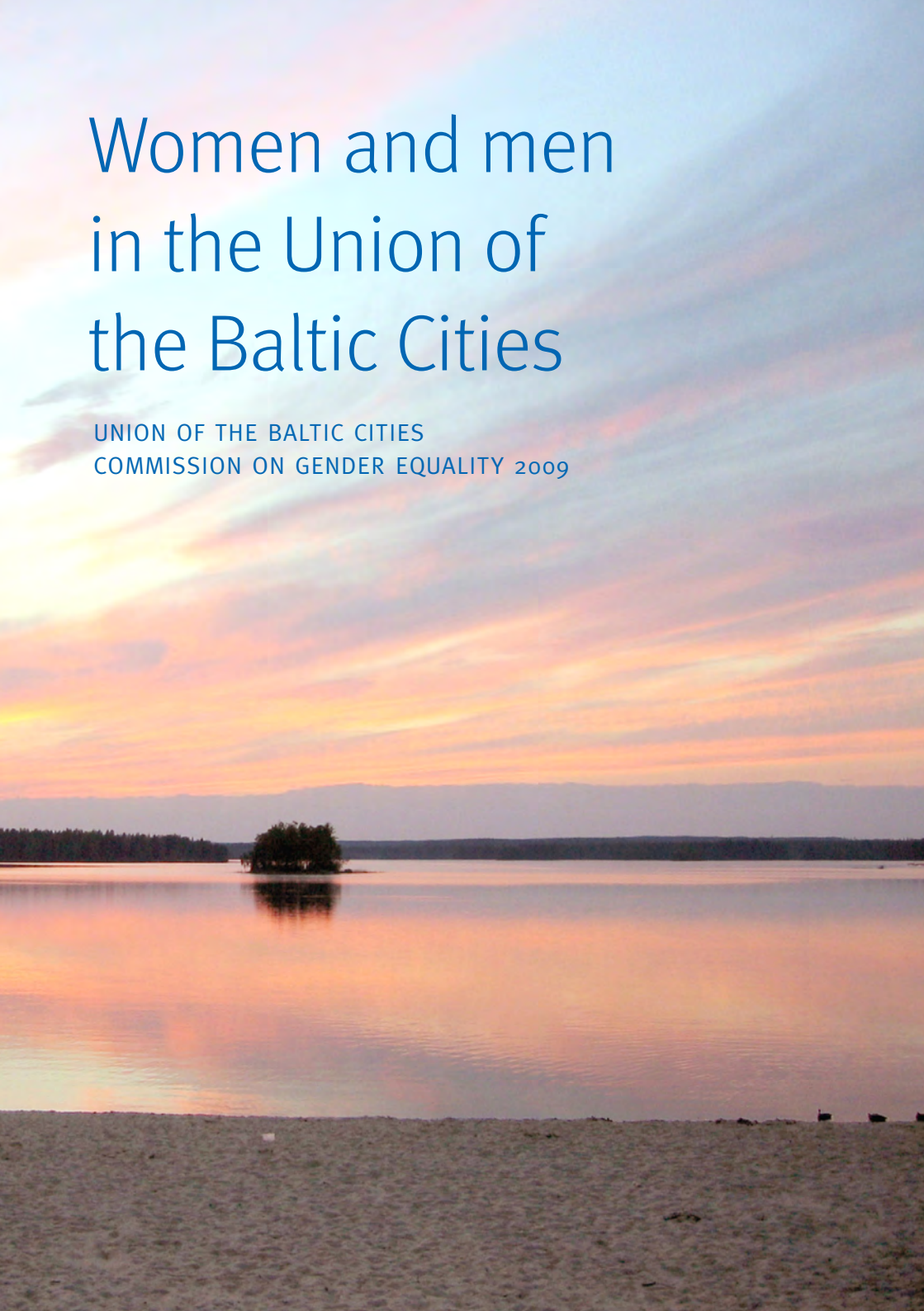


Women and men in the Union of the Baltic Cities

UNION OF THE BALTIC CITIES
COMMISSION ON GENDER EQUALITY 2009



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Preface

Dear members of the Union of the Baltic Cities,

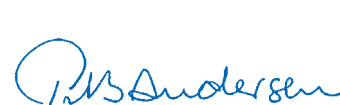
This report is intended as a tool to promote gender equality. It pulls together evidence that point to the need for action to improve the status of women. It highlights how local authorities can promote gender equality by integrating the gender perspective into the development of services and infrastructure. The report is produced by the UBC Commission on gender equality and this project has been financed by the UBC, the Baltic Sea unit of Swedish International Development Cooperation Agency (SIDA) and by the City of Umeå.

Social change has happened and is in progress. There are encouraging examples of the will to achieve a gender equal society. Practical experience shows what really works and points to future possibilities. It is important to recognize that the work to achieve gender equality can be improved but it is also important to disseminate knowledge about the good work which is being done and that others could learn from.

Capacity building is a major challenge but necessary for implementing the three dimensions of sustainable development – environmental protection, social progress and economic growth. Gender equality is an essential part of sustainable development; we can not achieve sustainability without social justice. Gender equality is a fundamental link to build safe, democratic and prosperous cities.

Local authorities play a key role in the work for gender equality because of their closeness to the citizens. Both women and men can take part in this work and both women and men will benefit from a gender equal society.

If we are to create and sustain a region in which equality between women and men is a reality, we need creative thinking, innovative ideas and the capacity to implement them. What matters is to change things for the better. Sustainable development is successful when lasting change is achieved. The Union of the Baltic Cities can be a useful tool for cooperation and implementation in our work to reach the goal of gender equality.



Mr Per Bødker Andersen
President of the UBC



Mrs Marie-Louise Rönmark
1st Vice President of the UBC

August, 2009



Photo: Dmitri Bychkov

UBC Commission on Gender Equality

The commission is established in 2007 and the city of Umeå, in the northern region of Sweden, is secretariat for the Commission. The goal of the commission is to create action for gender equality around the Baltic Sea and within the Union of the Baltic Cities. The UBC Commission on Gender Equality is a way to promote and support a gender perspective and work on gender equality.

Goals and aims

The scope of the work to promote gender equality in the UBC countries is broad, and it is not possible to focus equally on all areas at all times. The UBC Commission on Gender Equality has prioritised three primary areas of work towards gender equality:

- Issues of the labour market
- Social planning, urban planning and planning work
- Combating prostitution and human trafficking

The focus areas are of great importance for the development of our region and for the well-being of the citizens of the UBC-area. An equal labour market, social planning including all citizens and to eradicate prostitution and trafficking, will give our citizens a better quality of life, and our towns and regions can become hopeful and prosperous centres in the Baltic Sea area.

Tools for change

The commission will advance towards its goals by:

- Awareness-raising within the field of gender equality
- Promoting that a gender perspective is integrated into activities of the UBC
- Channelling information and contacts of the member cities
- Arranging seminars and meetings
- Promoting projects within the area

Gender Equality

Gender equality means that power and influence is divided equally between women and men and that both women and men share the same rights, obligations, opportunities and outcomes in all spheres of life. Gender equality also means that women and men should be able to live free from gender related violence. In a gender-equal society, both women and men contribute their skills and resources equally and women and men participate equally in all areas of public and private life through a full and equal division in economic, social, cultural and political decision-making. Gender equality means that women and men should be equal in:

- Decision making: Equal participation of women and men in the decision-making is necessary for democracy as women and men each constitute half of the voters, and it is also important to make decisions that meet the needs of both women and men. As women and men have different living conditions and experiences, it is important that they participate in politics on equal conditions and that their interests and experiences are equally reflected and acknowledged in all policy areas and levels of the decision making process.
- The labour market: Women and men should participate in the labour market on equal terms and receive equal pay for equal work and work of equal value. Women and men should have the same chance to become financially independent. Women and men should have the same chance to choose the education they want and to have a career.
- Sharing family responsibilities: The economic contribution of women and men is equally important for the society and the welfare of its citizens. Aiming to ensure high employment rates of women and men and improve the quality of life, authorities can provide social services for families, such as extensive high quality child care. Women and men should also have equal conditions to be able to take care of their families while staying active in the labour market.

Gender mainstreaming

In line with international developments, the strategy in the UBC today also encompasses the promotion of gender mainstreaming. Adopted by the world community at the UN Fourth World Conference on Women in 1995, gender mainstreaming means integrating a gender perspective into all areas and at all levels of decision-making and management of the societies. It means to systematically work for an equal distribution of power, resources and opportunities between women and men. The European Union and national governments within the EU have adopted the gender mainstreaming strategy.

3R

The 3R-method is a mapping and analytical tool used for gender-sensitive data analysis. It is a useful tool in analyzing the distribution of power, resources and opportunities between women and men. The method can be used to systematically gain knowledge about women's and men's conditions in an organisation. The 3R Method was developed by Gertrud Åström and the Swedish Association of Local Authorities. The main purpose of the method is to study the influence of women and men on organisations, their involvement in local authorities as well as current norms and routines.

The method is based on quantitative data, e.g. the number of women and men in an organisation, but also incorporates a qualitative analysis of the current organisational situation from a gender perspective.

The 3R -method highlights:

Representation: the representation of gender among decision-makers, service providers and users/recipients.

Resources: the allocation of resources to women and men as users/recipients and allocation of internal resources.

Rights: the discussion of rights involved in the status of gender equality in the company or activity, to clarify the picture provided by the mapping of representation and allocation of resources.

The 3R method involves a mapping phase and an analysis and discussion phase, and these lead to an action phase.

Chart of the 3R-method

Mapping phase: Compilation and systematisation of numerical information about the activity or organisation in relation to gender.

R1 – representation

How many women and how many men take decisions, or are responsible for, the allocation of resources? How many women and how many men benefit from the service or activity?

Examples of constructive questions:

- Who decides?
- Who speaks the most?
- Who is given specific tasks?

R2 – resources

What proportion of the resources is allocated to women and what proportion to men?

Examples of constructive questions:

- Who is in charge of the funds?
- Who is given time?
- What is prioritised?

Analysis phase: Interpretation of the information from the mapping phase.

R3 – rights

What questions does the analysis raise about the allocation of resources?

Examples of constructive questions:

- What is the concept of the organisation?
- Whose values take precedence?
- Who has the highest status?

Action phase: This is where the real work begins – finding new routines for the organisation that challenges the distribution of power, resources and opportunities.

This edited version of a chart developed by The Nordic Council of Ministers (Copenhagen 2005) is a summary of the 3 R-method.





Photo: Aurora Moberg

Examples of check questions for your gender equality work

- How many participants/politicians are women and how many are men?
- How are the tasks distributed between women and men?
- How are working hours divided between women and men?
- How are the interests of women and men respectively monitored and evaluated?
- Who is leading the work? How many are women? How many are men?
- Who has access to, and control of, resources? Who has access to, and control of, benefits?
- How will equality measures and methods be accounted for and who is responsible?
- Have both women's and men's interests been considered in defining objectives? Have both women and men participated in setting these objectives?
- Without any proactive gender equality work, is it likely that the work will be gender balanced?
- Do women and men participate on equal terms? What are the constraints that might prevent women or men from equal participation in the project? Are there constraints that might affect women's or men's access to opportunities, resources, and decision-making?
- Are there action plans in place concerning discrimination or sexual harassment?

International policies for gender equality

The European Commission Roadmap for Equality between Women and Men 2006-2010

The European Commission Roadmap for Equality between Women and Men 2006-2010, adopted in March 2006, sets out six main goals for gender equality work within the EU:

- Equal economic independence for women and men
- Reconciliation of private and professional life
- Equal representation in decision-making
- Eradication of all forms of gender-based violence
- Elimination of gender stereotypes
- Promotion of gender equality in external and development policies

For each area, it identifies priority objectives and actions. There will be a follow-up proposal in 2010. There is a Committee on Women's Rights and Gender Equality for the Roadmap for equality between women and men 2006-2010.

The European Charter for Equality of Women and Men in Local Life

The European Charter for Equality of Women and Men in Local Life was launched in May 2006 by the Council of European Municipalities and Regions. It is addressed to the local and regional governments of Europe to make a formal public commitment to the principle of equality of women and men, and to implement the commitments set out within the Charter. The declaration consists of a short introduction followed by 6 principles and guidance for how to implement the declaration. The principles are:

- Equality of women and men constitutes a fundamental right
- To ensure the equality of women and men, multiple discrimination and disadvantage must be addressed
- The balanced participation of women and men in decision making is a prerequisite of a democratic society
- The elimination of gender stereotypes is fundamental to achieving equality of women and men
- Integrating the gender perspective into all activities of local and regional government is necessary to advance equality of women and men
- Properly resourced action plans and programmes are necessary tools to advance equality of women and men

These principles constitute the foundation of 30 articles¹ set out to promote and implement gender equality.

European Institute for Gender Equality

A European Institute for Gender Equality is to be placed in Vilnius and will open during 2009. The institute will support the EU institutions and member states in promoting equality between women and men and combating sex discrimination. The institute will gather, analyse and disseminate reliable and comparable research data and information and work to raise awareness of gender equality and gender mainstreaming.

¹The articles and information on how to sign the declaration is in appendix 2.

Some milestones in the movement for gender equality

1945 The Charter of the United Nations was the first international agreement to affirm the principle of equality between women and men.

1957 The treaty of Rome establishes that gender equality in all areas of life is a fundamental right and value of the European Union.

1967 The Declaration on the Elimination of Discrimination against Women is a human rights proclamation adopted by the United Nations General Assembly, outlining that organisations views on women's rights.

1975 was declared as International women's year by the United Nations. It was followed by United Nations decade for women 1976-1985.

1979 The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) is an international convention adopted by the United Nations General Assembly. Described as an international bill of rights for women, it came into force on 3 September 1981.

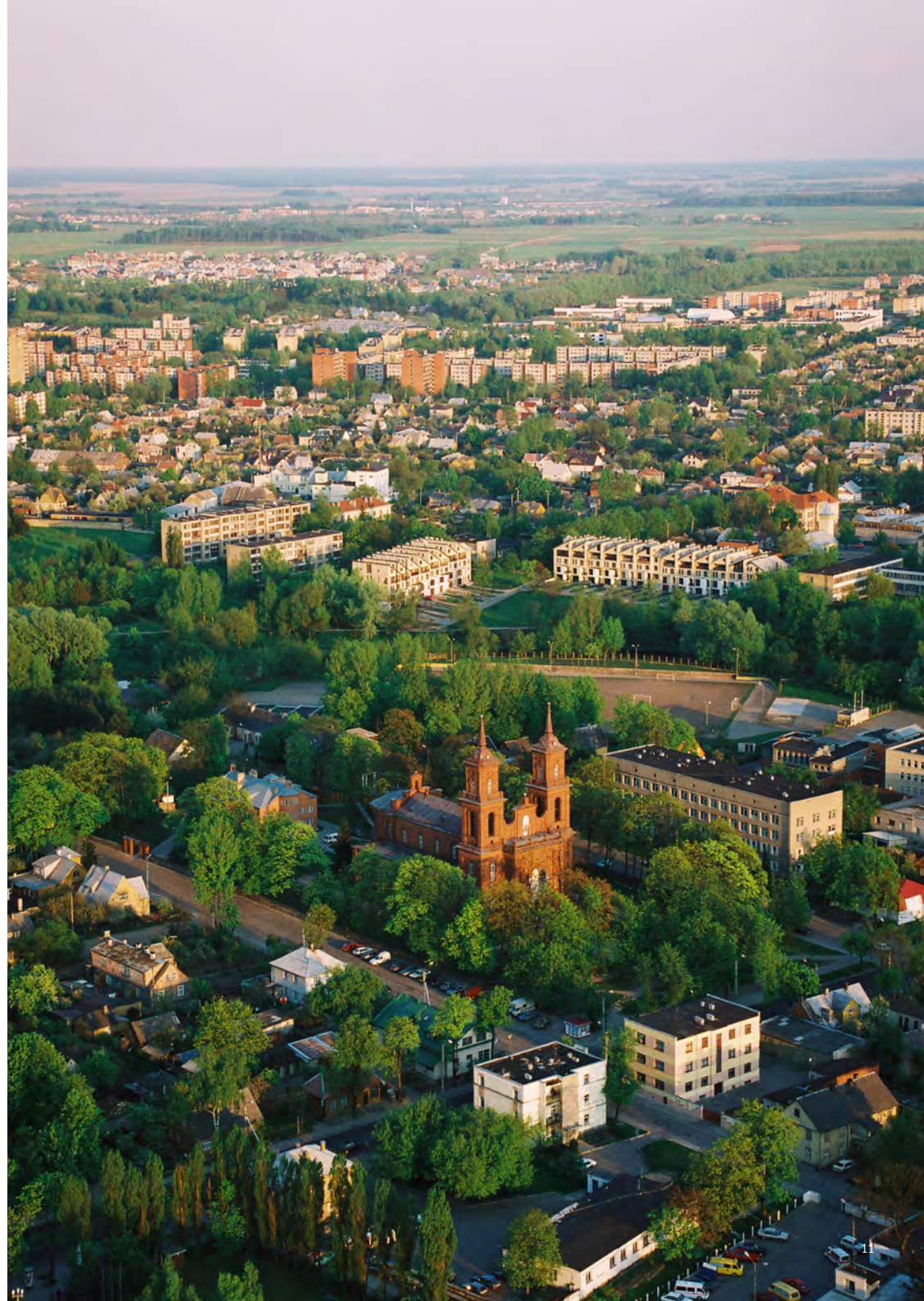
1993 The Declaration on the Elimination of Violence against Women is adopted by the United Nations General Assembly.

1995 The Fourth World Conference on Women in Beijing. The Beijing Declaration and Platform for Action were adopted. The declaration establishes that a gender perspective in all policy areas at all levels must be implemented.

2000 United Nations special session on "Women 2000: Gender equality, development and peace for the twenty-first century".

2006 The Council of European Municipalities and Regions launched a European charter for equality of women and men in local life. This charter is addressed to the local and regional governments of Europe, who are invited to sign it, to make a formal public commitment to the principle of equality of women and men, and to implement, within their territory, the commitments set out within the Charter.

2006 The European Commission Roadmap for Equality between Women and Men 2006-2010, was adopted. It sets out the goals for gender equality work within the EU.



Politics and power

Equal participation of women and men in the decision-making is necessary for democracy as women and men each constitute half of the voters, and it is also important to make decisions that meet the needs of both women and men. As women and men have different living conditions and experiences, it is important that they participate in politics on equal conditions and that their interests and needs are equally reflected and acknowledged in all policy areas and levels of the decision making process.

Quantitative gender equality means equal appointment between women and men in all areas of society. Qualitative gender equality means that the knowledge and experience of both women and men are taken into consideration in the development of all areas of society.

Economic decision-making

Less than 1/3 of all leader of business in the UBC-area are women and approximately 1/3 of legislators, senior officials and managers in the UBC-area are women. The average number of women in the decision-making bodies of the largest companies in the UBC-area is 18 percent. The average number of women in presidential positions in the company boards is 10 percent.

Women and men as leader of business 2008

	WOMEN (%)	MEN (%)
Denmark	26	74
Estonia	26	74
Finland	20	80
Germany	29	71
Latvia	38	62
Lithuania	33	67
Norway	21	79
Poland	36	64
Sweden	27	73

Source: European Commission, Data base: Decision making in the political domain. Note: The UBC-area except for Russia.

Legislators, senior officials and managers 2006

	WOMEN (%)	MEN (%)
Denmark	25	75
Estonia	35	65
Finland	28	72
Germany	35	65
Latvia	42	58
Lithuania	42	58
Norway	29	71
Poland	34	66
Russia	38	62
Sweden	31	69

Source: OECD Statistics, Social and welfare statistics, Gender, institutions and development (GID) Data Base: Economic status of women.

Women and men in highest decision-making body in largest publicly quoted companies 2008

	PRESIDENT		MEMBERS	
	WOMEN (%)	MEN (%)	WOMEN (%)	MEN (%)
Denmark	0	100	15	85
Estonia	7	93	10	90
Finland	0	100	18	82
Germany	0	100	11	89
Latvia	8	92	17	83
Lithuania	5	95	18	82
Norway	11	89	34	66
Poland	11	89	12	88
Sweden	0	100	24	76

Source: European Commission, Database Decision-making in the political domain. Note: The UBC-area except for Russia.

Political decision-making

The average number of women of national parliaments (single/lower houses) in the UBC was 28 percent in 2006.

Women and men in national parliament 2006

	WOMEN (%)	MEN (%)
Denmark	37	63
Estonia	19	81
Finland	38	62
Germany	32	68
Latvia	21	79
Lithuania	22	78
Norway	38	62
Poland	20	80
Russia	10	90
Sweden	45	55

Source: OECD Statistics, Social and welfare statistics, Gender, institutions and development (GID) Data Base: Political empowerment.

The average number of women in ministerial positions in the UBC-area is 28 percent and the average number of men in ministerial positions is 72 percent.

Women and men in ministerial positions 2006

	WOMEN (%)	MEN (%)
Denmark	33	67
Estonia	15	85
Finland	47	53
Germany	46	54
Latvia	24	76
Lithuania	15	85
Norway	44	56
Poland	6	94
Russia	0	100
Sweden	52	48

Source: OECD Statistics, Social and welfare statistics, Gender, institutions and development (GID) Data Base: Political empowerment.

The highest political positions, presidents and prime ministers, are held by men with few exceptions.

President and Prime Minister in national government 2008

	PRESIDENT	PRIME MINISTER
Denmark	n.a.	M
Estonia	M	M
Finland	W	M
Germany	M	W
Latvia	M	M
Lithuania	M	M
Norway	n.a.	M
Poland	M	M
Russia	M	M
Sweden	n.a.	M

Source: European Commission, Data base Decision making in the political domain. n.a. = not applicable.

In the UBC decision making process the women's share of executive board members position are 20 percent and men's share are 80 percent.

Representation women/men in the UBC decision-making process 2008 (as numbers of persons)

	WOMEN	MEN
President	0	1
Vice Presidents	2	1
Secretary General	0	1
Executive Board Members	2	8

Source: UBC Organisation.

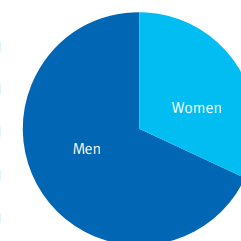
The average number of women in municipal councils in the UBC-area is 32 percent and the average number of men in municipal councils is 68 percent. The average number of women in municipal executives in the UBC-area is 24 percent and the average number of men in municipal executives is 76 percent. The average number of female mayors in the UBC-area is 17 percent and the average number of male mayors is 83 percent.

Women in local governments (percent of total)

	WOMEN MEMBERS IN MUNICIPAL COUNCILS (%)	WOMEN IN THE MUNICIPAL EXECUTIVES (%)	WOMEN MAYORS (%)
Denmark	27	4	7
Estonia	30	n.a.	14
Finland	36	26* (22**)	15
Germany	24	n.a.	15
Latvia	42	36	36
Lithuania	29	12*** (18****)	7
Norway	38	42	23
Poland	21	12******	8
Russia	30	-	-
Sweden	42	36	30

n.a.= Not applicable. *1st chairs in municipal councils corresponding to women in the municipal executives. **1st chairs in municipal executive boards corresponding to women in the municipal executives. ***Women directors of municipal administrations/executive body. ****Women deputy directors. *****Gminas excluding cities with powiat status. Source: CCRE/CEMR (2008) Women in local politics in europe: Figures from 34 european countries of CEMR's membership, except for Russia where data is from UNECE Statistical Division Database, Gender statistics, from year 2006. (- = Data missing)

Gender imbalance in local governments in the UBC-area, percent of total



Source: CCRE/CEMR (2008) Women in local politics in europe: Figures from 34 european countries of CEMR's membership, except for Russia where data is from UNECE Statistical Division Database, Gender statistics, from year 2006.

Best practice in power and politics

Program for sustainable gender mainstreaming – Kalmar, Umeå, Örebro

The main objective of the program is to integrate a gender perspective into all activities of the municipality to advance the equality of women and men. The goal is to assure that all public services meet the needs of both women and men. The methods are, for example, gender disaggregated statistics, gender impact analysis and education of politicians and managers. This work is under progress and started in 2009.

Improved democracy through gender-balanced decision-making process in local administration in Lithuania – Siauliai, Palanga

The main objective of the project was to gender mainstream the decision-making process by using the 3R-method. The project included:

- Recommendations on production and use of gender disaggregated statistics on municipal level.
- Education on how to use the 3R-method in municipal planning.
- Implementation of the 3R-method as a tool for achieving gender-balanced decisions.
- Awareness-raising on the importance of a gender perspective in social planning on municipality level.

This work also included raised knowledge for the local authorities, enabling the towns to move forward in their work on gender equality.

More female managers in the municipality of Aarhus

The main objective of the project was to identify factors which determine why there were so few female senior managers in the municipality of Aarhus. The project included to study barriers and opportunities for more female managers in the municipality. Organisational barriers include informal and hidden senior promotion processes. Cultural explanations include gender stereotyping of leadership

The goal was to achieve equal appointment between women and men at management level. The method was gender mainstreaming.

The project included:

- Leadership training for both women and men.
- Anonymisation of candidates applying for jobs.



Photo: Fredrik Kellén

Economy and working life

The principal of equal pay has been part of the international and the EU law since the 1950s, but the wage gap still remains between women and men. Labour market segregation and unequal working conditions including the distribution of the unpaid work are persistent and reflected by a gender pay gap.² The unequal division of the unpaid and paid work makes it difficult for women to reconcile their professional and private life. Women's participation in the labour market is affected by their responsibility in caring for children and other dependants. In summary³ this means that:

- Women's contribution to the economy is not recognized or rewarded
- There is an unpaid work economy in which women do most of the work. This work is a central part of a nation's economy since it is important for the human capital and social cohesion.

One of the consequences of the gender segregated labour market is the gender pay gap which means that the ratio of women's income compared to men's are 0,68 in the UBC-area.

Distribution of income between women and men in the UBC-area 2006 (percent of total)



Ratio of estimated earned income, women's compared to men's 2006

Denmark	0,73
Estonia	0,62
Finland	0,71
Germany	0,58
Latvia	0,67
Lithuania	0,69
Norway	0,75
Poland	0,59
Russia	0,62
Sweden	0,8

Source: OECD Statistics, Social and Welfare statistics, Gender, institutions and development (GID) Data Base: Economic status of women.

²Report on equality between women and men 2007, European Commission. ³Diane Elson (2002) Macroeconomics and Macroeconomic policy from a Gender Perspective. Public hearing of Study Commission 'Globalisation of the world Economy – Challenges and Responses'. Deutscher Bundestag.

Best practice in economy and working life

Gender equality in labour market – measures, practices and changes - Panevėžys

The main objective was to develop a model for promoting gender mainstreaming to be implemented by local administrations and public authorities. The aim was to train municipal staff in gender mainstreaming and to combat gender stereotyping through education and gender impact assessment through the 3R-method. Target groups, other than municipality staff, were NGOs and trade unions. A commission on gender equality was established as part of the project.

Project full-time work - Kristiansand

The main objective for project full-time employment is to strengthen the individual's right to full time employment or the desired working hours. This means that part-time employment should only be considered when it is justified with regard to the wishes of the employee.

The target group was part-time employees. An inquiry showed that almost 40 percent of those employed part time were dissatisfied with the number of working hours. The project aimed at solving the problem with part-time unemployment and the Kristiansand municipal executive committee granted approximately 1,700,000 euro to increase the employment rate of those working part time in the care work sector.

Girl's day – Kiel, Lübeck and Rostock

The main objective of this German project, is to

develop young women's interest in career and work life in general, and particularly in male dominated high technology occupations. The project is run by federal ministries, NGO's, employers and trade unions. Technical enterprises, enterprises with technical departments, universities and research centres are invited to organise an open day for girls, and girls aged 11-15 are given a day off from school to participate in girls day. The aim is to inform young women about different jobs and to encourage them to challenge gendered patterns on the labour market. It also may encourage employers to recruit women to high technology occupations. The UBC-cities involved are Kiel, Lübeck and Rostock.

Opening the labour market to women – Rīga, Liepāja, Jelgava

The main objective of this Latvian project was to develop an open labour market for women by reducing gender segregation in the labour market, facilitating reconciliation of family and working life, developing supporting capacity and enhance social cohesion. Aims of the project were:

- To facilitate access to labour market for those who are excluded from paid work.
- To reconcile family and working life by developing flexible work organisations and support services.
- To integrate victims of trafficking into the legal labour market.



Photo: Kristina Larsson



Social planning, urban planning and planning work

When looking at cities from a gender perspective, it is important to see that the segregated labour market affects the use of urban space. Gender equality in social planning means that the experiences of both women and men are integrated in the planning work. Planning areas where the gender perspective is important, are for example, location of day care centres and schools, location of shopping facilities, public transports and safety and security. A gender perspective in urban planning also means that the perspective where care work is regarded as a responsibility for women has to be challenged. The urban planning should help shift the unfair distribution of paid and unpaid work, by taking into consideration women's and men's everyday life and needs of urban areas.

Best practice in social planning, urban planning and planning work

Request stop - Kalmar

Initiated by the municipality of Kalmar, request stop is offered to unaccompanied persons, using bus service after 9 pm. Bus passengers can request the driver of an evening or night bus to drop them off at a safe place.

A passenger who wishes to be dropped off at a location other than a regular bus stop along the route, speaks to the driver who will stop on the desired stop. For safety reasons, only one passenger can leave the bus at the same time and they exit via the front door of the bus.

Request stop has allowed bus passengers to feel safer and more comfortable when using the bus evenings and nights. The project started with two different routes in November 2007. The municipal executive committee has decided to make request stop compulsory on all routes that the municipality is responsible for.

Parents travelling with small children – Helsinki

Helsinki has introduced a policy where persons travelling with young children in baby buggies travel free on the public transports. This incorporates gender issues in the urban planning since the transport system has impacts on women's and men's ability to reconcile paid work and care work.

Nanna – the multi-storey car park for everyone – Umeå

This project applied the 3R method (see page 6) to evaluate the car park Nanna.

Some of the conclusions of the gender analysis were:

Pedestrians did not feel safe, especially parking with small children, the grey colour gave a dark and gloomy impression, the stairwell on the outside was unpleasant and visitors could not see or be seen, hear or be heard.

The measures taken to make the car park available and desirable to use for everyone were concrete and made a real change.

The measures were:

Painting walls in light colours, lighting of car park was improved, signs pointing to lifts and exits were hung up, and the stairwells were renovated. The stairwells old brick walls were replaced by glass walls enabling visibility.

Nanna is a good example of where gender mainstreaming in an everyday situation can lead to a real change.

Checklist for a gender equal urban planning⁴

- Integration of the functions of work, shopping facilities, living, care giving and recreation, because functional urban spaces help to balance the everyday life. Close proximity to work, childcare, schools, shopping facilities, public transports and safe pedestrian environments are important functions that meet the needs of caregivers and children. Function should not be limited by centralized systems and technology.
- Integration of all citizens, because urban planning is social planning. Integration of functions makes a bridging function between unpaid and paid work. It also makes a foundation for meetings between generations, cultures and different social groups, to overcome isolation and strengthen social cohesion.
- Integration of the private and the public, because care gives need multifunctional local areas. Urban planning can help maintain a high quality of the care work and help support caring for children and other dependants.
- Safety and security, because it is a human right to feel safe in ones local area. Fear of violence often limits women's access to the public space. Safety and security also mean safe pedestrian environments. Children's freedom should not be limited by traffic that makes it dangerous and difficult for them to explore their local area and find their way home.
- Safe and lively local areas and centres, because services, stores and social relations are important for social inclusion, engagement and cohesion.
- Integration of care into public life, because care for the environment, culture and people are important for sustainable development and social cohesion.

⁴The checklist is a compilation of a checklist ("checka listan") for gender equal planning, developed by the municipality of Uppsala and Jaeckel, Monika & van Gelder-malsen, Marieke (2006) "Gender equality and urban development: Building better communities for all" in Global Urban Development. Volume 2, Issue 1.

Male violence against women

Violence against women is an act of violence that results in, or is likely to result in, physical, sexual or psychological harm or suffering to women, including threats of such acts, coercion and any other deprivations of freedom. It includes rape, torture, mutilation, sexual slavery and murder.⁵ The term is used to distinguish violence that targets women because they are women, from other forms of violence. Violence against women, or gender based violence, is a major public health and human rights problem throughout the world. One of the most common forms of violence against women is performed by a male partner.⁶

Prostitution

Prostitution is one aspect of male violence against women and children. It is an exploitation of women and children which harms not only individuals but the society as a whole. Where prostitution is legalized or tolerated, there is a market for victims of trafficking to meet the demand for commercial sex. Legalised prostitution is allowing traffickers to legitimise their trade in human beings. Legalisation makes it difficult to prosecute and punish those responsible for crimes related to trafficking in women and also complicates the identification of victims of trafficking.⁷

States treat prostitution differently in their legal, economic and social systems. Thus some states legalise prostitution, the selling and/or the purchase of sexual services, and some states prohibit this. There are also different views on prostitution leading to that in some countries all prostitution is seen as forced, in some as an individual failure and in some as a free choice. This is also the case within the UBC-area.

Legislation on prostitution in the UBC-area



Note: * Prohibited to be organised by a third party.

Trafficking

Trafficking in women and children is one of the most destructive forms of violation of human rights. The victims are also highly at risk for sexually transmitted diseases. Trafficking is a denial of the individuals right to freedom and security, the right to be freed from torture, violence, cruelty or degrading treatment, the right to a safe and secure home and a family, the right to education and employment, the right to healthcare. A report from US department of state⁸, establishes that trafficking is rightly referred to as a modern form of slavery.

There are three main components that constitute trafficking⁹:

- The **action** of: recruitment, transport, transfer, harbouring, receiving
- By **means** of: threat, coercion, abduction, fraud, deceit, deception, abuse of power
- For the **purpose** of: prostitution, pornography, violence/sexual exploitation, forced labour, involuntary servitude, debt bondage, slavery and slavery-like conditions

⁵UN Declaration of Violence against Women (1993). ⁶WHO's World Report on Violence and Health (2006). ⁷O'Connor, Monica & Healy, Grainne (2006) The links between prostitution and sex trafficking: A briefings handbook. Coalition against trafficking in women. ⁸US department of state (2008). Trafficking in persons report 2008. ⁹ibid.

Causes of human trafficking

Socio-economic and cultural factors that increase the risk of being subject to trafficking are poverty, gender-based violence and gender-based discrimination, lack of educational opportunities, restrictive migration regimes and young age.¹⁰

Economic inequalities between countries create circulation of prostitutes and victims of trafficking. While east European countries are primarily origin countries for human trafficking, the western European countries are primarily destination countries. The United Nations estimates numbers in Europe to be between 200 000 and 500 000 women and children who are trafficked every year.¹¹

Poverty alone does not explain prostitution and trafficking, which are driven by a booming sex-industry in the western world.¹² Prostitution and trafficking would not exist without the demand for commercial sex. Any effort to combat prostitution and trafficking must address the demand for commercial sex which maintains it.¹³ Circulations of victims of trafficking are determined by the following push and pull factors:¹⁴

Push Factors

- High unemployment
- Labour market not open to women and gender discrimination
- Lack of opportunity to improve quality of life
- Sexual or ethnic discrimination
- Poverty
- Escaping persecution, violence or abuse
- Escaping human rights violations
- Collapse of social infrastructure
- Other environmental conditions including conflict and war

Pull Factors

- Improved standard and quality of life
- Better access to higher education
- Less discrimination or abuse
- Enforcement of minimum standards and individual rights
- Demand for commercial sexual services
- Established migrant communities

¹⁰ European Commission (2006); ¹¹ US department of state (2008). *Trafficking in persons report 2008*. ¹² Ibid. ¹³ Ibid. ¹⁴ O'Connor, Monica & Healy, Grainne (2006) *The links between prostitution and sex trafficking: A briefing handbook*. Coalition Against Trafficking in Women. ¹⁵ Europol (2008) *Trafficking Human Beings in the European Union: A Europol perspective*.

Trafficking deprives people of human rights and freedoms. Trafficking increases global health risks and it supports organised crime. It has devastating consequences for individual victims who suffer physical and emotional abuse, assault, rape, threats and death. It has far reaching consequences for women, their children and society as a whole.¹⁵ The impact of human trafficking reaches beyond the individual victims, it affects the health, safety and security of every country that is part of human trafficking, whether they serve as origin countries, transit countries or destination countries. It is a major gender equality issue. The treatment of women as commodities, being bought and sold to respond to male demand for commercial sex, is incompatible with societal goals of gender equality.¹⁶

Many countries in the Baltic Sea region are origin countries for trafficking. The table below shows the main origin countries for persons that are trafficked into the UBC-area. All countries in the UBC-area are destination countries for victims of trafficking, which means that a market for sexual exploitation exists in every country within the UBC-area.

Origin countries for victims that are trafficked in to/within the UBC-area

Origin countries	Destination country
Russia, Ukraine, Latvia, Estonia, Lithuania, the Czech Republic, Thailand, Ghana, Nigeria, and other West African countries	Denmark
Estonia, Russia	Estonia
Russia, China, Estonia, Ukraine, Belarus, Moldova, the Caucasus, Lithuania, Latvia, and Thailand	Finland
Germany, Czech Republic, Romania, Poland and Russia	Germany
Latvia	Latvia
Lithuania, Belarus, Russia (Kaliningrad region), and Ukraine	Lithuania
Nigeria, Russia, Albania, Ukraine, Latvia, Lithuania, Estonia, Brazil, and East Asian nations	Norway
Ukraine, Moldova, Romania, Belarus, Lithuania, Russia, Bulgaria, Cameroon, Somalia, Uganda, Kenya, Nigeria, and Vietnam	Poland
Russia, Ukraine, Moldova, Kyrgyzstan, Tajikistan, Uzbekistan, and Belarus	Russia
Estonia, Russia, Poland, Albania, Slovakia, Nigeria, Hungary, Serbia, Montenegro, Macedonia, Venezuela, and Thailand	Sweden

The countries shown in the table below are destination countries for trafficked women from countries within the UBC-area.

Destination countries for victims that are trafficked out of/within the UBC-area

Origin country	Destination countries
Denmark	
Estonia	Estonia, Sweden, Finland, Norway, Denmark, the United Kingdom, Spain, Belgium, Germany, and the Netherlands
Finland	
Germany	Germany
Latvia	Latvia, Spain, the United Kingdom, Germany, Denmark, Cyprus, Greece, Italy, and Norway.
Lithuania	Lithuania, United Kingdom, Germany, Spain, Italy, Denmark, Norway, and the Netherlands.
Norway	
Poland	Italy, Austria, Germany, Belgium, France, Spain, the Netherlands, Sweden, and Israel
Russia	Russia, Turkey, Greece, Germany, Italy, Spain, Malta, the United States, Canada, Vietnam, China, Japan, South Korea, Thailand, Australia, New Zealand, Costa Rica, and the Middle East
Sweden	

Source: US Department of State, *Trafficking in Persons report 2008*

¹⁵ US department of state (2008). *Trafficking in persons report 2008*. ¹⁶ US department of state (2008). *Trafficking in persons report 2008*.

Best practice in combating prostitution and trafficking

EQUAL – Integration in the legal labour market for women involved in prostitution including victims of trafficking

The main objective of the project that was implemented in Estonia, was to facilitate access and return to the labour market for women involved in prostitution or victims of trafficking, who have difficulty in being integrated or reintegrated into a labour market.

The project aims were:

- rehabilitation and integration on the legal labour market for women involved in prostitution.
- To inform about prostitution as the background and essence of human trafficking.
- To enable women involved in prostitution to achieve economic independency and enable them to participate fully in the society.

Project activities were awareness-raising, education and research on attitudes towards prostitution and research on the extent of prostitution in Estonia.

Cooperation Against Trafficking in the South-East Baltic (CATSEB) – Karlskrona, Klaipeda, Liepaja, Gdynia.

The main objective of the CATSEB-project was to develop forms for cross-border cooperation through networking at regional level between actors working with the problem in the cities

connected with regular ferry lines. Target groups of the project were employees and volunteers at NGO:s, municipality social workers and intermediary groups such as customs, police, prosecutors, health workers and migration authorities. The aims were:

- To establish a functional and institutional network in the cities in the south-east Baltic.
- To raise awareness of trafficking and raise competence to work against it.
- To find methods of protecting and supporting the victims.

The project partners were from Latvia, Lithuania, Poland and Sweden and the UBC-cities involved were Gdynia, Karlskrona, Klaipeda and Liepaja.

The national strategy for the elimination of violence against women in Lithuania

In 2007, Lithuania started implementing The national strategy for violence against women. The main priorities of the strategy are:

- Prevention.
- Assistance for victims of domestic violence.
- Work with perpetrators including sentence and alternative sanctions.

Women's shelters are provided by NGO's and municipalities run women's crisis centres. Reports on implementation of the strategy are made annually.

Assistance programs for women victims of trafficking in Latvia

A resource centre for women called Marta was responsible for the coordination of the practical services and assistance to women victims of trafficking. The project aimed at providing shelter and necessary services to women, based on a victim centred approach. Other aims were:

- Facilitating social integration of low income women.
- Develop a women's organisations network.
- Influence and monitor political development.

Umeå against prostitution and human trafficking and Luleå against prostitution and human trafficking

The campaigns were part of a relay that was taking place around the Baltic Sea. The objective was zero tolerance of prostitution and human trafficking and the aim was to raise awareness and address and question the demand for commercial sex.

The campaigns, included seminars, films, poster campaigns in the cities and on local buses.

Work in progress

Local authorities have an important role in the work for gender equality. Gender equality issues are important in regard to different functions of the municipality: as an authority, as an employer, as a service provider and as a disseminator of knowledge. The examples on gender equality work present some initiatives to promote gender equality and point to the effort of local authorities to achieve gender equality. These examples give us the opportunity to look at the work that is being done.

Empirical data is important to identify remaining challenges to move forward in the work for gender equality, and the statistics shows us that while we have made some progress there is still work to do in achieving gender equality. Gender inequality manifests in different ways in different situations and local authorities are key actors in identifying and addressing gender based discrimination.

Networking through associations of local authorities can advance gender equality through the sharing of knowledge and experience. The availability of relevant information is an important starting point when tackling issues of gender equality. Therefore, the dissemination of knowledge is an important tool to raise awareness of the extent and seriousness of the problem. The countries in the Baltic Sea region are facing many of the same challenges, and can therefore benefit from sharing experiences, exchanging knowledge and engaging in dialogue. Cooperation in the area of gender equality will produce mutual benefits to the member cities and the whole region. Future challenges include creating awareness of the links between gender equality and sustainable development. Gender equality issues are important in regard to climate change, population growth, population ageing, fertility, safety and security and democratic governance.

Appendix 1:

UBC Statement against trafficking of women and children

The UBC Statement was adopted at the 45th meeting of the UBC executive board, Kaunas 10-12 February 2006.

»All people are born free, with the same value and human rights. This ideal is in dramatic contrast to trafficking and prostitution, which both can be defined as trade of human beings for sexual exploitation.

International trafficking in women and children can not be separated or be isolated from national prostitution. Women's and children's bodies shall not be something you can sell on a market, neither international nor national.

To give the exact numbers of how many women and children that are being trafficked is very difficult, since it's about an illegal business, but what we can say for sure is that trafficking in women and children is an increasing problem in the world today.

United Nation (UN) reports that estimated 4 million women and children annually have been trafficked from one country to another and within countries. A majority of these women and children will be used for sexual exploitation and prostitution. The international Migration Organisation (IOM) reports 1999 that approximated 500 000 women are annually being sold as sex slaves into the member states of the European Union and in several member states the number of migrant women is much higher than the number of local prostitutes.

Trafficking and prostitution are violations of women's and children's human rights. Neither prostitution nor trafficking is about sexuality. It's about money, it's about controlling and it's about men using and buying women and their bodies.

Trafficking and prostitution is an act of men's violence against women and children and therefore a reinforcement of gender inequality. With this perspective a prostitute woman is a victim of crime and should therefore have support from the society. If this is the way we view trafficking and prostitution it makes sense to act with purpose to deal with trafficking as a problem.

It's time to act both with words and with actions against trafficking. We have to work for women's and men's possibilities to have power and influence to take decisions in their own lives and also for the society they live in.«

Appendix 2:

The European charter for equality between women and men

1. Democratic accountability
2. Political representation
3. Participation in political and civic life
4. The public commitment for equality
5. Working with partners to promote equality
6. Countering stereotypes
7. Good administration and consultation
8. General commitment
9. Gender assessment
10. Multiple discrimination or disadvantage
11. The employer role
12. Public procurement and contracts
13. Education and lifelong learning
14. Health
15. Social care and services
16. Childcare
17. Care of other dependants
18. Social inclusion
19. Housing
20. Culture, sport and recreation
21. Safety and security
22. Gender based violence
23. Human trafficking
24. Sustainable development
25. Urban and local planning
26. Mobility and transport
27. Economic development
28. Environment
29. Local government as regulator
30. Twinning and international co-operation

All cities can sign this document. The document helps you to work with gender mainstreaming in your city. Sign the document and join us in the struggle towards gender equality.

For more information see http://www.ccre.org/docs/banner_charter_en.doc

Appendix 3:

Some key words

Gender equality is first and foremost a human right. Gender equality means that power and influence are divided equally between women and men and that both women and men share the same rights, obligations, opportunities and outcomes in all spheres of life. It also implies a society that is free of gender-based violence.

Qualitative gender equality means that the knowledge and experience of both women and men are taken into consideration in the development of all areas of society.

Quantitative gender equality means equal apportionment between women and men in all areas of society.

A gender perspective is to recognize the impact of gender on rights, obligations, opportunities and outcomes.

Gender mainstreaming is the process of assessing the impact for women and men in every decision and every measure in all areas and at all levels. The goal is to achieve gender equality.

Gender is used to distinguish sex as a biological characteristic from the cultural and social significance of sex.

Gender-based stereotyping is a conventional and oversimplified image of women and men based on the prejudice that there are behaviours and characteristics shared by all members of one sex.

Gender-based discrimination is distinctions, exclusions and restrictions based on gender stereotypes.

Violence against women is any act of violence that results in, or is likely to result in, physical, sexual or psychological harm or suffering to women, including threats of such acts, coercion and any other deprivations of freedom. It includes rape, torture, mutilation, sexual slavery and murder. The term is used to distinguish violence that targets women explicitly because they are women, from other forms of violence.

Gender-based violence is violence that is directed against an individual or groups of individuals on the basis of their gender or sexuality. The term is used to distinguish violence that targets individuals or groups of individuals on the basis of their gender or sexuality from other forms of violence. Lesbian, gay, bisexual and transgender people are targets of gender-based violence and discrimination.

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You can find useful ideas and tools for gender mainstreaming on our web-site. You will also find examples and best practice on gender equality work.

We would like to encourage you all to share interesting examples of best practice with all the other member cities. Please let us know if your city has any good experience working in this field. Good examples of gender equality work may inspire people to intensify their work with gender equality, enabling us all to move forward in these issues.

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This report is a result of a work by the Commission of Gender Equality in the Union of the Baltic Cities. The report summarises and presents facts and figures, as well as best practice of gender equality work, carried out in some of the UBC - cities around the Baltic sea area. We hope you will find this report useful for the ongoing progress in your gender equality work.

