

LATVIA

CONCEPT
on the
IMPLEMENTATION OF GENDER EQUALITY

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1. INTRODUCTION

1.1. GOALS OF GENDER EQUALITY POLICY

Gender equality applies to women as well as men. The eradication of any type of discrimination (including social, economic, political and cultural discrimination) is an essential prerequisite for ensuring the enjoyment of human rights for every inhabitant and the promotion of the individual's welfare. Although there are few *de jure* violations of gender equality in the Latvian legislation, the formal equality guaranteed by the Latvian legislation¹ and international instruments², are only the foundation for the establishment of true gender equality in all areas of life. However the analysis of the available statistics and research leads to conclude that direct as well as indirect discrimination exists in Latvia against the woman as well as the man, i.e., *de facto* equality is not provided in an adequate manner.³

The fact that the provision of real gender equality is an essential instrument for the promotion of a sustainable economic and social development for the nation is not less important. Gender discrimination (against the woman as well as the man) is an obstructive factor for the realisation of the abilities and opportunities of the nation in the most satisfying way. The restriction of the participation of men and women in any area of life leads to the passage and implementation of ineffective decisions. Gender inequality creates an inflexible community which is unable to mobilise itself in the face of new challenges or crisis.

Two parallel and mutually related goals have been kept in mind when developing the concept for the promotion of gender equality in Latvia, why gender equality should be promoted:

- (i) **to ensure that each inhabitant enjoys the exercise of human rights** – equality in rights, equal responsibility and equality in access to resources and the possibilities of their use as well as the highest welfare level irrespective of the individual's gender.
- (ii) **to stimulate the social and economic development** of the nation **in the most effective way.**

1.2. OBJECTIVE AND TASK OF THE CONCEPT

Gender equality cannot be separated from the body of political, economic and social areas; it impacts on all walks of life and groups of the population. By applying gender mainstreaming, public administration institutions will be able to plan the national development policy with more success⁴.

The objective of the Concept is:

- to stimulate an efficient, integrated and coordinated resolution of gender equality issues.

The task of the Concept is:

¹ See "Analyses of the Latvian legislation from the gender equality aspect," D. Kavasa, 1999.

² See Section 2.3. "International commitments" and Supplement 2.

³ See Section 2.1 below "Description of the situation" as well as Supplement 1.

⁴ See "Terminology".

- to outline priority issues (problems and potential consequences) in the area of gender equality in Latvia;
- to outline the frame for the approach and activities of public administration institutions for the most efficient resolution of these issues.

1.3. TERMINOLOGY USED IN THE CONCEPT

Gender equality – men and women enjoy the same social value, equal rights and equal responsibility, they are ensured equality in access to resources and the possibilities of their use. The contribution of men and women to the benefit of the community and their problems are perceived as equal in significance. Gender equality applies to *de jure* equality as well as *de facto* equality. It is essential that a distinction is made in the understanding of the notion “equality”. Gender equality means to ensure equality in rights and opportunities for both genders, not to perceive men and women as individuals who are the same.

“De jure” gender equality – formal, legal equality. Gender equality is guaranteed by national legislation.

“De facto” gender equality – the actual equality. Irrespective of the existence or absence of legal norms, the equality of men and women manifests itself in actual life situations. Neither of the genders has systematic restrictions (unequal opportunities, unequal obligations, unequal life situations or status) in implementing *de jure* equality.

Gender mainstreaming – the integration of gender equality aspects in all areas of public life (.e.g., in all areas of politics while formulating, implementing, evaluating policies and programmes for their implementation). It means that gender equality aspects are taken into consideration although during the process of reviewing an issue they may not be of primary importance. “Gender equality” should not be viewed separately in isolation but together with issues of the social, economic, political and other areas. “Gender mainstreaming” differs from the “traditional approach” where issues of gender equality and women’s rights are viewed as a separate set of issues.

Direct discrimination and indirect discrimination - Direct discrimination manifests itself in situation when a woman or a man is directly denied some opportunity only because of the person’s gender. Indirect discrimination reveals itself in situations when a woman or a man is indirectly denied the possibility to exercise his/her rights due to social, economic, cultural, historical or other factors. This type of discrimination results in the formation of unequal roles in the community and unequal opportunities for men and women.

Accessibility – this term means not only the formal (legal) accessibility of resources and possibilities of their use but also the elimination of all obstacles (among them also economic, social etc.) to ensure practical accessibility.

Positive gender discrimination – One or the other gender is accorded (as a rule, on short – term basis) a special status or possibilities in order to stimulate more equality in the access to resources, services or processes in specific situations.

2. DESCRIPTION OF PROBLEMS

2.1. DESCRIPTION OF THE SITUATION

Since January 1999⁵ The Ministry of Welfare is responsible institution for gender equality issues in the Government. That means: cooperation with other state institutions and non-governmental organizations, collection of information about development of tendencies in this field, as well as preparing of suggestions and projects about political issues on gender equality.

But it's not sufficient to develop gender equality mainstreaming. Therefore it's necessary to establish institutional mechanism, as well as to complete the functions of the Ministry of Welfare.

The description of the situation outlines the most essential trends in inequality in all areas of social, economic, political life and other areas.⁶ The description reveals manifestations of *de jure* as well as *de facto* gender inequality although in Latvia there are more *de facto* problems.

2.1.1. Equality in economy

The analyses of the macroeconomic policy (including the national budget) leads to conclude that factors promoting gender equality and social justice have not been taken into account and do not serve as criteria for the formulation of this policy. It means that the macroeconomic policy is not used as an important instrument in improving the situation of gender equality.⁷

Political and economic changes which have taken place in Latvia have affected men and women in a different way. The overall economic situation of women is worse than the situation of men.

Although specific articles in the Latvia Labour Code focus on the gender aspect, measures should be undertaken to ensure that the above norms stimulate *de facto* equality in the economic as well as other areas of life.

Women encounter unequal opportunities on the labour market more frequently than men. There are comparatively few women – employers (see Table 2.3) and the average gross monthly wages received by women are lower than the wages of men in all occupations (see Table 2.8). There are comparatively few women among managers of small and medium enterprises (SME). Taking into account the forecast that SME will provide new jobs and ensure regional development, the situation that only 1/3 of SME are managed by women is unacceptable.⁸ When applying for jobs women are more frequently than men subjected to discriminatory criteria, e.g., the age, (see Table 2.4), family status or appearance criteria.⁹

Problems are connected also with the gender segregation of the labour market (see Table 2.2) – employment in the so – called “female industries” – in education, culture, health care/medicine, social care. The average wages in these industries (see

⁵ The Protocol Decision of the Cabinet of Ministers No.66 §35 in 8 December 1998.

⁶ The present Concept is based on categories or areas of life from the *Memorandum of the European Commission on the Community Gender Equality Strategy for 2001-2005* (see p. 5 in Supplement 2).

⁷ See Elson and Catagay “The Social Content of Macroeconomic Policies,” 2000, which describes and analyses the critical interaction between gender equality and the macroeconomic policy.

⁸ UNDP “Report on Human Development 1998”. Sociological studies show that the activity of men on the labour market will grow as employees plan in future to employ more men than women. They do not want to employ young women in view of their duties related to the family and children. It is noted that women with young children cannot be employed overtime without additional payment. It should be viewed as open discrimination of women on the labour market.

⁹ FSI poverty study.

Table 2.7) as well as the possibilities of growth are lower than in industries dominated by men. It is important to note that few women are employed in the “new occupations”, e.g., information technologies (see Table 2.10).

Statistical data show that the majority of women want to work at state/municipal enterprises (see Table 2.6) which provide social guarantees although the remuneration is lower. This is one of the examples when indirect discrimination which manifests itself as inequality in duties between genders (women most often have to take care of children, think of social guarantees for the family) transforms itself into indirect discrimination in economic life as due to social causes women have fewer possibilities to gain access to areas with better paid jobs. Besides the high number of self – employed individuals for whom social contributions most often are not paid and thus these people are not provided social guarantees, is closely linked with the vicious circle of poverty in rural areas.

At the same time unemployment among men is related to segregation on the labour market and the decrease in the number of work places in some traditionally “male occupations” (e.g., manufacture, agriculture (see Table 2.2)). Unemployment of men and economic instability, in particular in rural areas, is related to the considerable psychological tension caused by the transition period. Research shows that this tension has resulted in the rapid growth of symptoms, among them also social apathy, which are a significant factor for unemployment.¹⁰

The representation of women in the privatisation process which is a relevant factor determining changes in the national economy, has been insignificant in the process management as well as the privatisation of the large public enterprises.

2.1.2. Equality in participation and representation

There are not formal obstacles for equality in political representation. The right of both genders to vote and be elected was recognized in Latvia already in 1918. However politics is one of the areas where the gender equality principle is not honored *de facto*. Since the restoration of independence the gender balance among deputies to the Saeima (Parliament members) has not been observed (see Table 4.1).¹¹ Likewise at the Cabinet of Ministers there is a constant pronounced gender disproportion.

In the Civil Service where there are more women than men, senior decision – making positions are most frequently held by men while women are more often delegated the role of deputies, substitutes, executors of decisions (see Table 2.6). Although at local governments the representation of women is slightly more balanced, still also at this level gender representation is not balanced (see Table 4.2). The low participation of women in politics is related to the political culture and the system in Latvia which in a direct as well as indirect way create additional obstacles for women.¹²

Significant gender disproportion can be observed also in other positions and levels where decisions are made (e.g., public agencies, executive positions of large enterprises) where the representation of women is low. In the diplomatic corps posts of ambassadors are mostly also held by men (see Table 4.3), and there is a marked majority of men in delegations for bilateral and multilateral negotiations.

¹⁰ See the study “Opinion of the Poor – Social Assessment of Poverty in Latvia” Ministry of Welfare, UNDP, 2000

¹¹ 5th Saeima – 16% of women, 6th Saeima – 8%, 7th Saeima- 17%.

¹² See the study “Gender and Human Development” UNDP, 1999, Part III.

2.1.3. Equality in social life

Social life usually means a vast area where such areas as education, health and family life interact. Inter - industry issues – poverty and violence – are also discussed in this section although it must be noted that all these issues are closely linked to the economic, political and other areas.

Education and research

Compulsory primary education, the same for girls and boys, as well as equal rights to education at all levels was introduced in 1919.

As to the number of pupils in primary education there is evidence of gender balance (see Table 3.1) however at the primary school level stereotypical gender roles are most often accepted and stimulated.¹³ Among the teaching staff there are much more women than men (see Table 3.3.).

Another problem – children who do not attend school – is becoming increasingly topical in Latvia. There are several studies about street children which show that the proportion of boys among these children is higher than the number of girls.

Predominance of women can be observed among students of higher educational institutions although over the recent years the number of male students has grown in proportion (see Table 3.1).¹⁴ However an analysis of the data on programmes of higher education reveals marked gender segregation: women study in programmes where jobs after graduation are comparatively low – paid – education, culture, health care and medicine (see Table 3.2). Similar trends can be observed also in secondary special and vocational education. The above segregation has negative consequences in ensuring equal economic opportunities. Besides attention should be paid to the dramatically low education level of draftees to the compulsory military service (mostly young men) (see Table 3.4).

Indirect discrimination of women can be observed also at the level of doctoral studies. In some specialities there are age restrictions (35 years) for the receipt of a study grant. Thus those women who have started families immediately after the graduation of a higher educational institution and have spent several years at home, are denied the possibilities of undertaking doctoral studies. Such obstacles (i.e., gender roles which determine the woman's duty to take care of the child) often are not topical for men.

The number of women employed in research, in particular at the highest level, has significantly declined. There are more men than women among professors (whose salaries are comparatively high for the situation in higher education and research in Latvia).

Poverty

The calculation of the poverty risk for various social demographic groups of the population has led to the conclusion that poverty in Latvia has a pronounced gender dimension.¹⁵ The number of family members increasing, the poverty risk for women grows. Women with children are poorer than women who do not have children. It can

¹³ For example, girls are taught to cook and to sew, boys – to saw and to forge. Research shows the acceptance of stereotypes is topical in study materials, in the behaviour of teachers and their attitude to boys and girls (see, e.g., A. Tūna "Gender Equality at Schools in Latvia", University of Latvia, 1998).

¹⁴ It could be, to a certain extent, related to the considerable wage increase in banking and finance and the postponement of the compulsory military service for men who study.

¹⁵ "Who and where is poor in Latvia?" (F.Gassman, 1999.)

be concluded that women when taking upon themselves the duty of child care are restricted in their economic possibilities. Single - parent families with underage children and a woman as the head of the family are exposed to a higher poverty risk: the father of the child (children) most often does not pay any alimony for the maintenance of the child, besides the woman must fight with serious discrimination and the restriction of opportunities on the labour market – for her poverty is a vicious circle.

For women poverty is a real threat during their whole lifetime. As women receive, on the average, lower salaries than men, their average pensions are also lower (see Table 2.9). The situation is aggravated by the fact that most of these women are single (widows, divorcees) (see Table 1.1) and their pensions are insufficient for the payment of the rent, food and the satisfaction of other needs.

Men also suffer from poverty, however the nature of the poverty risk for men is different. Women with children are exposed to the highest poverty risk while the poverty risk is higher for single men. It is related to survival strategies which are different for men and for women.¹⁶

Health

A significant factor characterising health is the projected life expectancy of neonates which in Latvia is marked by gender differences (see Table 5.1): the projected life expectancy for men is by 11 years shorter than the life expectancy of women (the difference between the life expectancy of men and women is very considerable in comparison with developed countries). This is a trend which is dangerous and unacceptable for the community.

The comparatively high mortality rate among men, caused by external causes of death (see Table 5.2), gives rise to concern. Male mortality caused by external factors is about three times higher than female mortality. The high death rate among men, caused by injuries and traffic accidents (in particular at the working age) is a serious problem. Besides alcoholism and drug addiction (see Table 5.8) which is most frequently encountered among men, is also a direct or indirect cause of death. Smoking is more widespread among men (see Table 5.5).

Mental health problems is another aspect of health problems. The process of changes in Latvia as well as the globalisation process in general, results in constantly changing values of the society and changes in the environment. This uncertainty, changes in values and roles (including also gender roles) may cause serious personality crises and self - assessment problems which seriously affect the involvement of the individual in social and economic processes. Research shows that this social tension has had a distinctive influence on men and women, and that both genders have different survival strategies.¹⁷ Thus, for example, studies conducted over the recent years reveal a rapid growth of symptoms of the so- called social apathy, in particular among men where critical high suicide indicators appear (see Table 5.7) Depression and dejection, in their turn, are an acute problem for women as well as for men.

Men take less care of their health than women, less care also of their reproductive health (of their partners' reproductive health).¹⁸ The majority of women pay regular visits to the doctor while men visit the doctor (in particular in prevention purposes)

¹⁶ See the study "Gender and Human Development" Part 2.1.1, UNDP, 1999.

¹⁷ See the study "Opinion of the Poor – Social Evaluation of Poverty in Latvia" Ministry of Welfare, UNDP, 2000

¹⁸ Survey on Male Reproductive Health, UNFPA, 2000. The majority of men do not visit the doctor, are not well – informed about issues of their reproductive health.

very rarely (see Table 5.6) although indicators of STD (see Table 5.3) and in particular indicators of HIV/AIDS are higher for men (see Table 5.4).

Violence and sexual abuse

Violence has various manifestations¹⁹. Both genders suffer from violence although causes, specific manifestations, possibilities of self – defence and consequences, on the whole, for men and women differ. The spread of violence is closely related to the accepted gender roles in the community.

Over the recent years there have been several attempts to educate general public about the phenomenon of violence as well as to collate statistics and calculate the actual scope of violence which is several times larger than the statistically registered. However there are no grounds to believe that there is sufficient information and reliable data on the spread of violence in Latvia (see Table 6.1). It does not allow to conduct an in – depth analyses of the situation and to formulate violence prevention programmes.

Although legislation prescribes penalty for physical violence, psychological violence at the work place and in the family is not in the focus of attention in Latvia, and it is not discussed in legislation.

Trade in women²⁰ is becoming an increasingly disturbing problem in Latvia although there is little information about the actual scale of the problem. Institutions have started neither prevention nor rehabilitation programmes.

Family life

In Latvia mostly women are responsible for all household duties although about the same number of women as men work outside their homes. Working women devote about twice as much time to their household duties as working men and these differences are even more pronounced in households with children (see Table 1.5).²¹

This necessary however unpaid contribution to the national economy has significant consequences for ensuring equal opportunities outside the home, in particular taking in to account the absence of alternative child care models and institutions and, on the whole, the weak role of fathers in the family.

2.1.4. Participation in civic society

Activities of non – governmental organisations

Over the last decade a network of non – governmental organisations has developed gradually which ensures the participation of the population in the consolidation of civic society. Many non – governmental organisations (however their number is comparatively small) actively seek solutions for various manifestations and problems of gender inequality (e.g., violence). A certain role in the labour market is played by trade unions which provide additional possibilities for men and women to protect

¹⁹ including household violence, threats of violence, rape threats, rape, torture, forced prostitution, incest, sexual harassment at work and other public places, types of psychological violence (e.g., insulting comments on the working ability of women, a derogatory opinion about women). In Latvia physical violence of men against other men (which is closely related to gender roles) is very widespread.

²⁰ a type of organised crime when women (sometimes also men) are deceived by promises of studies or job opportunities abroad but are sold for commercial sex purposes and kept abroad in conditions close to slavery.

²¹ See the study “Time for Work and Leisure during the post – Awakening period in Latvia”, Academy of Sciences of Latvia, Institute of Economics, Riga, 1999

their civil rights. However the awareness and educational level of the community about these issues is insufficient for integration in the various activities and processes of the civic society.

Mechanisms of legal protection

In practice there is neither mechanism nor culture for resolving gender equality disputes. At present the only institutions for the submission of complaints and claims is court, the State Labour Inspection and the National Human Rights Office. The small number of complaints about failure to observe gender equality testifies to the low information level of the community on these issues, to the distrust of the population in the court system as well as the fear of employees about possible sanctions undertaken by the employer, e.g., the dismissal of the employee.

Project of the Concept on ombudsmen's institution establishment in Latvia is worked out Under the guidance of Chancellery of State President. There are going discussions in society of necessity in establishment of such institution.

Experts of the working group of UNDP and EDSO organizations have evaluated how establishment of ombud's institution would improve human rights realization in Latvia.

Integration of the society

When describing issues related to gender equality, it is essential to remember that both gender groups are constituted by diverse and different sets of men and women (e.g., old – young, sick – healthy, Latvians – non – Latvians etc.) In order to develop an integrated community, special attention should be paid to some groups of the population, besides also from the gender equality aspect. For example, the phenomenon of ethnic integration has a marked gender dimension because trends indicate that women undergo naturalization and study the state language more actively (see Table 4.4). Likewise the integration of the disabled, old – age pensioners, young people and other groups into the community will be more successful if an integrated gender equality approach is applied. For example, the sociological research on poverty in Latvia has proved that elderly women and disabled women are subjected to double integration when they attempt to integrate into the labour market.²²

2.1.5. Change in gender roles and stereotypes

Causes of all the above gender disproportion and other problems at least in part can be sought in gender roles and stereotypes which have developed historically. For example, the segregation of the labour market and gender segregation at the level of secondary special education and higher education are closely related to gender stereotypes. These stereotypes determine which are “male” occupations and which are “female” occupations. Besides human behaviour at elections and in the social and political participation is influenced by stereotypes about gender roles which have developed over decades of years that only men must be leaders. Many forms of violence and sexual abuse are not addressed as there are stereotypical attitudes

²² See the study “Opinion of the Poor – Social Evaluation of Poverty in Latvia” Ministry of Welfare, UNDP, 2000

towards gender roles as well as lack of information about the negative consequences of these roles.

Research conducted in several countries of the world has proved that stereotypes are dangerous for the individual as well as the community. It is because roles on the labour market, in politics, in the family and elsewhere in the community are determined not by objective factors (e.g., efficiency, productiveness, the level of knowledge, abilities) but traditional notions about genders which are no more topical for the contemporary community. The change of stereotypes mostly depends on the desires and the value system of each individual and these are areas which cannot be changed with the help of legislation. The pronounced negative consequences of these stereotypes may manifest themselves as violations of human rights and laws and thus attention should be paid to this issue when implementing the policy.²²

No assessment has been made of the impact of education, art, culture and research on the change of gender stereotypes and the prevention of their negative consequences. An essential part in the prevention of gender stereotypes is played by the mass media.

2.1.6. Information base for the analyses of the situation in gender equality

Although several surveys on gender roles have been conducted in Latvia²³ so far there has been no research on the understanding of gender equality, stereotypes and the situation in economy, the social area and politics. There are very few policy analysis which can be used in the formulation and implementation of an integrated gender equality policy. The gender aspect is taken into account in the analysis of the policies implemented by the government only in very rare cases. Besides an efficient analyses and monitoring of gender equality aspects is prevented by incomplete statistical data.

2.2. FORECAST ON CONSEQUENCES IF PROBLEMS ARE NOT ADDRESSED

If both genders are not provided equal opportunities, the state suffers considerable economic and social losses as well as possible deficiencies in the implemented policy. Inequality results in an inefficient use of human resources thus restricting the possibilities of the national development. Studies of the World Bank²⁴ show that the national economic development positively correlates with the implementation of gender equality principles in the country and that investments in the implementation of gender equality and social justice at various levels stimulate a stable national development.²⁵

When analysing the potential consequences which may arise in the event of failure to address problems, it must be remembered that political, economic and social factors are mutually interlinked and influence each other therefore it is dangerous to solve some isolated problem and disregard its various aspects. That is why gender mainstreaming is necessary for the promotion of gender equality as the gender

²² Article 5 in the UN Convention on Elimination of all Types of Discrimination against the Woman stipulates that it is the duty of countries "to change the social and cultural models of the behaviour of men and women to achieve the eradication of prejudices, habits and practices that are bases on the idea of the inferiority or superiority of one gender or the stereotype role of men and women.

²³for example., Gender Roles in Latvia, FSI 1996., Opinion on Women's Desire to act, EI, 1997, Gender and National Development, UNDP, 1999

²⁴see "Policy Research Reports on Gender and Development Working Paper Series" www.worldbank.org/gender/prr.

²⁵Elson and Catagay, "The Social Content of Macroeconomic Policies" World Development, July 2000.

equality policy implemented in the country is closely linked to other policies of the national economy.

The forecast of consequences in the above areas:

2.2.1. Equality in economy

The existing inequality on the labour market obstructs the employment of women on the whole as employers lack motivation to employ women, in particular women of the reproductive age. Failure to implement equality policy and to provide an appropriate implementation and oversight mechanism for well – developed labour legislation results in insufficient protection, and qualified women with good education are ousted from the labour market. It is an inefficient use of resources allocated for higher education as well as human resources and the intellectual potential which delays the national development on the whole.

The experience of Latvia shows that a marked segregation of the labour market exists, i.e., representatives of only one gender are more active and more extensive employed in specific industries. It reduces the flexibility of these groups in situations of economic crises and changes. For specific groups of society labour market segregation, in particular in rural areas, is a poverty – stimulating factor. Occupations taken up by women very often are less prestigious and with lower payment. Thus there is a large group of employees who are poor. In most part these are women who have jobs however the income from their employment does not guarantee adequate living standards for their households.

Psychological consequences of unemployment and poverty create an additional stress, tension in the family, an inferiority complex for men and women which, in its turn, has a negative effect on children. Besides this type of crises situations may provoke domestic violence. Gender inequality being continued in the economic life, families will become even more unstable.

2.2.2. Equality in participation and representation

If equality in gender representation is not ensured, confidence in public administration and the appropriateness of its decisions declines. The policy implemented by the state may be considered to be comprehensive and precise only if both genders are ensured participation in the process of taking political decisions.

The failure to ensure an adequate of representation of women in Latvia decisions may be made in specific areas that can delay development. For example, in many countries men in the government do not sufficient understanding about the needs of households and families and their relation to economy²⁶. Thus it can be assumed that the family policy implemented at the national level and the established health care system and the educational system are sufficiently effective.

In view of the above as well as the high corruption index of Latvia among countries of the world, special mention should be made of the study of the World Bank on corruption²⁷, which pointed out: the higher the participation of women in the work of the government and decision – making institutions the lower the overall corruption index of the country.

²⁶ Women's Political Participation and Governance: 21st Century Challenges, UNDP, 2000.

²⁷ Dollar, Fisman, Gatti. "Are Women Really the Fairer Sex? Corruption and Women in Government." World Bank Policy Research Report on Gender and Development, Working Paper Series #4, 1999.

2.2.3. Equality in social life

Education

As it was already mentioned above, studies of the World Bank show that inequality in education may considerably slow down the development of the country and the nation. Gender stereotypes which are consolidated in study materials and in the attitude of teachers to pupils²⁸ stimulate subsequent inequality on the labour market and in the family. If the existing stereotypes and related gender role models are retained when choosing institutions programmes of professional education, the labour market segregation will be retained as well.

Poverty

Affiliation to a socially excluded group is, to a large extent, related to the possibilities of the next generation to acquire appropriate education, health care and to successfully integrate into the economic life. If the gender dimension of the poverty phenomenon is disregarded, it will not be possible to formulate and implement an adequate policy in the area of poverty. Thus national resources for the resolution of poverty problems will not be used effectively.

Health

Physiological differences as well as the different social roles of men and women create different risk factors. The failure to provide appropriate prevention and care possibilities may result in the deterioration of health indicators of any gender. If the gender aspect is disregarded, no appropriate and efficient health promotion and care policy is formulated.

Individuals failing to change their attitude to their health, health indicators of the population will continue to deteriorate. Indicators of the average life expectancy for men will continue to decline and significantly fall behind the average life expectancy of men in the developed countries of the world. The mortality indicators for men of the working age are particularly dangerous for the demographic situation of the population. Besides, poor reproductive health has a negative impact on the demographic trends of the population. The health of children suffers from the poor health condition of parents – including men. Problems of mental health seriously impact on the welfare and economic and social possibilities of the family which in their turn, restricts the economic and social potential of the country.

Violence and sexual abuse

All types of violence jeopardise the sustainable development of a stable democratic state. If legislation is not amended and violence prevented, psychological support programmes for victims and those who commit acts of violence implemented, parties

²⁸ The existence of gender stereotypes at schools in Latvia has been studied by A. Tūna, "Gender equality at schools of Latvia: is it important?" Humanities and Social Sciences in Latvia, 1 (18)/98., Latvia University, Riga, 1998.

involved in an act of violence will not receive the required help which might alleviate their condition. Violence has a destructive effect on victims, from fear and stress, insecurity to long – term and grave disorders of their physical health, including reproductive and mental health and incurs economic losses. Violence, undoubtedly, influences the stability of the family as well as the development of the child who in his/her future life may form a similar model of adult behaviour and the family. Sometimes victims are even forced to use solutions which are dangerous for society, such as the murder of the abuser or the infliction of grave bodily injuries. It is also important to note that if the state fails to address the violence issue in a purposeful manner, the economic costs for the prevention of consequences grow considerably and economic productivity is affected. The failure to use the labour force, rehabilitation, sanctions required more resources than preventive measures for the reduction of factors which stimulate violence.²⁹

If systematic and planned educational activities are not undertaken to prepare police officers and the staff of other public agencies for work with victims of violence and commissioners of acts of violence, the distrust of the population and their reluctance to report cases of violence to law – enforcement institutions will not decrease. Besides it will not be able to conduct preventive activities without reliable statistics and its analyses.

Family

If alternative child care models for families are not put in place (private (including employers') and public kindergartens, child care leaves for fathers etc. (see Tables 1.2, 1.3, 1.4.) families will not be provided sufficient support for child care. Thus irrespective of the education acquired by women, their possibilities of integrating into the labour market will decrease.

The change of stereotypes and equal distribution of tasks in the family would stimulate the integration and participation of fathers in the family life which, in its turn, may reduce the alienation of the man from the family and may stimulate a decrease in the number of divorces, expand opportunities of women in the economic, social and political life.

The exclusion of men from active participation in the family life and the restricted availability of support in situations of personal and public crisis causes in depression in men which, if unattended, may gradually deepen. In order to reduce symptoms of depression men often seek such ineffective solutions as alcohol, drugs, suicide etc. It only lowers their individual welfare level, but has a serious effect on children and other family members as well as limits the potential contribution to the national economy on the whole.

2.2.4. Participation in civic society

Activities of non – governmental organisations

The failure of non – governmental organisations to participate in the resolution of gender equality issues will increase the separation of public power and the society. Without public support non – governmental organisations and trade unions may gradually lose motivation to address these issues which may increase costs for the

²⁹Research in Western countries shows that the price paid for failure to address violence is high. For example, in Canada it has been calculated at the level of several billion dollars per year.

country when it addresses these problems in future. Although there is a possibility that the unsupportive attitude of the state mobilises various social groups to fight for their rights.

Mechanisms for the protection of rights

If the community is not educated about the essence of gender equality issues and if an efficient dispute resolution mechanism is not developed there will be no support to the policy formulated and implemented by the state, neither will the trust of the population in law – enforcement agencies increase to report violations of rights.

Integration of society

If due attention is not paid to differences in the gender status and situations in the integration policy of the society and the respective processes, there will be no grounds to speak about complete integration of the society. When speaking about the integration of ethnic minorities, there exists a considerable risk that men will not integrate on the same scale as women.

Discrimination of disabled women and elderly women increases their risk to become socially excluded which, in its turn, is neither to their economic advantage nor to the economic advantage of their families.

2.2.5. Changes in gender roles and stereotypes

If stereotypes are not changed and gender roles are not freed from the traditional static character, the full involvement of both genders in all areas of life is obstructed which results in a negative impact on the welfare level of the individual as well as the national development on the whole. Besides stereotypes may also manifest themselves as violations of human rights.

2.2.6. Information base for the analyses of the situation in gender equality

No effective policy can be formulated without reliable, comprehensible information (statistical data, research, analyses) about the situation and status of men and women in the social, economic, political and other areas of life. The restricted public funds are not used efficiently as there is no accurate assessment how to address problems in respect of men as well as women with more success. As a result the national development is delayed.

2.3. INTERNATIONAL COMMITMENTS RELATED TO THE PROBLEM

During the pre – accession period Latvia has incorporated into its national legislation those EU Directives on ensuring equal treatment which have already been approved. However with the Amsterdam Treaty becoming effective, the EU has resolved to integrate gender equality issues in all common EU policies, thus implementing a new approach to ensuring equality – not only emphasizing the elimination of the existing inequality, but also focusing attention on ensuring equality in the resolution of any issue (see Supplement 2).

Alongside with the EU integration process, Latvia has undertaken to fulfil other international commitments. The non – discrimination principle has been prescribed in

general human rights documents,³⁰ however, the duties of gender – non – discrimination and the protection of women have been by Latvia when acceding the Convention of December 20, 1952, on the political rights of women (effective in Latvia as of 14.05.92). By acceding to the declarations, Latvia has shown its political will to prevent any kind of discrimination. Accession to conventions has imposed legal obligations for the resolution of specific issues.

Latvia as a participant country of the Council of Europe has undertaken to execute international commitments concerning gender equality issues which have been included in several resolutions and declarations of the Council of Europe (e.g., Resolution 855 of 1986 on equal rights of men and women, and the Declaration of equality of men and men which was approved by the Council of Ministers of Council of Europe in November 16, 88).³¹

Latvia as a member state of the United Nations has signed in Beijing, 1995, the declaration of the Fourth World Conference on Women and has assumed obligations which are included in the action programme of the Beijing conference, as well as in declarations and action programmes of other UN world conferences.³²

³⁰ The General Human Rights Declaration of December 10, 1948 (effective in Latvia as of 04.05.90), the International Pact of December 16, 66, on civil and political rights (effective in Latvia as of 14.04.92), the International Pact of December 16, 66, on economic, social and cultural rights (effective in Latvia as of 14.07.92).

³¹ See also EG (99) 8 rev. "Compilation of Council of Europe agreed texts concerning women's rights and equality between men and women (1995 – 1999)"

³² For example, the 1993 Vienna Conference on Human Rights, the 1994 Cairo Conference, the 1995 Copenhagen World Summit on social development.

3. STAGES IN THE RESOLUTION OF PROBLEMS

3.1. GENDER MAINSTREAMING IN PUBLIC ADMINISTRATION

Gender mainstreaming is the reorganisation, improvement, development and assessment of political processes to ensure that persons involved in political process include the gender equality perspective at all policy levels and stages. Gender mainstreaming consists of the following stages:

- the incorporation of gender equality principles in the existing and future policies, normative acts and programmes;
- the information and consultation of the public on gender equality related issues;
- the development and implementation of special programmes and projects to ensure gender equality policy;
- the monitoring of the gender equality situation and the evaluation of the impact of the implemented policy;
- decision – making and advisory right at the highest levels of public power;
- cooperation with interested parties and partners;
- the education of experts and employees for work in resolving gender equality issues;
- research on changes and development trends;
- the collection, collation and analyses of statistical data.

The principle of gradualness and continuity must be taken into account in implementing such an approach. The implementation of the gender equality policy is a long – term task as essential changes are required in the attitude and thinking of the public. The desired outcome cannot be achieved by short – term and campaign - like activities.

5 lines of activities are necessary to ensure gender mainstreaming in public administration:

3.1.1. Establishment of a strong institutional mechanism

It is necessary to establish a strong institutional mechanism for the coordination of gender equality policy implementation with respective resources and sources (the staff as well as finances) with a strong impact on policy at all levels. The distribution of possible tasks and responsibilities must be determined among interested parties – public administration institutions, local governments, the private sector, non – governmental organisations- and the administrative levels of various solutions. The developed institutional mechanism must ensure gender mainstreaming in policy development and implementation at all administrative levels.

The optimum distribution of all functions required for the implementation of gender equality policy tasks must be provided by a multi–tier institutional mechanism. It would ensure consultations and decision – making, the formulation, implementation, monitoring and assessment of the gender equality policy programmes and projects as well as cooperation with interested parties at all levels.³⁴

³⁴ See Supplement 3 “Scheme of the Institutional Model”, Supplement 4 “Stages in the Implementation of the Gender Equality Policy and Involved Institutions”, Supplement 5 “Mechanisms for the Implementation of the Gender Equality Policy in Nordic Countries”

3.1.1.1. To ensure the resolution of gender equality issues at the highest level to establish a **Gender Equality Council**

The advisory council is established and approved by the Cabinet of Ministers. The Council should contain representatives of public administration, non – governmental and research institutions.

Functions:

- 1) to promote the implementation of the gender equality policy at public administration institutions of all levels;
- 2) to draft recommendations for the Ministries on necessary lines of support for gender equality;
- 3) to coordinate the opinion of various interested parties about potential solutions.

Rights:

- 1) to establish expert groups (inviting representatives of non – governmental organisations, the Union of Local Governments of Latvia, the private sector and experts) for the preparation of issues in the competence of the Council;
- 2) to review and take decisions on the further progress of draft legal acts if they contradict the gender equality policy.

3.1.1.2. In order to coordinate the formulation and implementation of the gender equality policy the **Ministry of Welfare** has the following functions:

- 1) to monitor the implementation of the gender equality policy;
- 2) to coordinate the strategy for the implementation of the gender equality policy;
- 3) to monitor and assess gender equality promotion programmes and projects;
- 4) to coordinate the attraction of financial and other resources for the implementation of gender equality promotion programmes;
- 5) to control the effective and rational expending of national budget grants from general revenues for the implementation of objectives identified in the budget;
- 6) to perform the monitoring of the overall situation and the assessment of the political impact from the gender equality aspect;
- 7) to commission research;
- 8) to ensure the coordination of various normative acts and gender mainstreaming in programmes of industries;
- 9) to cooperate with domestic and international institutions in promoting gender equality;
- 10) to ensure the operation of the Gender Equality Council.

3.1.1.3. To establish permanent **coordination work groups** to ensure gender mainstreaming:

Functions:

- 1) to formulate, assess and actualise the strategy for the implementation of gender equality;
- 2) to coordinate the incorporation of gender equality principles in the existing and future policies, normative acts and programmes;
- 3) to draft recommendations, reports for the Gender Equality Council about implementation of gender mainstreaming.

Required activity: the appointment of representatives from each involved ministry, institution.

3.1.1.4. To develop a **mechanism for the resolution of gender equality disputes** to provide a vehicle for efficient review of issues related to discrimination and other gender equality violations the National Human Rights Office functions are:

- 1) to monitor the compliance with norms ins respect of gender equality and non - discrimination;
- 2) to provide consultations, recommendations on gender equality issues;
- 3) to review complaints on violations of gender equality;
- 4) represent individual on court.

3.1.1.5. **All ministries, as well as the Secretariat of the Special Assignment Minister on Reforms and the Secretariat of the Special Assignment Minister for Cooperation with International Financial Institutions must** within the frame of their competence:

- 1) coordinate the incorporation of gender equality principles into the already existing and future policies, normative acts and programmes;
- 2) formulate proposals for the gender equality implementation project;
- 3) to include activities in annual working plan, based on the objectives set in strategy;
- 4) in conjunction with the Central Statistical Bureau to agree on statistical indicators which would be necessary for the analyses of the situation;
- 5) to conduct an assessment of policies implemented by ministries from the gender perspective on the basis of statistical indicators;
- 6) to appoint the responsible agency whose functions would include the resolution of gender equality issues in the competence of the respective institution;
- 7) to inform the public about activities undertaken in the area of gender equality.

3.1.1.6. To ensure gender mainstreaming it is necessary to involve, as far as feasible, a larger number of various institutions and the largest part of the public:

All policy levels are equally important as gender mainstreaming must be implemented in the whole of the society. Decisions, as a rule, come from above, from the government while decisions at the local level have the most direct impact on people and they have the greatest effect. Considerable efforts must invested to ensure that the concept is implemented at the local and regional level and that representatives of power at these levels have the necessary guidelines and sources to implement gender mainstreaming.

Central Statistical Bureau

To provide statistics by gender.

Secretariat of the Special Assignment Minister on Reforms

Its tasks include the reform of the basic principles governing the public administration personnel and operation and the monitoring of the training of officers of public administration agencies.

School of Public Administration

To develop educational programmes on gender equality issues, involving local and foreign experts. Officers of public agencies must be educated. The necessary knowledge must be disseminated among policy makers and through educational

processes, capacity must be developed and gender mainstreaming implemented. The educational process must be also monitored and assessed.

Ministry of Education and Science

To work out the programme about gender equality issues and accordingly within their competence to organize the study.

Local governments

The gender equality policy must be promoted and implemented at the local government level – education, research, cooperation with non – governmental organisations. Possible instruments of influence – amendments in normative acts and the allocation of funds for the implementation of projects.

Mass media

Issues of the gender equality policy must reflected more actively to stimulate the understanding of the public about it and the change the gender roles and stereotypes which exist in society. Research on gender equality as well as its analysis in mass media should publicised on regular basis which would allow to show the actual situation in the area of gender equality.

Educational activities must be provided for journalists to enable them to understand gender equality issues in their entirety and complexity thus to provide comprehensive and quality information to the public.

Non – governmental organisations implement gender mainstreaming at the local level (education, information to the public, provision of services, monitoring and assessment) as these organisations most often operate at the local and regional level.

Independent experts and research institutions

Research, analyses, the proposal of specific solutions, the monitoring and evaluation of the implementation of the policy.

3.1.2. To simultaneously educate and raise the awareness level

Educational programmes should be formulated for employees of public and municipal institutions, with inter- linked programme modules for the acquisition of specific knowledge, ranging from general educational to highly specific educational modules, training courses should be organised.

- (a) education must start at the highest level – representatives of the government and the Saeima (Parliament), forming a relevant stimulus for a strong political decision to implement gender mainstreaming
- (b) employees of the middle and lower level require an educational process which would show how they can apply gender mainstreaming in practice and integrate in their work;
- (c) courses for individuals who must apply gender mainstreaming in highly specific aspects of political processes and who require knowledge which would enable them to use specific means and techniques. These people should have a clear understanding of the various aspects of gender equality to be able to identify problems and give concrete answers on them.

Necessary to work out subjects on gender equality issues for educational institutions (starting from pre-school till higher educational level), as well as

include in educational programme. There is needed special course for schooling teachers about gender equality issues.

3.1.3. **To improve the normative base –**

The incorporation of gender equality principles in the existing and projected policy directions, normative acts and programmes.

3.1.4. **Development of the strategy for the implementation of gender equality**

The Ministry of Welfare must in conjunction with other ministries and interested institutions formulate a **strategy for the implementation of gender equality**, setting qualitative and quantitative objectives and timeframes for their achievement by **2002**.

3.1.5. *Monitoring and assessment of gender equality*

The monitoring and assessment of gender equality, coordinating the process of the industry on long – term basis, enables the policy developer:

- to correct the policy development in order to attain the identified objectives;
- to take decision on the continuation of policy activities;
- to assess the effectiveness of the activity undertaken and to improve it;
- to formulate new policy initiative, taking into account the experience which has been gained from earlier activities.

The gender equality monitoring and assessment system must ensure:

1. the coordination and purposefulness of policy activities in various industries, providing an assessment from the gender equality perspective for normative acts prior to their enactment as well as for the effectiveness of policy activities.

In order to coordinate activities for the promotion of gender equality, it is necessary:

- to formulate a strategy for the promotion of gender equality for a period of 5 years, assessing its performance once a year;
- to draft new normative acts, to assess their potential effect on gender equality.

2. the monitoring of the gender equality situation in the country which encompasses the development of monitoring indicators, the identification of data sources, data collection, collation and analyses.

The involved institutions in conjunction with the Central Statistical Bureau agree on indicators which would be necessary for the further analyses of the situation. Indicators must be comprehensive as well as specific which would allow to identify the most essential problems and weaknesses.

3. The assessment of the overall gender equality situation which would allow to draw conclusions on changes and trends in the context of the overall national development. An independent analyses of the situation is to conducted once a year (variants – once in two years, once in five years) which would provide the public with an objective evaluation of activities undertaken by the central government and local governments, their impact on the public in general and further prospects of development.

3.2. EDUCATION OF THE PUBLIC ON THE PROBLEM OF GENDER EQUALITY

For the majority of members of the society gender equality issues are a new and yet uninvestigated area. Experience shows that it is not possible to successfully implement the national policy without the support of the public. Thus to ensure that the public at all levels understands the relevance of the problem, its causes and seeks solutions by applying various means, it is necessary to start to educate the public.

Experts on gender equality hold the opinion that gender equality issues and the resolution of problems related to these problems is closely connected with stereotypes about men and women and their respective roles in society. Thus one of the most effective ways to resolve this problem is to analyse these stereotypes and to change them. Stereotypes can be changed by providing adequate information with the help of various means and methods (for example, by discussing these issues within the frame of social studies at school, by developing study materials and support materials for teachers and parents, by implementing projects for the education of non – governmental institutions, information campaigns and by presenting information in mass media etc.) Attempt should be made to relieve gender roles of the rigid nature, they must be made more flexible, applicable and appropriate for the current changing social – economic situation. One of the strategic goals of the programme which applies also the Community gender equality strategy for 2001 - 2005³³, is to change gender roles and stereotypes – the necessity to change behaviour, attitude and values which determine and influence the development of gender roles through education, mass media, art, culture and research.

3.3. NORMATIVE BASES

Required normative acts

- The following normative acts are required for the establishment of the institutional mechanism:
 1. Regulations of the Cabinet of Ministers “Regulation on the Gender Equality Promotion Council”;
 2. Order of the Cabinet of Ministers “Composition of the Gender Equality Council”;
- Accepted Strategy of Implementation on Gender Equality in the Cabinet of Ministers, where each ministry within their competence define the quantitative and qualitative objectives of implementation on gender equality and the terms when objectives will be completed.
- Accepted plan of activities on the implementation of Concept in the Cabinet of Ministers.

5.3. ECONOMIC JUSTIFICATION

To form a new budgetary programme “Resolution of gender equality issues within the frame of the annual budget of the Ministry of Welfare where financial resources are constituted by:

³³ Decision of the Council of Europe of 2012.00 on the formulation of a programme which applies to the Community gender equality strategy for 2001 – 2005.

- additional earmarked funds from grants from general revenues of the national budget and relocated funds from other budgetary programmes as a result of the reconsideration of the government priorities;
- earmarked revenues (relocation of resources from the funds managed by other ministries);
- foreign financial resources.

The competent authority is responsible for the purposeful, efficient and effective expending of the allocations.

Indicative calculation of the necessary financing for start development of the institutional model

Activities	Existent financing (LVL)	Additional financing (LVL)	
		One-time (sole)	Regular (every year)
1. Development of educational programmes; training courses	477	3277	1800
2. Development of the Strategy for the implementation of gender equality	1323	1550	
3. to ensure work of the Gender Equality Council	189		
4. to coordinate Work group actions	284		
Total:	2237	4827	1800

SUPPLEMENT 1.

1. FAMILY AND HOUSEHOLD

1.1. Ratio of single - person (woman) households against the total of single - person households

1996	1997	1998	1999
97.7	96.7	95.4	92.7

📖 Household budget survey

1.2. Number of children at kindergartens (under 2 years of age)

	1995	1996	1997	1998	1999
Total number of children in kindergartens	9905	7345	7699	7726	7906
Proportion of children under 2 years of age at kindergartens	13.9	11.4	13.0	13.8	14.2

📖 Central Statistical Bureau

1.3. Distribution of pre – school institutions by jurisdiction

	Local , central government		Private		Pre – school groups at schools*	
	number of institutions	number of children	number of institutions	number of children	number of institutions	number of children
Total in the country	561	59207	12	316	166	5056

* Besides groups at 7 private attended by 248 children

Besides 270 children attend pre – school groups at public and private organisations

📖 Central Statistical Bureau

1.4. Pre – school institutions in Latvia at the beginning of the 1999/2000 study year

	Number of pre – school institutions	Pre – school groups at schools	Number of places	Number of children
Total in the country	573	173	52742	65097

📖 Central Statistical Bureau

1.5. Expending of the weekly time budget by key groups of employment in 1996 (hours, minutes)


	Employees		Students of educational institutions		Individuals uninvolved in salaried employment and studies	
	men	women	men	women	men	women
Personal care	72:14	70:43	78:46	77:38	81:35	79:17
Total work load	66:13	74:25	51:15	54:21	40:06	51:53
Salaried work	49:44	45:14	00:28	00:15	04:40	01:20
Regular studies	00:20	00:24	43:26	44:04	00:25	00:33
Household chores and child care	16:09	28:47	07:21	10:02	35:01	50:00
Leisure	27:37	21:46	35:18	33:55	43:29	35:27
Undistributed time	01:56	01:06	02:40	02:06	02:50	01:23

📖 Time budget survey in 1996

2. LABOUR AND ECONOMY

2.1. Level of the economic activity of the population, the employment level and the ratio of job – seekers (%)

	Ratio of the economically active population against the total number of inhabitants			Ratio of employed inhabitants against the total number of the population			Ratio of job – seekers against the total number of the economically active population		
	total	men	women	total	men	women	total	men	women
1995	67.6	76.7	59.5	81.1	80.3	82.0	18.9	19.7	18.0
1996	59.8	69.8	51.5	48.8	56.6	42.4	18.3	18.9	17.7
1997	59.7	68.6	52.3	51.1	58.8	44.7	14.4	14.3	14.6
1998	58.8	68.8	50.7	50.7	59.5	43.5	13.8	13.5	14.1
1999	58.2	67.8	50.3	49.8	57.3	43.6	14.5	15.5	13.3

 Data of the Random Labour Force Survey for the November of the respective year

2.2. Average annual number of the employed population by type of activity (in thousands of people)

	1995			1997			1999		
	Total	Men	Women	Total	Men	Women	Total	Men	Women
Employed in all types of activities	1046	535	511	1037	528	509	1038	535	503
Agriculture, hunting and forestry of which:	188	119	69	187	116	71	171	107	64
agriculture, hunting and related services	174	106	68	172	103	69	156	94	62
forestry, timber processing and related services	14	13	1	15	13	2	15	13	2
Fishing industry	5	4	1	6	5	1	5	4	1
Manufacture - total of which;	214	118	96	209	115	94	184	106	78
extracting industry and quarry processing	3	2	1	2	1	1	2	2	0
processing industry	194	103	91	187	98	89	164	91	73
electric power, gas and water supply	17	13	4	20	16	4	18	13	5
Construction	56	48	8	60	52	8	64	55	9
Wholesale and retail sale; repairs of automobiles and motorbikes, items of individual use, household equipment and utensils	147	57	90	152	58	94	170	70	100
Hotels and restaurants	23	6	17	21	5	16	24	5	19
Transport, storage and communications	92	61	31	89	59	30	88	58	30
Financial mediation	14	5	9	15	5	10	16	5	11
Real estate transactions; lease and other commercial activities	50	27	23	38	22	16	53	31	22
Public administration and defence; compulsory social insurance	57	34	23	63	37	26	64	36	28
Education	91	19	72	91	18	73	89	19	70
Health and social care	65	11	54	61	10	51	61	10	51
Other utility, social and individual services	44	26	18	45	26	19	49	29	20

 Data of the Random Labour Force Survey for the November of the respective year

2.3. Distribution of the employed population by employment status (%)

	Employees		Employers		Self - employed		Unpaid family members, relatives	
	Men	Women	Men	Women	Men	Women	Men	Women
1995	51.7	48.3	70.3	29.7	64.6	35.4	45.3	54.7
1996	51.1	48.9	72.0	28.0	60.3	39.7	46.1	53.9
1997	51.2	48.8	75.6	24.4	54.8	45.2	43.0	57.0

1998	52.3	47.7	69.3	30.7	57.4	42.6	45.9	54.1
1999	51.6	48.4	70.5	29.5	52.2	47.8	44.3	55.7

☞ Data of the Random Labour Force Survey for the November of the respective year

2.4. Distribution of employees in specific age groups by gender (%)

(the ratio of employed inhabitants against the total of the population in the respective age group)

	60-64 years		65-69 years		70 years and more	
	Men	Women	Men	Women	Men	Women
1995	22.5	12.5	18.8	9.6	-	-
1996	28.6	14.5	14.6	7.2	6.6	3.7
1997	31.1	19.8	14.9	13.0	6.2	5.8
1998	30.6	16.6	19.7	10.4	7.0	5.1
1999	31.6	17.2	22.8	10.2	6.5	4.0

☞ Data of the Random Labour Force Survey for the November of the respective year

2.5. Number of the long – term unemployed (for more than a year) and their ratio at the end of the year

	Total	Men	Women	Ratio (%)	
				Men	Women
1995	21242	10396	10846	48.9	51.1
1996	28342	13228	15114	46.7	53.3
1997	32360	14017	18343	43.3	56.7
1998	29334	11363	17971	38.7	61.3
1999	34042	13110	20932	38.5	61.5

☞ Central Statistical Bureau


2.6. Number of employees with salary tax books by gender and by basic occupational group in the national economy in October of 2000

Name of basic occupational group	in the national economy				in the public sector				in the private sector			
	Men	%	Women	%	Men	%	Women	%	Men	%	Women	%
TOTAL	325044	46.6	372478	53.4	108937	38.4	174681	61.6	215630	52.3	196873	47.7
Legislators, senior public servants, managers	40434	37.3	4161	62.7	10518	45.1	12784	54.9	29810	64.1	16720	35.9
Senior specialists	23330	26.2	65789	73.8	12504	22.8	42420	77.2	10789	31.8	23148	68.2
Specialists	34440	36.2	60664	63.8	17631	28.2	44930	71.8	16782	51.8	15596	48.2
Clerks	7813	15.0	44385	85.0	2123	9.9	19371	90.1	5679	18.6	24890	81.4
Employees of services and trade	27848	26.3	77942	73.7	10096	32.1	21337	67.9	17715	23.9	56556	76.1
Qualified employees in agriculture and fishing industry	2994	56.3	2322	43.7	285	40.2	424	59.8	2709	58.8	1898	41.2
Qualified workers and craftsmen	86833	75.4	28302	24.6	19935	90.0	2211	10.0	66762	71.9	26070	28.1
Operators and assembly mechanics of equipment and machinery	64800	82.5	13774	17.5	20329	88.8	2572	11.2	44432	79.9	11182	20.1
Simple professions	32331	40.0	48559	60.0	11295	29.1	27515	70.9	20952	50.2	20813	49.8
Military professions	4221	79.1	1117	20.9	4221	79.1	1117	20.9	0	0.0	0	0.0

☞ Central Statistical Bureau


2.7. Average gross monthly remuneration for employed men and women by type of activity in Lats

	¹ 1995		¹ 1997		¹ 1999	
	Men	Women	Men	Women	Men	Women
Total	93	73	123	98	148	118
Agriculture, hunting and forestry, total	55	51	76	70	95	83
of which						
agriculture, hunting and related services	45	49	57	65	69	76
forestry, timber processing and related services	84	68	113	101	130	115
Fishing industry	89	69	171	112	101	92
Manufacture, total	97	78	128	110	146	122
of which:						
extracting industry and quarry processing	74	61	117	99	135	130
processing industry	95	78	121	108	137	119
electric power, gas and water supply	112	90	164	138	195	164
Construction	82	67	97	80	126	107
Wholesale and retail sale; repairs of automobiles, motorbikes items of individual use and household equipment and utensils	66	61	89	73	117	88
Hotels and restaurants	67	59	95	73	97	74
Transport, storage and communications	140	100	177	139	194	162
Financial mediation	179	126	306	200	428	241
Real estate transactions, lease and commercial activities	77	72	111	97	165	137
Public administration and defense; compulsory social insurance	103	97	128	130	165	170
Education	71	64	90	85	118	110
Health and social care	76	65	96	84	127	110
Other utility, social and individual services	80	60	109	81	141	103

¹ in the 1st quarter  Central Statistical Bureau

2.8. Average gross monthly wages by occupation and by gender in Lats

	1997				1998				1999			
	Average wages	Men	Women	Women's wages % against men's wages	Average wages	Men	Women	Women's wages % against men's wages	Average wages	Men	Women	Women's wages % against men's wages
TOTAL	111.79	127.34	97.61	76.7	121.97	137.70	107.58	78.1	127.60	143.92	112.93	78.5
Legislators, senior public servants, managers	188.63	207.36	162.22	78.2	205.51	224.65	177.63	79.1	214.07	234.73	184.73	78.7
Senior specialists	133.48	162.36	122.93	75.7	157.07	186.67	146.11	78.3	167.74	206.04	153.89	74.7
Specialists	121.03	154.70	103.89	67.2	137.59	169.75	120.96	71.3	147.34	180.61	129.55	71.7
Clerks	107.29	125.00	104.55	83.6	116.09	133.32	113.30	85.0	120.68	141.62	117.32	82.8
Employees of services and trade	71.19	93.69	61.66	65.8	75.92	100.62	65.23	64.8	77.51	103.20	67.06	65.0
Qualified employees in agriculture and fishing industry	86.84	98.43	69.82	70.9	89.95	100.36	75.05	74.8	89.99	103.34	72.54	70.2
Qualified workers and craftsmen	114.19	118.72	100.16	84.4	117.71	125.03	95.02	76.0	117.83	124.55	96.51	77.5
Operators and assembly mechanics of equipment and machinery	115.03	114.70	116.31	101.4	118.81	119.34	116.48	97.6	120.68	120.77	120.23	99.6
Simple professions	72.50	83.71	64.45	77.0	74.58	87.74	65.38	74.5	79.45	91.68	70.62	77.0

 Survey on Occupations

2.9. Amount of paid – out old age pensions

	Average	Men	Women	Women's pensions % against men's pensions
1997	42.55	44.50	41.74	93.79
1998	51.57	54.20	50.44	93.06
1999	58.92	64.03	56.69	88.54

2.10. Indicators by specific occupation in October of 2000

Occupations	Employees with salary tax books (basic employment)						Number of employees with annual salary tax cards
	Number			Gross wages (in Lats)			
	Total	Men	Women	Total	Men	Women	
Senior computer specialists	1955	1268	687	339	380	262	259
Computer specialists	3939	2230	1709	233	266	191	500
Total	5894	3498	2396				759
Engineers of electronics and telecommunications	2031	1637	394	274	272	282	204
Specialists of electronics and telecommunications	2353	1909	444	223	225	211	330
Total	4384	3546	838				534
Total	10278	7044	3234				1293

Central Statistical Bureau

3. EDUCATION

3.1. Number of pupils and young people studying according to the curriculum of the specific level of education (%) against the number of inhabitants in the specific age group

	Age group	1995	1996	1997	1998	1999
First stage of primary education	7 - 10	89.8	96.0	99.4	100.7	102.0
of which:						
Women		88.4	94.8	98.8	100.0	101.5
Men		91.0	97.2	100.1	101.4	102.5
Secondary education	11 - 18	85.6	86.0	87.1	88.0	90.6
of which:						
Women		88.9	88.9	89.4	89.9	92.2
Men		82.5	83.2	84.9	86.1	89.1
Higher education	19 - 23	26.5	37.6	43.1	50.5	55.9
of which:						
Women		30.9	45.1	51.2	62.8	71.7
Men		22.2	30.3	35.0	38.4	40.4

Central Statistical Bureau

3.2. Number of students at the level of higher education by area of academic studies

	997		998		999	
	Total	of which: women	Total	of which: women	Total	of which: women
Total	70233	41381	82042	50539	89509	56434
of which:						
teacher training and educational sciences	12728	10182	15596	13055	17795	15008
humanities	7111	5356	7098	5524	6893	5531
social sciences	27463	16523	35144	21965	42619	27125
natural sciences	3255	1573	3396	1746	5765	2666
engineering sciences and technology	12821	3187	13215	3192	9300	2480
agriculture	2114	998	2221	1126	1668	724
health and health care	3864	3138	3903	3298	2430	1770
services	877	424	976	583	3039	1130
other thematic groups	-	-	493	50	-	-

Central Statistical Bureau

3.3. Number of the teaching staff

	Comprehensive schools (teachers)		Vocational educational institutions		Universities (higher educational institutions) (academic faculty)	
	Total	Ratio of women (%)	Total	Ratio of women (%)	Total	Ratio of women (%)
1995	30780	85.89	5100	66.29	3825	48.78
1996	30291	86.00	5740	64.55	4030	48.88
1997	30214	86.44	5661	64.94	4658	50.67
1998	29838	86.65	5430	66.32	5184	51.43
1999	29198	87.10	5380	65.59	5160	51.49

☞ Central Statistical Bureau

3.4. Educational level of draftees into the compulsory military service in 2000 (%)

Educational level	Total	%
	2771	100
of which:		
5 – 8 grades		12.3
Primary education		43.8
Vocational education		13.7
Secondary education		29.8
Higher education		0.3

☞ Data of the Centre for the Draft into the Compulsory Military Service

4. PUBLIC LIFE AND DECISION - MAKING

4.1. Number of Parliament members elected to the 7th Saeima (Parliament) and their distribution by gender

	Total	Women MP
Total number of Parliament members	100	17
Union "For Homeland and Freedom/ National Independence Movement"	17	2
New Party	8	3
Latvian Union of Socialdemocrats	14	2
Union "Latvian Way"	21	5
People's Party	24	5
Party of National Concord	16	-

☞ Data of the Central Election Commission

4.2. Number of local politicians elected to local governments in March 9, 1997

	Total	Of whom:	
		Men	Women
Total	4438	2719	1719
of whom:			
large cities	142	115	27
district towns	674	475	199
pagasts (civil parishes)	3622	2129	1493

☞ Data of the Central Election Commission

4.4. In 01.01.00 5 women and 28 men served as ambassadors at 34 diplomatic embassies; one embassy does not have an ambassador.

4.5. Number of individuals who have applied for naturalisation

	1995	1996	1997	1998	1999	2000	%
Submitted applications	4 543	2 627	3 075	5 608	15 183	10 692	
Women	-	1 765	2 004	3 781	10 206	7 769	68.64%
Men	-	862	1 071	1 827	4 977	2 920	31.35%

5. HEALTH

5.1. Anticipated life expectancy of neonates

	In Latvia		In cities/towns		In rural areas	
	Men	Women	Men	Women	Men	Women
1995	60.76	73.10	60.99	73.82	59.57	72.74
1996	63.94	75.62	64.25	75.97	61.42	74.93
1997	64.21	75.88	65.21	76.05	62.85	75.36
1998	64.08	75.54	65.17	75.88	62.16	74.87
1999	64.89	76.20	65.70	76.24	63.67	75.93

Central Statistical Bureau

5.2. Mortality of the population by main causes of death in 1999

	Number of deceased			Per 100 000 inhabitants		
	Total	Men	Women	Total	Men	Women
Contagious and parasitary diseases	415	295	120	17.1	26.2	9.2
Neoplasms	5771	3166	2605	237.3	281.1	199.6
Psychic and behavioral disorders	256	189	67	10.5	16.8	5.1
Diseases of the nervous system	239	140	99	9.8	12.4	7.6
Cardiovascular diseases	18134	7786	10348	745.7	691.2	792.7
Diseases of the respiratory system	836	554	282	34.4	49.2	21.6
Diseases of the alimentary system	942	491	451	38.7	43.6	34.6
Diseases of the urogenital system	397	192	205	16.3	17.0	15.7
Other cases of death	3929	2912	1017	161.6	258.5	77.9

Central Statistical Bureau

5.3. Patients of sexual transmissive diseases by gender

(new cases)

	1995	1996	1997	1998	1999
Syphilis patients, total	2357	3124	3008	2597	1541
of whom:					
Men	1237	1716	1612	1321	826
Women	1120	1408	1396	1276	715
Gonorrhoea patients, total	2853	2099	1690	1237	1101
of whom:					
Men	1627	1246	1091	880	777
Women	1226	853	599	357	324
Urogenital hlamidioses patients, total	4520	1963	1780	1367	725
of whom:					
Men	1542	904	905	708	429
Women	2978	1059	875	659	296

Agency of Health Statistics and Medical Technology

5.4. HIV incidence

	1995		1996		1997		1998		1999		2000	
	Men	Women	Men	Women	Men	Women	Men	Women	Men	Women	Men	Women
Cumulative number of registered cases of infection	39	3	53	6	78	6	198	45	372	107	737	221
Died of HIV	-	-	-	-	-	-	3	-	2	1	6	0
Died of AIDS	1	-	-	-	-	-	1	-	1	1	1	2

Data of the AIDS Prevention Centre

5.5. Smoking habits, ratio against the number of the population over 18 and older

	Age				Gender	
	18–24	25–49	50–64	65 +	Men	Women
<i>Total</i>						
I do not smoke	55.7	55.5	72.5	88.9	46.4	81.4
From time to time, but not every day	11.4	5.6	3.4	1.6	4.5	5.6
Every day	32.9	38.9	24.1	9.5	49.1	13.0
Total	100	100	100	100	100	100

📖 Survey on Living Conditions in October, 1999

5.6. Number of hospitalisations and visits to the doctor

	Hospitalisation cases		Out - patient visits	
	Men	Women	Men	Women
1997	272003	260628	4887761	6135448
1998	194961	268619	3244590	6211437
1999	210744	263856	3436536	6380160

📖 Central Statistical Bureau

5.7. Mortality caused by violence, intentional self – inflicted injury, traffic accidents in 1999

	Of violence		Of intentional self – inflicted injury		In traffic accidents	
	Men	Women	Men	Women	Men	Women
Total	213	95	593	171	543	193
0 – 9	0	6	0	0	11	4
10 - 19	3	1	16	4	33	23
20 - 29	44	7	70	15	121	28
30 - 39	46	16	122	18	110	31
40 - 49	50	22	129	28	96	24
50 - 59	34	16	121	29	73	22
60 - 69	26	13	83	32	69	22
70 - 79	6	10	33	23	13	27
80 +	4	4	19	21	7	12
Unknown	0	0	0	1	0	0

📖 Agency of Health Statistics and Medical Technology

5.8. Incidence of alcoholism and drug addiction (1996 – 1999)

Incidence	Group of the population	1996	1997	1998	1999
	total	1612	1589	1672	2006
	of whom:				
	0 – 14	-	1	-	4
alcoholism (except alcohol psychosis)	15 – 17		5	9	6
	18 – 19	19	8	31	7
	20 – 59	1488	1450	1542	1848
	Women	355	361	391	432
	total	104	161	196	410
	of whom:				
drug addiction (psychoactive substance addiction)	0 – 14	-	27	24	7
	15 – 17		24	21	54
	18 – 19	9	17	12	87
	20 – 59	86	92	138	261
	Women	28	26	28	78


📖 “Statistical Report of the Industry – On Psychic and Behavioral Disorders caused by the Use of Psychoactive Substances”. The number of individuals who have been diagnosed during the reporting year (new cases).

6. VIOLENCE

6.1. Violence against women

(the ratio of victimised women % against all respondents)

	1996	1998	2000
Women – victims of physical violence	-	7.3	2.8
Victims of sexual violence	3.4	3.2	1.4
Victims of the sexual violence of the partner	-	0.4	0.08

 Data of the Centre of Criminological Research

The European Union legislation and policy in ensuring gender equality

1. FRAMEWORK TREATIES

Treaty on the Establishment of the European Economic Community, the Treaty of Rome (1957) - Article 119 (Article 141 as amended by the Treaty of Amsterdam) provides equal payment requirements for work of the same value. Since 1975 several Directives were enacted, expanding the above principle and including the possibility of being employed, promoted, training and working conditions (see at Section. EMPLOYMENT).

Treaty on the foundation of the European Union, the Treaty of Maastricht (1992) – Article K3.

Joint activities in cooperation in legal matters and issues of criminal law, the commitment to accept minimum terms concerning a criminal offence and the establishment of penalty for organised crime, terrorism and drug trafficking applies also to the transportation of women for sexual exploitation purposes.

Treaty of Amsterdam (1997)

After the enactment of the Amsterdam Treaty, Article 137 of the Consolidated Treaty on the Foundation of the European Union expresses commitment to support efforts of the EU member states to achieve objectives declared in Article 136 on the implementation of the European Social Charter and the Community Charter on the exercise of fundamental rights of employees which includes also the stimulation of equality between men and women concerning the possibilities on the labour market and the attitude at work. It supplements requirements for equal pay.

Besides Article 141 supplemented requirements of equal payment prescribed by the Treaty of Rome, recognising the possibility of positive discrimination to balance the existing imbalance in the area of payment.

Article 2 of the Treaty stipulates that equality must be ensured between men and women when implementing common policies and activities, Article 3.(2) projects the elimination of the existing inequality in the above areas and the stimulation of equality between men and women. Thus after the enactment of the Amsterdam Treaty the new gender equality integration policy which is reflected in due to specific activities in the EU gender equality strategy is included in the Treaty on the foundation of the European Union.

2. COPENHAGEN CRITERIA³⁵

Statements of the European Commission concerning applications of applicant countries for accession to the European Union reflect compliance with Copenhagen criteria.

- 1) political criteria requiring to ensure the stability of those institutions which guarantee democracy, the power of law, human rights as well as respect for minorities and the protection of minorities;
- 2) economic criteria – ensuring the functioning and competitiveness of the economic system of applicant countries;
- 3) the ability to perform obligations of member states, including adherence to the goal of establishing a political, economic and monetary union.

Taking into account provisions contained in Articles 2 – 4 of the Treaty on the foundation of the European Union (after Amsterdam) on compliance with the gender equality principle in all political areas of the European Union, the enlargement of the EU also requires that applicant countries harmonise their legislation not only in specific areas but also introduce the general EU principles, among them also the principle of ensuring gender equality. Provisions included in the Copenhagen Criteria on the establishment of a democratic system includes compliance with the principle of gender equality.

3. TRADITIONAL APPROACH TO ENSURING GENDER EQUALITY

1) *RESEARCH and EDUCATION*

The following documents have been enacted to eliminate inequality in the areas of research and education in the EU: the Council Resolution on women and science 20.05.1999³⁶ and Recommendations of the Commission on vocational training for women 24.11.1987³⁰³⁷

Besides the Resolution of the Council of the European Union and Ministers of Education establishes that an action programmes is to be approved on equal opportunities of women and men in education.

2) *LABOUR RELATIONS*

a) *equal pay*

The EU Council Directive 75/117/EEC on the approximation of the laws of the Member States relating to the application of the principle of equal pay to men and women, 10.02.1975 OJL 045 19.02.75 p.19, explains in more detail some provisions of Article 141 of the Treaty of Rome. As the principle of equal pay has already been stipulated in the Treaty establishing the European Economic Community, this Directive may be applied directly as one of the fundamental principles and individuals may refer to it during court proceedings if the national mechanisms do not ensure their execution.

³⁵ Conclusions of the Copenhagen European Council of June 1993; Bulletin of the EU, Bull. 6 – 1993, Point 1.26

³⁶ Council Resolution of 20 May 1999 on women and science OJC 201 16.07.99 p.1

³⁷ Commission Recommendation on vocational training for women OJL 342 04.12..87 p.35

To ensure equal pay the Commission has developed a Code³⁸ which is to provide practical recommendations how to ensure the implementation of the principle of equal pay in relation to all types of remuneration and recommendations for the prevention of all types of indirect discrimination, including the classifier, and in the use of the performance assessment schemes for the establishment of payment. The use of the Code is aimed at the public as well as the private sector. It is addressed to representatives of businesses, social partners in cases of concluding collective agreements and individuals. The Code presents detailed mechanisms (including the assessment process and on – going monitoring) which can help subjects of labour relations to prevent possible cases of discrimination.

Finally, the EU Council Directive 97/81/EC on the burden of proof in discrimination cases (15.12.1997, OJL 014 20.01.98 p.6) provides protection for employees in cases when claims are submitted about the failure to comply with the gender equality principle, making it the duty of the employer (respondent) to prove that it was not a case of discrimination. Thus the situation of employees in the court proceedings against the stronger employer is made easier.

b) *equal treatment as regards access to employment*

Compliance with the gender equality principle has been prescribed in other EU Council Directives. On the implementation of the principle of equal treatment for men and women as regards access to employment, vocational training and promotion, and working conditions (76/207/EEC, 09.02.1976). Several aspects of employment policy overlap in this case: vocational training, equal opportunities in the labour market and the provision of working conditions which is the focus of attention also in other EU Council documents.

Special emphasis is made also on the involvement of women in labour relations to reduce unemployment among women (EU Council Resolution on the commitment to counter unemployment among women, 24.11.1984, OJC 161 21.06.84 p.4), and to stimulate the return of women to active employment after a longer period of absence (EU Council Resolution on the repeated involvement of women and late involvement of women into labour relations (16.12.1988, OJC 333 28.12.88. p.1).

Besides the need for the involvement of women is stressed not only in labour relations but also in the decision - making process in the economic area. (Resolution of the meeting of representatives of the EU Council and governments of member states on equal participation of women in strategies of the economic growth of employment 06.12.1994, OJC 368 23.12.94 p.3)

c) *working conditions*

The traditional EU equality policy stresses the necessity to prove favourable working conditions for women and men, particularly focusing of labour safety and health issues in respect of pregnant women and women during the post – natal period. (EU Council Directive 92/85/EEC on the introduction of measures to encourage improvements in the safety and health at work of pregnant women and

³⁸ Code of practice on the implementation of equal pay for men and women for work of equal value, COM (1996) 336

workers who have recently given birth or are breastfeeding. 19.10.1992, OJL 348 28.11.92 p.1).

d) *social security*

The Council Directive 79/7/EEC on the progressive implementation of the principle of equal payment for men and women in the area of social services applies to the following social security areas: old age, unemployment, diseases, disability, accidents at work and occupational diseases. Specific directives stipulate the necessity of specific activities in the area of social security and concerning parental rights: Directive 86/738/EEC on the implementation of the principle of equal treatment for men and women in occupation social security schemes., and Directive 86/613/EEC on the application of the principle of equal treatment between men and women engaged in a capacity, including agriculture, in a self – employed capacity and on the protection of self – employed women during pregnancy and motherhood.

e) *other aspects*

Emphasising the necessity to balance the division of duties in families, at the EU level parental leaves for childcare also regulated, entrusting member states with the task of providing the right of both parents to a child care leave (Directive 96/34/EC on parental leaves for child care)..

3) *VIOLENCE*

As the resolution of these problems is based rather on the mutual cooperation among countries than on the approval and transposition of EU normative acts in the national legislation, the approved resolutions and mutual agreement are not within the frame of legislation which is to be transposed by applicant countries, however they should be taken into account in developing cooperation with the current EU member states. As it was already mentioned in Section 1, the Maastricht Treaty (Article K3, Article 31 after Amsterdam) provides that member states must determine the minimum criteria for the classification of criminal offences which applies also to human trafficking for the purpose of sexual services. Two programmes function in the EU which attempt to stimulate the cooperation of countries in resolving these matters:

- a) the STOP programme which as of 1999 is also intended for applicant countries. The programme has been operating in the EU member states since 1996, 47 exchange projects have been implemented within the frame of the programme for judges, prosecutors, police officers, civil servants who are employed at border crossing control units, in the areas of social and taxation policy to give them an opportunity to gain experience in further prevention of human trafficking and sexual abuse as well as the provision of assistance to victims who have suffered from these offences.
- b) the DAPHNE programme (Decision of the European Parliament No 293/2000/EC on the approval of the Community action programme (Daphne programme) for 2000-2003 on preventive measures to prevent violence against children, youth and women 24.01.2000, OJL 034 09.02.00 p.1) mostly aimed at the information of the public and the identification of the situation in respect of violence against children, youth

and women, including victims of trade in people with the purpose of offering sexual services.

In 1996 the European Commission (COM (1996)0567, 20.11.1996) emphasised the necessity to restrain the trade in women (transportation) for purposes of sexual services and offered to address the issue from various aspects – help to victims, fight against organised crime, preventive activities in countries where women are recruited.

In 1998 the decision of the Commission (COM (1998)0726, 9.12.1998) stressed that the issue of countering trade in women still remained a priority and the Commission in particular addressed applicant countries, emphasising the necessity to adopt national norms and to start cooperation in these matters, in particular taking into account the fact that Central and East European countries were not only transit and final destination countries but also a source of problems.

4) FORMULATION OF THE DEVELOPMENT COOPERATION POLICY

The Commission in its communication on integrating the gender aspect into the formulation of the development cooperation policy³⁹ stresses priority activities in this area: sustainable social and economic development, fight against poverty, the integration of developing countries into the world economy, the consolidation of democracy, power of law and human rights (Article 130U of the Maastricht Treaty), including the participation of women not only in the social, economic life but also in the process of political decision – making.

On the basis of the communication of the Commission, the Council of the European Union approved a resolution which highlighted issues related to formulation of the development policy and gender equality⁴⁰. The said resolution provides guidance for policy formulation:

- a) the formulation of the policy must include issues of gender equality – the review of the current policy, the formation of the legal and administrative basis focused on equality;
- b) the development of the institutional capacity – support to the education of public officers and representatives of involved organisations on gender equality issues.

4. DECISION OF THE COUNCIL OF THE EUROPEAN UNION IN DECEMBER 20, 2000, ON THE ESTABLISHMENT OF THE PROGRAMME RELATING TO THE COMMUNITY FRAMEWORK STRATEGY ON GENDER EQUALITY FOR 2001 – 2005.⁴¹

The strategy has been formulated, emphasising the necessity to integrate the gender equality aspect in all policy areas of the EU, highlighting seven strategic goals:

³⁹ Communication from the Commission of 18 September 1995 on integrating of gender issues in development cooperation

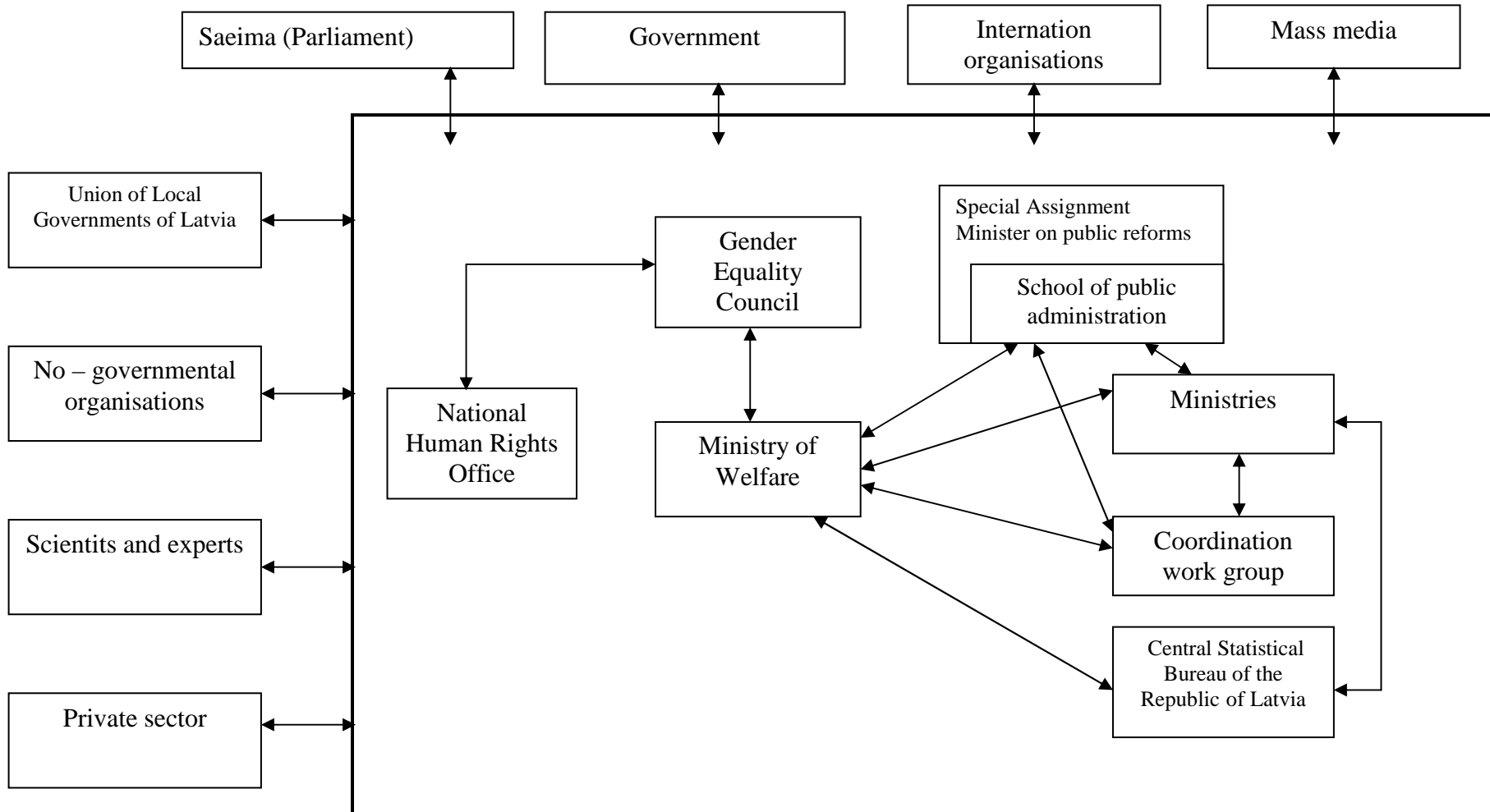
⁴⁰ Council Resolution on integrating gender issues in development cooperation, 20.12.1995

⁴¹ Council Decision of 20 December 2000 establishing a Programme relating to the Community framework strategy on gender equality (01.01.2001 – 31.12.2005) OJ L 17/22 19.01.2001.

- 1) Equality in economy – the necessity for a fair distribution of economic resources between men and women, in particular in the areas of employment, business, industry, science, management, information and communication technologies.
- 2) Equality in participation and representation – a balanced participation of men and women at all decision – making levels, stressing the balancing of influence in the public and private sector (the government, parliament, senior positions, court institutions, universities etc.).
- 3) Equality in social life – paying attention to the unequal division of rights and duties in respect of work and leisure, the family, access to goods and services, the distribution of housing facilities, transport, health and social protection.
- 4) changes in gender roles and stereotypes – the necessity to change behaviour, attitudes and values which determine and influence the formation of gender roles through education, mass media, art, culture and science.
- 5) Equality in civic society – focusing mostly on the exercise of fundamental rights and liberties, consolidating the power of law and educating officers of court institutions on gender equality issues.
- 6) Two horizontal strategic goals – equality in the external relations of the EU and tasks of the enlargement process which would be integrated in the above five strategic goals.

The above strategy reflects requirements of Articles 2 – 4 of the Treaty on establishing the European Union (after Amsterdam) – to integrate the gender equality aspect in all Community action programmes and areas without formulating separate programmes or legislation for the protection of women. However such a set of activities does not exclude the possibility of positive discrimination under the already enacted Directives and the possible implementation of new measures if extensive discrimination is detected in some area.

SUPPLEMENT 3. Draft Institutional mechanism



SUPPLEMENT 4. Stages of the implementation of the gender equality policy and related institutions

Institution	Stage of policy formulation and planning	Stage of political decision - making	Stage of the implementation of the policy	Stage of policy evaluation
➤ Saeima (Parliament)	■	■		
➤ Cabinet of Ministers	■	■		
➤ Gender Equality Council	■	■		■
➤ Ministry of Welfare	■		■	■
➤ Coordination work group			■	■
➤ Gender Equality Promotion Centre	■		■	■
➤ National Human Rights Office			■	
➤ Central Statistical Bureau				■
➤ School of Public Administration			■	
➤ Public Administration Reform Office			■	
➤ Local governments	■	■	■	
➤ Politicians	■	■		
➤ Scientists and experts	■			■
➤ Non – governmental organisations, pressure groups and lobbies	■		■	■
➤ Media				
➤ International organisations				

SUPPLEMENT 5. Mechanisms for the implementation of gender equality policy in Nordic countries

	Policy advisor's function	Function of legislative influence	Administrative function at the ministry	Minister on gender equality issues	Ministry	
Denmark				-	Prime Minister's Office	
Finland				+	Varied	
Iceland				-	Ministry of Social Affairs	
Norway				-	Ministry of Children's and Family Affairs	
Sweden					+	varied

