti-feminist or considered to be anti-feminist.**

Building autonomous institutions,

- Public protest e.g. demonstrations-
- Campaigning -
- lobbying state-
- service provision-
- research-
 - Are they important or marginal to national politics?-
 - Are they centralised or dispersed?-

Are there any men's groups / organisations that are supportive of women's / feminist organisations?
Yes, for example Pro Feminist Men (Pro-feministimiehet).⁶² which was established in 1999.

Women's / feminist organisations in civil society

- What are the major distinctions in civil society between different types of organisations/projects e.g. feminist, pro-family etc.?
The National Council of Women of Finland (NYTKIS) as an umbrella organisation is feminist orientated and promotes equality and gender equality in the society, so those

⁶² The website of Profeministimiehet <http://www.profeministimiehet.net/>

organisations that belong to NYTKIS have openly political/feminist goals. The National Council of Women of Finland and its member organisations are also committed to gender equality work and to the promotion of women's rights. Pro-family organisations often concentrate on the well being of the child and the family, such as The Mannerheim League for Child Welfare⁶³, which is one of the most long-standing child-welfare organisations. Another major family organisation, the Family Federation (Väestöliitto)⁶⁴ is a social and health sector organisation focusing on families. There are no major "pro-family" groups in Finland that would be opposed to the promotion of gender equality, and there are no types of "pro-life" or pro- "traditional family values" organisations.

- Do women's organisations actively engage with other intersecting inequalities (in each area?) **Yes The National Council of Women of Finland NYTKIS for example works in association with Multicultural women's Association (Monika-naiset ry) in the field of gender-based violence.**
- Do they have good alliances with those representing other inequalities or not? (in each area) **Yes**
- Are there alliances between women's / feminist organisations and men's groups (if these exist in your country)? **Yes, for example between feminist organisations and Pro Feminist Men. (**

Are there many organisations of minoritised women? (In each area)

Yes, for example

Multicultural Women's Association (Monika–Naiset liitto ry)⁶⁵ was founded in 1999. The aim of the Association is to assist women and their children who are victims of violence and promote their integration into Finnish society. Multicultural Women's Association also functions as an umbrella organisation for immigrant women's organisations in Finland. Its member organisations include a wide variety of associations for women from different ethnic and national backgrounds⁶⁶: These organisation all aim at promoting integration by providing education and training, work against racism, many promote social and health projects such as HIV-campaigns, women's health etc.

- What links are there with international? / EU level / bilateral bodies? (in each area) **The Coalition of Women's Organisations/NYTKIS is a member of European Women's Lobby, the National Council of Women of Finland is a member through NYTKIS. NYTKIS is a member of a Nordic Umbrella Organisation of Women's Organisations (Nordiska Kvinnoorganisationer i Samarbete/NOKS) and co-operates with Baltic and Russian women's organisations. The National Council of Women of Finland is also a member of International Council of Women (ICW) and the European Centre of the International Council of Women (ECICW). Monika-naiset ry have various co-operation partners from international organisations, and Nordic immigrant women's organisations.**
- Is organised feminism engaged with the state, or does it follow an autonomous or separatist agenda building its own institutions? For example, is it invited to report to consultations; does it take money from the state; is it commissioned by the state to undertake specific tasks **Engaged with the state**
 - Does this vary between issue areas? **Yes, there has traditionally been more emphasis on general gender equality and non-employment.**
 - Has this changed over time? **Yes, during the past 20 years more attention to gender-based violence than before**
 - When engaging with the state is a coalition form of organising common or not? **Yes**
 - Does it make sense to talk of a 'women's movement' or not? **Yes**
 - Briefly explain your answer. A wide variety of actors from party political to NGO's that share the goal of promoting women's position in different fields of society

⁶³ <http://www.mll.fi/>

⁶⁴ <http://www.vaestoliitto.fi/>

⁶⁵ <http://www.monikanaiset.fi/>

⁶⁶ <http://www.monikanaiset.fi/ngos.htm>

Women's/feminist organisations in Finland are tightly involved in the preparatory processes of decision-making in the Government and Parliament. They are routinely consulted and invited to give statements concerning issues in the area of the specific organisation's expertise. Women's organisations receive funding from the state. The Finnish women's movement was channelled into the state apparatus and state policies instead of for example NGOs or grassroots level work very early on. For this reason the most significant actors of gender equality policy can be found within the state apparatus or working jointly with it. For example, Finnish political parties represented in the Parliament each have their women's organisation and these organisations alongside other unaffiliated large women's organisations have a joint umbrella organisation NYTKIS (Naisjärjestöt yhteistyössä/The Coalition of Finnish Women's Associations) which was founded in 1988. NYTKIS is a participant in the Council for Equality, it co-operates with the Network of Women Parliament Members and with various non-governmental organisations promoting women's rights, human rights and international development co-operation, publishes materials, organises seminars and such. NGOs, among them women's organisations, assumed a more active and independent role in gender equality work during the recession of the early and mid- 1990s, the 'state feminism' began to be complemented to a larger extent by the work and opinions by various domestic NGOs. The role of the Nordic Forum and the UN's Fourth World Conference on Women in Beijing were important in raising the level of activism in Finland.

- Is there a tendency towards one of the three major visions of gender equality (sameness, equal valuation of difference, transformation)?
Equal rights for women and men=sameness is the main vision, but the other two visions are also present.
- Is there a preferred model of care work: support for a domestic regime or support for a public (state or market provision) regime?
Support for a public regime.
- How closely aligned is feminism with social democracy?
It is a commonly shared view that the development of women's positions in Finland has been tightly bound to the development of the welfare state, which has a wide support across party lines, not just social democrats as social democratic ideals. Feminist views have been incorporated into state politics, which is often called state feminism.
- Notes on the history of the development of gendered or feminist civil society organisations:
- Is there a history of divisions as to where on a continuum between autonomous or close to state is most appropriate?

The two big umbrella organisations of women's organisations are close to the state in the sense that they get funding from the state. Most of the member associations get state funding as well. All the significant political women's organisations are supported by the state.

- Does this vary by 4 areas (general, employment, intimate citizenship, and gender based violence)? **No**
- Is there a history of divisions as to: socialist, radical, and liberal?
Yes, in the case of political women's organisations.
 - Does this vary by 4 areas? **No**
- Is there a history of changing engagement with class, ethnic and religious forces? **No**
 - Does this vary by 4 areas? **No**
- Is feminist research organised in Universities and research institutes? **Yes**
- Are there named centres? **Yes, Women's Studies are being taught in eight Finnish universities: Helsinki, Turku, Åbo, Tampere, Jyväskylä, Oulu, Joensuu, Rovaniemi (University of Lapland).**
 - If yes, are they important? **Yes**
 - If not, is important feminist research primarily dispersed or mainstreamed?
- Are there specific positions, funds or journals within the country (or region e.g. Nordic)? **Yes, tenured professors + normal tenure structure, albeit an insufficient number of tenures. There is a Journal of Women's Studies: "Naistutkimus-Kvinnoforskning published by**

Suomen Naistutkimusseura (Association for Women's Studies in Finland) also NORA i.e. the Nordic Journal of Women's Studies.

- Is there a national association for women's studies/gender studies? **Yes, Suomen Naistutkimusseura (Association for Women's Studies in Finland)**
- Are there feminist lawyers' organisations? **No**
- Are there radical lawyers' organisations that support justice claims for one or more of the inequalities? **No information**

7.2 Class

- A short history of the development of organisations representing class interests.

The first trade union type organisations were founded in the mid 19th century. In 1883, the first workers' unions were founded. In 1899, workers' unions declared themselves as socialist. The predecessor of the Central Organisation of Finnish Trade Unions (SAK) was founded in 1907 and it could operate legally.⁶⁷ However, in 1918-1919 there was a bloody civil war, which was basically a class war between "Whites" and "Reds"—land owners and upper class, who leaned towards the West, and working class and landless people, who had socialist or communist leanings. After the civil war, class relations were strained. In 1930, the predecessor of the now biggest workers' representative union SAJ (now SAK/Suomen Ammattiliittojen keskusjärjestö/the Central Organisation of Finnish Trade Unions) was abolished by the state due to its communist leanings. In the same year the SAJ was anew with the name SAK and it was close to the social democratic party. Worker's unions were not officially recognised as equal negotiating partners by the employer side until 1940. Since the 1940s the development was fairly rapid and trade unions rose into significant position. The first Collective Agreement on working conditions, wages and such is from 1945. The legal framework for collective bargaining is the Collective Agreements Act (Työehtosopimuslaki) of 1946⁶⁸, which is complemented by basic agreements between union confederations and employer associations.

- How strong are trade unions? Use the following four measures of trade union strength (Data: European Industrial Relations Observatory Online, national sources)

Trade unions in Finland have traditionally had a strong position, mainly due to the collective bargaining system and the so called Comprehensive Income Policy Agreement (tulopoliittinen kokonaisratkaisu/TUPO from the late 1960s onwards), which is a tri-lateral treaty by the Finnish government, employees' and employers' trade unions.

- density (proportion of workers that are organised),

Finnish trade union density, 71%, is one of the highest in Europe (Year 2003; report by Ahtiainen, Ministry of Labour). The rise in union membership since the late 1960s was helped by an agreement in 1968 that employers would collect trade union fees. Employers also indicated that they were no longer opposed to unionisation. According to the OECD (2004), union density rose from about 50% in 1970 to nearly 70% in 1980. It reached its peak (so far) in 1990 with about 76%.

- coverage (what proportion of workers are covered by collective bargaining agreements),

The collective bargaining coverage rate was 90% in 2004; it has been nearly constant since 1990. According to OECD estimates (2004: 145), the coverage rate was 90% from the 1980s until 2000 and has been well above the EU25 average (66%).

- centralisation of collective bargaining,

In spite of this process of managed decentralisation, the Finnish model of industrial relations can be regarded as more centralised than other European bargaining models. The centralisation index (Visser 2004) takes into account the high centralisation at the national level and the rather low number of employer and union central organisations but does not take into account the internal decentralisation. Today, the sectoral agreements leave more space for decisions at the workplace level, whether or not they are based on framework agreements.

⁶⁷ The website of SAK <http://www.sak.fi/suomi/ajankohtaista.jsp?location1=1&sl2=1&lang=fi>

⁶⁸ Collective Agreements Act (Työehtosopimuslaki) 1946

- is there are national body of trade unions;

There are central organisations for both employer and employee trade unions: The three main union confederations are the Central Organization of Finnish Trade Unions (SAK), the Finnish Confederation of Salaried Employees (STTK) and the Confederations of Unions for Academic Professionals in Finland (AKAVA). SAK⁶⁹ (est. 1907) is the biggest trade union confederation with 21 affiliated member unions and 1.05 million members in the private and the public sector. STTK⁷⁰ (est. 1946), has 650,000 members in 20 unions. It is the confederation for unions of professional employees in a wide range of sectors: manufacturing industry, private services, local and regional government, and the state. The biggest member groups include nurses, technical engineers, police officers, secretaries, institute officers, and salespersons. AKAVA⁷¹, the Confederation of Unions for Academic Professionals in Finland (est. 1950) has 31 member unions that represent those with university, professional, or other high level education. It was formed by 31 affiliates and has about 448,000 members, making for a unionisation rate of more than 70%. AKAVA's bargaining rights for the public sector were handed over to AKAVA-JS in 1995. YTN (Delegation of Professional and Managerial Employees) does the private sector bargaining for AKAVA.

- What proportion of TU members and unions are affiliated?
- Coordination of collective bargaining.

Labour market relations are characterised by close cooperation between the state and the social partners. Almost all legislation concerning working life is based on a tripartite consensus. The position of trade unions has been strong in Finland due to the collective bargaining system and the so called Comprehensive Income Policy Agreement (tulopolitiittinen kokonaisratkaisu/TUPO from the late 1960s onwards), which is a tri-lateral treaty by the Finnish government, employees' and employers' trade unions. It covers a wide range of economical and political issues. In the 1970s it was extended to salaries, taxation, pensions, unemployment benefits and housing costs. In recent years the policy areas covered have been reduced to some general economic and social policy targets, stipulating moderate wage agreements.

- Does the national body of trade unions negotiate on behalf of trade unions
Yes, but trade unions also participate
- Can it coerce or discipline member unions to enforce agreement? **Yes**

Women and trade unions:

- What percentage of *total* trade union membership (i.e. including unions not affiliated with national body and those that are affiliated) is female
(Use national Labour Force Survey. Website providing links to country LFS available from International Labour Organisation:
<http://www.ilo.org/dyn/lfsurvey/lfsurvey.home>)

Women are more often members of trade unions than men according to the 2004 report.⁷² In the year 2004, 73% of employed women were members. Of all the members of trade unions 53, 1% was women at the end of 2004. All in all, 1.104223 women were members. The big female dominated trade unions such as the Union for Health and Social Professionals are members of the central trade union STTK, which means that the percentage of female members is 68%.

- How are women organised in trade unions and the central trade union body (e.g. caucuses, separate branches, fully integrated)?

Women are fully integrated, but most trade unions also have branches for women members.

⁶⁹ The website of SAK <http://www.sak.fi/suomi/ajankohtaista.jsp?location1=1&sl2=1&lang=fi>

⁷⁰ The website of STTK <http://www.sttk.fi/>

⁷¹ The website of AKAVA <http://www.akava.fi/pages/index.asp?osio=0>

⁷² Lasse Ahtiainen: [Palkansaajien järjestäytyminen Suomessa vuonna 2004](#). 2006

- What proportion of women are in the executive of (major) trade unions?

All central organisations are led by men. Also the executive boards or equivalent, are male-dominated. For SAK⁷³ 2 out of 8 members are women, for STTK⁷⁴, 5 out of 16, and in AKAVA⁷⁵ 1 out of 5 is a woman. Some trade unions have women leaders, but men for the most part also dominate these positions.

- Is gender equality high or low on the bargaining agenda?

All central organisations of labour unions (SAK, STTK, AKAVA) promote gender equality on their agendas. There is variation between organisations representing specific professions etc. Organisations representing female dominated fields use gender equality as a bargaining tool when for example bargaining over wages.

- Is it seen as an issue for women, or for all trade unionists? **Both**

Gender issues including gender pay gap [Year: 2002; Source: Eurostat Structure of Earnings Survey, Statistics in focus 2005/12] **Women's average annual earnings were 82% of men's in 2002, a gender pay gap of 18%. Between 1996 and 2001, the gender pay gap was between 17% and 19%. Eurostat estimates the Finnish gender pay gap in 2002 at about seven percentage points narrower than the EU25 average.**

- How well organised are employers?

According to administrative data, the employer organisations density (70%) is also higher than the EU25 average (57%) [Year 2003, administrative data reported by the Confederation of Finnish Industries].

- Do they have a single (or more) national organisation? **Several organisations.**
 - Is it powerful or not? E.g. can it control its members? **Organisations are powerful**
- Are they indifferent or hostile to gender equality in the workplace? **Trade Unions aim to promote gender equality in the workplace. They are required to do so by law.**
- Do they oppose the development of gender machinery, gender equality policies and gender equality laws? **No, they promote them these days. In the 1970s when the machinery was established, there was opposition, but not any longer.**
- Do they support 'diversity management'? (E.g. policies that emphasise the gains associated with the promotion of diversity in the organisation, in contrast to an emphasis on equality / equal opportunities). **Diversity management is rarely mentioned in the documents, equality & equal opportunities is a hegemonic discourse**
- Did they lobby for a merged rather than separate equalities bodies? **No information**
- Are there tri-partite or corporatist bodies including employers, trade unions and government that make important national decisions? **Yes, this is a long standing tradition in Finland.**
- Are women represented in such bodies? **Yes. Many trade unions have their own women's organisations.**

- Are there EU, bilateral or other international level links for either trade union or employer organisations?

All central organisations of Finnish trade unions have extensive European and International relations.

For example AKAVA⁷⁶ (Confederation of Unions for Professional and Managerial Staff in Finland) is a member of ILO (International Labour Organisation) and ITUC (the International Trade Union Confederation, OECD's TUAC (Trade Union Advisory Committee). AKAVA also

⁷³ The website of SAK <http://www.sak.fi/suomi/ajankohtaista.jsp?location1=1&sl2=1&lang=fi>

⁷⁴ The website of STTK <http://www.sttk.fi/>

⁷⁵ The website of AKAVA <http://www.akava.fi/pages/index.asp?osio=0>

⁷⁶ The website of AKAVA <http://www.akava.fi/pages/index.asp?osio=0>

takes part in Foreign Ministry's WTO Committees. On the European level it is among others, a member of ETUC and EUROCADRES.

SAK⁷⁷ (The Central Organisation of Finnish Trade Unions) is a member of ETUC, ITUC and TUAC.

STTK (The Finnish Confederation of Salaried Employees) is also a part of the International Trade Union Movement.

STTK⁷⁸ participates in the work of the following International Organisations: Council of Nordic Trade Unions, NFS, Baltic Sea Trade Union Network BASTUN, European Trade Union Confederation ETUC, Council of European Professional and Managerial Staff EUROCADRES, Pan-European Regional Council PERC, TUAC, and ITUC.

The three central organisations; AKAVA, SAK, and STTK, have had joint offices in Brussels since Finland became member of the EU in 1995.

Are these links important (e.g. in lobbying government at national level) **Yes**

7.3 Other intersecting social inequalities

7.3.1 Ethicised / racialised groupings

- What is the composition of the national population by ethnicity?

The majority of the population is ethnic Finns including a Swedish-speaking majority of approximately 6% of the population (the whole population is app. 5 300 000). Minority of indigenous people of Sami (about 4000), other small but long-standing minorities include Roma (about 10 000) and Jewish (a few hundreds). The biggest immigrant groups are ex-Soviet Union citizens, Russians, Somali, Swedes and Estonians.⁷⁹

- What are considered to be the most important ethnicised, racialised, and linguistic divisions politically (e.g. Roma/non-Roma, Black/White, citizen/migrant, language communities)?

The Swedish speaking minority in Finland is getting smaller and nowadays there are no major divisions between the Finnish and the Swedish-speaking Finns. The language question was a contested one and a marker of social class up until the Second World War, albeit the importance/influence of the Swedish speaking upper-class had by then already significantly diminished. There is an established Swedish people's party that has been in a parliament and government for a long time.

Mass immigration to Finland is a fairly recent phenomenon (only in the 1990s), and immigration is still small in numbers, albeit on the rise. 2007 was the first year in Finland when the number of immigrants exceeded the number of babies born in Finland. Finnish political life is still fairly homogenous regarding ethnicity.

- Is ethnicity considered to be intersected by religion (e.g. Islamic/non-Islamic)?

Finland has a 15 000 people strong, fairly recent, Islamic community (excluding the small Tatar minority who have resided in Finland for centuries).

- Prioritise the ones that have been the most important in the development of gender+ equality policies.-

- What is the citizenship status of (all or part) of each of the minoritised groups (e.g. do any groups lack the right to political participation, employment, residence, social security benefits, or visit)?

All Finnish citizens have the aforementioned rights. Residence-based social security benefits etc. apply to all with so-called A-permit of residence.

- In what way are ethnicised and racialised groups organised? What are their main strategies (i.e. Building autonomous institutions, Public protest e.g. demonstrations, Campaigning, lobbying state, service provision, research)

Associations, party politics, women's organisations, religious communities, lobbying, and research

⁷⁷ The website of SAK <http://www.sak.fi/suomi/ajankohtaista.jsp?location1=1&sl2=1&lang=fi>

⁷⁸ The website of STTK <http://www.sttk.fi/>

⁷⁹ Migration Statistics and Diagrams (31.12.2006). The Ministry of Labour.

- In what way are women engaged in these organisations? **All levels**
- Do minoritised women organise separately within or outside of such organisations? **Yes**
- Are there any groups organised against certain ethnic groups? **No major, established, or organised groups.**

7.3.2 Religion/belief/faith⁸⁰

- What is the composition of the national population by religion / faith
The Evangelic Lutheran protestant church is the state church alongside the Greek Orthodox Church. The majority of the people belong to the first one (over 81.1%). The Orthodox Church has a membership of about 1.1%. Islamic and Jewish communities exist. 15.9% of the population have no religious affiliation.
- What proportion of the population are practising members of an organised religion?
Over 80% of the population are members of the Evangelic Lutheran Church, but only a minor proportion is practicing, Finland is a secularised country.
- What are the main religious organisations?
The two state churches; Evangelic Lutheran and Greek Orthodox.
- What are their main strategies (i.e. Building autonomous institutions, Public protest e.g. demonstrations, Campaigning, lobbying state, service provision, research)
The two state churches are autonomous institutions and they are allowed to collect revenue from their members.
- How are women represented or not within them?
Women work on all levels of the Evangelic-Lutheran church: deacons, priests, bishops, In the Greek Orthodox (catholic) church women are not admitted to priesthood.
- Do they oppose gender equality in general and in our three issues?
The Evangelic Lutheran church supports gender equality in principal, however, the Act on Equality Between Women and Men did not apply to the church and there is a continuing discussion on the position of female priests within the church (although it is officially accepted). In 2007, the church decided that gender discrimination within the church is not allowed, i.e. male priests cannot refuse working with female priests without sanctions. There is a separatist group within the Evangelic Lutheran church that reverts to Bible and refuses working with women. The Church has now taken stricter approach to this group.
- What is their preferred model of womanhood? -
- Do they support or oppose the other equalities issues? **Support in principal**
- Are they in alliance with any other inequalities or not? **Gay rights within Evangelic Lutheran church is a disputed issue. Church marriage for gays is not allowed and the position of gay workers in the church raises from time to time.**
- Are there any groups organised against certain religious groups? **No established or organised groups**

7.3.3 Sexual orientation

- Are there gay/lesbian/trans/bisexual/queer organisations?
Yes, there are several.
- What are their main strategies (i.e. Building autonomous institutions, Public protest e.g. demonstrations, Campaigning, lobbying state, service provision, research)
Campaigning, lobbying state, research.

⁸⁰Statistics Finland website http://www.stat.fi/tup/suoluk/index_en.html

- o Do they have a national organisation?
Yes, the Sexual Equality Association (Seksuaalinen tasavertaisuus Ry) (SETA)⁸¹ founded in 1974 and the Rainbow Families Association (Sateenkaariperheet Ry).⁸²

- o In what way are women engaged in and represented in these organisations?
Active in all levels

- o Do they work in alliance with other inequalities or not?

Yes. SETA claims to be an expert on the diversity of sexual orientation and gender; the Transgender Support Centre is a special unit within SETA; and SETA is funded by the Finnish Ministry of Education to work with youths and youth workers.

- o Are there any groups organised against gay / lesbian / trans-people?
Yes

7.3.4 Disability

- o Are there disability organisations?
Yes, for example Finnish Association of People with Mobility Disabilities (FMD).⁸³
- o What are their main strategies (i.e. Building autonomous institutions, Public protest e.g. demonstrations, Campaigning, lobbying state, service provision, research)
The Finnish Association of People with Mobility Disabilities promotes equal opportunities for everyone in the world to act and participate. FMD also provides services for disabled people. The task of the Finnish Association of People with Mobility Disabilities is: to promote and support equal opportunities; to promote human rights; and to oppose discrimination.
- o In what way are women engaged in and represented in these organisations?
The FMD has a project called OlenNainen - action plan by women with disabilities. Women can be found in all levels of organisations⁸⁴

7.3.5 Age

- o Are there organisations of / for older people? What are their main strategies (i.e. Building autonomous institutions, Public protest e.g. demonstrations, Campaigning, lobbying state, service provision, research)
There is a political Finnish Pensioners' Party (EST 1985), which has had candidates running for parliament, but so far without success. There is a large amount of pensioners' organisations, the oldest of which is the non politically bound Pensioners' Association, established in 1959 (Eläkeläiset ry).⁸⁵ The biggest organisation for the elderly is Pensioner's Association (Eläkeliitto ry)⁸⁶ with 120 000 members. Both organisations lobby for pensioners' and elderly people's rights and welfare and organise activities and provide services.
- o How are women engaged in and represented in these organisations?
There are both integrated as well as separate women's organisations.

In each case, are there EU, bilateral or other international links.

Yes

AGE: The Central Union for the Welfare of the Aged and the Association of Swedish-Speaking Pensioners in Finland are both full members of AGE Platform Europe.⁸⁷

⁸¹ <http://www.seta.fi/>

⁸² <http://www.sateenkaariperheet.fi/index.html>

⁸³ <http://www.invalidiliitto.fi/portal/fi/>

⁸⁴ <http://www.invalidiliitto.fi/portal/en/topical/?id=127>

⁸⁵ <http://www.elakelaiset.fi/>

⁸⁶ <http://www.elakeliitto.fi/>

⁸⁷ <http://www.age-platform.eu/en>

LGBT: The Rainbow Families Association is a member of the Network of European LGBT Families Associations (NELFA)⁸⁸ and SETA is a member of ILGA-Europe.

7.4 Hotspots and Alliances

Is there a history of controversies or 'hotspots' between certain of the intersecting inequalities, rather than others (if so, which)? For example is gender/religion or sexuality/religion a regular source of controversy? Is this hostility best described as endemic or constant, or as occasional and issue based? -

Do some organisations representing inequalities often form alliances with each other (if so, which)? For example, feminism and trade unions, or feminism and gay/lesbian groups? Are such alliances best characterised as routine and institutionalised, or as ad hoc and issue based? -

Gay rights within Evangelic Lutheran church is a disputed issue. Church marriage for gays is not allowed. Also position of gay workers in the church raises from time to time debate

WIDER SOCIAL INSTITUTIONS

8. Wider Social Environment

The wider social environment may be important in explaining the resources, whether economic, organisational or discursive, which are available to the political groups and institutions identified above.

Population, economic development, economic inequality and state welfare

	Country	EU
GDP per capita PPP (Purchasing Power Parity) 2003 (OECD 2006)	26200	
Population size 2006 (Eurostat 2006)	5,3 million	
% of workforce in agriculture 2003 (World Bank 2006)	4,8%	
Longevity 2005 (World Bank 2005)	78.8	
Gini (measure of economic inequality) 2005 (Eurostat 2007)	26	
% GDP/gov. expenditure on social expenditure 2003 (OECD 2007)	26,7	
% GDP/gov. expenditure on active labour market policies 2003 (OECD 2007)	0,89	
% GDP/government expenditure on childcare (forthcoming OECD)	1	
% GDP/Government expenditure on military (World Bank 2005)	1.215	

Gender Regime

	Female	Male
Employment rate (2005, Eurostat)⁸⁹	66,5	70,3
Unemployment rate (2005, Eurostat)⁹⁰	8,6	8,2
Share of women in adult labour force % (2004, UN)⁹¹	48	-
Women's share of part-time employment % (2004, UN)⁹²	63	-

⁸⁸ <http://www.nelfa.org/>

⁸⁹ Employment rates:

http://epp.eurostat.ec.europa.eu/portal/page?_pageid=1996.39140985&_dad=portal&_schema=PORTAL&screen=detailref&language=en&product=STRIND_EMPLOI&root=STRIND_EMPLOI/emploi/em012

http://epp.eurostat.ec.europa.eu/portal/page?_pageid=1996.39140985&_dad=portal&_schema=PORTAL&screen=detailref&language=en&product=STRIND_EMPLOI&root=STRIND_EMPLOI/emploi/em013

⁹⁰ Unemployment rates:

http://epp.eurostat.ec.europa.eu/portal/page?_pageid=1996.39140985&_dad=portal&_schema=PORTAL&screen=detailref&language=en&product=STRIND_EMPLOI&root=STRIND_EMPLOI/emploi/em072

http://epp.eurostat.ec.europa.eu/portal/page?_pageid=1996.39140985&_dad=portal&_schema=PORTAL&screen=detailref&language=en&product=STRIND_EMPLOI&root=STRIND_EMPLOI/emploi/em073

⁹¹ Share of women in adult labour force: percentage of the economically active who are women:

<http://unstats.un.org/unsd/demographic/products/indwm/tab5a.htm>

⁹² Women's share part-time employment: <http://unstats.un.org/unsd/demographic/products/indwm/tab5b.htm>

Gender pay gap, unadjusted (gap= difference between average gross hourly earnings of male and female employees given as % of average gross hourly earnings of male paid employees, unadjusted form 2005 Eurostat)⁹³		20	-
School enrolment tertiary % gross (2004, World Development Indicators)⁹⁴		97,8	81,6
Women in Parliament % of parliamentary seats in single or lower chamber occupied by women (UN 2007)⁹⁵		37,5	-
Women's share of legislators and managers % (UN 2005)⁹⁶		30	-
% one parent families (dependent children)			
Mean age at first marriage (Eurostat, 2003)⁹⁷		28	30,1
Marriage rate (2003, UN)⁹⁸	5.58		
Divorce rate (2003, UN)⁹⁹	2.6		
Fertility rate (2004 , World Development Indicators)¹⁰⁰	1,8		

9. SUMMARY

9.1 'Deficiencies, deviations and inconsistencies in EU and MS's gender+ equality laws'

	Fully transposed	Before/ after EU	Year	Less, equal to EU, or beyond	ECJ for CEC/Country	EU references
Issues						
1 Equal pay/equal treatment	Yes	before	1986 (gender) 2004 (other inequalities)	Beyond		
2 Sexual harassment and discrimination	Yes	Before	1986	Equal		
3 Equality bodies	YES	BEFORE	1986	Beyond		
4 NGO/civil society dialogue	YES	BEFORE	1986			
5 Parental leave	YES	BEFORE	1970S	BEYOND		
6 Organisation of working time	YES	BEFORE		BEYOND		
Gender Machinery	YES	BEFORE	1986			

⁹³ Gender pay gap:

http://epp.eurostat.ec.europa.eu/portal/page?_pageid=1996_39140985&_dad=portal&_schema=PORTAL&screen=detailref&language=en&product=STRIND_EMPLOI&root=STRIND_EMPLOI/emploi/em030

⁹⁴ World Development Indicators, World Bank (September 2006)

⁹⁵ Women in parliament: <http://unstats.un.org/unsd/demographic/products/indwm/tab6a.htm>

⁹⁶ Women's share legislators and managers:

<http://unstats.un.org/unsd/demographic/products/indwm/tab5d.htm>

⁹⁷ Mean age at first marriage:

http://epp.eurostat.ec.europa.eu/portal/page?_pageid=1996_39140985&_dad=portal&_schema=PORTAL&screen=detailref&language=en&product=Yearlies_new_population&root=Yearlies_new_population/C/C1/C13/cab11024

⁹⁸ Marriage rate, table 23: <http://unstats.un.org/unsd/demographic/products/dyb/dybsets/2003%20DYB.pdf>

⁹⁹ Divorce rate: <http://unstats.un.org/unsd/demographic/products/dyb/DYB2003/Table25.pdf>

¹⁰⁰ World Development Indicators, World Bank (September 2006)

9.2 Plans and programmes

National general gender equality plan (current)	Yes x				No
Reference to Lisbon targets	x				
Reference to Barcelona targets	x				
Targets and indicators	None	Weak	Moderate	Strong	

National plan: Gender-based violence (current)	Yes x				No
Targets and indicators	None	Weak	Moderate x	Strong	

Focus on gender	No	Yes:	Weak	Moderate	Strong
Employment plan (general assessment)		x		x	
Social protection and social inclusion plan (general assessment)		x		X	
Reference to gender based violence		X		X	

9.3 Gender machineries

National gender machineries	Yes (specify date)		No	Notes
	Gender specific	General equality		
Central government gender equality body with senior minister	1986			
Independent equality body (research, monitoring, and enforcement)	The Ombudsman for Equality 1986 The Equality Board 1987	The ombudsman for minorities 2002		
National consultative / representative body linking state and women's NGOs	The Council for Equality 1972 The Gender Equality Unit 2001	ETNO i.e. committee of ethnic relations at the Ministry of Interior		
Any other body / bodies (e.g. parliamentary committees) Please name: 1. Employment and equality committee				

9.4 Policy

	No -Not at all	Yes / Low	Yes / Moderate	Yes / High
General To what extent is gender mainstreamed throughout policies?			X	
Non-employment (4.1)				
Extent to which mothers can be legitimately non-employed				X
Intimate citizenship (4.2)				
Extent to which women have access to abortion (in country of residence)				X
Extent to which state policies are highly heteronormative			X	
Gender-based violence (4.3)				
Extent to which policies on GBV go beyond domestic violence			X	
Strength, resources and co-ordination of GBV policies			X	

9.5 Civil society and state interface

	Not at all	Low	Moderate	High
Strength of national co-ordinating gender equality body (centralisation, co-ordination, representativeness, resources)				X
Extent to which the women's NGOs participate in policy making				X
Extent to which women's NGOs are close to state				X
Extent to which women's NGOs engage with intersecting inequalities			X	
Extent to which women's NGOs are state funded				X
Extent of influence of trade union body on policy making				X
Extent of power of women within trade union body			X	