

COUNTRY REPORT BY FINLAND

**Implementation of the Beijing Platform for Action (1995)
and
the Outcome of the Twenty-Third Special Session of the
General Assembly (2000)**

May 2014

Table of Contents

Part I: Overview analysis of achievements and challenges in promoting gender equality and the empowerment of women since 1995	4
Major achievements	6
Major challenges	8
Setbacks or reversals	10
Main legislative and legal developments	11
Share of the national budget	12
Mechanisms between Government and civil society	13
Main in-country, bilateral, sub-regional and regional cooperation	13
The relations of Millennium Development Goals	14
Part II: Progress in the implementation of the critical areas of concern of the Platform for Action since 2009	16
A. Women and poverty	16
B. Education and training of women	16
C. Women and health	19
D. Violence against women	22
E. Women and armed conflict	29
F. Women and the economy	30
G. Women in power and decision-making	34
H. Institutional mechanism for the advancement of women	37
I. Human rights of women	39
J. Women and the media	40
K. Women and the environment	41
L. The girl-child	41
Part III: Data and statistics	42

Core set of national indicators	42
Minimum Set of Gender Indicators	43
VAW indicators	43
Data on the situation of particular groups of women	44
Part IV: Emerging priorities.....	46
Key priorities for action over the next three to five years.....	46
Country's priorities and recommendations on the Post-2015 agenda	47
Annexes	48

Part I: Overview analysis of achievements and challenges in promoting gender equality and the empowerment of women since 1995

The Government of Finland recommitted itself to the implementation of the United Nations Platform for Action at the Twenty-Third United Nations General Assembly special session *Women 2000: Gender Equality, Development and Peace for the Twenty-First Century* in June 2000. This report gives an overview of the achievements and challenges faced in Finland and is a continuation to the report given in 2009 fifteen years after the Fourth World Conference on Women in Beijing.

This report has been prepared in a collaborative process with entire Government. Various stakeholders (central government agencies and public bodies, local authorities, women's organizations, other non-governmental organizations) were able to comment the report draft during all the drafting process. In addition, a half-day seminar was organized where all the stakeholders were invited to discuss on the implementation of the Beijing Platform for Action, and identify main future challenges ahead. Main recommendations given at the seminar are included in this report.

The Convention and respective Committee on the Elimination of all Forms of Discrimination Against Women (CEDAW) are major resources for impact vis-à-vis the work on promoting gender equality and the empowerment of women in both Finland and in our international relations. In 2012, Finland submitted its seventh periodic report on the implementation of the Convention on the Elimination of all Forms of Discrimination Against Women (later referred as the CEDAW report 2012) which includes detailed reporting of the legislation, policies and programmes promoting gender equality and the empowerment of women (covering the period October 2007–September 2011). Finland would also like to refer to the Government of Finland's response to the list of issues and questions with regard to the consideration of the seventh periodic report that has been submitted to the Committee on the Elimination of all Forms of Discrimination Against Women (CEDAW/C/FIN/Q/7/Add.1). The Committee has considered the seventh periodic report of Finland on 20 February 2014 and has submitted its concluding observations on 10 March 2014 (CEDAW/C/FIN/CO/7).

The Government's Action Plan for Gender Equality 2012–2015¹ collates the most important measures by which the government promotes equality between women and men and combats gender-based discrimination. The Action Plan is based on the Government Programme and the first Government Report on Gender Equality drawn up in 2010. It is an instrument to coordinate the government's gender equality policy. The Action Plan includes measures on gender mainstreaming, which apply to all ministries. In addition, the Action Plan contains objectives and actions in several theme areas: gender equality legislation, working life and reconciliation of work and family responsibilities, decision-making and promotion of women's careers, education and research, promotion of democracy and integration policy, economic policy, promotion of men's and women's inclusion and health, and combating violence against women, sexual violence, intimate partner violence and domestic violence as well as developing gender equality organization and resources.

¹ <http://www.stm.fi/en/genderequality>

The Government Action Plan was prepared in co-operation with all the ministries but each ministry answers for the implementation of the Action Plan within its own sector. In each ministry there is a gender equality working group which has a mandate to enhance the implementation of the measures. Since the implementation requires broad-based commitment of the Government, a joint working group of the ministries secures and monitors the implementation. Its work is coordinated by the Ministry of Social Affairs and Health.

As a general analysis after the fourth World Conference on Women in 1995, the focus of interventions on promoting gender equality in 1995–2014 has been on gender mainstreaming, reconciling work and family responsibilities as well as elimination of violence against women. There are some lessons learnt and successful policies involving boys and men in the promotion of gender equality and the empowerment of women, especially related to elimination of violence against women and promotion of responsible fatherhood.

Finland as an international actor

Finland has a long tradition of promoting gender equality also in her foreign policy. The Government of Finland is committed to mainstreaming gender equality in all its activities and policies. Special emphasis is given to women's and girls' rights, prevention multiple discrimination against women, promotion of sexual and reproductive health and rights, elimination of violence against women, gender dimensions of globalization and women's rights in conflict situations.

The importance of gender equality as one of the main goals of Finnish development policy and development cooperation is manifested in the constant and systematic way in which gender issues are highlighted in the various Finnish development cooperation policy and strategy papers, namely in Development Policy Programme adopted by the Government in February 2012 as well as earlier programmes and papers.

The Development Policy Programme of Finland states the basis of Finland's development policy is that all people have an equal right to affect and participate in both the planning of their development and the activities involved in the implementation of development plans. Finland is committed to the UN Millennium Declaration and Millennium Development Goals which aim to eradicate extreme poverty. Furthermore, Finland promotes the strengthening of the position of the poor and the reduction of inequality, and strives for the reduction of poverty in absolute terms. Gender equality is one of the cross-cutting objectives that must be a part of all development activities of Finland. Finland rejects any form of discrimination that gives rise to gender inequality and supports equal opportunities for participation.

Finland has actively been promoting gender issues in international fora, e.g. in the EU, Council of Europe, OECD, OSCE and throughout the UN system, including specialized agencies, operational programmes and international financial institutions. At major UN conferences, Finland has systematically emphasized the importance of gender mainstreaming and highlighted women's and girls' rights and the empowerment of women and girls, including sexual and reproductive health and rights. Finland has also since 2009 supported the programme on gender and climate

change to ensure women's participation in climate related planning, implementation and decision-making.

In multilateral cooperation, Finland has been a strong supporter of UN Women since its foundation also financially. The Government of Finland decided in 2013 to double its contribution to UN Women to USD 19 million. Finland also provided additional contributions to UNFPA and UNICEF at the end of 2013. Finland's substantial support to UNFPA can be considered an important contribution towards the advancement of sexual and reproductive health and rights.

Finland adopted her second National Action Plan for the implementation of United Nations Security Council Resolution 1325 (*Women, Peace and Security*) in 2012². It covers the years 2012–2016. The Action Plan was prepared in co-operation with five ministries, non-governmental organizations and research institutes. They also monitor its implementation. The Action Plan takes a comprehensive approach to women, peace and security and sets both concrete targets and indicators. The National Action Plan takes note of considerable international development of the 1325 agenda, including the new UN Security Council Resolutions and other agreements and policies – also regionally in the EU, OSCE and in NATO partnership. Finland has provided support to the office of Special Representative of the Secretary-General of the United Nations on Sexual Violence in Conflict and has also initiated 1325 twinning programmes with partner countries.

In the context of co-operation with neighbouring areas (Nordic Council of Ministers, Baltic States and Russian Federation), Finland has promoted gender equality and the empowerment of women and girls with the objective of increasing stability, welfare, equality and social stability in the region. Concrete examples of this include e.g. support to projects on preventing trafficking in women, violence against women, and sexually transmitted infections, and on promoting women's entrepreneurship and awareness of equal rights.

Major achievements

Reconciliation of work and family responsibilities

Reconciliation of work and family responsibilities has long been a part of the equality policy in Finland. A central goal has been a more even distribution of family leaves between the parents and affordable, good quality day care for children.

Since 1996 all the children before entering the primary school have had the subjective right to municipal child-care. The child care is served full-time basis and meals are served during the day. The child care has been arranged also for those children whose parents are working in shifts. The child care system has high quality, and professional qualifications are required of the personnel. This legislative change strengthened parents' possibilities to reconcile work and family responsibilities. The amount of children in day-care rose from 1995 to 2012 remarkably: currently almost 63 per cent of children aged 1–6 are mainly cared in municipal or private child care system. Parental leaves have been extended and since 2013 fathers quota is 9 weeks. In 1999 pa-

² <http://formin.finland.fi/public/download.aspx?ID=98322&GUID={3DAB961C-AE41-42D3-99CB-4BE77BA8941D}>

ternal leave was 6-12 days. Women's participation rate in the labour market is relatively high, and also the fertility rate, compared with many European countries.

The compensation paid to employers to cover costs caused by parental leaves has been increased several times. The system of family leaves has also been altered in order to take into account the diversity of families, inter alia, regarding adoption families and the position of the parent not living with the child. Also persons living in a registered partnership have been granted the right to take family leaves. An amendment to the legislation that entered into force in the beginning of 2010 increased the maximum length of the so called daddy month to six weeks. The use of the daddy month has increased by over 10 per cent yearly.

There is also care subsidy that is paid even to parents that work part-time. The law came into effect in January 2014. The aim of the new subsidy is to contribute to encourage women with small children to return to work earlier and to urge both parents to divide the child care. Furthermore, the Government has proposed the allocation of the home care subsidy to both parents. According to the proposition, the home care subsidy would be paid for 13 months per parent. The aim of the proposition is to contribute to women's employment and to further equality in the labour market. In 2012 home care subsidy was paid to 116 000 persons and 94.5 per cent of them were women.

In conclusion, day-care, right to various family leaves (including working part-time) and more equal share of care in families have enabled women and men to reconcile work and family responsibilities.

Women's participation in political decision-making

The proportion of women in the parliament has increased during the past ten years and the proportion of women in the parliament reached 42.5 per cent in the 2011 elections. It is currently higher than ever before. Currently, there are 47.1 per cent of women in the Government. The gender balance has been based on the political will to promote gender equality in the composition of the Government. Indicators of progress in this area are also the first female President of the Republic (2000), female Prime Ministers (2003) and female as the first Minister of Finance (2011).

The representation of women in the local politics has also been growing. In the municipal elections the share of women elected to the municipal councils has increased also since 1995. The exception is the last municipal elections in 2012 when the average share of women decreased from 36.7 per cent to 36.2 per cent.

Due to the quota regulation of the Act on Equality between Women and Men (609/1986, hereinafter the Equality Act) the representation of women and men is in balance in the municipal political bodies. The representation of women and men is in balance in the municipal executive board and in the municipal committees. In the preceding electoral period 2009–2012 the average share of women of the municipal executive board members was 46 per cent and of the committee members 48 per cent. The quota does not apply to the municipal councils and the chair persons of the municipal bodies.

It can be said that the quota system has in general increased the share of women participating in local politics and hence increased the political activity and possibilities of women. Often participation in the municipal politics is the first step into the national political life.

Women's participation in the labour market

Women and men are equally represented in the Finnish labour market. Also the differences in the unemployment rates of women and men are small. The Government has succeeded in supporting women's labour force participation: rate has risen since 1997 and was 67.8 per cent in 2013. This also is due to women's high level of education. In Finland women usually work full-time. The share of women among all full-time employees is 48 per cent. Women also participate more actively than men in employment policy measures aiming at improving employment and decreasing unemployment.

Women's level of education

All Finnish girls go to school and women are well-educated. Among 20–64-year-old women, 75.4 per cent are secondary-level graduates, as opposed to 71.5 per cent of men. The level of education of women is higher than the level of education of men. It supports women's employment and position in the labour market, although it is not fully reflected in the labour market.

Also the share of women among university-level graduates in Finland is higher than that of men. Of those completing a university degree in 2012, the share of women was almost 60 per cent. Of those obtaining a post-graduate degree (licentiate or doctorate degree) in the same year, the share of women was 50 per cent. The share of women with a licentiate or doctorate degree increased from 15 per cent in 1975 to 54 per cent in 2012. Nevertheless only 27 per cent of professors are women.

Mechanisms for promoting gender equality

Horizontal and systematic mechanisms have been developed in order to promote gender equality, e.g. Governments have collected actions on gender equality into the Government Action Plans for Gender Equality and structures for gender mainstreaming have been created. Current Action Plan (2012–2015) is fourth Action Plan for Gender Equality in Finland.

Major challenges

Violence against women

Finland is continuing to implement many measures to combat violence against women: the National Action Plan to Reduce Violence against Women, the Government taking responsibility for shelters, preparing ratification on the Council of Europe's convention on preventing and combating violence against women and domestic violence, revising the law on sexual violence, strengthening cooperation and coordination between ministries and within the municipalities. Despite these efforts the level of intimate partnership violence, and for example sexual harassment, is still high. For example, recent FRA (*European Union Agency for Fundamental Rights*) survey showed that compared to most EU countries Finland's rating is poor in many areas linked to violence.³

³ <http://fra.europa.eu/en/publication/2014/vaw-survey-main-results>

Violence against women is met at local level in the municipal services especially social care and health. The municipalities can affect greatly by enhancing gender equality in all the services and by awareness-raising. More coordinated actions and adequate funding from the central government is needed to combat violence against women at local level. With the ratification of the Council of Europe's convention on preventing and combating violence against women and domestic violence it should be seen that local governments have enough resources in developing measures to combat violence against women and to increase the competence of the municipal personnel of different sectors.

Also girls and boys can be victims of sexual abuse and violence, or they are subjected to seeing violence. More attention has to be paid in bullying and sexual harassment also at school by e.g. taking advantage of the opportunities offered by comprehensive sexuality education to boost the self-confidence of the young.

Gender neutrality

The aim in Finnish gender mainstreaming strategy has been to change gender-neutral (or even gender-blind) administration gender-sensitive. For this purpose efforts have been made to include gender mainstreaming obligations in the various guidelines guiding the key administrative and policy processes in the ministries. Although gender mainstreaming is applied and trainings and handbooks have been developed there is still need to break the gender blindness.

Ministries commission regularly studies and reports from experts, but the lack of funding, tight schedules and difficult public procurement procedures pose obstacles for receiving more external expertise. Contextualized gender equality goals related to different policy fields exist but could be better communicated.

Women in minorities

Issues related to the status of immigrant women, including undocumented migrants belong to the gender equality agenda. Furthermore, there is not enough sex-disaggregated research data available on the status, living conditions or political participation of the Sámi or the Roma to support decision-making. The same applies to women with disabilities. Closer cooperation is needed between those involved in gender equality issues and those involved in non-discrimination issues. It is important to pay particular attention to intersectional and multiple discriminations based on gender and other reasons, including LGBTI.

The Government of Finland's response to the list of issues and questions with regard to the consideration of the seventh periodic report that has been submitted to the Committee on the Elimination of all Forms of Discrimination Against Women (CEDAW/C/FIN/Q/7/Add.1) gives more detailed information on the status of women belonging in minorities under chapter Disadvantaged groups of women.

Media, gender stereotypes and the public sphere

Despite the fact that Finland rates high in country comparisons of gender equality, sexist images prevail in media and public sphere. In the media female politicians and leaders, etc. are repeatedly treated and evaluated differently compared to men. Effective measures are needed in order to

prohibit the sexualization of women and girls in media, including social media. Gender stereotypes affect the choice of education and occupation and consequently, segregation prevails both in the area of education and labour market.

Women's economic situation

The gender pay gap seems to be persistent. In 2013 women's monthly regular income was 83 per cent of men's monthly regular income; in 1995 the figure was 82 per cent. So the gender pay gap is 17 per cent which equals approximately 600 euro per month. The consequence of the women's low pay and unequal share of family leave is women's low pensions. Statistics reveal that the risk of poverty is high among ageing women and single mothers. Changes in the labour market, for example women's high proportion of fixed-term employment, have gendered effects and these should be effectively evaluated and taken into account in policy formulations.

Parental leaves are still unevenly shared by mothers and fathers. This can have negative impacts to women's employment and pay. The costs caused by parenthood and dividing them between the employers of mothers and fathers have been under public discussion. In December 2012, the Ombudsman for Equality started a campaign against pregnancy discrimination called *Justice for Those Expecting*⁴. The campaign's objective was, on the one hand, to increase women's awareness of their rights with regard to pregnancy and family leave. On the other hand, the objective was to alert employers to adjust their attitudes towards any employee who is pregnant or on family leave and ensure the legality of their actions. The campaign lasted for a two week period on public transport in the largest commuting areas.

Women's pensions clearly lag behind those of men. Average total pension of women was 1 321 euro per month in 2013. It was 369 euro less than average total pension of men. Without widow's pension the difference is even bigger: 513 euro. Nevertheless, the difference in average total pension is smaller now than in 2000. In 2000 the total pension of women was 76 per cent of total pension of men compared to 78 per cent in 2013. Especially single female pensioners or widows with minimum income can face poverty. The amount of single-person households among women aged 65–74 is currently double compared to same aged men. The reasons behind this are among other reasons career breaks caused by childcare, and lower wage levels than those of men.

Setbacks or reversals

Economic situation of single mothers

The economic situation of single mothers has deteriorated since 1995 as part of the increase of the relative poverty in Finland. The risk of poverty is higher among single parents: 20 per cent of single-parent households were below low income level compared to 6 per cent among dual earner families in 2012. Of single-parent households 86 per cent are led by woman. The employment rate of single mothers decreased significantly during the economic crisis in 1990's and increased more slowly than the employment rate of women living in a family with two parents. The employment rate with children under 3 years is much lower compared to that of other mothers. The risk of poverty is high among mothers taking care of their small children at home. Furthermore,

⁴ www.oikeuttaodottaville.fi (only in Finnish and Swedish)

the level of education of single mothers is rather low which increases the risk of unemployment.

The gendered effects of the reform of Finnish welfare society and municipalities

The current structural reform of the Finnish welfare society may have gendered effects on many critical areas: e.g. employment of women, women as users of the welfare services and women's position in decision-making. It is crucial to integrate the gender perspective in the reform of the public sector and local governance, to analyze the gender impact of the changes and to ensure the promotion of gender equality in these reforms. Gender perspective is important from the point of view of the employment of women as well as the production of services. As women form the vast majority of employees (80 per cent) in the municipal sector (health care, social services, education), the decreasing number of municipalities and re-organization of the local government may have significant effects on women's employment. Furthermore, women benefit from municipal services in their daily life in many ways.

The status of gender studies in Finnish universities

In the 1990s several institutes and departments of women's or gender studies were founded in Finnish universities. The institutionalisation of women's/gender studies was promoted by eight new professorships financed by the Ministry of Education. When accepting the funding, the universities committed themselves to redeeming the professorships. However, only just over a half of the universities have guaranteed the continuation of the posts and financed a permanent professorship. Furthermore, the gender/women's studies units have faced new challenges because of the structural and financial reorganisation of Finnish universities in the 2000s. Most of the units have been absorbed into larger departments, and the competition for scarce resources inside the universities has become more intense. In spite of their excellent results, gender studies programmes, which are small with one or two teaching posts, have less resources and more unstable situation than earlier.

Main legislative and legal developments

The Act on Equality between Women and Men (609/1986, hereinafter the Equality Act) has been reformed on several occasions during the period under review. The foundations of the Act and the authorities responsible for the supervision of the Act (the Ombudsman for Equality and the Equality Board) have not changed. In addition, the main content of the Act still consists of the working life issues.

The largest renewal of the Equality Act was made in 2005, but the Act was also revised in 2008 and 2009 in order to implement EU directives. The scope of application of the provisions on prohibition of countermeasures and on compensation was broadened to apply to persons who provide goods and services, which are available to the public. Definitions of sexual harassment and gender-based harassment were added to the Equality Act and the applicability of the earlier maximum compensation paid in recruitment situations was limited to persons who would not have become appointed to the job, even if non-discriminatory grounds had been applied.

The objective of the Government is to prepare a proposal for new legislation on non-discrimination. In accordance with the Government Programme, the Equality Act remains an independent piece of legislation. In the proposal the prohibitions of gender-based discrimination

would be expanded to cover also discrimination based on gender identity and gender expression. Furthermore, the provisions concerning equality planning in workplaces would be clarified e.g. concerning pay surveys and cooperation with the personnel. Regulations concerning equality planning in educational institutions would be expanded to cover basic education institutions. The Government Bill has been submitted to Parliament together with the proposed reform of the Non-Discrimination Act.

The new Health Care Act (1326/2010) ensures conducive and curative health services to all residents of municipalities. Preventative and conducive services of all children and young people as well as of parents are emphasized. Special attention is paid on the health of pregnant women.

The Government Decree (338/2011) on maternity and child health clinics, school and student health services and preventive oral health services for children and youth focus on health promotion, empowerment and targeted support. The purpose of the legislation is to ensure that children and their families receive systematic health care counselling and health examinations in municipal health care. According to the decree, the municipalities have to arrange extensive, family-focused examinations to families: one in pregnancy, three when the child is under school-age and three when in school-age. Both parents are invited. The extensive examinations include the assessment of the health and well-being of parents and the entire family, introducing earlier support and strengthening empowerment of families.

Share of the national budget

Due to the structure, it is difficult to define the share of gender equality resources in the national budget. However, the Ministry of Social Affairs and Health and the Ministry of Finance have made joint efforts to develop gender-conscious budgeting. In 2006 The Ministry of Finance published the general directives for formulating the budget. These directives require that the ministries' budget proposals must present the operations that have significant gender impact. The state budget 2008 has been prepared in accordance with the new instructions. By 2012 gender perspective was stated in every ministries' budget proposals. The Equality Act also states that gender impact assessment is carried out in connection with the preparation of government bills and other projects.

To support this work, the Ministry of Social Affairs and Health has organized several trainings in the ministries and in the state administration as a whole. In addition *Gender Glasses in use - A handbook in support of the government ministries' gender equality work* was published in 2009.⁵

The gender mainstreaming trainings offered to the ministries in recent years have included:

1. Common introductory trainings to all the ministries on gender impact assessment of legislation, on statistical data disaggregated by sex and gender budgeting;
2. Briefing for (new) Ministers and senior management;
3. Special effort on capacity building for experts in the line ministries during 2008-2010 – the Gender Glasses projects (partly EU-financed)

⁵ http://www.stm.fi/en/publications/publication/-/_julkaisu/1438518#en

4. Tailor-made trainings in ministries to enhance gender impact assessment in law-drafting (2013)

On local and regional level, there have been two ESF-projects during 2010–2013 to enhance gender mainstreaming in the municipalities and in the state regional administration. The environment was challenging because of the economic downturn, but there has still been some progress in spite of the relatively low level of funding. The basic idea of one of the projects was e.g. to implement the European Charter for Equality for Women and Men in Local Life.

Mechanisms between Government and civil society

The Government has appointed the Equality Board which is an independent advisory board that oversees compliance with gender equality legislation and resolves matters related to it. The members of the Equality Board are selected by political parties, and non-governmental organizations which have expertise in gender equality affairs. There are also other advisory boards (e.g. the Advisory Board on International Human Rights Affairs, the Advisory Board on Roma Affairs, etc.) which can and do discuss the matters related closely to gender equality and women's rights.

When preparing e.g. strategies or action plans that have relation with gender equality and the empowerment of women, ministries usually arrange hearings or other co-operation methods (e.g. participation in working group, consultations) for stakeholders depending on the area of their expertise, including non-governmental organizations. For example, the Ministry of Social Affairs and Health arranges a hearing for civil society when drafting the gender equality action plan and its mid-term and final reports.

The promotion of gender equality in the consultations of experts and NGOs by the ministries and the Parliament has gained growing attention. According to a study published in 2009, 66 per cent of experts called by parliamentary committees are men. Furthermore, the representation of women and men's organisations in committee hearings was very low. There is no systematic data on gender balance and the presence of gender expertise in the consultations organised by the ministries, but available information shows that women and men's organisations are not well represented in hearings other than those related to gender equality policy preparation.

Main in-country, bilateral, sub-regional and regional cooperation

At national level, each ministry has an operational gender equality working group that coordinates and monitors gender mainstreaming within the ministry. The network of gender equality working groups in the ministries, coordinated by the Ministry of Social Affairs and Health, provides a forum for training, sharing experience and good practice and identifying and discussing problems. During 2013–2014 the Beijing Platform for Action themes are discussed regularly in the meetings of the inter-ministerial network for gender mainstreaming.

Nordic inter-governmental co-operation on gender equality is led by the Council of Ministers for Gender Equality. The Council of Ministers meets at least once a year to discuss and make joint decisions and activities to benefit and develop the gender equality policies of the countries involved. The cooperation is planned and implemented by the Committee of Senior Officials for

Gender Equality which consists of representatives of all the countries and autonomous territories. The work is led by the yearly changing chair country and facilitated by the Nordic Council of Ministers Secretariat. The Council of Ministers finances the Nordic Information on Gender. Its assignment is to gather and disseminate national research, policy and practice in the area of gender equality in a Nordic perspective to a broad group of interested parties. The priorities for Nordic gender equality co-operation during 2011–2014 are gender equality in labour market and education, gender and ethnicity, and zero tolerance for gender-based violence. Also perspectives of men and boys, and strategies of gender mainstreaming are on the agenda. The Council of Ministers is actively involved in co-operation with the adjacent areas: the Baltic countries, North-West Russia, the Arctic and the Barents. Nordic co-operation on gender issues makes an impact at many international levels, e.g. by attending the annual meetings of the UN Commission on the Status of Women (CSW).

Finland has actively participated in the activities of the European Institute for Gender Equality (EIGE), especially in the work of its Management Board and Experts' Forum, as well as the work on the key thematic areas of the Institute. These priority areas include Gender Equality Index, EU Indicators for the follow-up of the Beijing Platform of Action, gender mainstreaming, gender-based violence as well as men and gender equality. *Minna*⁶ - Centre for Gender Equality Information functions as an important focal point for informing the Finnish audience on the activities of EIGE.

The Council of European Cities and Regions (CEMR) has prepared the European Charter for Equality of Women and Men role in Local Life. The charter was launched in 2006. The charter supports the implementation of the Beijing Declaration and Platform for Action. The motivation of drawing the charter was that the local governments are closest to the people and hence have good chances to enhance gender equality and put the international conventions and national legislation into practice. The Finnish Association of Local and Regional Governments has approved the Charter and recommended it to all the municipalities and municipal organizations.⁷ Furthermore, Finnish non-governmental organizations are active actors in different networks, e.g. Women Against Violence Europe (WAVE) that is a network monitoring and developing the situation in European countries, changing information and lobbying together for example to get the Council of Europe's convention on preventing and combating violence against women and domestic violence signed and ratified in respective countries.

The relations of Millennium Development Goals

Finland has underlined the importance to facilitate the achievement of the commitments of the Beijing Declaration and Platform for Action also in Millennium Development Goals since the realization of equality between women and men, as well as girls and boys effectively promotes the attainment of the other development goals. Gender equality is a human rights issue and a cross-cutting theme in Finland's development policy and all Finnish development cooperation activities. Strengthening the status of women, including economic development and well-being,

⁶ www.minna.fi

⁷ For more information on the project to implement the charter:
<http://www.kunnat.net/fi/asiantuntijapalvelut/tuke/tasa-arvo/tasa-arvo-projekti/Sivut/default.aspx> (only in Finnish)
and on European level: <http://www.charter-equality.eu/the-charter/observatoire-europeen-en.html>

are actively promoted as well in Finnish development agenda. Finland is committed to the Millennium Development Goals, Beijing Declaration and Platform for Action, as well as the Programme of Action of the Cairo International Conference on Population and Development and the outcomes of their review conferences that all aim also to gender equality and the empowerment of women and girls.

Part II: Progress in the implementation of the critical areas of concern of the Platform for Action since 2009

The reporting under part II on the progress in the implementation of the Beijing Platform for Action deals mainly with legislative acts and specific programmes undertaken during five-year reporting period 2009–2014. The progress reporting on the implementation follows the twelve critical areas of concern. The seventh periodic CEDAW report (2012) gives further details in many reform and programmes. References to specific parts of the CEDAW report are made under each critical area of concern.

A. Women and poverty

The relative poverty in Finland has increased since 1995. Nevertheless, it has declined slightly in past few years. The proportion of people living in relatively poor households was 11.9 per cent in 2012 compared to 13.2 in 2009, 11.9 in 2004 and 7.6 in 1995. The rise of relative poverty has been strongest among single-parent households where it has quadrupled from 1995 to 2012. Poverty in single parent families is gendered: almost nine in ten relatively poor single parents are women. For the children living in single parent family, the risk of poverty is more than double (19.8 per cent) compared the children living in two parent family (7.7 per cent).

The relative poverty of ageing people continued relatively high until 2012, when the amount of poor over 75 year-olds declined relatively strongly. Still 10.3 per cent of persons aged 65–74years and 23.9 per cent of women over 75 years are considered being poor. Women's share of poor households among ageing one person households was 40.9 per cent and men's 34.0 per cent in 2012. Poverty has also become more persistent during almost the past 20 years from 7.6 per cent of the population in 1995 to 11.9 per cent in 2012.

Preventing poverty, inequality and social exclusion are priorities in the Government Programme. To put this into practice, the Government launched a cross-sectoral action plan for reducing social exclusion, poverty and health problems⁸. The implementation of the action plan is coordinated by the Ministry of Social Affairs and Health and according to the action plan one of the main issue is reducing unemployment while also addressing various disadvantages in cooperation between several administrative sectors. Government's action policy features seven themes which include more than 30 spearhead projects defined by the Government in order to achieve the set targets.

B. Education and training of women

All Finnish girls go to school and women are well-educated. Among 20–64-year-old women, 75.4 per cent are secondary-level graduates, as opposed to 71.5 per cent of men. Over 90 per cent of those aged 16 to 18, half of the 19-24-year-olds and one quarter of those aged 25-29 were studying in some post-basic level education leading to a qualification.

⁸ http://www.stm.fi/c/document_library/get_file?folderId=42733&name=DLFE-24515.pdf

Also the share of women among university-level graduates in Finland is higher than that of men. Of those completing a university degree in 2012, the share of women was almost 60 per cent. Of those obtaining a post-graduate degree (licentiate or doctorate degree) in the same year, the share of women was 50 per cent. The share of women with a licentiate or doctorate degree increased from 15 per cent in 1975 to 54 per cent in 2012. Nevertheless only 27 per cent of professors are women.

Regarding the adult education statistics, in 2012 almost 1.7 million people participated in adult education, that is, education and training specifically intended and organized for adults. According to research on adult education, women have participated more actively in adult education than men.

Although especially young women are highly educated in Finland, the educational fields are strongly divided into women's and men's fields. Over 76 per cent of those with education of technology and transport sector education (completed university degrees) were men in 2012, while 72 per cent of those with education of health and social services sector were women. Also the humanities and education fields are female-dominated with a share of about 80 per cent.

Extensive renewal projects to promote gender equality are currently under way in the area of education and research policy. These include a set of measures to promote equality in education and a renewal of the national core curriculum. The set of measures to promote equality in education includes actions aimed to reduce horizontal segregation between fields of education and, more generally, to increase gender-awareness in education.

Early childhood education (0-5 years old)

The Ministry of Education and Culture is preparing a new act on early childhood education and care. An assessment of gender impacts will be performed in connection with the preparation of the act. The Ministry of Education and Culture has also funded two projects that are aimed to promote gender equality in early childhood education. The other one was the project on developing education in gender equality in day-care centers (2010–2011) and another one is the project on gender sensitivity in early childhood education - equality in the day-to-day activities of day-care centers (2012–2014). The objective is to promote gender equality and freedom of choice in the education provided by day-care centers. When successful, the work to promote gender equality provides educators with means to prevent bullying, supports intergenerational friendships and reduces stress experienced by both children and adults.

Pre-primary (6 years old) and basic education (7-16 years old)

The National Board of Education is making a new core curriculum for pre-primary education and for basic education. In April 2013, all subject groups in basic education were instructed to address the promotion of gender equality in subject-specific descriptions in the core curriculum. The overall objective is a shift to gender-sensitive education. The perspectives put forward were a) reducing inequality faced by both girls and women and boys and men, b) reducing gendered attitudes towards any and all subjects and their learning outcomes, and c) understanding the diversity of gender and conveying this understanding through teaching. The essential objective is

that through the concrete tools, gender awareness and promoting gender equality are incorporated as part of teaching and the national core curriculum.

Higher education institutions and research

A central tool in the work done to promote equality in universities and polytechnics has consisted of reports submitted by the institutions on their own activities. In 2014, universities and polytechnics will submit reports to the Ministry of Education and Culture concerning their activities to promote equality and the status of women's studies and gender studies.

The Ministry of Education and Culture is about to launch a broad-ranging and multi-annual research project on equality in education. The topics addressed by the project include e.g. how do gender prejudices and expectations affect equality in education and, particularly, the educational choices of children and young people; how do gender prejudices and expectations and their impacts differ between girls and boys, and what are the factors that enhance choices made in accordance with the expectations and, conversely, which factors reduce the impact of these expectations.

Promoting gender equality at educational institutions

The Government is preparing an amendment to the Equality Act according to which this obligation would be expanded to cover also educational institutions providing basic education. The purpose of drawing up an equality plan at educational institutions is to prevent discrimination and to promote equality by increasing gender awareness among the youth. If properly made, this systematic work to promote gender equality at educational institutions may also, for example, reduce the gender segregation of the labour market by influencing the student's conception of occupations and training suitable for him or her irrespective of sex or gender.

Teacher education and in-service training for teachers

One way to improve the teacher education is to incorporate gender equality as part of in-service training for teachers. This has been done e.g. through a separate in-service training programme on equality and gender equality in basic education.

Learning materials

The Finnish National Board of Education carries out regular negotiations with the producers of learning materials. Topics addressed in these negotiations include the reduction of gender stereotypes in text books.

In addition, school and teaching material for anti-discrimination has been made in EU-funded YES-projects which have been coordinated by the Ministry of the Interior. Finland has also promoted anti-discrimination and fight against school bullying with internationally known programme of *KivaKoulu*.

As a part of the National Anti-discrimination Campaign *Equality is Priority*, a study *Means and practices of anti-discriminatory pedagogy* was published by the Ministry of the Interior in 2012. Anti-discriminatory pedagogy was defined as various pedagogical tools intended to prevent different forms of discrimination. The report focuses on increasing equality in the learning envi-

ronment and on promoting good intergroup relations through interventions. These tools were critically analyzed in the light of the existing research literature, and their suitability for preventing discrimination in schools discussed.

As a whole, the Campaign component for promoting equality in education consisted of 1) a process to develop equality planning in educational organizations and publishing of an Equality Planning Guide; 2) Material for universities responsible for teacher -training *Genuine Equality in School*; 3) Equality Manual for teachers and 4) Stories on experiences of different minorities at school. Specific teaching materials have been prepared on the Roma and on the Sámi People for the upper grade of comprehensive education. All the above-mentioned materials have been introduced by a specific campaign targeted at teachers, their trade unions and educational administration at national and local level.

Minorities

The immigrant women's literacy and basic Finnish language education through *Let's read together* network has started been worked since 2011. There is a network of over seventy groups of 1 1100 immigrant women and 400 voluntary so called teachers in various Finnish cities and towns. The network has been operational since 2004. It has functioned as a national program since 2007.

There is also a multicultural network *Auroras* for immigrant and Finnish university graduate. The purpose of the network is to deepen the knowledge about Finnish working life and employment opportunities vis-à-vis improving language skills.

The CEDAW report 2012 gives detailed information on education and training related issues under article 10 on gender differences in education, measures relating lifelong learning, basic education and curricula, and teacher training. The Government of Finland's response to the list of issues and questions with regard to the consideration of the seventh periodic report (CEDAW/C/FIN/Q/7/Add.1) gives more information on education related to minorities, including also women with disabilities, Roma and Sámi women.

C. Women and health

The CEDAW report (2012) gives detailed information on health related issues under article 12. The report covers the issues on health promotion, smoking and intoxicants, mental health and substance among young persons, pupil welfare, elderly and persons affected by memory diseases, health during pregnancy and sexually transmitted infections.

Finland has renewed legislation on maternity and child health clinics, school and student health services (The Health Care Act 1326/2010 and Government Decree 338/2011). It focuses on health promotion, empowerment and targeted support. Services should be equal in quality and take the needs of individuals and the population at large into account.

In addition to legislation, many national guidelines have been prepared for maternity and child health clinic services. The Ministry of Social Affairs and Health has issued national recommen-

dations for child health clinics, a national action programme called *Don't hit the child* to reduce corporal punishment of children, an action plan to reduce violence against women and an action plan for the prevention of circumcision of girls and women. National Institute for Health and Welfare updated national recommendations for maternity clinics in 2013, issued recommendations for the extensive health examinations in 2012 and national recommendations for breastfeeding in 2009. The extensive health examinations have facilitated the discussions of real health-threatening problems in families and enabled the targeted support. One of the major achievements of this innovation is that the previously child-focused visits have turned to include also the health of the parents, the question of parenthood and the living conditions of children. Helping parents is necessary when helping children and preventing the progress of inter-generational problems. Both parents and the health professionals have found the extensive health examinations useful. It is obvious that the examinations help and empower women as they form the majority attending the examinations.

Finland is currently reforming the organization and operations of our entire social welfare and healthcare service system. The purpose of the structural reform in social and health care services is to guarantee all people equal social welfare and health care services in Finland.

Sexual and reproductive health and rights

Finland had the Action Programme (2007–2011) for promotion of sexual and reproductive health and rights. A new version of the programme is published in April 2014 and it will be valid till 2020. Sexual and Reproductive Health Unit was founded in the National Institute for Health and Welfare in 2010 as a part of the measures of the Action Programme. The unit has given sexual and reproductive health visibility.

Finland has comprehensive legislation and action plans in the field of sexual and reproductive health and rights. Finland also produces and disseminates information about sexual and reproductive health and rights in co-operation between non-governmental organizations and municipal stakeholders. Still, it has been pointed out that the needs of the minority groups such as sexual and gender minorities, immigrants and people with disabilities need continually special attention. Also the experiences of sexual violence and the symptoms should be better identified in the social and health care services and also at schools. Preparedness to meet victims of sexual violence and to identify them at social work should be improved. It is also stated that the education for the social and health care and education professionals must have compulsory studies on this subject.

The National Institute for Health and Welfare has launched a campaign *Mun kroppa. Mä päätän* (*My body. I decide.*) to strengthen both girls' and boys' awareness of their sexual rights. The campaign helps young people to identify sexual threats and seek for help. Celebrities like musicians and members of the parliament support the campaign, which has received a lot of publicity and its web page⁹ is used actively.

⁹ www.munkroppa.fi (in Finnish and Swedish)

Mental health

The CEDAW Committee has underlined the need to address issues related to women's and girls' mental health. In recognizing, preventing and curing girls' mental problems more efficient tools are needed. According to the surveys made in schools girls' depressions have increased. In upper classes 14 per cent of girls estimated themselves being seriously or semiseriously depressed. The share among boys was remarkably lower. While the amount of boys' self-destructiveness is decreasing, the level of girls has remained the same and in recent years increased. Attention has been paid to girls' smoking and using drugs. Girls seem to face more than boys' sexual abuse. The Government has addressed this in its decision on tackling violence against children as one of the priority areas in public services.

The National Plan for Mental Health and Substance Abuse Work 2009–2015 includes a comprehensive review of the current epidemiological situation in mental health and substance abuse, mental health promotion, substance abuse prevention, the provision of mental health and substance abuse services in Finland. It includes 18 proposals for joint development of mental health and substance abuse work up to the year 2015. The plan focuses on strengthening the status of the client, enhancing efforts to promote mental health and abstinence from intoxicants and to prevent problems and adverse effects, and developing the service system to focus on outpatient services and basic services while ensuring that both mental health and substance abuse problems are considered at the same time. The plan also presents steering tools to help ensure implementation of the plan. Although mental health disorders have not increased, disability due to mental health problems has become more common. Children are also included in the Plan in a comprehensive way, including preventative actions.

Alcohol consumption

Alcohol consumption in Finland is among the highest in Europe. Men consume an average of 10.3 liters and women 5.3 liters of pure alcohol per year. In Finland there are about 60 000 babies born every year, of which 6 % have mothers who have alcohol or drug problems.

The Finnish non-governmental organization, the Federation of Mother and Child Homes and Shelter has developed (since 1998) a *Holding Tight*® treatment system for substance-abusing women who are pregnant or have infants. The treatment system is comprised of 6 residential care units and 7 open care units specialized in both addiction treatment and in early interaction between parent and baby. The system reaches out to 250 pregnant substance-abusing women and families with babies per year, and it is financed e.g. by the Ministry of Social Affairs and Health and local municipalities.

Pregnancy and infancy provide a very special window of opportunity for rehabilitation. According to practical experience it is best if the mother and baby are in treatment at the same time: 1/3 of mothers recover and are able to care for their child, 1/3 are able to function as parents with support and 1/3 have to give up the child. According to monitoring studies, most mothers who were in *Holding Tight*® treatment were able to function as their child's primary caregiver when the child was two years old.

Female genital mutilation/cutting

The first Finnish Action Plan for the Prevention of Circumcision of Girls and Women (2012–2016) was launched in 2012. During this period, the prevention of circumcision of girls should become an established practice within the Action Plan for the promotion of sexual and reproductive health and rights, and other immigration-related programs within various administrative sectors. The purpose of the Action Plan is to create permanent national and regional structures to prevent female circumcision. The National Institute for Health and Welfare has created and shared guidelines for professionals about how to prevent female genital mutilation. The guidelines are targeted at professionals who work in maternity and child health clinics, schools and early childhood education.

Part of the lessons directed to immigrants from the countries where genital mutilation is in use, have received information about criminality of the practice in Finland and the effect to the girls and women. The Ministry of Social Affairs and Health has, together with the National Institute for Health and Welfare, organized seminars and meetings for follow-up on the implementation of the Action Plan, targeted particularly at persons working with women and girls.

So far Finland has not had cases where the action has taken place in Finland. There are either no cases where the girl is suspected gone through the operation somewhere else and then returned to Finland. However, there is a need for clear instructions on how to prevent circumcision of girls, intervene in risk situations and protect children as well as how to bring persons performing circumcisions to justice. For that reason the aim of the Action Plan is to ensure the preservation of the existing expertise and the long-term development of the preventive work. Other goals of the Action Plan include more effective collaboration, clearer division of work and better coordination between different authorities and other actors.

Ageing women

Finland is one of the fastest ageing EU countries. In the last years special attention has been paid on ageing of working labour. Finland has been part of the EU project on ageing women in order to increase general information on ageing. As a result there is more information on health, education, working, economic situation and living conditions, social integration and participation and violence faced by ageing women.

Minorities

As part of the Child and Youth Policy Programme, the Ministry of Education and Culture has granted a discretionary government transfer to the *Normit nurin (Overturning norms)* campaign by student organizations and SETA (LGBTI Rights Organization in Finland). In cooperation with student organizations, the campaign generates means to question norms prevailing in society, concerning issues such as gender, for the disposal of school personnel.

D. Violence against women

Finland has made several entries for actions to prevent and eliminate violence against women. The Ministry of Social Affairs and Health appointed a cross-sectoral working group for 2008–2011 and again for a fixed term of 2012–2015 for combating domestic and intimate partner vio-

lence. The working group is composed of representatives from the Ministry of Social Affairs and Health, the Ministry of the Interior, the Ministry of Justice, the Ministry of Employment and the Economy, and the Ministry for Foreign Affairs. The working group also includes representatives from the National Police Board. The Ministry of Culture and Education, and the Finnish National Board of Education are consulted when necessary. The working group's task is to coordinate, monitor and pay attention to the development of reducing violence against women in all age groups, including in close relations and domestic violence. The working group functions also as a directing board for the National Action Plan for reduce Violence Against Women.

In connection with adopting the Action Plan for Gender Equality 2008–2011, the Government of Finland took the decision to initiate a cross-sectoral National Action Plan to Reduce Violence Against Women¹⁰. The Action Plan was adopted in 2010. The main focus of the Action Plan is on preventing repeated violence among intimate partners, on reducing sexual violence and on protecting vulnerable women. The plan includes 59 measures. At the end of February 2014 the situation of the measures was: 22 completed, 19 started, 7 planned and 11 without actions. The National Institute for Health and Welfare monitors and supports the implementation of the Action Plan.

The Action Plan was formulated so that it would take forward the objectives of the Council of Europe's convention on preventing and combating violence against women and domestic violence and also respond to the complaints Finland had received from various international actors like CEDAW in the field of combating violence against women. The Action Plan also takes a broad and comprehensive approach to the challenge of reducing violence against women by following the three P's principle (prevention of violence against women, protection of victims and prosecution of perpetrators of violence against women). The aims are to tackle violence proactively by seeking to influence attitudes and behaviors; to prevent repeated violence; to improve the position of victims of sexual violence and the crisis assistance and support provided for them; develop methods for identifying and intervening in the violence experienced by vulnerable groups; and to enhance the knowledge and skills of the authorities and professional service providers in preventing violence against women and in helping victims.

The Action Plan has been implemented according to a yearly plan. No separate budget was allocated to the Action Plan and the ministries in charge of the measures, divided to the projects in yearly basis. Some targets have been possible to implement without separate funding and some parts - funding is sought to be carried out within the framework of other programs aimed at improving the service structure in Finland, such as the National Development Program for Social Welfare and Health Care (Kaste). Some targets wait for the municipality and the social welfare and health care reforms, which will change the social and health care system. When the system is ready to receive new methods and ways of working, the implementation of those tasks waiting will become possible.

The Action Plan has been focusing on education and teaching the ways of recognition the violence. The success of the Action Plan will be evaluated during the last year of its implementa-

¹⁰ http://www.stm.fi/c/document_library/get_file?folderId=2765155&name=DLFE-14813.pdf

tion. The measures implemented so far in accordance with the annual implementation schedule have produced good results.

The Government has also adopted some legislative changes relating combating violence against women. In 2011 the Criminal Code was amended and now the public prosecutor may bring charges for petty assault not only if the injured party reports the offence for the bringing of charges, but also if the offence was directed at the offender's spouse or former spouse, sibling or direct ascending or descending relative or a person who lives or has lived in a joint household with the offender or otherwise is or has been in a corresponding personal relationship with the offender or is close to him or her.

Also in 2011 the provision concerning rape was amended. Now also a person who, by taking advantage of the fact that another person, due to unconsciousness, illness, disability, state of fear or other state of helplessness, is unable to defend himself or herself or to formulate or express his or her will, has sexual intercourse with him or her, shall be sentenced for rape. Earlier this crime was regarded as sexual abuse.

A Government Bill concerning sex offences was submitted to the Parliament in January 2014, and further tightened measures concerning definition and penalty scale of rape were proposed. Also the prosecutorial power concerning sex offences was proposed to be amended so that practically all of the sex offences would be crimes of public prosecution. According to this Government Bill also a new provision on sexual harassment would be added to the Criminal Code. As of 2014, stalking has been made a criminal offence in Finland. The injured party has no possibility to deny or withdraw the case from the prosecution.

In 2013 Ministry of Justice, Ministry of Interior, Ministry of Finance and Ministry of Social Affairs and Health set up a department for preparing a national strategy for providing victim support services and to guarantee financial resources and funding. Also vulnerable victims are considered in planning the strategy and services. In addition to ministries various NGOs and victim support organizations are represented in a department.

The National Council for Crime Prevention nominated a new department for violence reduction for the term 2012–2014. The department prepared an initiative for developing data collection on violence and suggested some variables to be added by police while registering crimes. The aim of the initiative was also to improve data collection on violence in intimate relationships and make it comparable with victim survey studies to be used for developing services.

The National Research Institute for Legal Policy conducts a National Crime Victim Survey yearly. Past 12 months prevalence of different forms of violence by intimate partner, other person known closely by the respondent and an unknown person/a half-acquaintance is reported every year. Every third year the survey includes an additional set of questions related to intimate partner violence by the current partner. The Institute collects also annually data on homicides. The studies conducted by National Research Institute for Legal Policy are focusing on prevalence, and also reflecting the causes for homicide. There is no data available on the effectiveness of preventive measures.

Examples of the implementation

The National Institute for Health and Welfare is piloting a project (*Multi-Agency Risk Assessment Conference, MARAK*) to decrease serious violence in relationships and to support victims. The aim of the project is to identify high risk victims and ensure better protection for them from further abuse through multi-agency coordination. The multi-agency approach is found essential when combating domestic violence. In accordance with the method, risk assessment is conducted in meetings of local inter-professional groups, involving the police, social and health care workers, child welfare authorities and other authorities if needed.

An assessment has been made of the initial one year MARAK pilot phase which ended in 2011. The conclusions of the assessment single out certain critical points in the process that need to be developed in the future. Recommendations include providing further training on violence in relationships and the MARAK method and steering and financing the project on a nationwide level. To that effect, the Minister Group for the Third Internal Security Programme 2011-2015 is steering the project from the beginning of 2014 onwards. The Ministry for Social Affairs and Health is responsible for Government level cross-sectional coordination of the project. The National Institute for Health and Welfare continues to implement the MARAK method in different parts of the country. As the number of victims included in the pilot project was small and only a part of them were interviewed for the assessment, and as the initial results were positive and suggestive, it has been decided to continue piloting the project more widely until the end of 2014.

Young men have been reached by organizing training on personal relationships and sexuality for conscripts and persons undergoing non-military service. Also men with different cultural backgrounds living in Finnish society need information and support in their own languages and with their culture being taken into account. The most vulnerable groups are the immigrants and persons with disabilities who might not have the language to tell about the issue. The Ministry of Employment and Finance has arranged schooling for immigrants also about the legislation and the available help in cases of domestic violence.

In order to promote awareness of violence against persons with disabilities, The National Institute for Health and Welfare provided an eHandbook on Disability Services¹¹. The eHandbook provides information and support for professionals working with disability issues. The eHandbook contains a section Disability & Violence which includes information on violence against persons with disabilities with a special focus on women, children and elderly. The National Institute for Health and Welfare provides online information on prevention of domestic violence that aims to inform professionals and municipalities in organizing preventive work through their well-being strategies and safety plans. In August 2013 a guide (*Uskalla olla, uskalla puhua – vammaisen nainen ja väkivalta; Dare to be, dare to speak – women with disabilities and violence*¹²) was published. The guide contains examples of violence that women with disabilities face in Finland – at school, at work, at home and in institutions.

¹¹ <http://www.sosiaaliportti.fi/en-GB/the-handbook-on-disability-services/>

¹² http://www.julkari.fi/bitstream/handle/10024/110395/THL_OPA2013_028_verkko.pdf?sequence=1 (only in Finnish)

One challenging issue has been the recognition of domestic violence by the professionals in municipalities who meet the victims. Teaching materials have been drawn up and are available for those who have been schooled as educators for the social and health professionals on their working places. Some universities have taken the violence against women as a part of the curricula. The work to put emphasis on the rest of the universities educating the professionals who work with victims of violence continues.

Every municipality must have an appointed coordinator for the prevention of violence. The Ministry of Social Affairs and Health published in 2008 recommendations for the prevention of interpersonal and domestic violence (*Recognize, protect and act - How to guide and lead local and regional activities in social and health care services*). In the recommendations, local governments are requested to pay attention to the service needs of elderly persons, persons with disabilities as well as children and young persons. In 2013, National Institute for Health and Welfare prepared a job description for the local community coordinator of prevention of intimate partner and domestic violence.

In 2012, an updated guide on safety skills for young people was published (*Turvataitoja nuorille - Opas sukupuolisen häirinnän ja seksuaalisen väkivallan ehkäisyyn*)¹³. The target group was the professionals working with young people and guide's purpose is to prevent violence, abuse and harassment through education and raising awareness. The national quality recommendations for shelter homes were published in June 2013. Attention was paid in making shelters functional and accessible also to persons with disabilities and ethnic groups.

Although good progress has been made in gender equality, still the likelihood a woman falling the victim of domestic violence in Finland is more than double compared to the European Union average. We need to work more on several issues which are not well recognized in Finland, although the cases are very few or none so far: honor-related violence, forced marriages, polygamy and female genital mutilation/cutting, in addition to intimate partner violence. During the coming years challenges are to create easily accessible services and activities. Also in conclusion what Finland still lacks is sufficient help and supporting systems for the victims of violence. There is a shortage of shelters and long-term help. The victims of sexual violence do not get psychological care fast enough.

The Finnish social and health care system is going to face an extensive structural change during next years. The future of the help and support services for the victims of violence depends profoundly on this change and how these services will be placed to the new structures and what kind of legislation they will be based on.

Shelter homes

Finnish shelter home services still have deficiencies. According to the recommendation of the EU, there should be one vacancy in a shelter home per 10 000 inhabitants. Following the recommendations, Finland should have around 500 shelters instead of the existing 120. However,

¹³ <http://www.thl.fi/thl-client/pdfs/b953f441-755e-4daa-a3c8-6994b16fb718> (only in Finnish)

there are a lot of sparsely populated areas, and it is not reasonable to establish shelter homes in the same way than in populated areas.

The provision of shelters is being considered in the ongoing preparations for the ratification of Council of Europe's convention on preventing and combating violence against women and domestic violence. The Government of Finland has made a decision on November 2013 that the State will be responsible for the costs of Shelter homes starting from 1 January 2015. At the moment, the Shelter home Act is under preparation. This secures also the funding. A plan on how to place the Shelter homes in different parts of Finland is under preparation. The plan will include also the different groups of victims to be helped (persons with disabilities, elderly persons, ethnic groups, secret shelter homes). The national recommendation for shelter homes was published on June 2013 by the National Institute for Health and Welfare.

During past few years the work through internet has reached people in rural areas or when it is not possible to go to the services for some other reason. A Finnish non-governmental organization, the Federation of Mother and Child Homes and Shelters, sustains Finnish Online Family Shelter¹⁴ on the Internet that includes information, self-help advice, peer support groups and possibility to chat online with a professional.

A Finnish non-governmental organization, Resource Center Monika has established low-threshold service for migrant women who have faced violence. Resource Center Monika has helped victims of domestic and intimate relationship violence, human trafficking, honor-related violence and other violence against women. The number of women helped yearly has grown to a stable 500–700. Resource Center Monika's services include psycho-social support, safe housing, peer support groups and 24/7 national helpline. In Resource Center migrant women get information about their rights in Finland and help with their every-day problems that become major challenges especially if experiencing violence has made women's resources scarce. Resource Center Monika has also shelter for migrant women and their children at a secret location. Currently it provides place for 10 women and their children. Shelter is the only one in Finland specialized at migrant women and the specific forms of violence they face. Mona Shelter operates at a national level and its occupancy rate was 95 per cent in 2013.

Telephone helpline

When preparing the ratification of the Council of Europe's convention on preventing and combating violence against women and domestic violence, the Government discovered the need for a round-the-clock telephone helpline for victims of intimate partner violence and domestic violence. Different actors operate telephone helpline. The Government conducted a preliminary study on the operation of a helpline for victims of intimate and domestic violence in 2008. Now, the Government will update the study and examine how the helpline could be materialized. Earliest the 24/7 line could start in the beginning of 2016.

¹⁴ <https://www.turvakoti.net/site/?lan=3>

Human trafficking

At the end of 2012 in Finland, a total of 108 persons were assisted by the National Assistance System for Victims of Trafficking. Since 2006, around 240 persons have been assisted by the Assistance System. The majority (65.5 %) of the victims of Trafficking in Human Beings (THB) assisted by the Assistance System at the end of 2013 were victims of labour trafficking, while 31% were victims of THB for sexual exploitation. The rest (3.5 %) were victims of some other form of trafficking. The majority (59 %) of victims of THB assisted currently by the Assistance System are women.

In August 2008, the Ministry of Interior set up a Steering Group to monitor the implementation of the Revised Plan of Action against Trafficking in Human Beings and to support its coordination. The mandate of the Steering Group ended in March 2011. By the end of its term of office, the Steering Group submitted its report containing recommendations for measures to further improve the legislation and actions to combat human trafficking. It stated in its findings that because of the great number of national actors involved in the work against human trafficking and the multiple forms of activities, there is a need to appoint and provide resources for a national coordinator who would focus on action against trafficking in human beings. The coordinator will take up his post in June 2014. Besides this, the Ombudsman for Minorities has worked also as the national rapporteur on human trafficking from the beginning of 2009.

In 2012, the Ministry of the Interior began a project to ascertain how well the legislation on assisting THB victims is functioning and the ways in which it can be improved. According to the project working group's report completed in 2013, the shortcomings identified in the regulation of assistance for victims of THB would first be rectified by supplementing and further specifying the provisions of the Act on the Reception of Persons Seeking for International Protection (746/2011). The working group set up for the reporting stage continues as the steering group for the legislation project. The intention is to provide further transparency, openness and predictability by establishing more specific legislation on the national assistance system. The aim is to submit a Government proposal to Parliament in autumn 2014. In connection with this, further preparation of other development proposals will also be considered.

The use of sexual services of a person who is a victim of trafficking is criminalised in the Criminal Code. The Government is currently planning changes to the provisions concerning trafficking offences. One of the aims is to clarify the difference between trafficking offences and pandering and also between trafficking offences and extortionate work discrimination. It will also be proposed that the person being pandered (a prostitute) would be able to get a legal advisor and a support person (paid by the State) for the criminal proceedings regardless of whether the prostitute has been considered to be a plaintiff or an injured party. The aim of this proposal is to ensure that the rights of the prostitutes are guaranteed in cases where there might be indications of trafficking. The Government proposal is planned for submission to Parliament in spring 2014.

The provision entered into force on 1 October 2006. At the same time, Parliament required that the Government should later assess how well the criminalisation provisions are functioning. The Ministry of Justice conducted a study in autumn 2013 and is currently considering possible

changes to the provision. According to the study the current provisions are not functioning in the intended manner.

E. Women and armed conflict

Finland continues to be an ardent supporter of the Women, Peace and Security agenda, both domestically and globally. Finland adopted her second National Action Plan for the implementation of 1325 in 2012¹⁵. It covers the years 2012–2016. The action plan takes a comprehensive approach to women, peace and security and sets both concrete targets and indicators. The National Action Plan takes note of considerable international development of the 1325 agenda, including the new UN Security Council Resolutions and other agreements and policies – also regionally in the EU, OSCE and in NATO partnership.

The key implementing ministries for the Action Plan are Ministry for Foreign Affairs, Ministry of Defence, Ministry of the Interior, Ministry of Justice, Ministry of Social Affairs and Health, Ministry of Education and Culture, and Ministry of the Environment. A national follow-up group, consisting of relevant government ministries and agencies, and civil society representatives, monitors the implementation. The follow-up is coordinated with other measures related to mainstreaming the gender perspective. Since 2013, the Government also reports annually to the Foreign Affairs Committee of the Parliament on the implementation of the action plan. Finland also provides implementation reports annually to the UN Secretary General on the basis of UN Security Council resolution 2122 (2013). Reports and further details are available at the UN Secretariat.

Examples of Implementation

Finland promotes the full participation of women and integration of gender issues in the field of conflict prevention and mediation. This work includes, inter alia, normative work through the UN General Assembly resolutions on mediation, and practical support and funding to various organisations engaged in mediation. Finland currently supports financially a three-year project *The UN High-Level Seminar on Gender and Inclusive Mediation Processes*. The project is a joint initiative of UN DPA, CMI, the Peace Research Institute Oslo and the Governments of Finland and Norway. The seminars are designed for senior envoys, mediators and their teams. The overall objective is to generate more consultative peace processes by promoting women's effective participation and building inclusive, gender-sensitive mediation capacity at international, regional and national levels. The Seminar offers practical "how-to" strategies and tools for more inclusive mediation process design, as well as options for gender-relevant provisions for the key thematic areas of peace agreements.

All activities in the field of peacekeeping and civilian crisis management aim at implementing UNSCR 1325 as outlined in the National Action Plan, including increasing the participation of women. The Finnish Defence Forces has drafted a revised action plan on the development of

¹⁵ <http://formin.finland.fi/public/download.aspx?ID=98322&GUID={3DAB961C-AE41-42D3-99CB-4BE77BA8941D}>

gender-related activities and on the division of responsibilities in implementing these tasks within the Defence Forces. Finland aims at mainstreaming a gender perspective to the operational activities of Finnish troops in international assignments, and supports increasing the number of women in leadership positions in operations. Finland stresses the importance of gender equality issues in the crisis management training of both women and men at all levels. Finnish military and civilian crisis management personnel undertake to observe the Codes of Conduct of both the international organisations carrying out the operations and the Codes of Conduct adopted by Finnish public authorities. Finnish crisis management personnel have developed the communication with local women and women's organizations to get better information about the security threats.

The importance of implementing the full agenda of UNSCR 1325 and subsequent resolutions, including women's participation in conflict prevention and peace processes, must be underlined. This aspect has been neglected by the international community so far. Also the issue of sexual violence in conflicts should be addressed in a comprehensive way, taking into account the human rights framework as well as women's participation and empowerment. Women should not be seen as victims, but rather as powerful agents of change. More attention must be paid also to the fact that women's involvement is necessary in order to build more stable and durable security. Debate about women's active participation should be moved from 'why' to 'how' questions.

F. Women and the economy

The CEDAW report (2012) provides detailed information on women and economy as well as on gender equality questions relating to working life, such as reconciling family and work life, promoting equality and elimination of discrimination under article 11. Also the situation of immigrant women, Roma women and women with disabilities has been reported under articles 1, 2 and 11.

Access to employment

Women and men are equally represented in the Finnish labour market. The employment rate was 69.2 per cent for men and 67.8 per cent for women in 2013. Due to the unbalanced labour demand and supply, Finland still suffers from structural unemployment affecting currently more than 170 000 persons. However, the differences in the unemployment rates of women and men are small. The unemployment rate was 7.1 per cent for women and 8.3 per cent for men in 2012.

The share of fixed-term employment has remained unchanged. In 2012, 84 per cent of all employment contracts were permanent and 16 per cent temporary. Women work in temporary employment relationships more often than men, the share of women in all fixed-term relationships being 60 per cent. The share of temporary employees was 18 per cent among female and 13 per cent among male employees. In recent years the share of female temporary employees has been falling slowly.

In Finland women usually work full-time. The share of women among all full-time employees is 48 per cent. However, women work part-time more often than men. The share of women among

all part-time workers is 79 per cent. Part-time work is most common in female-dominated industries, such as retail and health and social service sectors.

Employment offices draft an individual plan for each employed person. However, women participate more actively in employment policy measures than men. In November 2013, over 50 per cent of women registered as unemployed participated in the employment policy measures. The share of men was 43.3 per cent.

In top leadership positions women's share remains still in a third. Many women have carved careers in corporate leadership positions in human resources, communications and financial management but a woman is still a rarity as a managing director or in line management.

Gender pay gap

The gender pay gap has changed only little since 2009. In 2013 women's monthly regular income was 83 per cent of men's monthly regular income. In 2009 the figure was 82 per cent.

The gender pay gap is 17 per cent points which equals approximately 600 euro per month. The difference is bigger if part-time and overtime work is included: women work more often part-time compared to men and men do more overtime work than women. The pay gap is narrower in the public sector than in the private sector. In the state sector women earned 86 per cent and in the municipal sector 85 per cent of men's regular income in 2013. In the same year, women in the private sector earned 84 per cent of men's regular income.

The pay gap can be seen first in statistics concerning the age group of 30 and the gap does not narrow over time. On the contrary, the difference in pay for each age group is wider than for the previous age group. The pay gap is biggest in the age group 60–70 years old. Reasons for the difference in pay are not fully clear. Approximately 10 per cent of the wage gap is unaccountable. Even though women are more educated than men, the wage gap appears to exist on women's loss.

The employment rate of women of foreign origin is lower than the rate of men and women of Finnish origin as well as that of men of foreign origin. They also earn less than men of foreign origin and considerably less than men and women in Finnish origin. The pay differentials are explained by the fact that immigrants are more often than the other population employed in less paid jobs that demand less education and training. Nevertheless, the pay gap between women and men with foreign origin cannot be explained only by the educational level.

The gender pay gap is partly related to the gender-based segregation of occupations and sectors. Pays and salaries in female-dominated branches and jobs are lower than those in male-dominated branches and jobs. Also bonus payments explain part of the gap: men have bigger bonus payments than women. Bridging the average pay gap between women and men requires narrowing the differences between branches, which has proved to be a challenging task. Women's educational level is higher than men's but this has not reduced the pay gap in the same proportion.

According to the Equality Act, a gender equality plan shall be drawn up if an employer regularly employs at least 30 people. The equality plan is primarily concerned with promoting equality in pay and other terms of employment. The purpose of the pay survey, which is an essential and

mandatory part of the equality plan, is to ensure that there are no unjustified pay differences between women and men at the workplace. Pay surveys must cover the entire personnel, including employees on a fixed-term or part-time basis. A comparison of job-specific or average pay does not provide a truthful picture of differences in pay, either. If pay surveys examine pay by looking at the individual elements that make up the whole salary, remuneration becomes transparent and assessment of the grounds for possible pay differences becomes easier. Supervision of pay surveys is carried out by the Ombudsman for Equality by means of initiatives, advice and counselling of pay surveys drawn up at work places would support the quality of pay surveys.

Equal Pay Programme

The Government and the central labour market organizations have taken on a commitment to promote equal pay. The tripartite Equal Pay Programme for 2006–2015 aims to reduce the gender pay gap approximately to 15 per cent by the year 2015 and to implement the principle of *Equal Pay for Work of Equal Value*. The Programme includes actions on equality planning and pay surveys, de-segregation, the development of pay systems, measures to support women's careers, and calls for the social partners to establish agreements to reduce the pay gap. Also the reconciliation of work and family responsibilities is an important action. The Government has reserved a sum of 200 000 euro per year for the funding of the Programme.

In 2010 an evaluation was carried out of the success and effectiveness of the Equal Pay Programme. According to the evaluation, the measures that have narrowed the gender pay gap are collective agreements, introduction of new analytical pay systems, equality planning and pay surveys, and career development of women. The measures that so far have had only a little impact on the gender pay gap include changes in the gender segregation of occupations and professions, reforms on family leaves and the number of fixed-term employment contracts. According to the evaluation, the pay gap has narrowed, but the progress has not been fast enough.

In regard to the development of pay systems, several development measures have been implemented and considered successful. However, the lack of coherent criteria and definitions has undermined the impact of these systems and more development work is needed. The social partners play a key role in promoting most of the goals on the Equal Pay Programme, while the workplaces are responsible for implementing the measures.

The Programme has focused on major research and development projects regarding e.g. pay and agreement policies, pay systems, workplace gender equality plans and pay surveys, as well as on breaking down the traditional, gender-based division of duties. Resources have also been allocated to improving women's careers. Pay and agreement policies play a key role in bridging the gender gap. Labour market settlements have varyingly used gender equality and equal pay supplements to support raising the pay level in female-dominated and low-paid sectors. During the present period of action the Programme will implement three significant projects that focus on the structural transition in working life, women's careers and the effect of gender stereotypes in educational and career choices.

One means of promoting equal pay is to increase common knowledge of pays and salaries at workplaces. In 2013 the Ministry of Social Affairs and Health carried out a prominent communi-

cation campaign *Puhutaan palkoista (Let's talk about pay)*. The campaign encouraged to act for promoting equal pay and promote a work culture where talking about pay openly is desirable. The campaign was visible in outdoor advertising, public means of communication, cinema, papers and advertisements on web sites. The campaign has been repeated in March 2014.

Reconciliation of work and family responsibilities

According to a new amendment to law¹⁶, care subsidy is paid even to parents that work part-time. The law came into effect in January 2014. The subsidy is 240 euros per month for a parent working three days a week or 4.5 hours per day and 160 euros per month for a parent working four days a week or six hours per day. The aim of the new subsidy is to contribute to encourage women with small children to return to work earlier and to urge both parents to divide the child care.

Furthermore, the Government has proposed the allocation of the home care subsidy to both parents. According to the proposition, the home care subsidy would be paid for 13 months per parent. The aim of the proposition is to contribute to women's employment and to further equality in the labour market. In 2012 home care subsidy was paid to 116 000 persons and 94.5 per cent of them were women.

A tripartite working group is currently analyzing how the legislation guarantees right to return to work from family leave, and in relation to that. The final report of the working group will be published in spring 2014.

According to the amendment to the Employment Contracts Act (197/2011) from 2011, it is possible for an employee to be absent from work in order to take care of a family member or other close relative in ascending and descending generations. The employer and the employee must agree on the details of the leave. The employer is not obliged to pay salary during the leave. However, the new law is not yet very well known in practice. According to a study in 2013, only 15 per cent of people taking care of their family member or other close relative knew of the possibility and only one person had been on the leave.

Women entrepreneurship

One-third of Finnish entrepreneurs are currently women. Women entrepreneurs often operate in the service sector or retail trade. They are typically small entrepreneurs and only 25 per cent act as an employer. Women entrepreneurship is also often part-time.

There have been various projects supporting women entrepreneurship. The well-being and business know-how of women entrepreneurs has been contributed for example in *VeryNais* - programme 2010–2012. Feedback from the programme was positive.

Minorities

In 2012 there were 64 628 immigrants registered as unemployed (women 33 957 and men 30 671). According to studies, gender does not affect the employment rate for immigrants that have

¹⁶ Laki lasten kotihoidon ja yksityisen hoidon tuesta 1128/1996, amendment 1225/2013

stayed in Finland for 20–30 years. Employment rates for those immigrant women and men are almost identical. However, when comparing female and male immigrants who have moved to Finland in the 21st century, the employment rate of men is remarkably higher compared to that of women.

In June 2012 the Government adopted the first ever Government Integration Programme for 2012–2015. During the current Government term, integration measures are targeted at the employment of immigrants and at supporting immigrant children, young people, families and women. Practical measures of the programme include the development of language training, early childhood and basic education, and development of integration in basic services. The goal of the *HAAPA* project is to promote the placement in municipalities of quota refugees in a vulnerable position, such as women. For example special courses and education have been arranged for illiterate women.

An experimental project developing the education of immigrants called *Participative Integration in Finland (Osallisena Suomessa)* was carried out in 2011–2013. The goal of the project was to develop the integration training, employment and social competencies of immigrants by gaining practical experience on how various integration models work. One of the modes was designed for immigrants in vulnerable position, such as women.

Future challenges

Despite the positive achievements, there are still challenges regarding the promotion of equality in the labour market. One of the most difficult questions is how to enhance the equal sharing of family leaves between mothers and fathers.

Secondly, there still are challenges as regards fixed-term and part-time employment. Even though in Finland women usually work full-time, women still work part-time more often than men. Furthermore, according to studies, women face discrimination at the workplace on grounds of pregnancy and family responsibilities.

The third major challenge in the Finnish labour market is the fact that the unemployment rate is considerably higher for immigrant women as well as at women in otherwise vulnerable position, such as women with disabilities.

The fourth major challenge is the gender pay gap, which seems to be rather persistent. The pay gap has been about 17- 20 per cent already for years. Low pay is connected to lower pensions of women.

G. Women in power and decision-making

Women have participated actively in Finnish politics as voters, political representatives and activists. Women have been more active voters than men in parliamentary elections since the end of 1980s, although the gap decreased in the elections 2011. It should be noted that there are no quotas on the electoral lists by political parties, but the parties aim for having gender balanced

lists. The proportion of women in the parliament reached 42.5 per cent in the 2011 elections and is currently higher than ever before. Currently, there are 47.4 per cent of women in the Government. The gender balance has been based on the political will to promote gender equality in the composition of the Government.

The proportion of women in municipal councils has traditionally been lower than in the Parliament, although it has steadily risen over the years. In 2012, for the first time after the 1950s, the share of women elected to municipal councils decreased slightly, from 36.7 per cent to 36.2 per cent. One factor behind this shift might be the decrease in the share of women among candidates (from 40.4 per cent to 38.8 per cent). There are big differences between the small rural municipalities. Especially in the biggest cities with more than 100 000 inhabitants the representation of female and male councillors is quite in the balance, the share of women and male councillors vary from over 40 % to over 50 % of all the councillors. In smaller municipalities with 20 000 inhabitants or lower the share of women is in the average 36 % or lower.

The gender quota provision of 40 per cent of the Equality Act has increased to a significant extent the proportion of women in preparatory bodies at both national and local level. The quotas are applied to the State committees, advisory boards and other corresponding bodies as well as municipal bodies and inter-municipal cooperation bodies with the exception of municipal councils. The quota provision is fully applied to the composition of committees and working groups in central government, although there are still differences between ministries. In local government, the legislative quotas have improved gender balance particularly on executive municipal boards and municipal committees: the share of women in these bodies was 46 per cent and 48 per cent in 2012. Nevertheless, women remain in a minority in top local government posts, such as chairs of municipal bodies and municipal managers, to which the quotas are not applied. It is also observed that the trend towards larger units in local government seems to have curbed the growth of the proportion of women in these management posts. In the current Government Action Plan for Gender Equality (2012–2015) the local government reform was chosen as one of the key projects to be mainstreamed from a gender perspective.

In the 2000s, the Government has paid particular attention to the amount of women in the leadership of State Administration and promoted concrete actions in this area. The share of women in the highest leadership of the state administration has increased during the past ten years. In 2013, the proportion of women in the senior management posts of the ministries was 31.5 per cent among permanent secretaries and directors of departments and 47.4 per cent among heads of sections. The Working Group on the Promotion of the Career Advancement of Women in State Administration proposed measures by which the share of women could be increased both among applicants and among persons nominated to all managerial and leading posts. The recommended measures concentrated on recruitment practices, management training and the role of managers in supporting women's career advancement as well as the development of gender disaggregated statistics. It is important that these recommendations are effectively implemented.

Apart from the gender balance in political decision-making, the Government Report on Gender Equality (2010) outlines the importance of enhancing gender equality in the promotion of democracy and citizen participation. This was concretized e.g. by including gender perspective in

the Government Report on Democracy Policy (2014)¹⁷ and the democracy indicators. In Finland, there is an exceptionally wide-ranging and active array of women's organizations. The role of women's organizations in promoting the active participation of women in elections and in politics in general is of key importance. In 2008, state subsidies to women organizations were regulated by law. A yearly appropriation for women's organizations promoting gender equality is earmarked for three national women's organizations in the state budget.¹⁸ The regularization of the State subsidy system contributes to securing continuity and consistency better than before.

Compared to women's representation in political life, the proportion of women in the highest echelons of economic decision-making is still low in Finland. In 2013, there were six female chairpersons on the boards of listed companies and only one woman CEO. Furthermore, in the executive management teams of the listed companies, there are only 16 per cent women. However, the proportion of women on the boards of companies has increased during the past ten years due to active measures by the government and the business. Since the 2000s, the Government has had numerical targets to reach a balanced representation of women and men on the boards of state-owned companies. According to the Government Action Plan for Gender Equality, e.g. on the boards of fully state-owned companies the proportion of both women and men must be at least 40 per cent. This goal also applies to the boards of state majority companies. This long-term government action with numerical targets has resulted in gender balance on the boards of fully state-owned companies (48.6 per cent in 2013) and state majority companies (in the listed companies 44.1 per cent and the non-listed 42.9 per cent companies). In the companies where the government has a minor holding, there are fewer women: on the boards of the listed companies the share of women was 34.8 per cent and of the non-listed companies 33.9 per cent. The women members have been mainly appointed by state-owner.

Duties relating to state ownership steering are handled in the Ownership Steering Department in the Prime Minister's Office. A key function of ownership steering is to make appointments to boards of directors. Members of the board are elected by the annual general meeting of shareholders (AGM) which is the most important forum for the owners to exert their influence. In wholly state-owned companies considerations in the selection of board members include gender equality to ensure that neither gender holds less than 40 per cent of the board seats. In companies with other owners beside the State, the equality approach will be applied to candidates nominated by the State. The 40 per cent target of gender representation has been achieved in wholly state-owned companies during the past few years. In 2013 of all members appointed as state candidates women account for 47 per cent. All appointments have been based on expertise and competence. In companies with a minority interest, the State seeks to promote this goal by stating its position when board members are elected.

The share of women has also increased on the boards of listed companies in general. The proportion of women on the boards of all listed companies has risen from 12 per cent in 2008 to 22.9 per cent in 2013. In the largest companies, the per cent of women is highest: nearly 30 per cent.

¹⁷http://oikeusministerio.fi/fi/index/julkaisut/julkaisuarkisto/1394630106756/Files/OMSO_14_2014_Demokr_selote_ko_2014_SU_70_s.pdf (only in Finnish)

¹⁸ NYTKIS, The Coalition of Finnish Women's Associations, The National Council of Women of Finland and Monika – Multicultural Women's Association, Finland.

However, women are less represented on the boards of small and medium cap companies, the per cent being 23.7 per cent and 17.1 per cent respectively. The business sector has adopted voluntary measures to promote gender balance on corporate boards. According to the Government Action Plan for Gender Equality the progress towards gender balance on the boards of listed companies will be monitored. If sufficient improvement is not noted by the summer 2014, legislative measures will be undertaken to ensure a more equal gender representation on the boards. Furthermore, the Government has promoted dialogue with the private sector for the advancement of women's careers and gender equality in management. A project *Gender Equality in Top Management - Changing Practices in Economic Decision-making*, co-financed by the European Union and started in 2013, aims to improve gender balance in business management and to promote gender equality in the recruitment processes to top management.

Minorities

The political participation of women and men with an immigrant background remains a challenge in Finland. Among the persons entitled to vote in the parliamentary elections in 2011, the share of persons speaking other language than the official languages Finnish, Swedish or Sámi as their native language¹⁹ was 1.3 per cent (0.6 per cent men and 0.7 per cent women). The share of candidates who speak a foreign language as their mother tongue was 2.9 per cent (0.9 per cent women and 1.9 per cent men). The share of women of all candidates speaking other languages than Finland's national languages was 33.8 per cent. One woman candidate with a foreign background was elected to Parliament. In the municipal elections 2011 the share of foreign language speakers of all persons entitled to vote was 4.1 per cent; among the candidates the per cent was 1.8. The proportion of women of foreign language speakers who were nominated as candidates was 43.1 per cent. Few foreign language speakers were elected to municipal councils, only 0.4 per cent (43 out of 9 674) of these is foreign language speakers and their share increased only little compared to the previous elections. The share of women of foreign language speakers elected to municipal council was 34.9 per cent. The Government Report on Gender Equality (2010) outlines that special attention will be paid to increasing participation by immigrant women and women in other minority groups and to consulting both women and men in the hearings of minority groups. Also, there is a need of research data concerning the participation of minority groups in decision-making.

H. Institutional mechanism for the advancement of women

The main themes of Finnish gender equality promotion in recent years have been gender mainstreaming, equality in working life, equal pay, gender equality in education, women and decision-making, the reconciliation of work and family responsibilities, preventing violence against women, and men and gender equality.

In Finland gender equality is being promoted through a dual strategy. This includes both specific actions to remove obstacles to gender equality and mainstreaming the gender perspective in all decision-making and its preparations. Finland is committed to promoting gender equality through

¹⁹ According to the Finnish legislation, it is not possible to collect data on ethnic grounds. However, the data is available on the basis of native language: persons who speak Finland's official languages (Finnish, Swedish, Sámi) as their native language and those who speak another language as their mother tongue.

both legislation and gender equality policy. Over the past 10 to 15 years, Government Programmes have included explicit gender equality goals. Governments have adopted Action Plans for Gender Equality (1997-1999; 2004-2007; 2008-2011; 2012-2015) to translate gender equality goals into practice, with all ministries involved in implementing these Action Plans. The Government Report on Gender Equality, drawn up for the first time in Finland in 2010, outlines the gender equality policy until the year 2020.

In the pending reform of the non-discrimination legislation, the current Equality Board and the National Discrimination Tribunal would be merged into one Tribunal. The use of the Equality Board has been low. The suggested merge of the two boards is expected to increase effectiveness and also improve visibility of equality issues. According to the proposal the Ombudsman for Equality would continue to monitor the observance of the Equality Act. As the provisions on the Ombudsman for Equality are currently included in the Act on the Ombudsman for Equality and the Equality Board (610/1986), which would be repealed in the reform, there would be a new Act on the Ombudsman for Equality corresponding basically to the current provisions. Regulations on the independence of the ombudsman for equality would be included in the new law and the ombudsman would be allowed to choose employees as well as decide on the rules of procedure of the bureau.

The approach to gender mainstreaming in the Finnish government administration has a dual focus: creating and supporting permanent gender mainstreaming structures in all ministries, and ensuring the implementation of gender mainstreaming in the key processes of administration (strategies, preparation of legislation, budget preparation, performance management, statistics and major projects, civil servant training, communication activities). The central gender equality structure, the Gender Equality Unit located in the Ministry of Social Affairs and Health, is in charge of the preparation, coordination and monitoring of gender mainstreaming in government administration, but the main responsibility for implementation lies on the ministries. Each ministry has an operational gender equality working group that coordinates and monitors gender mainstreaming within the ministry and is, since 2012, required to have a designated gender mainstreaming coordinator. The network of gender equality working groups coordinated by the Gender Equality Unit provides a forum for training, sharing experience and good practice and identifying and discussing problems.

Gender mainstreaming has recently been included on the agendas of cross-sectoral high-level political and administrative meetings. The progress in gender mainstreaming is regularly presented to the ministerial committee in charge of the development of regions and administration and to the Chief Secretaries in the ministries which make decisions for further work. Gender mainstreaming is also included in the Government Action Plan for Gender Equality, which is monitored by the inter-ministerial group of civil servants. The group reports to the Government.

Since 2010 the Government reports on gender equality policy and gender mainstreaming to the Parliament. The first Government Report on Equality between Women and Men (2010) included a broad evaluation of gender equality policy effectiveness and laid out long-term strategic goals. Since 2012 ministries have been obliged to report annually on their gender mainstreaming efforts to the central gender equality structure, and the performance of ministries is monitored through

annual reports, which provide a tool for naming-and-shaming and recognition. In the core of the gender mainstreaming strategy is the implementation of gender mainstreaming in the key processes of administration (strategies, preparation of legislation, budget preparation, performance management, statistics and major projects, civil servant training, communication activities).

A systemised follow-up for gender mainstreaming in the key areas in the ministries has been done since 2011, in law drafting and budget proposals since year 2008. There have been good results in building the structures, commitment and capacities in the line ministries for gender mainstreaming. Most of the ministries have a four-year action plan for gender mainstreaming which makes goal-oriented progress possible. By 2012 gender perspective was stated in every ministries' budget proposals. However, the follow-up reports show relatively slow positive progress in many key areas of gender mainstreaming.

In the present and in the previous Governments' Action Plans for Gender Equality (2008-2011; 2012-2015) there has been an obligation to integrate gender equality perspective in at least one of the major programmes or projects in each ministry. Thus during 2008–2015 the gender equality has been integrated in at least 24 projects or programmes of political importance (2 projects/ministry).

The Equality Act and the strategy for gender mainstreaming require that all the authorities work systematically and in goal-oriental way to promote gender equality. This includes the obligation to produce sex-disaggregated data for the basis of policy work. Gender studies provide important knowledge basis for gender equality policies. Special measures to promote gender equality and gender mainstreaming require gender research and gender equality expertise. Without sex-disaggregated statistical data and analyses it is difficult to take concrete action to promote gender equality and to monitor progress. Supervision of compliance with the Equality Act also requires regularly updated statistics.

Ministries commission regularly studies and reports from experts, but the lack of funding, tight schedules and difficult public procurement procedures pose obstacles for engaging more external expertise. The establishment of operational gender equality working groups and gender mainstreaming coordinators in each government ministry has improved the access to internal gender expertise. Gender-disaggregated statistics are widely used and gender differences often recognized in gender equality policy documents as well as in other policy areas. Contextualized gender equality goals related to different policy fields exist but could be better communicated.

I. Human rights of women

The Government Report to Parliament on the Human Rights Policy of Finland released in September 2009. In addition to covering the international human rights environment, it also focused on human rights questions in Finland. The report reiterated that human rights are a priority in the foreign and security policy of Finland. Finland's active international role in promoting human rights and its good record in the implementation of human rights obligations in Finland are interconnected.

The Government will give a new Report to Parliament on the Human Rights Policy of Finland in autumn 2014. The report will cover also this time national and international human rights questions.

The Government of Finland published the National Plan on Fundamental and Human Rights 2012–2013. The objective of the National Action Plan was to concretize the provision of the Constitution according to which the public authorities shall guarantee the observance of fundamental and human rights. The National Action Plan focused on concrete projects that promoted the objective. The evaluation report on the implementation of the National Action Plan was carried out in March 2014. The report contains recommendations on how the preparation process of a similar action plan could be improved in future. The evaluation report serves as a background material to the Government Report on the Human Rights Policy of Finland submitted to Parliament in autumn 2014.

The Ministry for Foreign Affairs published its first human rights strategy and the related action plan in June 2013. The strategy complements the Government Report to Parliament on the Human Rights Policy. The strategy and action plan have two goals: to mainstream human rights as a more coherent part of Foreign Service operations and to increase the effectiveness of Finnish international human rights activity by specifying the cross-cutting objectives and spearhead projects for human rights policy.

Openness, eradication of discrimination and promotion of inclusion are defined as the cross-cutting goals in the human rights policy of Finland. Special emphasis is given to the rights of women and girls, indigenous people, persons with disabilities and discriminated groups; economic, social and cultural rights; and increasing inclusion. Nationally, the Government is committed to e.g. combatting violence against women and human trafficking, as referred to above.

J. Women and the media

Media is in a central position in advocating, interpreting and taking up problematic questions and areas where improvements are needed. The media should not promote stereotyped picture of women. In the Government Action Plan for Gender Equality 2008–2011 there were activities concerning gender equality in media. They focused mainly on integrating gender perspective in the education of the journalists, in the media education for children and in promoting gender equality in Finnish television and other edited media.

In 2008 the law on protection of consumers was renewed and the role of the Council of Ethics in Advertising was developed. The experiences of the renewal will be gathered and an evaluation conducted during 2014 about the need of the new stipulation on the gender equality in commercials.

K. Women and the environment

Women are highly involved in the preparation and implementation of environmental decision-making on governmental level is very women-lead in Finland. 67 % of all of the civil servants working for the Ministry of the Environment were women in 2012 and the trend seems to be growing. In addition to the Ministry, women form a majority also in the Finnish Environment Institute.

As part of Finland's presidency in the Nordic Council of Ministers in 2011, an electronic portal²⁰ about climate change and gender was created. The Nordic gender equality ministers have been working to include a gender equality perspective into solutions targeted towards mitigation and adaptation work and to disseminate information on gender equality in climate change and sustainable development. The portal collects knowledge about climate and gender from a number of different perspectives, including transport, consumption, food and energy. It also contains information about gender aware climate work in the Nordic countries as well as the Faroe Islands, Greenland and Åland and also on global level (UN). It furthermore contains information about activities, reports and political decision making regarding gender equality and climate change as well as portrays practical examples about how women and men, and girls and boys, are affected themselves, and how they in turn affect, climate change through their lifestyles and behaviour patterns.

L. The girl-child

In 2003 an act on checking the criminal background of persons working with children became into force. According to the act all employers have a duty to ask a person to produce an extract from the criminal record when the person is employed to a position which includes work relating to raising, teaching or caring for or looking after a minor or other work performed in personal contact with a minor. In 2013 the Parliament accepted legislation that extends this procedure to cover also volunteer workers.

In 2011 Finland ratified the Council of Europe Convention on the protection of children against sexual exploitation and sexual abuse. Due to the Convention the Criminal Code provisions regarding sexual abuse and exploitation of children were amended. Some of the penalty levels were raised and new offences were added to the Criminal Code. One of these was the so called *grooming* offence (solicitation of children for sexual purposes, Article 23 of the Convention). These provisions naturally cover sexual abuse and exploitation against all children, not only girls.

²⁰ <http://www.equalclimate.org/en/>

Part III: Data and statistics

Gender statistics have developed a lot during the past twenty years. All the statistics concerning persons are produced by sex. In general, more gender aspect information is produced than before. Gender publications are produced regularly and more information is freely available on the internet. Cooperation with stakeholder groups has been increased (for example expert group on gender statistics, gender statistics network within Statistics Finland) and customer training courses on gender statistics has been carried out.

Core set of national indicators

The national statistics bureau, Statistics Finland is Finnish public authority specifically established for statistics. It produces the vast majority of Finnish official statistics and is responsible also for collecting data related to gender equality. Statistics Finland releases the publication *Women and Men in Finland* in two-year intervals. The first *Women and Men in Finland* publication was done in 1999. It contains a large number of indicators by sex, and is available both paper and electric version²¹.

Statistic Finland has also gender equality theme pages²² on the internet. They include some figures and those pages will be developed further in the future. Also the Centre for Gender Equality Information in Finland (*Minna*) gathers information on gender equality²³. The centre is located in the National Institute for Health and Welfare.

Statistics Finland produces statistics also on the municipal elections and they include information on the representation of men and women in the municipal councils. In addition to the statistics of Statistics Finland, the Association of Finnish Local and Regional Authorities (AFLRA) produces statistics on the municipal bodies. These statistics include gender perspective, information on the share of men and women in municipal bodies and the gender of the chair persons of the municipal bodies. The information is available on each individual municipality. The most recent statistics on the current municipal electoral period, 2013–2016 are under preparation. Information on electoral period 2009–2012 can be found in Finnish in AFLRA's net service²⁴.

According to the Health Care Act, the municipalities are obliged to monitor health and welfare of their residents and any underlying actors per population group and to have strategies and measures accordingly. Local governments use an electronic welfare tool²⁵ for their annual and electoral period reporting. This tool provides information by population group on different dimensions of welfare and it combines welfare information from different sources. The Association of Finnish Local and Regional Authorities coordinates the implementation of the electronic

²¹ http://tilastokeskus.fi/ajk/poimintoja/2012-02-14_naiset_ja_miehet_suomessa_en.html

²² http://tilastokeskus.fi/tup/tasaarvo/index_en.html

²³ <http://www.minna.fi/web/guest/home>

²⁴ http://www.kunnat.net/fi/tietopankit/tilastot/kuntavaali-ja-demokratiatilastot/tilastoja-valtuutetuista-valtuustoista/valtuutettujen_sukupuoli_2009/Sivut/default.aspx (only in Finnish)

²⁵ www.hyvinvointikertomus.fi (only in Finnish and Swedish)

welfare report and bears responsibility for its further development as part of the development of local strategic management. Evolving gender disaggregated data is included in the further developments. Currently over 250 local governments are implementing the tool.

Minimum Set of Gender Indicators

The data needed for the Minimum Set of Gender Indicators has already been gathered for other purposes and the most of the data has been published regularly (e.g. in the publication *Women and Men in Finland*). Internet pages of gender statistics are currently developed further.

A key achievement has been the creation of the Government funded Centre for Gender Equality Information *Minna*.²⁶ *Minna* was established in 2009 and it started its work as a project in 2010. It is a centre and website for information on gender equality and gender studies in Finland. *Minna* provides gender-disaggregated information and tools for planning and evaluation. It helps authorities, politicians, employers and various projects to integrate gender perspective to their work. *Minna* provides services for the public administration, politicians, gender equality actors, scholars, students, NGOs and the general public. It also co-operates with the other Nordic centers for gender equality information and the European Gender Equality Institute.

Findicator is a collection of indicators on social progress in a user-friendly form on the internet.²⁷ The service was opened in 2009. It has been set up together with users and information providers and it brings together statistics and indicators that are already available in different formats. Information is sex-aggregated when possible. The service is targeted at everyone needing up-to-date, reliable information on social progress in their work or other activities: decision-makers, public servants, specialists, teachers, journalists, citizens. The set of indicators will be updated as appropriate.

The service is based on solutions enabling automatic updates directly from the StatFin database maintained by Statistics Finland. Graphs have been tailored for each indicator so that they meet the best practice requirements for statistical graphics and are of a high technical quality. When possible the data is provided according to gender.

VAW indicators

The National Research Institute for Legal Policy conducts annually a crime victim survey, *National Crime Victim Survey* that provides information on most of the indicators on violence against women. Annual indicators include past 12 months prevalence rates of different forms of violence and threats. The survey allows disaggregation of victimization rates by three groups of perpetrators: current or former intimate partner, other person known closely by the respondent and an unknown person or a half-acquaintance. Every third year the survey includes a set of dedicated questions related to intimate partner violence by the current partner. The survey offers information on three of the mentioned VAW indicators (1, 3, 5). The survey does not at

²⁶ <http://www.minna.fi/web/guest/home>

²⁷ <http://www.findicator.fi/en>

this state provide information on violence during lifetime or on psychological violence, economic violence or genital mutilation. The first study (*Finnish who experience domestic violence*) including the domestic violence module was reported in 2013.²⁸

Information on violence against women is available in the statistics on offences recorded by the police (Statistics Finland) and on the Gender Equality Barometer which has been conducted about every fourth year by the Ministry of Social Affairs and Health and performed by Statistics Finland. Statistics on police recorded data offer information by crime, victim (his/her sex), perpetrator and place of events.

The Gender Equality Barometer (1998, 2001, 2004, 2008 and 2012) has a question about sexual harassment experiences during the last two years. It also contains a question about the perpetrator. In addition, there are questions on opinions about the sentences given for rape these days and acceptability for a man/a woman to purchase sexual services from a prostitute. The barometer includes an additional question about safety feelings in different environments.²⁹

The National Council for Crime Prevention and its Division for Violence Reduction prepared an initiative for developing data collection on violence in 2013. An initiative prepared in consultative cooperation with various authorities suggests some variables to be added by police while registering crimes. The aim of the initiative is also to improve data collection on violence in intimate relationships and make it comparable with victim survey studies to be used for developing services for survivors.

Data on the situation of particular groups of women

The national system for monitoring on discrimination which is coordinated by the Ministry of the Interior covers the following grounds of discrimination: ethnic origin, religion or belief, age, disability, and sexual orientation and gender identity. Discrimination on the basis of gender (women, men and gender minorities) is on the responsibility of the Ministry for Social Affairs and Health. However, most research and studies conducted under the national monitoring system provide general information on discrimination faced by men and women belonging to the above-mentioned age- and minority groups.

The following studies have been undertaken in 2010–2013 under the monitoring system:

- *Discrimination in education and free-time activities with a specific focus on LGBTI people in upper secondary education* (2010)
- *Discrimination in the Finnish Labour Market - An Overview and a Field Experiment on Recruitment* (2011)
- *Access to Justice* (2012)

²⁸ http://www.optula.om.fi/material/attachments/optula/julkaisut/verkkokatsauksia-sarja/EQaFYce0V/34_parisuhdevakivalta.pdf (only in Finnish)

²⁹ http://www.stm.fi/julkaisut/nayta/-/_julkaisu/1845890

- *Experiences of Discrimination of Elderly Persons Belonging to Different Minorities* (April 2014)

The data collection for the *Survey on work and well-being among persons of foreign origin* started in January 2014. This is the largest survey carried out in Finland concerning the entire population with immigrant background. The data collection of the interview survey lasts throughout the year. Statistics Finland carries out the data collection. The survey is conducted in collaboration between Statistics Finland, the National Institute for Health and Welfare, and the Finnish Institute of Occupational Health.

The publication *Women and Men in Finland* contains sex disaggregated information about HIV infected people. The publication contains also information on immigration/emigration by citizenship and by sex. Statistics on foreigners and migration has been developed in the past few years and classification on origin (foreign or Finnish background) has been brought into use³⁰. The publication *Work, economy and gender equality* (available only in Finnish *Työ, talous ja tasa-arvo*³¹) includes an article about work situation of people with foreign background. Publication contains also an article about careers by sex and age.

³⁰ <http://tilastokeskus.fi/tup/julkaisut/julkaisuluettelo/kuvailusivu.html?ID=9847> (only in Finnish)

³¹ http://www.stat.fi/tup/julkaisut/tiedostot/julkaisuluettelo/tytata_201300_2013_10369_net.pdf (only in Finnish)

Part IV: Emerging priorities

Key priorities for action over the next three to five years

Eliminating violence against women

Violence against women is one of the most violated human rights. Finland still lacks intensive cooperation between relevant sectors of administration and sufficient help and supporting systems for the victims of violence against women. There is for example shortage of shelters, long-term help, specialized services for victims of violence and sexual violence. Effective implementation of the Council of Europe's convention on preventing and combating violence against women and domestic violence (Finland signed the convention 2011) to prohibit violence against women will be an important and demanding effort and in the future it will - if implemented successfully - promote and bring needed changes and development in this sector.

Including gender perspective in major changes in the society

The aim in Finnish gender mainstreaming strategy has been to change gender neutral (or even blind) administration gender sensitive. For this purpose efforts have been made to include gender mainstreaming obligations in the various guidelines guiding the key administrative and policy processes in the ministries. There is a need to prepare the changes with a gender perspective in mind.

Promoting gender equality and the empowerment of women and girls together with men and boys

According to Gender Equality Barometer 2012 both men and women evaluate that progress in gender equality benefits also men. The Finnish gender equality policy has the following objectives: men and women feel that gender equality policy is for them both, measures that will enhance gender equality in order to resolve the problems of men, creating a space for men's diversity.

The Minister for Gender Equality Affairs appointed a working group to address men's issues in gender equality policy in 2012. The mandate of the Working Group ends in October 2014. The tasks of the Working Group are identification of men's issues and specification of issues already known; to speed up measures that have to do with men in the Government's Action Plan for Gender Equality; to develop interaction between officials of the ministries and the men's organizations; and to organize a seminar on men and gender equality.

Paying attention to the diversity of women

The status of women and men in minorities, as well as diversity of women and men, have not been addressed to a large extent in gender equality policy. In the future, gender equality policy will be pursued with a view to the diversity of society as a whole. Gender equality issues may vary e.g. by age. Gender equality concerning girls and boys as well as equality between ageing women and men should be considered more closely. Equality between women and men requires the elimination of gender-based discrimination also in cases where it is linked to other forms of discrimination.

More data should be collected on the status of women and men in most vulnerable groups, especially concerning political participation and working life. More work needs to be done to guarantee that the curriculum and learning materials support gender equality of all women and men, and that equality and diversity are discussed in a sufficient manner at school and in other educational institutions. Furthermore, more efforts are still needed to be made to put single-parent, non-residential parent, adoptive, multiple-birth, rainbow and foster families on an equal footing with other families.

Country's priorities and recommendations on the Post-2015 agenda

The Post-2015 agenda will have a major impact in the future also for gender equality and the empowerment of women. In building the new goals Finland likes them to contribute to eradication of poverty, sustainable development and diminishing inequalities and be in accordance with all human rights agreements and standards. Peace and stability should also be strongly reflected in the new agenda. This cannot be fulfilled without a stand-alone goal on gender equality and the empowerment of women and girls. Gender equality should also be mainstreamed through all other goals and targets. This means that women and girls have to be given a chance to fulfill their potential on every field. Women and girls must have same opportunities and resources than men and boys. It requires also elimination of violence against women and girls. Violence against women and girls often remains unpunished due to many factors, among them non-adequate legal institutions or lack of information of women's and girls' rights. State has to prevent all women and girls from violence. The victims of violence must also be assured of the State's protection, dignified treatment and access to justice.

Special attention is needed to pay to sexual and reproductive health and rights. As *ICPD Beyond 2014 Global Review Report* states sexual and reproductive health and rights are essential for all people, particularly women and girls, to achieve dignity and to contribute to the enrichment and growth of society, to innovation and to sustainable development. Therefore it is also important to underline the right to comprehensive sexuality education for young people.

Women's economic empowerment, including decent work, equal rights and possibilities to own and to have access to land, natural resources and other assets. Also addressing issues related to unpaid care and household work need to be part of the new agenda.

The new agenda must also be universal taking into account the national contexts and capacities in implementation. National ownership is of utmost importance. In order to ensure national ownership, domestic resources, gender budgeting, participatory planning and implementation are essential. Also all actors, including women and girls, need to be involved in planning, making decisions, implementing and monitoring activities that address the global environmental, social and economic challenges. New partnerships between governments, civil society and private sector at national and international level should be established.

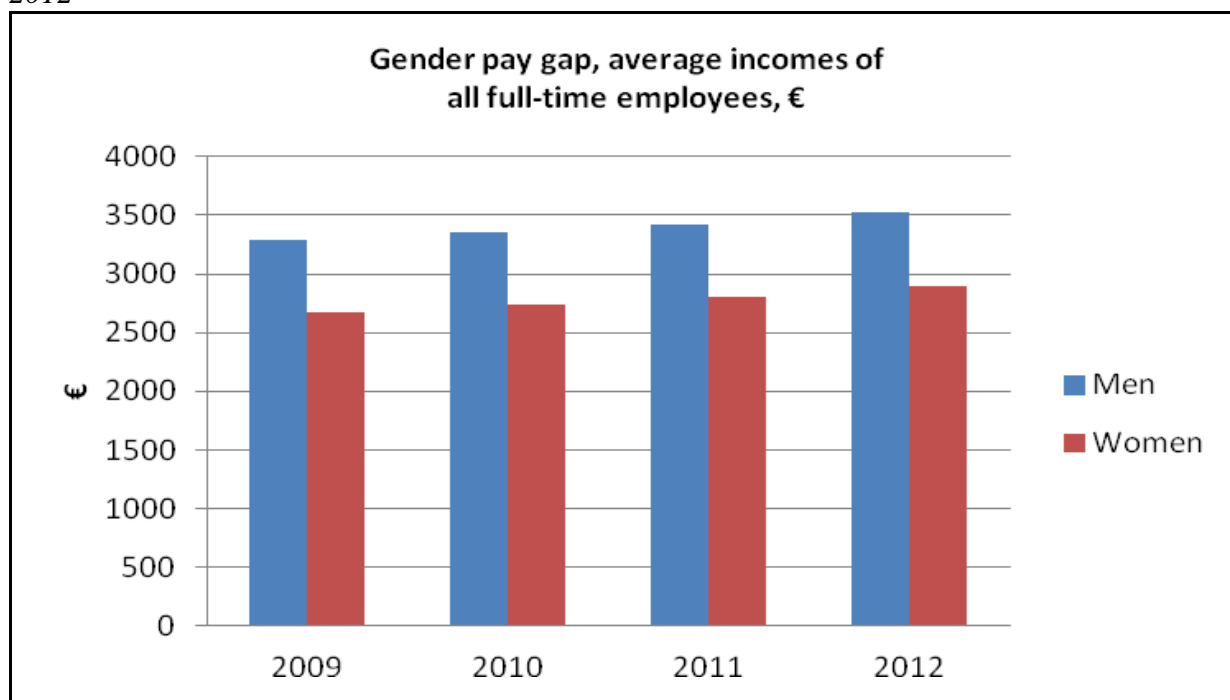
Annexes

Table 1. Percentage of women's monthly regular income of men's monthly regular incomes³²

Year	Private	Public: municipalities	Public: State	All sectors
2006	82,3	83,2	82,0	80,9
2007	82,2	83,2	83,1	81,0
2008	82,4	83,4	83,8	81,2
2009	84,3	84,1	83,7	81,8
2010	83,6	85,1	84,4	82,8
2011	83,9	85,4	85,6	83,2
2012	83,9	85,4	86,0	83,1
2013	83,7	85,4	85,6	82,9

Source: Ministry of Social Affairs and Health, Statistics Finland

Figure 1. Average of incomes (euros) of all full-time employees between man and women 2009 - 2012



Source: Statistics Finland

³² Figures for group *All sectors* is the average of all sectors taking into account the number of men and women in different sectors.

Table 2. *Women's earnings of men's earnings in 2011*

Age group	Women's earnings of men's earnings in 2011, %
below 20	98
20 - 29	90,7
30 - 39	83,1
40 - 49	79,9
50 - 59	78,7
60 - 69	75,3

Source: Statistics Finland

Table 3. Victims of violence by year, crime³³, and sex

	Total	Men	Women
Total			
2009			
RAPE OFFENCES TOTAL	-	-	-
SEXUAL ABUSE OF A CHILD TOTAL	892	139	753
CRIMES AGAINST LIFE TOTAL	375	302	73
ASSAULT OFFENCES TOTAL	30580	19597	10983
ROBBERY TOTAL	1699	1214	485
EXTORTION OFFENCES TOTAL	-	-	-
OTHER CRIMES	-	-	-
2010			
RAPE OFFENCES TOTAL	-	-	-
SEXUAL ABUSE OF A CHILD TOTAL	1033	150	883
CRIMES AGAINST LIFE TOTAL	306	236	70
ASSAULT OFFENCES TOTAL	32573	20644	11929
ROBBERY TOTAL	1551	1107	444
EXTORTION OFFENCES TOTAL	-	-	-
OTHER CRIMES	-	-	-
2011			
RAPE OFFENCES TOTAL	872	17	855
SEXUAL ABUSE OF A CHILD TOTAL	1197	166	1031
CRIMES AGAINST LIFE TOTAL	304	243	61
ASSAULT OFFENCES TOTAL	39277	23832	15445
ROBBERY TOTAL	1718	1242	476
EXTORTION OFFENCES TOTAL	270	191	79
OTHER CRIMES	-	-	-
2012			
RAPE OFFENCES TOTAL	938	17	921
SEXUAL ABUSE OF A CHILD TOTAL	1295	170	1125
CRIMES AGAINST LIFE TOTAL	376	305	71
ASSAULT OFFENCES TOTAL	36997	22277	14720
ROBBERY TOTAL	1722	1192	530
EXTORTION OFFENCES TOTAL	1031	795	236
OTHER CRIMES	-	-	-

Source: Offences known to the police, Statistics Finland

³³ The 2009 victim information was not reliable for rape crimes so they have not been published.

Source: National Crime Victim Survey 2012/2013, National Research Institute of Legal Policy

1. Total and age specific rate of women subjected to physical violence in the last 12 months by severity of violence, relationship to the perpetrator and frequency

Any perpetrator

<i>Form of violence</i>	<i>Total</i>	<i>Respondent's age group</i>					
		<i>15-24</i>	<i>25-34</i>	<i>35-44</i>	<i>45-54</i>	<i>55-64</i>	<i>64-74</i>
Obstructed movement, grabbed, pushed or shoved	9,5	19,4	10,3	10,4	8,5	4,5	4,8
Slapped	5	9,4	3,8	5,3	4,9	3,7	3,3
Pulled hair	3,1	9,1	0,8	2	2,4	1,8	2,7
Hit with a fist	3	7	1,7	1,5	3	2,2	2,4
Hit with a hard object	1,4	2,6	0,5	0,8	1,4	1,2	2,2
Kicked or strangled	3,3	5,5	3,2	3,6	2,7	2,3	2,2
Used a weapon	1	1,5	0,2	0,2	0,9	1,2	2
Any of the above forms of physical violence	11,5	22,5	11	13,6	10,7	6,7	5,5

Perpetrator: current or former partner

<i>Form of violence</i>	<i>Total</i>	<i>Respondent's age group</i>					
		<i>15-24</i>	<i>25-34</i>	<i>35-44</i>	<i>45-54</i>	<i>55-64</i>	<i>64-74</i>
Obstructed movement, grabbed, pushed or shoved	5,2	10,3	5,6	5,1	4	2,9	3,5
Slapped	2,5	4,7	1,3	2	2,2	2,3	2,7
Pulled hair	1,7	3,7	0,2	0,8	1,6	1,5	2,7
Hit with a fist	1,4	2,6	0,5	0,2	1,3	1,4	2,4
Hit with a hard object	0,9	1,5	0,2	0	0,6	1	2,2
Kicked or strangled	1,7	3,7	0,6	1,5	1,1	1,2	2
Used a weapon	0,7	0,8	0,2	0	0,6	1	2
Any of the above forms of physical violence	5,5	10,3	4,7	5,5	4,9	3,6	4,2

Perpetrator: other person known closely by the respondent

Form of violence	Total	Respondent's age group					
		<i>15-24</i>	<i>25-34</i>	<i>35-44</i>	<i>45-54</i>	<i>55-64</i>	<i>64-74</i>
Obstructed movement, grabbed, pushed or shoved	1,9	4,7	1,3	2,5	1,4	0,7	0,7
Slapped	1,2	2,6	0,8	1,5	1,3	0,4	0,5
Pulled hair	0,8	3,6	0,3	0,3	0,6	0,1	0,2
Hit with a fist	0,4	0,8	0,3	0,5	0,4	0,1	0
Hit with a hard object	0,2	0	0,2	0,7	0,3	0	0
Kicked or strangled	0,4	0,3	0,5	0,5	0,6	0,5	0
Used a weapon	0,1	0	0	0	0,3	0	0
Any of the above forms of physical violence	2,7	6,2	1,9	3,5	2	1,6	0,9

Perpetrator: an unknown person or a half acquaintance

Form of violence	Total	Respondent's age group					
		<i>15-24</i>	<i>25-34</i>	<i>35-44</i>	<i>45-54</i>	<i>55-64</i>	<i>64-74</i>
Obstructed movement, grabbed, pushed or shoved	3,8	8,3	4,8	4,8	3,6	1	0,4
Slapped	1,7	2,9	2,2	2,1	2	1	0
Pulled hair	0,9	2,9	0,2	0,8	1	0,3	0,2
Hit with a fist	1,3	3,6	1	1	1,4	0,8	0
Hit with a hard object	0,3	1,1	0,2	0,2	0,4	0,1	0
Kicked or strangled	1,3	1,8	2,2	1,6	0,3	0,5	0
Used a weapon	0,2	0,8	0	0,2	0,3	0,1	0
Any of the above forms of physical violence	5	10,3	5,8	6,4	5	1,9	0,6

2. Total and age specific rate of women subjected to physical violence during lifetime by severity of violence, relationship to the perpetrator and frequency

NOT AVAILABLE

3. Total and age specific rate of women subjected to sexual violence in the last 12 months by severity of violence, relationship to the perpetrator and frequency

Any perpetrator

<i>Form of violence</i>	<i>Total</i>	<i>Respondent's age group</i>					
		<i>15-24</i>	<i>25-34</i>	<i>35-44</i>	<i>45-54</i>	<i>55-64</i>	<i>64-74</i>
Forced sexual intercourse or other sexual interaction	1,2	2,5	0,9	2	0,8	0,8	0,2
Attempt of forced sexual intercourse or other sexual interaction	2,1	4,2	2,5	3,1	0,9	1,2	1
Any form of sexual violence	2,3	4,4	2,6	3,6	1	1,4	1

Perpetrator: current or former partner

<i>Form of violence</i>	<i>Total</i>	<i>Respondent's age group</i>					
		<i>15-24</i>	<i>25-34</i>	<i>35-44</i>	<i>45-54</i>	<i>55-64</i>	<i>64-74</i>
Forced sexual intercourse or other sexual interaction	0,9	1,3	0,5	2	0,8	0,5	0,2
Attempt of forced sexual intercourse or other sexual interaction	1,1	1,5	1,1	2	0,8	0,8	0,6
Any form of sexual violence	1,3	2	1,1	2,6	0,8	0,9	0,6

Perpetrator: other person known closely by the respondent

<i>Form of violence</i>	<i>Total</i>	<i>Respondent's age group</i>					
		<i>15-24</i>	<i>25-34</i>	<i>35-44</i>	<i>45-54</i>	<i>55-64</i>	<i>64-74</i>
Forced sexual intercourse or other sexual interaction	0,2	0,9	0,2	0	0	0,3	0
Attempt of forced sexual intercourse or other sexual interaction	0,4	0,9	0,2	0,7	0	0,5	0,2
Any form of sexual violence	0,5	1,3	0,4	0,7	0	0,5	0,2

Perpetrator: an unknown person or a half-acquaintance

<i>Form of violence</i>	<i>Total</i>	<i>Respondent's age group</i>					
		<i>15-24</i>	<i>25-34</i>	<i>35-44</i>	<i>45-54</i>	<i>55-64</i>	<i>64-74</i>
Forced sexual intercourse or other sexual interaction	0,2	1,1	0,2	0	0,2	0	0
Attempt of forced sexual intercourse or other sexual interaction	0,6	2,2	1,1	0,4	0,2	0	0,2
Any form of sexual violence	0,7	2,2	1,1	0,4	0,3	0	0,2

5. Total and age specific rate of ever-partnered women subjected to sexual and/or physical violence by current or former intimate partner in the last 12 months by frequency

Our indicator includes all women, not just ever-partnered women

	<i>Total</i>	<i>Respondent's age group</i>					
		<i>15-24</i>	<i>25-34</i>	<i>35-44</i>	<i>45-54</i>	<i>55-64</i>	<i>64-74</i>
Prevalence of physical/sexual violence by current/former partner	5,9	11,4	5	6,2	5,2	3,7	4,4

6. Total and age specific rate of ever-partnered women subjected to sexual and/or physical violence by current or former intimate partner during lifetime by frequency

NOT AVAILABLE

7. Total and age specific rate of ever-partnered women subjected to psychological violence in the past 12 months by the intimate partner

NOT AVAILABLE

8. Total and age specific rate of ever-partnered women subjected to economic violence in the past 12 months by the intimate partner

NOT AVAILABLE

9. Total and age specific rate of women subjected to female genital mutilation

NOT AVAILABLE

List of policies, strategies, action plans and publications

Action Plan for the Prevention of Circumcision of Girls and Women (2012–2016). URL: http://www.stm.fi/en/publications/publication/-/_julkaisu/1822114

Action Plan to Reduce Violence Against Women (2011). URL: http://www.stm.fi/en/publications/publication/-/_julkaisu/1522973

Cross-sectoral action plan for reducing social exclusion, poverty and health problems (2012). URL: http://www.stm.fi/c/document_library/get_file?folderId=42733&name=DLFE-24515.pdf

Finland's Development Policy Programme. Government Decision-in-Principle (16 February 2012). URL: <http://formin.finland.fi/public/default.aspx?contentid=251855&nodeid=15457&contentlan=2&culture=en-US>

Gender Glasses in use. A handbook in support of the government ministries' gender equality work (2009): URL: http://www.stm.fi/en/publications/publication/-/_julkaisu/1438518#en

The Government's Action Plan for Gender Equality (2012–2015). URL: <http://www.stm.fi/en/genderequality>

The Government Report on Democracy Policy (2014). (For the present, only in Finnish). URL: <http://www.oikeusministerio.fi/fi/index/julkaisut/julkaisuarkisto/1394630106756.html>

The Government Report on Gender Equality (2010) (only in Finnish and Swedish): URL: http://www.stm.fi/julkaisut/nayta/_julkaisu/1538250

Human Rights Strategy of the Foreign Service of Finland (2013). URL: <http://formin.finland.fi/public/download.aspx?ID=119774&GUID={B6F74015-B971-4CCB-93ED-8E6B53D85ED1}>

Human Rights Action Plan of the Foreign Service of Finland 2013–2015. URL: <http://formin.finland.fi/public/download.aspx?ID=119775&GUID={20DFCEE6-A2F5-4E38-9710-0A6501746FB9}>

The Government Report to Parliament on the Human Rights Policy of Finland (2009). URL: <http://formin.finland.fi/public/download.aspx?ID=54284&GUID=%7B1248AD8B-CFFB-44F6-A69B-7831BC7F274C%7D>

The National Plan for Mental Health and Substance Abuse Work 2009–2015. URL: http://www.thl.fi/en_US/web/en/research/programmes/mieliplan

The National Plan on Fundamental and Human Rights 2012–2013 (for the present, only in Finnish). URL:

<http://oikeusministerio.fi/fi/index/julkaisut/julkaisuarkisto/182012kansallinenperus-jaihmisoikeustoimintaohjelma201282112013.html>

Promotion of sexual and reproductive health. Action programme 2007–2011 (only in Finnish). URL: <http://pre20090115.stm.fi/pr1180335140613/passthru.pdf>

The seventh periodic report of the Government of Finland on the implementation of the Convention on the Elimination of all Forms of Discrimination Against Women (2012), URL: <http://formin.finland.fi/public/download.aspx?ID=95591&GUID={83EB2F7A-E33E-45EE-A880-DABB04369920}>

AND

List of issues and questions in relation to the seventh periodic report of Finland; Replies of Finland, 11 March 2013 (CEDAW/C/FIN/Q/7/Add.1). URL:

<http://docstore.ohchr.org/SelfServices/FilesHandler.ashx?enc=6QkG1d%2fPPRiCAqhKb7yhsjuNjw8cUF3pRrdCdanf79nujobOVxpNhCAJd0EL2Z%2fAajl4ohbhipPts6DS3WZMAeIZKx4tf5hPXglUWsEma5Oz1tpADKcjOAe0n4xhd84Kw6Uc9UDhbk3IwzjtG%2fcQ%2bg%3d%3d>

UN 1325 - Women, Peace and Security – Finland's National Action Plan 2012–2016. URL: <http://formin.finland.fi/public/download.aspx?ID=98322&GUID={3DAB961C-AE41-42D3-99CB-4BE77BA8941D}>

Other publications

Hamunen, Eeva & Varjonen, Johanna & Soinnie, Katri (2014): Satellite Accounts on Household Production: Eurostat Methodology and Experiences to Apply It. Statistics Finland. Working Papers 1/2014. URL: http://tilastokeskus.fi/ajk/julkistamiskalenteri/kuvailusivu_fi.html?ID=12368

Myrskylä, Pekka & Pyykkönen, Topias (2014): Suomeen muuttaneiden naisten ja miesten työmarkkinatilanne, koulutus ja poliittinen osallistuminen. Working Papers 2/2014. URL: http://tilastokeskus.fi/ajk/julkistamiskalenteri/kuvailusivu_fi.html?ID=12369

Statistics Finland's publication *Vallan tasa-arvoa (Gender Equality in Decision-making)* was published in 2009 and it contains statistical data on gender equality in decision-making. Publication is available in Finnish only. URL: <http://tilastokeskus.fi/tup/tasaarvo/julkaisut.html>