



Baltic Consortium on Promoting Gender Equality in Marine Research Organisations

National Legislations on Gender Equality with a focus on the implementation of Gender Equality Plans in Higher Education

**Synthesis Report for Finland, Sweden, Estonia,
Lithuania and Germany**



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1 Introduction

Legislative and policy frameworks on gender equality and anti-discrimination, as well as provisions and policies regulating science, innovation and higher education differ to a large extent between EU Member States (cf. EIGE 2016e, p. 10). More specifically, existing legal and policy frameworks embody different degrees of support to mainstreaming gender in research organisations. According to a report from the European Institute for Gender Equality (EIGE), the diversity of gender equality and anti-discrimination regulations can be partly explained by the interplay of domestic and EU-driven variables. One of the most relevant domestic variables is seen in the state governance system (unitary vs. federal or decentralised), as well as certain ‘policy styles’ which determine how gender equality policies are being planned and implemented, and by whom (ibid, p. 10).

Since the existing differences have a direct impact on the implementation of Gender Equality Plans (GEPs) and in order to learn about similarities and differences between partners of the Baltic Gender project¹, five legal experts (one from each partner country) were invited to give talks on national legal frameworks for gender equality (Annual meeting, May 2017). The experts also provided a written review report including recommendations for the implementation of GEPs in Marine Science and Technology.

From this expertise, the University of Applied Sciences in Kiel prepared this summary report, which will give a systematic overview of the different conditions of the legal and policy frameworks in the partner countries and – if available – highlight specific provisions which foster the objective of mainstreaming gender equality in public research and higher education institutions and specifically in Marine Science.

2 Gender equality and anti-discrimination laws – national legislation

The European Union aims to promote equality between women and men in all its activities and policy frameworks. Despite the progress made, the level of achievement of gender equality has been limited. Since 2013 progress in gender equality in the EU is measured by the Gender Equality Index, a composite indicator developed by the European Institute for Gender Equality.²

The results of the Gender Equality Index show marginal progress from 2005 to 2015. With an average score of 66.2 out of 100 in 2015, a 4.2-point increase since 2005, the EU-28 is progressing at a snail's pace towards gender equality. There is great variability in the performance of Member States ... (EIGE 2017a, p. 5).

While Sweden (82.6) and Finland (73.0) score high and are leading countries in gender equality, Germany is below average (65.6), and Lithuania (56.8) as well as Estonia (56.7) are to be found at the lower end of the ranking.³

¹ www.baltic-gender.eu

² The Gender Equality Index measures gender gaps between women and men, considering gaps that are to the detriment of either women or men as being equally problematic. The six core domains (work, money, knowledge, time, power and health) and two additional satellite domains (violence and intersecting inequalities) of the Gender Equality Index, assign scores for Member States between 1 for total inequality and 100 for full equality (EIGE 2017b, p. 3).

³ Scores available at: <http://eige.europa.eu/gender-equality-index>; [23/03/2018].

However, progress has been achieved over the last decade, mainly through

- equal treatment legislation;
- gender mainstreaming;
- specific measures for the advancement of women.

Gender equality is enshrined in the Articles 2 and 3 of the *Treaty on European Union (TEU)* and the Articles 8, 10, 19 and 157 of the *Treaty on Functioning of the European Union (TFEU)*. “Both Treaties (the TEU and the TFEU) are important for the further development of EU gender equality law, because they serve as a basis for the adoption of future legislation and other EU gender equality measures” (Burri/Prechal 2014, p. 4-5). To guide the way forward for ensuring equality between women and men, the European Union (2016) currently follows its *Strategic Engagement to Gender Equality 2016-2019*. The Strategic Engagement sets out objectives for its five priority areas⁴ and specifies a range of concrete activities.

As already mentioned, the existing legal and policy frameworks to support gender equality differ from country to country, one important factor being the governance system. Whereas Estonia, Lithuania, Sweden and Finland are unitary states, Germany is a federal state. In Finland, Estonia and Lithuania the most pivotal law is the Constitution, in Sweden and Germany it is the Basic Law. In other words, either the Constitution or the Basic Law is the supreme source of national law where the actual implementation of equal rights for women and men is codified.

Based on EU directives each country has passed laws and implemented action plans to prevent or to stop discrimination on the grounds of gender, race or ethnic origin, religion or belief, disability, age or sexual orientation. The following table shows a comparative overview of the country-specific gender equality and anti-discrimination laws, which determine to an important extent the state-of-play as regards gender equality in research and higher education:

	Gender equality	Anti-discrimination
Finland	Act on Equality between Women and Men	Non-Discrimination Act
Sweden	Equal Opportunities Act	Discrimination Act
Estonia	Gender Equality Act	Equal Treatment Act
Lithuania	Law on Equal Opportunities for Women and Men	Law on Equal Treatment
Germany	General Law on Equal Treatment	Federal Act on Gender Equality for State Institutions

⁴ 1. increasing female labour market participation and equal economic independence; 2. reducing the gender pay, earnings and pension gaps and thus fighting poverty among women; 3. promoting equality between women and men in decision-making; 4. combating gender-based violence and protecting and supporting victims; 5. promoting gender equality and women's rights across the world (European Union 2016, p. 9).

Differences among Member States in tackling the issues of women in science and the gender dimension of research are not merely grounded in diverging models or in differences in institutional settings for the governance of public research; they account for the (non-) existence of gender equality mechanisms at a central policy level or the presence (or absence) of gender-related objectives in research planning or funding (EIGE 2016d, p. 10)

3 Provisions and policies regulating science, innovation and higher education

The following sections provide a summary of the reviews of the legal experts from the five partner countries⁵.

3.1 Finland

Gender Equality Index: 73.0

The *Act on Equality between Women and Men* of the Constitution requires that educational institutions have two types of GEPs: one, which is drawn up for improving gender equality from students' perspective, and one, which is drawn up for improving gender equality from staff members' perspective. According to the act (§5), the education providers shall ensure that women and men, and girls and boys, have equal opportunities for education, training and professional development, and that teaching, research and instructional material support attainment of the overall objectives of the act.

For staff members the law regulates that each employer shall promote gender equality within working life purposefully and systematically (§6) and, if an employer regularly employs at least 30 people (§6a), draws up a GEP in cooperation with employee representatives. According to the act, the GEP must include: 1) an assessment of the gender equality situation in the workplace, including details of the employment of women and men in different jobs and a pay survey on the whole personnel presenting the classifications of jobs performed by women and men, the pay for those jobs and the differences in pay, 2) necessary measures to improve equality and equal pay, and 3) a review of how earlier GEPs have been implemented.

According to the *Non-Discrimination Act* (§ 6), it is a duty of the education provider to promote equality. The education provider, and the educational institution maintained by it, shall evaluate the realisation of equality in their activities and ensure that the educational institution has a diversity plan for the necessary measures for promotion of equality.

Furthermore, the *University Act* and the *Act on Universities of Applied Sciences* are also relevant for gender equality, since the acts include regulations on the recruitment of students and on the recruitment of professors. In addition, the *Employment Contract Act* applies also to educational institutions.

Finally, several government action plans and reports provide excellent support for gender equality planning in higher education and research, as for instance

⁵ Overall comparison see Appendix2

- the *Interim Report 2016* (Ministry of Social Affairs and Health 2017): according to the report all universities and universities of applied sciences have GEPs and relevant measures include gender equality projects, gender-sensitive marketing campaigns for recruiting students, and positive discrimination in hiring new staff member.
- the *Gender Mainstreaming Action Plan of MEC 2013-2017*: the action plan of the Ministry of Education and Culture monitors how higher educational institutions promote gender equality and provides guidance to educational institutions on gender equality.

3.2 Sweden

Gender Equality Index: 82.6

The Swedish *Discrimination Act* pertains specifically to *working life* and *the educational system*. The rules in the *Discrimination Act* are divided into requirements for preventive active measures, and prohibitions against discrimination and reprisals. Preventive measures are primarily conceived as actions to be undertaken “voluntarily” to promote equal treatment regardless of sex, transgender identity or expression, ethnicity, religion or other belief, disability, sexual orientation or age. However, it is also possible under the Act to order employers, and to a certain extent education authorities, to fulfil their obligations subject to a financial penalty. The threat of financial penalties is used to apply administrative pressure: if you do not carry out a certain measure, an appeal may be made to the courts to order payment of a penalty. When the *Discrimination Act* entered into force in 2009, the discrimination indemnity represented an entirely new type of indemnification that was intended to compensate the victim of discrimination for the discrimination as such.

In 1992 Sweden introduced the obligation for employers with more than ten employees to create annual GEPs. Since January 2017, employers are no longer required to produce these GEPs, and instead must work with “written documentation” to support their preventive and promotive work, which is supposed to *counteract discrimination* and *to bring about equal rights and opportunities* regardless of sex, transgender identity or expression, ethnicity, religion or other belief, disability, sexual orientation or age. Gender issues are now subsumed into more general internal organisational work at each workplace.

The *written documentation* should describe ongoing efforts in each of the following areas: 1) investigation into the risk of discrimination or reprisals, and into other potential obstacles to the equal rights and opportunities of individuals within the organisation; 2) analysis of the causes of any risks or obstacles discovered; and 3) adoption of such preventive and promotive measures as may reasonably be required; 4) follow-up and evaluation.

The *Discrimination Act* also applies to education providers. Education providers have the same legal obligation as employers to implement preventive and promotive active measures, including investigating the risk of discrimination or reprisals, analysing the causes of any risks and obstacles discovered, and taking such preventive and promotive measures as may reasonably be required. Their work with active measures is to be ongoing and to be followed up and evaluated on an ongoing basis. The obligation to work with active measures extends to multiple areas: the recruitment and admissions processes, educational design and the organisation of educational programs, examinations and the evaluation of student performance and learning environments, and the opportunity for students to combine studies

and parenthood. Education providers further have an obligation to put in place organisational guidelines and procedures aimed at preventing harassment, including sexual harassment. Educational providers are required to collaborate on their active measures with both students and employees of the organisation. Their active work is to be documented in writing.

3.3 Estonia

Gender Equality Index: 56.7

The higher education research institutions are governed by the *Universities Act*, the *Organisation of Research and Development Act* and, in case of institutions of professional higher education, by the *Institutions of Professional Higher Education Act*. All three acts lay down the obligation to fill the positions of the members of the teaching and research staff by public competition with equal conditions for all participants.

According to the *Universities Act* and the *Institutions of Professional Higher Education Act*, all

persons eligible to study in the university and in the institution of professional higher education have an equal right to compete to be admitted to a university. In addition, the acts include special provisions allowing persons with a moderate, severe or profound disability, parents or guardians of a child under three years of age or a disabled child and persons undergoing compulsory military service or alternative service to complete the curriculum during the period of academic leave.

The acts set forth a list of regulations that the universities, research and development institutions and institutions of professional higher education are authorised to enact within their limits of competence. Such regulations include, among others, the qualification requirements for the teaching staff and the conditions and procedure for the assessment of compliance therewith; the conditions and procedure for the admission and exclusion of students and the conditions and procedure for the evaluation of teaching staff, research staff and, in case of the universities, doctoral candidates. All of these regulations are enacted by the councils of the said institutions. In the case of the universities, the council also has a right to establish the rules of competitions for the employment of ordinary teaching and research staff and the conditions and procedure for the competition of a director of the institution of a university. The internal procedure rules of the universities and institutions of professional higher education (e. g. salary rules) are established by the rector according to the universities and the institutions of the *Professional Higher Education Act*. According to the *Organisation of Research and Development Act*, the research councils establish the conditions of and procedures for the organisation of research staff competitions in research and development institutions.

3.4 Lithuania

Gender Equality Index: 56.8

The *Law on Science and Study* regulates the scientific activities in Lithuanian universities and research institutes. The *Law on Science and Study* does not include any regulation directly concerned with the assurance of gender equality in research organisations, but refers to the *Law on Principles of Equal Opportunities and Academic Ethics* (Article 3) regarding the scientific activities.

The *National Programme on Gender Equality 2015-2020* and its action plan encourage the implementation of structural change promoting gender equality in research organisations. One important objective in this context is to achieve a balanced participation of women and men in decision-making. Further challenges mentioned in the programme are:

- the promotion of women's motivation and ability to participate in decision-making processes;
- the creation of a favourable environment for women's careers;
- increasing the efficiency of gender equality institutional mechanisms.

The *action plan of the Ministry of Education and Science* puts emphasis on:

- giving recommendations for higher education and research institutions to support gender equality issues through effective monitoring of policies and practice;
- running gender equality projects in science and technology;
- improving the gender balance across different fields of study;
- avoiding gender stereotypes in teaching materials and textbooks.

3.5 Germany

Gender Equality Index: 65.5

Since Germany is a federal state, there are a number of state *and* federal state laws, policies and measures that apply to state funded Universities (of Applied Sciences), Colleges of Art or Music and non-university Institutes (especially Max-Planck Society, Fraunhofer Gesellschaft, Helmholtz Association, Leibniz Association). The implementation of gender equality in higher education and public research in Germany is characterised by a specific and detailed legal framework on the one hand and a competition-based gender equality governance on the other hand.

On a state level, the *Framework Act for Higher Education* applies only to universities and does not include any explicit provisions on GEPs. However, gender equality laws for the public service apply to universities (of applied sciences) and Colleges of Art or Music. Non-university institutes (such as GEOMAR or IOW) can be subject of the federal state laws as well.

The particular of the German higher education system is the federal approach in education, authorising the 16 federal states ("Bundesländer") to pass their own higher education and gender equality legislation. Hence federal state university laws regulate the higher education system. Gender equality and the advancement of women are prominently integrated in all 16 federal laws, whereby the scope of the provisions relating to gender equality differ to a great extent

The gender equality laws for the public sector address all aspects of gender equality, such as the promotion of women and gender mainstreaming. Although the gender equality laws differ considerably in design and extent, some elements are integrated in all 16 federal states. This basic set of policies includes the establishment of GEPs to promote the underrepresented gender (except for Mecklenburg-Western Pomerania), as well as measures to promote equality in employment, reconciliation of family and work and guidelines for the appointment of an equal rights representative.

The relation between the gender equality laws and the higher education laws differ in each federal state (“Bundesland”) and the scope of application is usually addressed in the gender equality law.

4 Gender bias in research and in the field of Marine Sciences

More and more, European women are excelling in higher education, and yet, women represent only a third of researchers and around a fifth of grade A top-level academics (DG Research and Innovation 2016). In fact, the under-representation of women researchers across the EU is still apparent. The increase of women graduates did so far not lead to an increase of women amongst researchers, which contributes to the leaky pipeline phenomenon (Jensen 2005). The European Commission’s *She Figures* document the persistence of women’s under-representation in research, particularly in the so-called hard sciences and in leadership positions on a regular basis. The pronounced under-representation not only means unequal participation but also a considerable loss of talents. To encounter this bias, three objectives underpin currently the European Commission’s strategy on gender equality in research and innovation policy:

1. fostering equality in scientific careers;
2. ensuring gender balance in decision-making processes and bodies;
3. integrating the gender dimension in research and innovation content (cf. EIGE 2016, p. 9).

Marine science is a broad and multidisciplinary field of study concerned with physical, chemical, biological, and geological processes taking place in seas and oceans but also engages in coastal management, fisheries, ecology, climate change and similar topics.

Regarding marine science and ocean research – that is oceanography, including biology, physics, chemistry, ecology, geochemistry, geology, geophysics, computer and electronic engineering, marine instrumentation and other disciplines in investigations of the marine environment – women appears [sic!] to be particularly rare to pursue such career paths.⁶

Like in most disciplines in the natural sciences, marine science and technology is traditionally a male-dominated field, with a significant lack of women in leadership positions. Even today it gets on the news when women lead expeditions.^{7, 8, 9}

⁶ UNESCO, Gender and Science. Available at: <http://www.unesco.org/new/en/natural-sciences/priority-areas/gender-and-science/cross-cutting-issues/gender-mainstreaming-in-marine-science/>; [22/3/2018].

⁷ In August 2016 the University of Rhode Island (URI) proudly published “Three women scientists from URI to lead expeditions this year to Antarctica”, who won highly competitive grants from the National Science Foundation. However, URI interpreted this event as a success of the university’s initiative to recruit more women to science faculty positions and create a welcoming environment for them; Available at: <https://today.uri.edu/news/three-women-scientists-from-uri-to-lead-expeditions-this-year-to-antarctica/>; [23/03/2018].

⁸ “The first women and female scientists in Antarctica”. Available at: <https://oceanwide-expeditions.com/blog/the-first-woman-and-female-scientists-in-antarctica/>; [23/03/2018].

⁹ On 1 December 2016 BBC News circulated the news “Largest all-women expedition heads to Antarctica” – 76 women with backgrounds in science departed to Antarctica and spent 20 days at sea. “The voyage is part of the Homeward Bound initiative, an Australian programme aimed at increasing the representation of women in top science jobs across the globe.” Available at: <http://www.bbc.com/news/world-australia-38139925>; [23/03/2018].

EIGE (2016b, p. 3) has summarised the following set of persistent gender inequalities in the field of research, which all apply to marine research:

- gender segregation in research and science;
- gender-related career challenges;
- gender imbalance in senior positions in academia;
- gender bias in access to research funding;
- gender-blind and gender-biased research;
- gender-blind and gender-biased organisational culture and institutional process.

A very specific and yet essential part of marine science is scientific cruises. Life on board is very different to “normal” social environments. Safety is of utmost significance as are the specific social conditions on board. The Columbia University for example is aware of the possibility of sexual harassment on board and addresses this problem on its homepage very directly:

Social conditions at sea are very different from those on land. Privacy is greatly reduced and as a result certain interactions are frequent and may be for prolonged periods. Under these conditions personal and professional boundaries may become unclear. In general, everyone must be sensitive to the altered social conditions in which they are living and working. The University policy applies to both on and off duty behavior aboard the R/V [name]. Any person who believes they are being sexually harassed should seek resolution through discussions with the individual directly concerned. If this does not immediately resolve the matter, or if there is reluctance to deal directly with the person involved, the problem should then be brought to the attention of the Chief Scientist and the Captain at the earliest stage possible. The Captain or Chief Scientist¹⁰ will investigate and take appropriate steps to resolve and remedy the situation.^{11, 12}

In terms of research content, a recently published article in the journal *Marine Policy*, “Gender analysis for better coastal management – Increasing our understanding of social-ecological seascapes” (Torre-Castro et al. 2017), gives proof of the value of the gender perspective in research by showing how the seascape and associated resources are gendered and why gender analysis is needed to enhance coastal management and marine spatial planning (here in a development context). The study is a very good example on how to investigate gender in a particular context and provides ideas that can be applied elsewhere. A GEP helps to establish a gender equality policy in an institution or organisation, and thus to reduce gender-bias.

¹⁰ Usually it is a male cruise leader.

¹¹ Given that the Captain or Chief Scientist is not the perpetrator himself.

¹² Columbia University: For Cruise Participants. Available at: <http://www.ldeo.columbia.edu/research/office-of-marine-operations/cruise-participants>; [22/03/2018].

5 Gender Equality Plan implementation in Marine Sciences

GEPs are an important instrument to encounter the gender disparities in research and to promote structural change in universities and research institutions. Yet, GEPs for higher education institutions or research institutions exist only in a minority of EU Member states (ibid.).

A GEP is defined as a set of actions aiming at

- conducting impact assessment / audits of procedures and practices to identify gender bias
- implementing innovative strategies to correct any bias
- setting targets and monitoring progress via indicators (cf. EIGE 2016a).

The scope of a GEP, however, can strongly vary, depending on the organisation, the institutional context in which it is implemented, the addressed disciplines or the legal framework (cf. EIGE 2016f). The way gender biases and inequalities themselves are being addressed can also vary, along with the chosen approach and the availability of gender expertise. Apart from comprehensive legal and policy frameworks as a favourable background for setting up and implementing GEPs, well-equipped supporting structures are needed in order

- to implement complex sets of measures,
- to analyse data,
- and to conduct training and awareness raising.

In this context commitment from top management is considered as a pivotal factor for transformative actions in favour of gender equality (cf. EIGE 2016d) Vice versa lack of support from top management is identified as a main risk factor as well as lack of funding and ill-equipped structures with little or no autonomy which hamper the implementation of measures and actions (ibid, p. 32). And, furthermore, within research and higher education institutions, “risk factors are also constituted by resistances at the intermediate level ...” (ibid), i.e., middle management. Finally, a core challenge is seen in the gendered character of scientific culture, in particular in terms of gender bias and gender blindness in research (ibid, p. 33).

EIGE has developed an online tool about **Gender Equality in Academia and Research**, the so called GEAR tool.¹³ The website offers extensive information on GEP implementation, including a step-by-step guide, a video tutorial or examples of actions. It addresses all staff, from the bottom to the top, working in research and higher education institutions. “Within the research sector, mainstreaming gender means taking into consideration three different objectives: gender balance in research teams, gender balance in decision making and gender dimension in research content” (EIGE 2016b, p. 12). The website also provides “The GEAR Step-by-Step Guide for establishing a Gender Equality Plan”¹⁴ as well as a short version

¹³ Available at: <http://eige.europa.eu/gender-mainstreaming/toolkits/gear> [28/03/2018].

¹⁴ Available at: <http://eige.europa.eu/gender-mainstreaming/toolkits/gear/step-step-guide>, [28/03/2018].

“Roadmap to Gender Equality Plans in research and higher education institutions”¹⁵ presenting six main steps to develop a GEP. This instrument is also applicable and recommendable for the implementation of GEPs in the Baltic Gender partner institutions.

Legislation impacts on the position of women in science and research. It can prevent discrimination (e.g. equal pay, recruitment) as well as promote positive actions (e.g. quotas, networks) (cf. Caprile et al. 2012, p. 169). These policies also differ in terms of scope (from individual support to more structural approaches), institutionalisation, resources and instruments (cf. Yellow Window 2015). Another point of divergence is whether or not these policies support the implementation of GEPs (cf. EIGE 2016d, p. 13) or not. Despite many EU initiatives and policy directives, it is in fact the national frameworks and social policies which determine conditions for women in science and research in each country. The implementation of GEPs in higher education and research organisations, finally, require comprehensive measures, including capacity building instruments (e.g. gender-awareness trainings, mentoring programs) in order to achieve organisational and cultural transformation (see Appendix 1).

¹⁵ Available at: http://eige.europa.eu/sites/default/files/gear_roadmap_01_shortguide_0.pdf; [28/03/2018].

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Appendix



ROADMAP TO GENDER EQUALITY PLANS in research and higher education institutions

a short guide

According to the European Commission Communication on 'A Reinforced European Research Area Partnership for Excellence and Growth' (COM(2012) 392 final),

A Gender Equality Plan is defined as a set of actions aiming at:

- conducting impact assessment / audits of procedures and practices to identify gender bias.
- implementing innovative strategies to correct any bias.
- setting targets and monitoring progress via indicators.

A Gender Equality Plan is more than a commitment to gender equality. It includes an analysis and bases its actions upon the findings of an assessment of gender (in)equality and gender bias within an organisation. Similarly, a Gender Equality Plan does not only consist of a series of objectives and targets, but also comprises of a set of practical measures, whose implementation should be monitored and evaluated. This set of actions, which can have different targets and degrees of complexity, is meant to address the contextual features of the organisations and to articulate a strategic view aimed at achieving gender equality.



This short guide presents the six main steps to develop a Gender Equality Plan:

1.

Step 1: Getting started!

Are you ready for setting up a Gender Equality Plan In your organisation?

- **Remember that context matters:** rather than simply copying successful actions or approaches that others did, ask which actions would work best in your own institution, considering its objectives and relevant regional/national contexts.
- **Find support:** involve gender experts, potential allies at different levels within and outside the institution, and investigate possible funding opportunities for the gender equality work that needs to be undertaken.

2.

Step 2: Analysing and assessing the state-of-play in the institution

The assessment of the state-of-play of the Institution will provide insight on which measures need to be implemented. The comprehensiveness of this initial analysis will depend on the available resources. A standard approach would include:

- **Analysing sex-disaggregated data about staff and students.** Data broken down by sex is needed to detect any gender differences and to identify the most pressing areas requiring intervention. The first step is to check which data are readily available. If data do not yet exist in your organisation, efforts to collect such data need to be made. The second step is to carry out a gender analysis based on the collected data.
- **Identifying the existing measures promoting gender equality.** The implementation and results of existing measures (such as those to promote women's careers, to raise awareness about gender equality, or to enhance work-life balance) need to be critically assessed, together with those involved, seeking how their effectiveness can be enhanced.
- **Reviewing relevant legislation and policies in your country.** This allows for understanding where the organisation stands, the identification of any possible breaches and for providing the rationale to support gender equality actions. This knowledge can also support some of the measures within the Gender Equality Plan.

3.

Step 3: Setting up a Gender Equality Plan

The findings of the Initial analysis allow identifying the areas of Intervention to be addressed in a Gender Equality Plan. Not all areas can however be tackled at the same time, and some may be more pressing than others. The priorities set out for an organisation will depend on the available resources.

A Gender Equality Plan needs to be holistic and integrated. This means that the identified areas of Intervention are interdependent. The Gender Equality Plan needs to address a variety of issues relevant for the whole community and organisational system. The basic actions to be taken into consideration in the process of setting up a Gender Equality Plan include:

- **Get inspiration** from measures implemented by other organisations, but make sure to adapt these measures considering the specificities of your own context.
- **Define SMART objectives and measures** for your Gender Equality Plan (i.e. Specific, Measurable, Attainable, Realistic and Time-related).
- **Define the timeframe** of the Gender Equality Plan, **as well as a realistic timeline for its implementation**. Do not forget to establish specific monitoring periods to report on the progress achieved.
- **Promote the participation of actors of all levels** when defining measures and actions of the Gender Equality Plan. A participatory approach will help define meaningful measures to the actors involved and will enhance their willingness to implement the measures in the Gender Equality Plan.
- **Identify and utilise existing resources** when planning the measures. Building on existing resources has the advantage of promoting the institutionalisation of gender-sensitive and/or gender-specific procedures or activities.
- **Agree on clear staff responsibilities for each measure**. The Gender Equality Plan should clearly indicate 'who is responsible for what and when'.
- **Build alliances**. The measures in a Gender Equality Plan will not deliver or be achieved unless the Plan is supported by stakeholders at all levels. Take time to explain what the Gender Equality Plan implies for all targeted stakeholders. These efforts need to be continued throughout the implementation of the Gender Equality Plan.
- **Think about sustainability**. The resources to promote gender equality through institutional change are not unlimited and neither is the duration of your Gender Equality Plan. To ensure the sustainability of gender equality actions, it is important to embed practices in the normal routines, policies and procedures of the organisation.

4.

Step 4: Implementing a Gender Equality Plan

Having set up the Gender Equality Plan, it is time to start implementing it:

- **Put the measures of the Gender Equality Plan in motion** according to the defined timeline.
- **Try to embed and institutionalise as many measures/actions as possible** in order to ensure their sustainability.
- **Organise regular meetings** with the team responsible for the implementation of the Gender Equality Plan. These meetings are not only important to design and plan activities in a participatory way, but also to discuss the progress, main achievements and aspects that can be improved. The regular meetings will also help to identify any possible challenges or problems and act upon them.
- **Plan meetings with senior management and leadership, human resources staff, and/or other co-workers you consider relevant**. This will help create ownership of the Gender Equality Plan, motivate the staff involved, strengthen the potential of the Plan, and maximise the impact of the Plan's actions.
- **Continue engaging stakeholders** on an on-going basis and do not forget to keep in touch with stakeholders you engaged in a previous phase.
- **Give visibility to the Gender Equality Plan**. Inform your institution about the existence of the Gender Equality Plan. Use different channels and routes to communicate the Plan, its main areas of interventions, timeframe and achievements.
- **Be aware that adaptations to the Plan may be needed**. A Gender Equality Plan is not static or immutable. Several circumstances may require modifications or amendments to the Plan. Discuss with the implementation team and with senior management and leadership whether and how the Plan can be adapted.
- **Seek to understand why some measures are not being (fully) implemented** and make adjustments as needed. Keep up-to-date with innovative actions in other institutions.
- **Be prepared to face obstacles or resistances** when implementing some measures and act upon them.



Step 5: Monitoring progress and evaluating a Gender Equality Plan

Monitoring and evaluation instruments support effective actions and accountability. Establish indicators, targets and follow-up instruments, while also allocating resources, to assess actions and to enhance the knowledge about on-going implementation. Gender expertise (possibly external) may need to be considered in monitoring and evaluation processes, potentially along with other expertise on change dynamics or other specific issues tackled by the Gender Equality Plan.

Monitoring is crucial to:

- Enable seeing where and how actions are being implemented.
- Help identify and address potential sources of resistance to change.
- Indicate whether a transformative dynamic exists.

Indicators should be implementation-oriented, and adapted to the purposes of the action. Monitoring does not mean looking only at figures and data; other underlying, qualitative aspects also need to be considered.

Evaluation is key to sustainability and further enhancement because it:

- Provides evidence of actual changes or lack thereof.
- Highlights the positive dynamics and opportunities brought by gender mainstreaming strategies.
- Is an opportunity to enhance the support to gender equality policies.
- Paves the way for future, even more resolute actions, and offers a valuable knowledge for their design.

Transforming complex organisations, challenging processes, routines and power relations among staff takes time. Attention must be paid to short-term and mid-term milestones and potential achievements as well. A thorough, context-sensitive and mixed evaluation approach helps your strategy to make a substantial difference.

Examples of quantitative indicators

Quantitative indicators are relevant whenever they are adapted to the expected results of the planned actions. Quantitative indicators most often include:

- the number of female and male candidates for positions.
- the number of women and men in selection panels (for recruitment and promotion).
- horizontal sex segregation in respective categories of occupation.
- the number of male and female individuals targeted and reached by gender awareness-raising or planned training actions.
- gender ratios in accessing research grants (and other resources, e.g. laboratory spaces or personnel).
- the gender pay gap among different categories of staff, including researchers.

Examples of qualitative indicators

Qualitative indicators can contribute to a better understanding of the process of change. They may bring evidence of change and that gender equality and awareness are gaining ground. Qualitative indicators have also a stronger learning potential. They support self-reflexivity and may provide indications for a continuous enhancement of the implemented actions. The following dimensions can be considered when defining/assessing qualitative indicators:

- The uptake of the gender equality objectives set by the Gender Equality Plan by different categories of stakeholders.
- The actual transformation towards greater gender-sensitivity of both formal and informal practices as an effect of implemented actions, notably in the areas of human resources management, decision-making, evaluation and governance.



6.

Step 6. What comes after the Gender Equality Plan?

A Gender Equality Plan will conclude at some point in time. However, this is not 'the end' towards promoting gender equality. A new cycle should start. It is likely that the sustainability of some measures and procedures is already ensured, whereas others may still require further action, or new areas of attention may have been identified. This is the point where a decision needs to be made on how to continue the efforts undertaken so far and what any new Gender Equality Plan should address.



Want to know more?

Visit GEAR, EIGE's online tool about Gender Equality in Academia and Research:
www.eige.europa.eu/gender-mainstreaming/tools-methods/GEAR



ABOUT EIGE

The European Institute for Gender Equality (EIGE) is the EU knowledge centre on gender equality. EIGE supports policy-makers and all relevant institutions in their efforts to make equality between women and men a reality for all Europeans and beyond by providing them with specific expertise and comparable and reliable data on gender equality in Europe. More information: <http://www.eige.europa.eu>

The information gathered in this roadmap originates from a project focusing on the integration of gender equality into research and higher education institutions developed in cooperation with the European Commission, Directorate-General Research and Innovation. This project ran from July 2015 until October 2016. The legal and policy framework and other stimulatory initiatives promoting gender equality in research were mapped out in the 28 EU Member States. Based on national initiatives and projects funded by the EU Framework Programmes for Research and Technological Development, and in consultation with experts and stakeholders, an online tool was developed to assist research and higher education institutions in setting up, implementing, monitoring and evaluating gender equality plans. The most important tips of the step-by-step guide available in the online tool have been summarised in this roadmap.



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APPENDIX 2

A- General

DO SPECIFIC EQUALITY STRUCTURES EXIST BY LAW OR AS A POLICY?						
Country	No	Yes, law	Yes, policy	If yes, please specify	Comments (e.g., already implemented/ under way, etc.) +	Link to the relevant legislation
DE		X		For Universities (of applied science): 16 Higher Education Laws, 16 Gender Equality Laws, for national institutions & research organisations: BGleiG, AV-Glei, for all types of institutions: AGG		http://www.antidiskriminierungsstelle.de/EN/Home/home_node.html
EE		X		Gender Equality and Equal Treatment Commissioner		https://www.riigiteataja.ee/en/eli/503052017002/consolide%20-%20the%20Equal%20Treatment%20act%20(in%20English)
FI		X		National gender equality bodies: 1) The Ombudsman for Equality is an independent authority whose main duty is to supervise compliance with the Act on Equality between Women and Men. 2) The Gender Equality Unit of the Ministry of Social Affairs (TASY) is responsible of coordinating gender mainstreaming in the government, according to the current parliament's gender equality strategy. 3) The Council for Gender Equality (TANE) is a parliamentary council, which works to promote gender equality in the society.	Of these national equality bodies, mainly the first one (The Ombudsman for Equality) is relevant for implementation of GEPs in higher education.	The Ombudsman for Equality is regulated by the law: Act on the Ombudsman for Equality (Finlex), Act on Equality between Women and Men (Finlex), Act on the Equality Committee (Finlex)

LT			X	<p>As policy needed for laws implementation</p> <p>The laws: Constitution, The Law on Equal Opportunities for Women and Men, The Law on Equal Treatment, The Labour Code</p> <p>The Structures: Equal Opportunities Ombudsman's Office, Division of Women and Men Equality within the Ministry of Social Security and Labor and Interministerial Commission of Equal Opportunities for Women and Men.</p>	<p>Already existing.</p> <p>Recommendation: On different stages of implementation of GEPs in the research organization when meeting resistance it is recommended as an argument apply to the existing laws.</p>	<p>https://www.e-tar.lt/portal/lt/legalAct/TAR.47BB952431DA/bHVIIKqQy</p>
SE		X	X	<p>Equality Ombudsman, but not a specified gender equality ombudsman. Sweden merged all the ombudsmen into one ombudsman on 1 January 2009.</p>	<p>A new Equality Authority will begin operations on 1 January 2018. Currently a committee is working on the formation of this new agency, which will be charged with follow-up, analysis, coordination and support in the area of gender equality policy.</p> <p>http://www.sou.gov.se/jamstalldhetsmyndighet/</p>	

PARENTAL LEAVE PROVISION AND ALLOWANCE

Country	No	Yes, law	Yes, policy	If yes, please specify	Comments (e.g., already implemented/ under way, etc.) +	Link to the relevant legislation
DE		X		Yes, the BEEG (Law on parental allowance & leave) regulates that as an employee and parent or grandparent of a child that lives in your household, you are entitled to parental leave until the child's turns 3, part of it (24 months) can be taken until the child is 8. You are not obliged to work during this period. Your job remains open to you and your contract cannot be terminated by your employer.	The law has a broad understanding of family and caretakers: family leave can be taken by grandparents & other adults also who are step-parents or adults living in a civil partnership with the parent, parental allowance regulations also apply to this group	Information in English: https://www.bmfsfj.de/bmfsfj/meta/en/en/families BEEG: https://www.gesetze-im-internet.de/beeg/
EE		X		The Employment Contracts. Act sets forth the following types of parental leave: 1) pregnancy and maternity leave of 140 calendar days – 100 per cent of the person's average income per calendar day paid by the health insurance fund; 2) paternity leave of 10 working days – compensated on the basis of his average wages but no more than three times the average gross monthly salary in Estonia.	The government is currently working on the amendments to the Family Benefits Act. Among other things, the amendments should lengthen the paternity leave and improve the possibilities to work part-time during the parental leave and to share the parental leave between parents.	https://www.riigiteataja.ee/en/eli/521062017014/consolide - the Employment Contracts Act (in English); https://www.riigiteataja.ee/en/eli/526062017002/consolide - the Health Insurance Act (in English); https://www.riigiteataja.ee/en/eli/521062017011/consolide - the Family Benefits Act (in English)
FI		X		Parental leaves till child is 9 months old, based on previous earnings (minimum about 500€/month if no previous earnings, no maximum but progressively less in	Although parental leaves are regulated by the law, some employers might punish / put pressure particularly on men who use their	Employment Contracts Act (Finlex)

			<p>comparison to previous earnings). Parental leaves can be divided in the following way between two parents: 4 months for mother, 1 month for father, 5 months can be either for mother or father. In addition, a father can use 3 weeks parental leave at the same time with mother: the whole family can stay home together for this period. Leaves for “fathers” can be used also by mother’s female partner, if both are legally parents for the child (by two women who are married to each other and have a child together). Lone fathers and married male couples do not get parental leaves. After using the parental leaves, there is a possibility to apply for home care allowance, up to the time when the child is 3 years old. This money is not based on earlier earnings, if there is only one child the allowance is 338,34€/month. Many municipalities pay few hundred euros extra because it is cheaper for them than organizing day care. Mother’s allowance: Mother’s allowance is a box of clothing and equipment for the newborn baby that all mothers can apply to (not available for fathers). Child benefit: paid for all children under 17 years old. For the first child, this benefit is 94,88€/month.</p>	<p>legal rights for parental leaves. This can be relevant to address in GEPs. Women experience discrimination based on pregnancy, particularly if they have fixed contracts. This could also be addressed in GEPs. GEPs can also be used in promoting family friendliness in higher education and research in many ways (I mean also beyond the period of having small kids).</p>	
LT	X		<p>Duration of the paternal leave depends on choice of parents (1 or 2 years); The payment depends on chosen period. For</p>	<p>The Law of Social Security for Disease and Maternity</p>	<p>https://www.e-tar.it/portal/lt/legalAct/TAR.068516AF734B/HvtnYORDYS</p>

			<p>example, the amount of child care benefit until the child reaches the age of one year is 100 percent. When it is chosen to receive a child care allowance until the child reaches the age of 2 years, the amount of this payment until the child will be one year will be 70 per cent, and before the child will be 2 years old - 40 per cent of the recipient's compensated earnings.</p>		
SE	X		<p>E.g. duration, payment, differences between paternity and maternity leave</p>	<p>Summary Parental (maternal and paternal) Leave Maternity leave. "Full leave of absence if you are a working mother in connection with the birth of a child. You are entitled to a continuous period of at least seven weeks before the estimated delivery date and seven weeks after the child is born. You do not need to draw parental benefits to be on maternity leave." Children under the age of 18 months 'You (mothers and fathers should share the leave) are entitled to be on full leave of absence from work if you have a child under the age of 18 months.</p>	<p>http://rkrattsbaser.gov.se/sfst?bet=1995:584</p>

CHILD-CARE PROVISIONS

Country	No	Yes, law	Yes, policy	If yes, please specify	Comments (e.g., already implemented/ under way, etc.) +	Link to the relevant legislation
DE		X		SGB 8: All 3- to 6-year-old children have a right to a kindergarten place. From 2013 onwards this right is extended to include children under three.		http://www.gesetze-im-internet.de/sgb_8/BJNR111630990.html#BJNR111630990BJNG000506140
EE		X		The Employment Contracts Act sets forth the following types of child-care leave: 1) child-care leave for either a mother or a father, a guardian or a person with whom a foster care agreement has been entered into until the child reaches the age of three years – a person has a right to receive parental benefit as described above and a child care allowance in the amount of 38.36 euros per month. 2) child leave for either a mother or a father, a guardian or a person with whom a foster care agreement has been entered into for 3 working days in case of one or two children under 14 years of age or for 6 working days in case of at least three children under 14 years of age or at least one child under three years of age in each calendar year – paid by the employer on the basis of the minimum wage established by the Government of the Republic and remunerated by the state; 3) child leave for either a mother or a father, a guardian or a	The government is currently working on the amendments to the Family Benefits Act. Among other things, the amendments should lengthen the paternity leave and improve the possibilities to work part-time during the parental leave and to share the parental leave between parents.	https://www.riigiteataja.ee/en/eli/521062017014/consolide%20-%20the%20Employment%20Contracts%20Act%20%28in%20English%29

			<p>person with whom a foster care agreement has been entered into of a disabled child for 1 working day per month until the child reaches the age of 18 years - paid by the employer on the basis of the minimum wage established by the Government of the Republic and remunerated by the state; 4) child leave without pay for a mother and a father, a guardian or a person with whom a foster care agreement has been entered into raising a child of up to 14 years of age or a disabled child of up to 18 years of age has the right to child for up to 10 working days every calendar year.</p>		
FI			<p>Municipalities offer inexpensive day care for children 9 months – 7 years (plus preschool for children 6 -7 years old). The payment is based on parent’s earnings and varies between 0 – 354 €/month in public child care.</p>		
LT		X	<p>There are existing yet well developed during Soviet Union times child-care system. Now it is expanded involving the privat children gardens</p>	<p>Existing yet. It is recommended to take attention on the points is the system of child-care is convenient, and customized to the needs of young researchers working in marine science.</p>	
SE	X			<p>Children (all children, no selection with respect to sex, nationality etc.) have the right to attend preschool from age one if their parents work or</p>	<p>Regulation in Swedish http://www.riksdagen.se/sv/dokument-lagar/dokument/svensk-</p>

study, or in individual cases if necessitated by the family situation in general.

[forfattningssamling/skollag-2010800_sfs-2010-800](https://www.skolverket.se/om-skolverket/publikationer/visa-enskild-publikation?_xurl=http%3A%2F%2Fwww5.skolverket.se%2Fwtpub%2Fws%2Fskolbok%2Fwtpubext%2Ftrycksak%2Fblob%2Fpdf2704.pdf%3Fk%3D2704)

Curriculum for preschool.
Revised 2016

https://www.skolverket.se/om-skolverket/publikationer/visa-enskild-publikation?_xurl=http%3A%2F%2Fwww5.skolverket.se%2Fwtpub%2Fws%2Fskolbok%2Fwtpubext%2Ftrycksak%2Fblob%2Fpdf2704.pdf%3Fk%3D2704

Preschools should avoid reinforcing gender differences. “The preschool should counteract traditional gender patterns and gender roles. Girls and boys in the pre-school should have the same opportunities to develop and explore their abilities and interests without having limitations imposed by stereotyped gender roles.”

B- Special regulations/laws/policies

ARE GEPS COMPULSORY BY LAW?

Country	No	Yes, law	Yes, policy	If yes, please specify	Comments (e.g., already implemented/ under way, etc.) +	Link to the relevant legislation
DE		X		Yes, except for M-V		https://www.gesis.org/cews/unser-angebot/informationsangebote/gleichstellungsrecht/
EE	X					
FI		X		1. GEP for improving gender equality in teaching and education, from students' perspective (5 §; 5 a §) 2. GEP for improving gender equality from staff members' perspective (6 §; 6 a §)	Recommendations in the report	Act on Equality between Women and Men (Finlex)
LT		X		The Labour Code states that "An employer with an average number of employees of more than fifty must adopt and publish, in the usual way in the workplace, measures implementing the principles of equal opportunities policy implementation and enforcement	The law started to act just now (From 1st of July 2017). It is highly recommended to apply to the law for implementation GEPs in marine science related departments	https://www.e-tar.lt/portal/lt/legalAct/f6d686707e7011e6b969d7ae07280e89
SE		X	X	Discrimination Act (Diskrimineringslagen)	Law: Since 1 January 2017, "gender equality" is equivalent to the other discrimination grounds: "sex, transgender identity or expression, ethnicity, religion or other belief, disability, sexual orientation or age." Policy: The purpose of gender equality is to ensure that everyone enjoys the same opportunities, rights and obligations in all areas of life.	Law: http://www.riksdagen.se/sv/dokument-lagar/dokument/svensk-forfattningssamling/diskrimineringslag-2008567_sfs-2008-567 There is no English version of the current statute. https://sweden.se/society/gender-equality-in-sweden/

IF COMPULSORY BY LAW ARE THERE ANY A. INCENTIVES B. SANCTIONS?

Country	No	Yes, law	Yes, policy	If yes, please specify	Comments (e.g., already implemented/ under way, etc.) +	Link to the relevant legislation
DE	X				Sanctions are rare, if a GEP is not set up, one Bundesland requires, that all procedures to	
EE						
FI		X		a) legislation and guidance b) yes, according to the law, there is a sanction (however, this has never been applied)		Act on Equality between Women and Men (Finlex)
LT	X					
SE		X		Financial penalty		

DOES A “GENDER QUOTA” IN HIGHER EDUCATION OR RESEARCH INSTITUTIONS EXIST?

Country	No	Yes, law	Yes, policy	If yes, please specify	Comments (e.g., already implemented/ under way, etc.) +	Link to the relevant legislation
DE		X		There are 2 types of quotas: Target quota (only in the NRW law) and “decision quotas” that are included in almost all the gender equality laws on a federal level.		
EE	X					
FI	X				GEPs or other university specific policies can include quotas (for board members, etc.)	
LT	X					
SE	X			E.g. proportion of the underrepresented sex	Quotas in workplaces and educational institutions are against EU regulations. There are some examples of quotas in the political realm, e.g. political parties who suggest giving one of every two posts to a woman.	

ARE THERE ANY SPECIAL REQUIREMENTS (LAWS, POLICIES) FOR GEP'S?

Country	No	Yes, law	Yes, policy	If yes, please specify	Comments (e.g., already implemented/ under way, etc.) +	Link to the relevant legislation
DE						
EE	X					
FI		X		1.GEP for improving gender equality in teaching and education, from students' perspective (5 §; 5 a §) 2. GEP for improving gender equality from staff members' perspective (6 §; 6 a §)	Specific requirements and recommendations in the report	Act on Equality between Women and Men (Finlex)
LT	X					
SE		X		Discrimination Act		

WHAT IS YOUR NATIONAL GOAL OF GENDER EQUALITY? WHAT IS THE EMPHASIS ACROSS THE DIFFERENT STRATEGIES? (IS THERE RECOGNITION OF OTHER CATEGORIES OF INEQUALITY INTERSECTING WITH GENDER?)

DE	<p>Germany's Basic Law (Grundgesetz) states that women and men are equal and that the state has to promote real gender equality. So existing inequalities in reality have to change – by ensuring equal pay for equal work and by affording women equal access to leadership positions. Gender based violence is a human rights violation and both a consequence and a cause of gender inequality. This is why domestic and sexual violence, human trafficking and the sexual exploitation must be combated. https://www.bmfsfj.de/bmfsfj/meta/en/en/equality-policy/112086 Other categories in the AGG: race, ethnic origin, religion or belief, disability, age or sexual orientation, there is a regulation on unequal treatment on several grounds but not the case of unequal treatment because of the interaction of 2 or more categories.</p>
EE	<p>According to § 1(1) of the Gender Equality Act, the purpose of the act is to ensure equal treatment of men and women as provided for in the Constitution of the Republic of Estonia and to promote equality of men and women as a fundamental human right and for the public good in all areas of social life. In addition, the Equal Treatment Act (§ 1(1)) is aimed to ensure the protection of persons against discrimination on grounds of nationality (ethnic origin), race, color, religion or other beliefs, age, disability or sexual orientation.</p>
FI	<p>There is no one national goal for gender equality. Different goals can be read from different policies and laws. The emphasis in many of the laws and policies seems to be in promoting gender equality in working life and education. In addition, they prohibit gender based discrimination in services, etc. Some policies recognize intersectionalities but not very systematically. There is a separate law for other categories of inequality. In practice, equality plans can combine these two plans (a GEP and a diversity plan), and recognize also intersectionalities.</p>
LT	<p>Lithuania gained independence in 1991 and joined the European Union in 2004. The transition period was very complicated because it had to solve a lot of political and economic problems. Thus gender equality problem in research in Lithuania was not among the most important ones. Now the first steps are done- the legal framework of laws and mechanisms/structures for implementation are established. Thus Lithuania now is ready to start gender equality implementation in research in the frame of starting modernization of research organizations. The goals will be set and strategies will be developed in the nearest future. Thus EC projects devoted to gender equality implementation in research organizations are very important for Lithuania as well as all other Eastern European countries.</p>
SE	<p>With regards to its gender equality objective, the Government is pursuing six sub-goals: Gender equal division of power and influence. Women and men are to have the same rights and opportunities to be active citizens and to shape the conditions for decision-making. Economic gender equality. Women and men must have the same opportunities and conditions as regards paid work which gives economic independence throughout life. Gender equal education. Women and men, girls and boys must have the same opportunities and conditions with regard to education, study options and personal development. Equal distribution of unpaid housework and provision of care. Women and men must have the same responsibility for housework and have the opportunity to give and receive care on equal terms. Gender equal health. Women and men, girls and boys must have the same conditions for good health and be offered care on equal terms. Men's violence against women must stop. Women and men, girls and boys, must have the same right and access to physical integrity.</p>

MISCELLANEOUS

Country	Comments
DE	None
EE	None
FI	None
LT	When reporting to the European Commission on the results obtained by project it is recommended to stress the influence of legal framework.
SE	There are a variety of policies documents aimed at equality in general and gender equality in particular. It is almost impossible to list them all.

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