

Estonia

Input regarding the implementation of the Beijing Declaration and Platform for Action (1995) and the Outcome of the Twenty-Third Special Session of the General Assembly (2000) for preparation of regional review and appraisals in the context of the 15th anniversary of the adoption of the Beijing Declaration and Platform for Action in 2010

Part One: Overview of achievements and challenges in promoting gender equality and women's empowerment

A dual approach has been used for women's empowerment, promoting gender equality and for changing gender roles and relations in Estonia. Specific actions have been undertaken in parallel with the integration of the gender equality principle in different policies and activities.

Although there has been no Gender Equality Action Plan in Estonia during the period of 2004-2009, gender equality issues have been considered in different policy planning documents.

The Ministry of Social Affairs Action Plan is updated yearly with a 3-year perspective. Gender equality, violence in close relationships and trafficking in human beings are among the topics covered in the action plan. In promoting gender equality the main challenges during the period of 2004-2009 have been implementation of the Gender Equality Act, developing the national machinery, raising awareness of the general public and specific stakeholders, promoting gender equality in working life, supporting measures to reconcile work and family life and establishing the basis for gender mainstreaming.

In order to implement the EU Lisbon Strategy for Growth and Jobs, the Estonian Action Plan for Growth and Jobs 2008-2011 is being carried out. The new action plan consists of three parts (macroeconomic environment, competitive business environment, education and labour market) and has 9 objectives, one of which is increasing the flexibility of the labour market and improving the quality of working life. Under this objective also the question of helping employees to reconcile work and family life is being targeted (see Part Two for details).

Both the Estonian National Development Plan for the Implementation of the EU Structural Funds SPD 2004-2006 and the Estonian National Strategic Reference Framework 2007-2013 for the Implementation of the EU Structural Funds contain a gender aspect.

In the framework of implementation of priority axis 3 "Good-quality and long working life" of the Operational Programme for Human Resource Development governing the European Social Fund (ESF) in Estonia in 2007-2003, a programme to promote gender equality in 2008-2010 is being implemented by the Gender Equality Department in the Ministry of Social Affairs (see Part Two for details).

The National Action Plan for Social Inclusion for 2004-2006 included specific actions for fighting violence against and trafficking in women. The National Social Protection and Inclusion Report for 2006-2008 and the National Social Protection and Inclusion Report for 2008-2010 also include topics important for decreasing gender inequality in a society (see Part Two for details).

The National HIV and AIDS Strategy for 2006-2015 was drawn up in 2005 together with an action plan for 2006-2009. In 2008 a National Health Development Plan 2009-2020 was adopted. Both strategic documents target the problems in Estonian society also from a gender perspective.

The Gender Equality Act (GEA) entered into force on 1st of May 2004. The purpose of this act is to ensure gender equality and to promote equal treatment for men and women as a fundamental human right and a public good in all areas of social life. The act provides for the prohibition of discrimination based on sex in private and public sectors and also the right to claim compensation for damage. The Act can be qualified as a promoting factor for gender mainstreaming since it

commits all administrative levels to apply the gender mainstreaming strategy. It also obliges educational and research institutions and employers to promote gender equality. The act defines concepts of direct and indirect discrimination, gender equality, equal treatment and sexual harassment and establishes the rule of shared burden of proof. A special emphasis has been put on discrimination in working-life. The act also allows certain positive measures. GEA created basis for setting up institutions of an independent gender equality expert - the Gender Equality Commissioner and an advisory body for the government – the Gender Equality Council. Also duties of Ministry of Social Affairs upon implementation of the Gender Equality Act are stated.

The first Gender Equality Commissioner started her work in October 2005. From 1st of January 2009, after entering into force of the Equal Treatment Act, the Gender Equality Commissioner became the Gender Equality and Equal Treatment Commissioner. The Gender Equality Council has not been formed yet.

In addition to the right to compensation provided under the Gender Equality Act, there is also a regulation under the Penal Code as of 1st of July 2004 stating the punishment for violation of equality.

Additionally, during the period the Republic of Estonia Employment Contracts Act and the Wages Act included important regulations about the principle of equal treatment based on sex.

Starting from 2003 the state has allocated money from the state budget to support the activities of NGOs through a project competition run by the Ministry of Social Affairs. From 2003 to 2005 the aim of the competition was to promote co-operation of women's organisations. Starting from 2006 the project competition has been organized in co-operation with the Open Estonia Foundation, a private donor. At the same time the circle of addressees was widened from women's NGOs to all NGOs who are interested in promoting gender equality through their activities. The sum of money was also increased due to the addition of funds from the Open Estonia Foundation, adding up to 744 000 kroons per year. The topic of the projects for 2006 was *More Women in Politics* (more details in Part Two). In 2007, the keywords for this project competition were *men and masculinities*. 12 projects received funding, among them dance performances, documentary films, poster competitions, books and magazines produced on the topics of fatherhood, changing masculinity, a project on young men's sexuality and another concerning full family and sexual life for men with disabilities. In 2008, the theme of the project competition was "*From Kindergarten to University – Gender Sensitivity in Education*". 7 projects received funding (details in Part Two). In 2009, due to budgetary reasons the competition will not take place.

In addition, NGOs have been able to apply for financing of the projects and connected operational costs from the Gambling Tax Council.

In order to obtain a better overview of the attitudes and opinions of men and women concerning their situation and position in society, the Ministry of Social Affairs ordered a second Gender Equality Monitory in 2005. It is a public opinion survey on gender issues, covering areas such as power, economy, working life, private life and education. The analysis of the survey was published on the webpage of the ministry. The study will be repeated in 2009.

Involving men in promoting gender equality and targeting issues concerning them has been one of the priorities in Estonia during this period.

The Ministry of Social Affairs ordered the study *Men – the Subjects of Social Studies* in 2005 in order to lay a foundation for studies on men and masculinities in Estonia,. The study was carried out by sociologists from Tartu University and gave an overview about the development of masculinity studies in the framework of gender studies, the methodological aspects of men's studies, but also specific topics concerning men, like starting a sex life and sexual education in Estonia, men and fatherhood, and the social, mental and physical health of men. In addition, new research questions were suggested for further studies in Estonia. The report was published in hard copies and electronically on the webpage of the Ministry of Social Affairs.

At the end of 2005 a conference was organised by the Ministry of Social Affairs about new masculinities. The topics discussed with international experts were the issues of constructing men, men and power, masculinity and fatherhood.

In recent years the activities targeting men have mostly considered the aspect of fatherhood.

Breaking the Patterns – New Role Models for Men in Leadership Positions (2004-2005) was a joint project of Austria, Iceland, Hungary, Sweden and Estonia within the framework of the action programme of the European Community for the promotion of gender equality, aimed at increasing the role of men in family life. The objective of the project was to help male executives personally to improve their possibilities to combine work and family life as well as to influence them in offering such an opportunity to their subordinates, thereby contributing to changing the pattern of assigning family caring and responsibilities of reconciliation of family and work to women alone.

In 2007 the Centre for Policy Studies PRAXIS made a qualitative study on the request of Ministry of Social Affairs for finding out reasons why fathers do or do not stay home with small children. In addition, attitudes of employers were researched concerning their male employees taking parental leave. More details about the study can be found in Part Two.

In 2008 an analysis was conducted by the Ministry of Social Affairs about policy measures supporting fatherhood in Estonia and Europe. It was analysed how those measures have reached their objectives. In addition, recommendations were given for the next steps to be taken and for analysing their impact. The analysis has been published in a paper form and also online.

The topic of fatherhood has also been in the heart of two conferences, in 2007 and in 2009 (more details in Part Two).

In order to raise general public awareness of gender equality, in 2005 a Russian version was published of *Different but Equal*, a booklet first published in Estonian in cooperation with the UN Population Fund in 2003. The booklet briefly and clearly presents the basic terminology and problems related to equality of men and women. Also in 2005 a reprint was published of the Estonian translation of the ILO "ABC of Women Workers' Rights" In addition, "A guide on employment of older women workers in Estonia" has been published by ILO, which can be used for the training of employment bureaus and representatives of employers. Specific materials and other measures of awareness rising are considered in Part Two.

In 2007, in the framework of the European Year of Equal Opportunities 2007 several activities concerning gender equality were implemented either in the form of small projects by NGOs or commissioned by the Ministry of Social Affairs as the co-ordinator of the year. Examples of these activities are a conference on the role of equality bodies, a population-poll dealing with prevailing attitudes in the society and people's experiences with discrimination, a qualitative study on Roma women, an analysis on non-Estonian speaking women in labour market, publication of the translation of the "MANIFESTO of the disabled women in Europe", seminar for disabled women on family and sexuality, a national forum amongst women organizations and other NGOs to promote further cooperation dealing with the issues of unequal treatment and multiple discrimination and women and power, etc.

Part Two: Progress in implementation of the critical areas of concern of the Beijing Platform for Action and the further initiatives and actions identified in the twenty-third special session of the General Assembly

Women and poverty

The at-risk-of-poverty rate for women is higher than for men – according to Statistics Estonia respectively 21.6% and 16.7% in 2006. At highest risk are women beyond the age of 65 (39%, as compared to 21% for men). Also, women and men appear to be prone to different vulnerability factors. Women are more likely than men to become economically inactive after becoming

unemployed; become a single parent or take care of children, elderly or disabled family members; live alone in old age and have to rely on a single income and become a victim of domestic violence. Also, women are more likely to be in low paid jobs given the gender-based segregation in the labour market. The higher at-risk-of-poverty rate among elderly women is caused by the fact that for women the state pension is more often the only source of income, whereas for men this is more often supplemented by some earnings from work. Currently the pensions of women over 65 years of age are not lower than the pensions of men. As since 1999 pension rights are acquired only on the basis of social tax payments, wage differences of men and women may start to influence the developments in the average pensions of men and women and the development of the old age pension for women may be further influenced by the fact that annual pension insurance coefficient for the periods of raising children is low. With the purpose of balancing the possible influence, a new pension indexation system was introduced in 2008.

For men, the following vulnerabilities occur: high drop-out rate from school; alcohol and drug abuse; men comprise a majority of the homeless and the ex-convicts; men have much lower life expectancy at birth and higher mortality from most causes of death and they are more often engaged in health-damaging behaviour.

In accordance with the EU social open method of coordination Estonia drew up a National Report on Strategies for Social Protection and Social Inclusion 2006-2008 in 2006. The aims set out in the area of social involvement included the prevention and reduction of long-term unemployment and exclusion from the labour market, and the prevention and alleviation of poverty and exclusion among families with children. The consecutive National Report on Strategies for Social Protection and Social Inclusion 2008-2010 was elaborated in 2008.

Based on analysis and the results of the previous reports, the Estonian objectives and measures for social inclusion for the period 2008-2010 are:

1. prevention of long-term unemployment and inactivity and bringing the unemployed and inactive people into employment – extension of the target group of active employment measures to inactive population, development of a career services system, provision of measures facilitating the entry into the labour market of the persons released from a custodial institution, elaboration of measures supporting active employment measures and their testing, training of the unemployed to become home and community care workers and the purchase of nursing care service and increasing the awareness of people about flexible work forms and the inclusion of a worker.
2. prevention and alleviation of poverty and social exclusion in families with children - promotion of parental education, support of parents and provision of welfare services based on need, providing equal opportunities for obtaining quality education, supporting the participation of parents in the labour market (incl childcare service) and carrying out surveys and analyses concerning children.
3. supporting the active participation of the disabled in social and working life - supporting the rehabilitation system and independent coping of disabled persons, supporting income and employment opportunities of disabled persons, promoting education of disabled persons and conducting surveys and analyses on disabled persons.
4. prevention of the social exclusion of the elderly and supporting active and dignified ageing - increasing employment opportunities for the elderly, developing a network of care institutions for the elderly, raising the qualification of the staff in the care institutions for the elderly and developing a sustainable financing system for the elderly care system.

Education and training

On general education level the share of female pupils has been 50-51% during the period of 2004-2008. The share is lower in basic school level (48% in 2008) and higher in gymnasium level (58.3% in 2008).

In vocational education the share of women has been 43-45% during the period. Their share is lowest among the pupils of vocational courses with non-defined basic education (13% in 2008) and highest in vocational courses after secondary education (65.7% in 2008).

During the period of 2004-2008, the proportion of female students in higher education remained around 61-62%. Their share was more than half also among the students of master and doctoral studies. Among graduates the share of female students was higher in professional higher education and integrated Bachelor's/Master's study (72.6% and 71.3% in 2008) and had dropped to 47.2% in case of doctoral study in 2008. Among ISCED 5a –graduates, the share of women was 68.4% in 2006/2007.

By field of study, the number of female students was smallest in technical fields as well as in production and building (26% of students in 2007/08). The proportion of female students was also below average in the field of natural and exact sciences (38% in 2007/2008). In the fields of education and welfare the proportion of female students has been the largest (91% and 89% respectively in 2007/08).

In training and individual development women are more active than men, participating in various trainings almost twice as much. The share of women in the age group of 25-64 participating in lifelong learning during the last four weeks has grown from 7.5% in 2004 to 12.6% in 2008. The proportion of such men has grown only from 5.3% to 6.7%.

Among the pedagogues there are more women. On the general education level the share of female pedagogues was approximately 86% and on the level of vocational education approximately 68% in 2007.

According to the Gender Equality Act educational and research institutions and institutions engaged in the organisation of training are required to ensure equal treatment for men and women upon vocational guidance, acquisition of education, professional and vocational development and re-training. The curricula, study material used and research conducted have to facilitate abolishment of the unequal treatment of men and women and promote equality.

From 2007 the regulation of the Minister of Education and Research on the conditions and procedure for the approval of conformity of textbooks, workbooks, study books and other educational literature to the national curriculum and the requirements for textbooks, workbooks, study books and other educational literature requires that texts and illustrations in textbooks and other educational literature avoid stereotypes that encourage gender based prejudices. Similar regulation concerns also textbooks and other educational literature in vocational training.

In 2008 the topic of the project competition financed by the state and Open Estonia Foundation (see Part One) was "*From Kindergarten to University – Gender Sensitivity in Education*". 7 projects received funding, covering different actions on gender in education. Among other activities were: publishing a collection of articles „Problematic boys or „wrong” temperament?”, study-trip to Sweden, translating from Swedish material about gender sensitive pedagogy, holding seminars and roundtables, creating a network of teachers, conducting a research on „Contemporary kindergarten – increasing gender sensitivity in Estonian kindergartens”, compiling a methodological guideline for kindergarten teachers, publishing guidelines for implementing the Gender Equality Act in kindergartens and schools, holding a conference „How to raise 21st century boys and girls?”, creating a training material and training teachers based on that etc.

In addition, a conference was organised by the Estonian Women's Associations Roundtable and the Estonian Union of Kindergarten Teachers in January 2009 concerning gender sensitive education from kindergarten to university with financing from the Gambling Tax Council.

Health

Women's expected healthy life years have been between 52.2 and 53.7 during 2004-2006. The expectancy regarding men is lower, having been between 48 and 49.8 years.

Among persons 16 years old and older during the period of 2004-2007, the share of men considering their health very good or good has been slightly higher than the share of women (55.4% and 51.7% in 2007). On the other hand, more women (16.6% in 2007) than men (12.4%) have considered their health bad or very bad.

When asked about the accessibility of medical services, 57.9% of women aged 17-74 considered in 2007 that the healthcare accessibility in Estonia is either good or rather good. 40% of women asked got appointment to the healthcare specialist (other than GP) on the last visit in maximum 7 days, for 26.1% it took more than a month. For 14.2% of women it had happened during past 12 months that the doctors' appointment was inaccessible when they tried to go to the doctor.

In 2008, the National Health Development Plan 2009–2020 was adopted. The plan aims among other targets to reduce the systematic and unfair differences in population health and to support vulnerable social groups by measures like improving cooperation between different sectors and levels.

Creation of equal opportunities in terms of education, dwelling, employment, health and healthcare services, irrespective of sex, ethnic origin and social position, is considered as a precondition for continued improvement of the health and quality of life of Estonian people. The general objective of the National Health Plan 2009-2020 is to increase the number of healthy life years by decreasing mortality and morbidity rates. The Plan defines five thematic areas, focussing on the increase in social cohesion and equal opportunities, ensuring healthy and safe development of children, development of a health-supportive environment, promotion of healthy lifestyle and securing sustainability of the healthcare system. The plan sets as an objective that by the year 2020, the number of healthy life years should increase on average to 60 years for men and 65 years for women and the average life expectancy should increase to 75 years for men and 84 years for women. The topic of reproductive and sexual health is thoroughly covered, with measures planned for example to raise awareness of reproductive and sexual health issues; prevent unwanted pregnancies and sexually transmitted diseases; reduce the social and health problems caused by infertility, promote health and healthy behaviour of pregnant women, breastfeeding of infants, improve availability of high-quality healthcare, counselling and support services for pregnant women and families with infants etc.

According to the data of the Abortion Register, both the overall number of abortions and the number of legally induced abortions has decreased from 2004 to 2007. When in 2004 the number of abortions per 1000 women aged 15-49 was 36.9 (legally induced abortions 29.4), then in 2007 the number was 32.9 (26.3). Also the number of abortions per 100 live births has decreased from 90.3 (72.1) in 2004 to 70.6 (56.4) in 2007.

Sexual health information is spread through various channels. In order to ensure uniformity and raise the quality of sexual health education, the Estonian Sexual Health Association drew up methodological manuals (teachers' manuals) for teachers carrying out health education in the second and third school level (years 4-9) in 2006.

In order to promote good reproductive health among young people in Estonia the activities of the counselling centres for young people (15-25) have continued in all counties with the financing from the Estonian Health Insurance Fund. The work of the counselling centres is advertised among young people in cooperation with other sexual health projects. Active use is also made of anonymous counselling via the internet. Services provided by the youth counselling centres are free of charge. Since 2007, persons not covered by health insurance can also use the services of the centre free of charge through the national HIV/AIDS prevention strategy. When looking at the project from a gender perspective, a shortcoming has been to reach young men: in 2006 young men made up only 5 % of all the persons coming to the counselling centres.

A wide range of different contraceptives are available in pharmacies for everybody. Besides the counselling centres, information about their use can also be obtained from gynaecologists and general practitioners. The Estonian Health Insurance Fund compensates 50% of the cost of

contraceptive medicines to insured persons, and compensation of the cost of contraceptive medicines at a higher rate (75% or 100%) is provided in the case of medical indications stipulated in legislation, for example in cases where pregnancy may endanger the life of a woman.

According to the Termination of Pregnancy and Sterilization Act, the pregnancy can be terminated only at the woman's own written request and after explanation from the doctor of the biological and medical nature of the termination of pregnancy and the associated risks, including possible complications. Within two weeks after the termination of pregnancy the woman whose pregnancy was terminated has the right of priority to immediately consult with the doctor who ascertained the existence and duration of pregnancy and to do it under the conditions of the provision of emergency assistance. Pre-abortion and post-abortion counselling is provided by gynaecologists, in conformity with the general principles set out in the guidelines drawn up by the Estonian Gynaecologists' Society.

By the end of 2007, 6364 HIV-cases had been registered in Estonia throughout the years – 4439 men and 1922 women. The number of new HIV-cases per year among women has been more or less the same from 2002, ranging from 232 to 270. The biggest risk-group is young people 15 - 24). Increased HIV spread through heterosexual intercourse has been detected since 2002. The cumulative number of HIV-infected pregnant women registered at the end of 2007 was 778. The number of new HIV-cases among pregnant women has been stable in 2004-2007, ranging from 126-133. From 2000 to 2007 out of 467 cases of HIV-positive mothers giving birth, in 25 cases the HIV has transferred to a child. In 2005-2007 the share of such cases has been less than 5%.

In order to tackle the HIV/AIDS epidemic, a national HIV and AIDS strategy for 2006-2015 was drawn up in 2005 together with an action plan for 2006-2009. The Government also created a high-level multi-sector advisory body to the Government named Governmental HIV and AIDS Committee for the central coordination of the implementation of the new strategy. The ministries involved in the strategy implementation are the Ministry of Social Affairs (HIV-prevention, treatment and care), the Ministry of Education and Research (HIV-prevention in schools and among youth, health education), the Ministry of Justice (HIV in prisons), the Ministry of Interior (occupational safety - police and rescue board), the Ministry of Defence (VCT among army recruits) and the Minister for Population and Ethnic Affairs (targeting Russian-speaking youth through its Non-Estonians' Integration Foundation). The Government has increased the funding of HIV prevention and treatment considerably in last years. When in 2005 the total state allocations were 2,1 million EUR (in addition to the Global Fund aid of 1,4 million EUR), then in 2006 the total state budget for HIV prevention and treatment had doubled to 4,5 million EUR (in addition Global Fund aid of 2,3 million EUR was available).

In the strategy there are targeted measures to prevent the spread of HIV infection among persons involved in prostitution, injecting drug users, other vulnerable groups and from mother to child. HIV tests are offered to all pregnant women in Estonia, and almost all of them give consent to testing. Organizations working with HIV-positive women have been trained on various topics: reproductive health of women, contraceptives, normal development of pregnancy, most frequent problems during pregnancy, HIV treatment during pregnancy, principles of counselling and newborns and their care. Information materials on the topic "HIV and pregnancy" have been drawn up. Food mixtures for babies born from HIV-positive women are being distributed.

Violence against women

The number of domestic violence cases has varied during the years 2004-2008. The number reached its peak in 2005 when 5414 cases of domestic violence were registered of which 877 were registered as crimes. In 2008, the number of registered cases was 3992 of which 442 were registered as crimes. The reasons behind the decrease should be studied seriously, but they may indicate the need to carry out more public campaigns against domestic violence and conduct further trainings for the police.

Improvements in legislation concern the application of the restraining order under the new Code of Civil Procedure that entered into force on 1st of January 2006 and from July 2006 under the Code of Criminal Procedure.

A few studies have been conducted on violence against women during the period. In 2004 a study was conducted on violence against women in personal relationships. In 2005 a research was carried out based on the police statistics from Western Police Prefecture. 754 domestic violence cases were analysed. In 2006, a survey was conducted among pregnant women (and women who had recently given birth). According to the survey results, 12% of the respondents were the victims of violence in close relationship during their last pregnancy. In 2007 the first qualitative sociological study among perpetrators was conducted in Estonia. The aim of the study was to present domestic violence from perpetrators' perspective (how they analyse their behaviour, what are their needs in order to stop violent behaviour, etc). The study showed that most of the perpetrators had been victims of domestic violence (corporal punishment, witnessing violence between parents, parents' alcohol problems) in their childhood. The interviews also emphasized the need for special services for perpetrators who are motivated to change their behaviour (support groups, counselling, etc). In 2008 Statistics Estonia started conducting a survey on safety issues (interviews will be held until March 2009), including domestic violence. The results will be published in 2010.

Important and useful books on violence have been translated into Estonian and published, in 2006 "Why does he do that? Inside the minds of angry and controlling men" and in 2007 "The batterer as a parent: addressing the impact of domestic violence on family dynamics".

Estonia is working constantly to prevent and reduce violence against women in the family and community.

Campaigns such as "Stop violence against women" in 2004, "Stop violence in home!" in 2005 (supported by The Body Shop), poster campaign "*When love hurts*" (2005), website www.estonia.stopvawmonitors.org, presentations and articles from specialists, etc have been important in activating media discussions and raising awareness. The Council of Europe Campaign to Combat Violence against Women, including Domestic Violence, was carried out in Estonia as well in 2007. The aim of the national campaign was to raise awareness on domestic violence against women and it targeted two groups: government officials (including civil servants in different ministries) and the wider public. Series of articles on the issue of domestic violence were published in the Estonian daily "Eesti Päevaleht".

Intensifying fight against family violence, including prevention of violence against women has been one of the priorities for the Estonian police. Prefectures have started to react faster to family violence, become more involved and act more professional, in order to pre-empt further violence (in general the emergency calls to family violence are serviced immediately or at the first possibility). In October 2004 Police Board Internal Audit Bureau started audits on "Police action on preventing family violence". In the framework of the EU Agis project in 2004 and 2005 the Police Board police cooperation department in cooperation with Central Law Enforcement Police arranged training seminars on family violence and child abuse. There have been several trainings for constables, i.e. the project "Professional Police Combating Family Violence" arranged in cooperation of the Western Police Prefecture and the NGO Social Programs' Centre. Police work instructions on family violence have been established by the directive of the prefect in Northern and Western Police Prefecture. In Northern, Western and Eastern Police prefectures and in Southern Police prefecture, Viljandi Police Department published info material-report on family violence. There have been common training seminars on family violence for police, prosecutors and judges specialized on family violence (in June for the officials from Southern and Western region, in September for the officials from Northern and Western regions). The training seminar in 2005 included the subject "The role of Police and possible action when combating family violence. Cooperation of Police and Victim Support in cases of family violence." In the series called "Police gives advice" the Central Law Enforcement Police has compiled an information leaflet "Violence in Close Relations", that constables use in pre-emptive work in combating woman related violence.

To ensure better supervision, in 2004 in all prosecutors' offices special prosecutors were assigned to dealing with cases of family violence and appropriate training was provided to them. In the Northern District Prosecutor's Office, a special juvenile department was established which leads the proceedings related to family violence as well as offences committed by juveniles. Prosecutors specialising in cases of family violence have actively participated in roundtables of social welfare officials and family doctors in order to jointly identify the reasons why many victims do not wish to notify the police of the cases of family violence.

In 2007 two trainings were carried out – one on collecting data on intimate partner violence for researchers and civil servants carried out by Finnish researchers; and the other on domestic violence in general for researchers and civil servants carried out by the director of Tartu Women's Shelter. Both trainings were a preparation for the study being carried out by Statistics Estonia in 2009. In 2008, medical workers received training on how to recognize violence and help victims.

In the intensification of the efforts to eliminate violence against women services for victims are important. National victim support system started working in 2005 with 35 trained national victim support workers. At the end of 2008 the number was reduced to 26 due to serious reductions in state budget. Most of the regional victim support officials work in local police units and therefore the police participates actively in the system.

The cooperation continues between the police, Victim Support department of Social Insurance Board, the NGO Estonian Women's Shelters Union, and all the women's shelters, and leaders of regional women support groups, also with Victim Support Union NGO "Victim Support". In 2007 national victim support system helped 3407 persons (1153 of them suffered of domestic violence).

Currently, there are 9 shelters in Estonia, which provide temporary shelter for women with or without children. In 2008 two new shelters were opened. Besides offering support and shelter to the victims, the shelters provide information and preventive and follow-up activities. During 2007 women's shelters provided services to 301 victims, during 2008, 501¹ victims.

In autumn 2006 NGO Vägivallast vabaks („Free from violence“) started counselling services for men sentenced for violence.

A country-wide hotline for female victims of violence was opened up in March 2008.

In 2008-2010, Estonia participates in HEVI project run by the Centre for International Mobility (Helsinki). The aims of the project are among others to support teachers to update their knowledge about intimate partner violence (IPV), European research and new principles and measures in preventing violence, and to improve their abilities to meet new challenges of IPV prevention which originate from practical work in health and social care sector at national level as well as from European co-operation. The project will produce social and health care teachers' training curriculum on IPV and the teaching guidebook.

Trafficking in women

Estonia ratified the Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, Supplementing the United Nations Convention against Transnational Organized Crime in 2004.

In August 2005, the Ministry of Justice and the Ministry of the Interior signed the so-called Laulasmaa declaration. It was agreed in the declaration that the fight against crime related to the trafficking in human beings will become a common priority of the Prosecutor's Office and the police forces.

¹ Data received from 7 shelters in January 2009.

The National Development Plan against Human Trafficking was adopted on 26 January 2006.² It sets out the strategic objectives for combating trafficking in human beings and determines the main measures and activities for achieving such goals in 2006 to 2009. The Development Plan has 6 strategic sub-objectives: continuous mapping of the problems related to human trafficking in order to get a comprehensive and trustworthy overview of the actual extent and forms of human trafficking; prevention of human trafficking by informing the public of the nature of human trafficking and dangers related thereto; development of the skills of the specialists engaging in the problem of human trafficking, and promoting cooperation between them; curbing human trafficking by means of more effective border controls and control over employment mediation; effective reaction to criminal offences related to human trafficking; and providing assistance and rehabilitation to victims of human trafficking. A national network was established in 2006, consisting of officials from all the relevant ministries and boards, and NGOs/service providers. The network meets at least twice a year and meanwhile the communication takes place through e-mail list.

In 2005-2008 Estonia participated in the Nordic-Baltic Pilot project for the support, protection, safe return, and rehabilitation of women victims of trafficking for sexual exploitation. The project was initiated by the Nordic-Baltic Task-Force against Human Trafficking. The aim was to have national rehabilitation system including trained specialists and shelter, plus hotline for people who need help. Three women's shelters were opened during that project by the NGO Estonian Women's Shelters' Union. Services have been developed in cooperation with best specialists and according to victim's needs.

Anti-trafficking hotline was opened in 2004 by NGO Living for Tomorrow, since 2006 it has been financed by the state.

Estonia also participated in the EU EQUAL cooperation project, "Integration of women involved in prostitution including victims of human trafficking into the legal labour market" (2005-2008). The social and psychological rehabilitation centre "Atoll" for prostituted/trafficked women was created in the framework of this project by the NGO Eluliin. Also, a system of support personnel was developed. In 2007, 55 female victims were identified by the NGOs, in period 2006-2008 over 400 sexually exploited women received some kind of help from abovementioned shelters and rehabilitation centre. Since 2009, state finances the services developed during the projects.

A handbook for social workers and victim support officials for assisting victims of human trafficking was published in 2006 in cooperation with IOM. Handbook for police was also developed in 2006.

In 2009, the national anti-trafficking network accepted guidelines for identification of trafficking victims in Estonia. They are recommendable for all specialists who are in position of meeting possible victims (social workers, immigration officials, border guards, etc).

Addressing the demand for prostitution and trafficking has become more important in Estonia. In autumn 2004, the Coalition Against Trafficking in Women (CATW), based in USA, initiated the project "The Baltic Network to Challenge the Legalization and Decriminalization of Prostitution Industries and Focusing on the Demand" jointly with the Estonian Women's Studies and Resource Centre (ENUT). The first year of the Baltic Network focused on activities in Estonia while also communications with partners in Latvia and Lithuania took place. A Primer on Demand was written and published. An Estonian network for dissemination of information to the public was created. In 2008, an analysis of the experience of foreign states with the aim to find efficient means for decreasing the demand for trafficking was conducted. Also in 2008, a special newspaper analysing the issue of demand was published in Estonia to draw attention to the problem. All the trainings and lectures organized by the Ministry of Social Affairs address among other topics the demand for prostitution and trafficking in women.

² The Plan and reports of its implementation are available at <http://www.just.ee/18886>

Several studies have been conducted since 2004: "Prostitution – a social problem? The views on prostitution's nature, causes and effects in the Baltic states and north-western Russia"³; "Combating Trafficking in Persons in Estonia: Experts Opinions about Problems and Solutions"⁴; "Trafficking in Human Beings for Sexual Exploitation: An Analysis of the Situation in Estonia"⁵; "The Meaning of Prostitution in Estonian Society: International Security or Economic Benefit"⁶; "Prostitution in Estonia: a Survey of the Situation of Women Involved in Prostitution"⁷; "On the Meaning of Prostitution in Estonia: critical attitudes are increasing"⁸; "The Hidden Side of Prostitution: Sex buyers speak"⁹; "Trafficking and prostitution: the perspective of high school and vocational school pupils"¹⁰, and many others on health issues of sexually exploited women.

In addition to studies, several publications on the trafficking problem have been published to raise awareness on the issue: in 2006 article collection "Who's Buying? The Clients of Prostitution" (previously published in Finland), in 2007 publications "Ten Myths About Prostitution" and "Sex Slavery in our Time" (both translated from English), as well as the book "The Voices of the Silent 2", consisting of interviews with prostituted/trafficked women and specialists in Estonia (over 600p), in 2008 a book "Not One Victim More" consisting both on research reports and articles on human trafficking in Estonia, Latvia and Lithuania.

There have been several campaigns in Estonia targeting trafficking in human beings: in 2005 "Simple? Job? Abroad? Do you know where are you going?" by IOM, target group young people age 14-18; in 2006 Red Cross anti-trafficking campaign in schools; in 2007 Estonian Women's Studies and Resource Centre's campaign against demand for prostitution.

In 2004, the project "Drugs, prostitution and trafficking from gender aspect" was carried through by the Ministry of Social Affairs. 5 seminars and a conference were arranged in cooperation with local partners in Baltic States and Russia. These events brought together several experts, police officials, social workers, local government officials, and social scientists from Baltic and Nordic countries and from NW Russia. The speeches were collected and published in 2005.

The crime prevention web site of the Ministry of Justice provides an overview of the nature of human trafficking and references to the development plan and other web pages related to the topic. The Ministry of Social Affairs has also a website describing different sides of the problem and providing research reports and other useful materials on human trafficking.

The Ministry of Foreign Affairs has distributed a booklet "Traveller's Guide" and information sheets concerning the risks involved in going to work abroad to citizens and tour operators at the tourism fair "TourEst". Information materials regarding human trafficking have been distributed at the Ministry of Foreign Affairs. Consular officials have received lectures on trafficking annually since 2006.

Every year, 1-2-day trainings for victim support specialists, social and youth workers, police etc take place on prevention of trafficking and victim support, including gender equality issues. Lectures on the topic are held all around Estonia, for students, specialists, officials. All these events usually take place in cooperation of governmental and non-governmental organisations. It can be said that the cooperation between them is good in Estonia.

³ Marion Pajumets 2004

⁴ Katri Eespere 2004

⁵ International Organisation for Migration 2005

⁶ Estonian Open Society Institute 2006

⁷ Estonian Open Society Institute 2006

⁸ Estonian Open Society Institute 2008

⁹ Ministry of Social Affairs 2007

¹⁰ Socio Institute 2007

Under the guidance of the Ministry of Justice, in cooperation with the Minister of the Interior, the Ministry of Social Affairs and the Ministry of Foreign Affairs analysis of the Council of Europe Convention on Action against Trafficking in Human Beings was prepared in 2007-2008 which is the basis for the preparation of signing the Convention in 2009.

Economy - Working life

Employment rate of both female and male population aged 15-64 increased during the period of 2004-2008. When in 2004 the employment rate for men was 65.7% and for women 59.8%, then in 2008 the rates were respectively 73% and 66.3%. During the period the gender gap in employment rate was smallest in 2005 (4.3%) and largest in 2007 (6.9%). In 2008 the gap was smallest in the age group of 55-64 (4.8%) and largest in the age group of 25-49 (11.1%). While the labour shortage was a problem, it was mostly women that entered employment, with the greatest number of those employed being older women. The reason behind this was the creation of new jobs primarily in the service sector (trade, hotel trade, etc.).

A higher education level gives women better opportunities for participation in employment. In 2008 the employment rate in the age group of 25-64 was highest for women and men with tertiary level education, respectively 82% and 92.5% (gender gap 10.5%). It can be noted though that while the employment rate of such men has constantly increased during the period, for women the rate was highest in 2006 (85,7%). For women whose educational level was first level or lower, the employment rate in 2008 was 49% (gender gap 15.7%) and for those with second level, post second level and pre-tertiary level it was 74.5% (gender gap 9.6%). For men the employment rate in this age group has been higher than for women during the whole period in every level of educational attainment.

Part-time employment is not very common, but is more characteristic to female workers. 9.3% of employed women in the age group of 15-64 and 3.5% of employed men in the same age group were working part-time in 2008. Of those respectively 0.8% and 0.6% were under-employed. The main reason for men for working part-time was reasons of employer (24.1% of part-time workers) and for women personal or family reasons (28.5%). For men also studies were an important reason (23.2%). 23.9% of male part-time workers and 26.6% of female part-time workers did not want to work full time.

The unemployment rate of population aged 15-74 decreased during the period of 2004-2008 from 10.4% for men and 8.9% for women in 2004 to respectively 5.8% and 5.3% in 2008. Unemployment rate was the lowest in 2007 when it was only 5.4% for men and 3.9% for women. During the period the unemployment gap between women and men was the largest in 2005 (1.7) and the smallest in 2008 (0.5). With regard to long-term unemployment both the share of long-term unemployed women and men in the labour force decreased from 2004 to 2007, from 4.4% to 1.7% for women and from 5.6% to 2.9% for men respectively. The share of very long-term unemployed in the labour force has also decreased 2004-2007 from 3.5% to 1.6% for men and from 3.0% to 0.9% for women. Among the unemployed women, the share of long-term unemployed increased from 2004 to 2005 by 10.2 percentage points and after that until 2007 decreased by 15.2 percentage points, reaching 44.7%. Among unemployed men from 2004 to 2005 the share of long-term unemployed decreased by 6 percentage points and after that until 2007 increased again by 4.6 percentage points, reaching 52.8%.

Since 1995 the unemployment rate has been higher among men than among women. Possible explanations for this trend could be the willingness of women to accept new jobs, even if salaries are lower than expected, and the fact that women change jobs less frequently than men.

The number of inactive women in the age group of 15-74 decreased from 2004 to 2008 from 234.9 thousand to 211.2 thousand (by 23.7 thousand) and the number of inactive men from 153.8 thousand to 136.7 thousand (by 17.1 thousand). Among the working-age population (25-49) the share of inactive women has been during the period between 15-17.5% and the share of inactive men between 5.7-9.9%. The main reasons for both women and men for inactivity are studies and

retirement age. It should be mentioned that the gap between women and men whose reason for inactivity was a need to take care of children or other members of family is still more than 9 thousand (in 2008). On the other hand, among discouraged workers during the whole period there were more men (3.4 thousand and 2.1 thousand respectively).

The wage gap between women and men persists, with women's average hourly gross wages being 74.6% of men's in 2005 (last analysed data). Within the major group of occupations the largest gap is between male and female technicians and associate professionals, where in 2005 approximately 72% of workers were women. This group of occupations was also the one where the biggest number of women worked in 2005 (58.4 thousand). The gap was smallest between skilled agricultural and fishery workers, among whom 42% were women in 2005. For legislators, senior officials and managers the gap was 19.3%.

The Estonian labour market features a high degree of horizontal segregation. Men and women are engaged in different areas of activities, which indicate that traditional patterns of men's and women's jobs still prevail. While men are almost equally divided between the secondary and tertiary sectors (48.2% and 46.4%), approximately 75.3% of women worked in the tertiary sector in 2008. The share of women and men in primary sector is low, being respectively 2.4% and 5.3%.

In terms of occupations, while women are mostly service workers and shop and market sales workers (19.9% in 2008), professionals (18.9% in 2008) and technicians and associate professionals (17.9% in 2008), men are mostly craft and related trades workers (30.5% in 2008), plant and machine operators and assemblers (18.6% in 2008) and legislators, senior officials and managers (15.3% in 2008).

Also the vertical segregation is noteworthy. In 2005 there was 62% male and 38% female managers in the age group of 25-64. In different management levels the disproportion is even higher. In the category of directors and managers there are three and half times more male managers than female managers. Among managers of small companies there are twice more men. Women are most numerous among personnel managers, sales and marketing managers, advertising and public relations managers.

Among the 20 823 officials, 37.1% were men and 62.9% were women in 2007. Among higher officials (4203 persons in total) the proportion of women was 55.1%. When looking at the gender division of higher officials in different ministries in 2007, it can be noted that the share of men is lowest in the Ministry of Social Affairs (20.3%), the Ministry of Justice (32.1%) and the Ministry of Agriculture (34%). Ministries where the share of men among higher officials was higher than 50% were the Ministry of Environment (57.8%), the Ministry of Foreign Affairs (53.4%) and the Ministry of Defence (53%).

It can also be pointed out that among professional military the share of women in 2005-2007 has been between 17.5% and 19.0%.

During the period the most important legal acts regarding equal treatment of men and women were the Gender Equality Act, the Republic of Estonia Employment Contracts Act and the Wages Act.

The Gender Equality Act pays special attention to the working life, giving a list of cases when the activities of the employer are considered to be discriminative, regulating the obligation of an employer to provide explanations when a person suspects discriminatory behaviour in respect of him or her and stating employers' tasks in promoting gender equality. The GEA also specifically prohibits discriminating offers of employment or training.

Until the end of 2008 the Republic of Estonia Employment Contracts Act prohibited explicitly discrimination upon employment and entry into employment contract, upon remuneration, promotion in employment or office, giving instructions, termination of employment contracts, access to retraining or in-service training or otherwise in employment relations. Both direct and

indirect discrimination but also harassment was explicitly prohibited and persons given a right to demand from the employer compensation for the proprietary and non-proprietary damage caused by the discrimination. After the amendments introduced to the act by the Equal Treatment Act the employment contracts act states that it is prohibited to discriminate employees or job applicants among other grounds based on sex, marital or family status or family-related duties. In case of such discrimination taking place, the Gender Equality Act will be applied. Additionally employment contracts act lists exceptions to the prohibition which include granting of preference on grounds of pregnancy, giving birth and taking care of underage children or adult children and parents incapable to work.

The Wages Act guarantees equal pay for the same work or for work of equal value for women and men and prohibits discrimination on the grounds of sex with regard to all aspects and conditions of remuneration. In case of discrimination the worker has the right to file a claim for compensation.

The Promotion of Gender Equality in 2008-2010 programme is being implemented under the Estonian ESF Operational Programme for Human Resource Development. The program aims to: 1) raise the awareness of employers and employees about gender equality, about their rights and responsibilities; 2) support the implementation of gender equality mainstreaming strategy in the labour market; 3) support the implementation of gender equality legislation; 4) reduce gender stereotypes. The main activities encompass a major study on the gender pay gap, the follow-up to the gender equality monitoring study, media and outdoor campaigns, conferences and seminars, trainings, publishing a commentary to the Gender Equality Act etc. There are different measures aimed at employers and employees in both public and private sector.

In 2002, Estonia joined the European Unions' Community action programme, through which the European Community framework strategy on gender equality (2001-2005) was implemented. Estonia initiated or participated in several project under this programme.

The project "Women to the Top", carried out in co-operation of the Ministry of Social Affairs of Estonia and gender equality institutions of Sweden, Denmark, and Greece, was aimed at supporting women's careers in the private sector. On the basis of this project, mentor programmes were launched in five Estonian private companies and a publication "It Will Be in Order" dealing with organization-theoretical issues from a feminist point of view was translated. More information about the project can be found at www.women2top.net.

Estonia was one of the international partners in the project "Implementation of Gender Mainstreaming in the New Member States: a Pilot Project in Hungary" taking place 2005 - 2006 under the same programme. As part of the project a concept of institutionalisation and a handbook for leaders containing guidelines, standards, best practice, indicators and specific measures to be taken in an organisation for promoting gender equality were prepared and translated into Estonian.

Under the European Commission's EQUAL Initiative, 13 development partnerships were financed in Estonia and carried out from 2004 to 2008. Of these, five were targeted at improving the situation of women on the labour market. The main ideas that were promoted included motivating women to develop their own businesses, raising general awareness in society about gender equality, reconciling family and working life, helping women with small children to find work and raise their self-esteem on the labour market, etc.

In 2007, in the framework of the European Year of Equal Opportunities 2007 an analysis of non-Estonian speaking women in labour market was made by the Centre for Policy Studies PRAXIS. The focus of the analysis was on differences based on sex and ethnicity in employment, accession to occupation/positions and salaries.

The Estonian-French twinning project "Equality between Men and Women - Principle and Goal for Effective and Sustainable Enterprises" was carried out 2007 - 2008 with a co-financing from the European Union's Transition Facility 2006 programme with the aim of improving gender equality

awareness concerning legal provisions, policies, measures and good practices in private companies. The project activities included: 1) carrying out a survey to measure the gender equality knowledge, attitudes and practices of private sector employers; 2) preparing a systematic compilation of European good practices to implement the principle of equal treatment of men and women and promote gender equality in the private sector; 3) preparing guidelines for employers for promoting gender equality in the companies regarding recruitment, training and career, pay and work-life balance; 4) organising seminars for representatives of companies and employees to increase their awareness and improve knowledge and skills on promoting gender equality in an organisation; 5) creating a network of employers, representatives of employees, gender experts and other relevant actors for the exchange of information, experience and good practice in promoting gender equality.

Some awareness raising activities concerning work life are also referred to in Part One.

Women's entrepreneurship

In 2005 the Ministry of Social Affairs ordered from Open Estonian Institute a survey "Development of a basis for programme for promotion of female entrepreneurship. Development of a strategic model for promotion of female entrepreneurship." The main target of this survey was both to examine the policies for promoting female entrepreneurship in European Union and in other countries and to analyse the relevant situation in Estonia. Based on this information a strategic model for promoting female entrepreneurship was prepared. Additionally, attitudes of change agents influencing entrepreneurship environment towards female entrepreneurship were found out and a training strategy and programme created for institutions dealing with promotion of entrepreneurship.

Some projects that were especially targeted at supporting women's entrepreneurship in Estonia were financed in 2004-2008 from the European Social Fund supported measure 1.3 "Inclusive labour market", the overall objective of which was more extensive and efficient prevention and alleviation of unemployment and, thus, poverty and social exclusion, and enhancing social inclusion. "From women to women – the successful help the weaker. Supporting families with many children and long-term unemployed women to reintegrate into the labour market and supporting them to start entrepreneurship" and "Decreasing unemployment among young women and young mothers in the area of Valga and promoting entrepreneurship among them" can be brought out as examples of such projects. Training and counselling as well as the provision of financial support were carried out in the framework of these projects.

Reconciliation of work and family life

According to the Statistics Estonia Estonian women with children up to 2 years of age are generally on maternity leave and do not work, but women with children of 3 or more years have usually returned to full-time employment. The employment rate of women in the age group of 20-49 with children up to 2 years of age was more than two times lower than that of women with youngest child between 3 and 5 years of age, being respectively 34% and 74% in 2006. However, the employment rate of mothers whose youngest child was up to 2 years old had by 2006 increased by half compared to 2003 (from 21% to 34%). Unlike women, the employment rate of men is not linked with the age of their youngest child.

In 2004 the employment gap of women and men with children 0-6 years old was 40.4 percentage points. For women and men without children in this age group the employment gap was 2.9 percentage points with employment rate of women being higher than that of men. By 2008 the employment gap in the first group had dropped to 38.6% and the employment gap in the second group was 0.1 percentage points in favour of men.

One of the most important changes influencing the economic independence of women and reconciliation of work and family life has been the introduction of the parental benefit system entering into force on January 1, 2004. The idea behind the parental benefit scheme is to retain, by grant of support by the state, the earlier income for person whose income decreases due to the raising of a child, and to support the reconciliation of work and family life. Persons who have not

received income are ensured with income to the extent of the benefit rate. The benefit is paid from the state budget. The amount of the monthly payment is based on the parent's previous earnings, but is not lower than the minimum monthly wage established by the Government. The maximum benefit per month is three times the average income in Estonia per calendar month. To the previously working parent the parental benefit is paid after the end of the maternity benefit. From 2008 those benefits together could be paid for 575 days. Non-working parents have the right to parental benefit for 18 months after childbirth. After 70 days (until September 2007 after 6 months) from childbirth fathers have equal rights with mothers to the parental benefit. According to the law, if one of the parents is on parental leave after the child attains seventy days of age, that parent has the right to receive the benefit.

From 2007 the vocation of nanny is described in the Social Welfare Act allowing development of private childcare market.

One aspect that has a major influence on women's position on the labour market is the involvement of men in child care activities. Although both fathers and mothers are eligible for parental leave and benefit, the proportion of men among the benefit receivers is very small (2% in 2004, 3.7% in 2008). In order to find out the reasons for fathers not taking up parental leave, a qualitative study was carried out in 2007 where both fathers and employers were interviewed. The study showed that the general attitude towards fathers on parental leave is positive and equal rights and possibilities to balance work and family life are supported. However, people still tend to base their decisions and behaviour on traditional gender roles and expectations. The study report included also recommendations from employers and researchers for further policymaking.

From January 2008 an amendment to the Holidays Act significantly increased the sum paid to fathers for 10-workdays paternity leave during mothers pregnancy and maternity leave or within 2 months after the birth of the child from low flat-rate sum (4 EUR per day) to the sum of 100% of his average pay (with a maximum connected to the average pay in Estonia) to encourage the fathers to stay at home after birth to bond with the child from the very start. The amount of fathers using this benefit rose from 10% to 40%. Unfortunately, due to the economic crisis, this change was in force only for 2008. From 2009 fathers are still entitled to take the leave but will not receive any money for the period.

A mother or father is granted an additional child care leave of three working days per working year at his or her request if the s/he has one or two children under fourteen years of age, and six working days if s/he has three or more children under fourteen years of age or at least one child under three years of age. A guardian raising a child without parents is also entitled to such leave. Fathers have been adding up to 15% of receivers in 2007 (11.6% in 2005 and 2006).

From 2007 the Programme of the Coalition of the Government of the Republic has also included activities to improve the childcare opportunities to develop flexible work opportunities and support employment training.

During 2007-2009 Estonia has been preparing an analysis of the effects of family policy measures in Estonia. The aim of the analysis was to evaluate the state family policy system.

One of the objectives in the Estonian Action Plan for Growth and Jobs 2008-2011 is increasing the flexibility of the labour market and improving the quality of working life. Among other measures the Action Plan also foresees three closely connected with promoting gender equality: 1) to formulate further principles to help reconcile work and family life; 2) to create supplementary kindergarten places to help reconcile work and family life and 3) to pay a per-capita allowance to parents of kindergarten children to finance childcare services and pre-primary education by local municipalities that do not guarantee kindergarten places.

In Estonia, all responsibility for childcare is on local government. In recent years due to different sizes of age cohorts and domestic migration from cities to suburban areas discrepancies in service

need/supply have appeared. Of 1-year old children slightly more than 10% were enrolled in preschool institutions in 2005-2007. The ratio is remarkably higher at the ages of 2 (58.4 in 2007) and 3 (85.3 in 2007). In the age-group of 4-6 years old children the ratio is slightly more than 90%.

Also the care for elderly people influences the possibilities of working-age population (often especially women) to participate in the labour market. In Estonia the proportion of population aged 75 years and over using welfare services in general 24-hour care homes is 2.9% (2843 persons total, 2.4% men, 3% women in 2007). Among disabled persons aged 75 years and over to whom a caregiver has been appointed (10 986 persons in total) 73,2% were women and 26,8% men.

In 2005-2007 the Estonian Employer's Confederation and its partners' project „Choices & Balance” funded by the EQUAL programme was carried out in order to improve opportunities for reconciliation of family and professional lives of men and women and to balance their roles and tasks. The target group of the project was parents of small children. The main activities of the project included research on the juridical, economical and sociological aspects of the implementation of flexible work forms, activating the target group, developing the basic counselling and training program corresponding to the needs of the target group and the expectations of employers, conducting an awareness raising campaign to disseminate best practices of flexible forms of work and to affect the attitudes and labour market behaviour of employers and contractors.

In 2005-2007 Minister of Population and Ethnic Affairs and its partners' project „Children taken care of, mothers at work” funded by the EQUAL programme aimed to create alternative day care opportunities (family day care, playrooms, etc) for small children so that their parents could return to labour market. First professional nannies were trained. The project aimed also to map main difficulties hindering creation of alternative day care opportunities.

Estonia has taken different measures to raise awareness on reconciliation and family issues. In 2007 a conference „Father's joy” was organised by the Ministry of Social Affairs and the Office of the Minister of Population Affairs with the aim to create debate on values regarding motherhood and fatherhood, expectations regarding parents' roles, measures to be taken to improve reconciliation of work and family life, etc. In the same year, two other conferences were arranged: „Childcare – needs and choices” was organised bringing together different interest groups (parents, childcare providers, state representatives etc) in order to map the needs and choices in childcare system in general; and the forum „Stay at home part time? The rights of parents to parental leave and benefits” was arranged by the Ministry of Social Affairs in co-operation with the Nordic Council of Ministers.

In 2008 a value study RISC was carried out. The study included special sub-themes of raising children and positive parenting. Also in 2008, a campaign „Conscious decision” to raise awareness on reproductive health, family planning and caring sexual behaviour was initiated by the Minister of Population and Integration Affairs, the Estonian Sexual Health Association, the Estonian Gynaecologists Union and the Ministry of Social Affairs. At the end of 2008 the Minister of Population and Ethnic Affairs organised a seminar for employers and other stakeholders concerning the issue of reconciliation of work and family life.

Under ESF programme “Promoting Gender Equality 2008-2010”, the “Fathers calendar” for 2009 was prepared and distributed. The aim of the calendar was to draw attention to fathers' and grandfathers' role in taking care of children. Also, a conference „Caring Fatherhood” was arranged in order to discuss different concepts of fatherhood. It was discussed whether caring fatherhood could play a part in solving such problems as early mortality of men, low birth rate, high number of children in one-parent families, child poverty, the gender pay gap.

More measures taken to raise the awareness of people about the importance of active fatherhood have been described in Part One.

The issue of positive parenting has been important for Estonian family policy for 2 past years. Positive parenting aims to support parents' equal rights and obligations when taking care of children and provide them necessary trainings, information and resources in order to cope effectively with the demands of everyday life. In 2008 Ministry of Social Affairs initiated roundtables for organisations working on positive parenting issues to support the positive parenting concept in Estonia. Projects on positive parenting and on other family issues have been funded through Gambling Tax Foundation. In addition several campaigns on positive parenting issues have been carried out. In 2008 the Minister of Population Affairs in co-operation with national broadcasting introduced a TV-series „Family life” to support family friendly values in society and to help parents in raising children.

Women in decision making

Achieving a gender balance in decision making remains a challenging domain for the improvement of the situation of women in Estonia.

A positive trend is the growing number of female candidates in both parliamentary and local government council elections. Women are increasingly interested in politics although their voting efficiency is smaller than among men. It is more difficult for women to get elected. One of the reasons why women are not often elected is also due to the Estonian election system, where they are not placed sufficiently on top of the lists of candidates. Even though women are present in political parties, not enough of them stand as candidates at elections.

All the largest political parties (the Pro Patria and Res Publica Union, the Estonian Reform Party, the Estonian People's Union, the Social Democratic Party, Estonian Centre Party and Estonian Green Party) have women's associations. None of the party leaders is a woman.

The share of women in the parliament has slowly increased over the years. The percentage of women MP's after elections has been from 11.9% in 1995 to 24% in 2007. The share of female candidates in parliamentary elections has been higher reaching 27% in 2007. This shows that women are less likely to get elected than men. At the moment there are 21 women MPs in Riigikogu. The first woman was elected as a President (Speaker) of the Riigikogu (parliament) in 2003. Also at the moment the president and the first vice-president are women.

The share of women at the local government level has been higher than in the parliament. The percentage of female candidates reached 39.5% and the share of women elected into the local government councils 29,6% in 2005. The next local elections will be held in autumn 2009.

However, there are not many women among the leaders of local government councils. In 2007 21% of the chairpersons of city councils and 16% of chairpersons of rural municipality councils were women. Among the city mayors 18% and of the rural municipality mayors 13% were women.

The proportion of women in the Government of Estonia has fluctuated. At the moment there are 2 female members in the Government out of 14 (Minister of Culture and Minister for Population and Ethnic Affairs).

During the 2004 European Parliament elections 24% of candidates in Estonia were women and 76% men. Out of six members elected 2 were women and 4 were men, but from October 2006, after one of the members being elected the president of Estonia, the gender balance has been 50/50 (3 women and 3 men).

Estonia has a tradition of having a large number of female judges, including chairwomen of courts. In the Supreme Court of Estonia, though, only 3 of 19 judges are women.

In another influential institution, the central bank Bank of Estonia, the number of women in the Supervisory Board was 1 of 8 in 2004-2008 and all 4 members of the Executive Board were men during the period of 2005-2008.

The study "Research on Governance: women and men politicians' equality" was conducted in 2004 in Estonia as a part of the project "Mass Media in (Re)Distribution of Power" (www.medijuprojekts.lv), supported by the Community Framework Strategy on Gender Equality (2001-2005) and implemented in co-operation with Latvia, Denmark and Italy. The objective of the study was to study women's participation in Estonian politics and what female politicians as part of the political elite think about gender equality. Interviews were conducted with 14 female politicians.

Taking into account the year 2007 being the year of parliamentary elections, the theme of the gender equality promoting project competition for 2006 was "More women into politics". The aim of the project competition was to increase the participation of women in politics through improved cooperation between civic associations and by raising the awareness of the public.

Nine projects were financed in the framework of the competition, including e.g. a series of radio programmes and a compilation of articles and interviews about female ministers, a pre-election debates, a film of interviews with women politicians and officials in Brussels and a project aimed at young students. In addition, seminars, trainings, conferences and roundtables were organized, articles were published and interviews were given to the press.

In November 2004 the forum of women's organisations approved the declaration of the Estonian Women's Cooperation Chain which called political parties to place competent and authoritative women on top of lists of candidates and voters to support women candidates.

Media

The issue of gender equality is getting more attention in the press and audio visual media. Participation of press, radio and TV has helped to provoke a public debate on the issue of violence against women. A number of representatives of the media have been trained in questions of violence against women and trafficking in women.

The new Advertising Act came into force on 1st of November 2008. According to new law an advertisement cannot disregard the principle of gender equality, belittle one sex or present one gender as prevailing or subordinate. It also prohibits advertisements with pornographic content and advertising for services provided for satisfaction of sexual desire, including prostitution, and advertisements referring to such services or assisting procurement.

Several other measures have been taken both by the state and other stakeholders to target the topic of gender equality in the field of media.

In 2003 - 2005 Estonia participated in an EU-funded project "Mass Media in (Re)distribution of Power". In Estonia, two empirical research projects were implemented in the framework of this project: one on the portrayal of female politicians in the media and the other on self-reflections of female politicians. The publication based on the findings also contains a theoretical background and methodological points of departure for media analysis from the viewpoint of gender. Recommendations for (female) politicians, their PR advisors, journalists, media executives and for others interested in that subject were elaborated on the basis of the research results. Also seminars and roundtable discussions on gender issues and mass media for policy makers, media practitioners and PR experts took place.

In 2005 several seminars were organised on the topic of sexuality, media and bodies, e.g. the Estonian Women's Studies and Resource Centre seminar „Body and Sexuality” where different approaches to the body and the issue of the body in pop-culture, media and art were touched upon, a seminar „Pop-culture as the influencer of identity?” discussing among other topics the ambivalence of pop-culture in presenting gender roles and the Students Council of the Social Department of the Tallinn University conference „Body in the mirror of media” the aim of which was to start a discussion about the influence of idealised presentation of a body in media and advertisements on young people.

The Gender Equality Department and the Gender Equality Commissioner have considered it important to promote good co-operation with the media and journalists, including providing them with consultation on the issues of gender equality and combating violence against women. The Commissioner and the Estonian Journalists Unions' Female Editors Association have shared their experiences regarding media and gender at a common meeting. The association was formed in 2006 to promote co-operation among female journalists, to become acquainted with the activities of Estonian women's organisations, to co-operate with similar organisations abroad and to take stands on women's and equality issues. In 2007 it became a member of Estonian Women's Associations Roundtable. In 2008 they organized a seminar covering topics such as women as actors and decision-makers, successful women in the media, sexism and media and the role and responsibility of media in a world full of conflicts. The Association has translated into Estonian International Federation of Journalists' Guidelines on reporting violence against women, making it also available online.

In two main universities – University of Tartu and Tallinn University courses have been offered on the topics of media and gender, media criticism and special course on screening gender on TV for journalists, sociologists etc. TV journalists of Estonian Television have had a short introduction to gender issues based on the TV images analysis project Screening Gender in Estonia. Also a study material "Screening gender" has been developed.

Part Three: Institutional development

The Bureau of Gender Equality, established in the Ministry of Social Affairs in 1996 was rearranged into the Gender Equality Department in January 2004. The department operates under the authority of the Deputy Secretary General of Family and Social Policy. The department is responsible for promoting gender equality, coordinating these activities and preparing the relevant draft laws, co-ordinating family policy and from 2009 also for promoting equal treatment on bases other than gender, co-ordination of relevant activities and preparation of relevant legislation. The department also implements tasks in the field of prevention of trafficking in human beings and co-ordinates the activities of fight against violence in close relationships. The staff of the department consists of 8 civil servants.

From 2003 until 2007 the responsibility for all demographic questions, including family policy, used to be under the responsibility of the Minister of Population and Ethnic Affairs. The main areas for action were reconciliation of work and family life and improvement of day care system. Since June 2007 the responsibility for national family policy is in the Ministry of Social Affairs. The Family Policy Unit within the Gender Equality Department is a small unit (1.6 posts), but around 20 experts from the whole ministry belong to the working group. The unit has the role as a co-ordinator within the ministry and between other ministries. The priorities from 2007 until today have been reconciliation of work, family and private life, support for families through benefits and supporting achievement of gender equality.

The work of the gender equality unit is supported by analysts in the policy information and analysis departments. The Social Policy Information and Analysis Department within in the Ministry of Social Affairs has been preparing different indicators for measuring the situation of gender equality, coordinating the research activities and analysis of the disaggregated data. Also the Labour Policy Information and Analysis Department supports the activities of the gender equality unit.

The Gender Equality Act entered into force 1st of May 2004, providing the basis for creating institutions of an independent gender equality expert - the Gender Equality Commissioner and an advisory body for the government – Gender Equality Council (has not been formed yet).

At the beginning of October 2005 the first Gender Equality Commissioner was appointed. From 1st of January 2009, after entering into force of the Equal Treatment Act, the Gender Equality Commissioner became the Gender Equality and Equal Treatment Commissioner.

Until 1st of January 2009 the Commissioner had a task pursuant to the Gender Equality Act to monitor compliance with the requirements of the GEA, accept applications from persons and

provide expert opinions, analyze the effect of laws on the status of men and women in society, make proposals to Government of the Republic and to government agencies, as well as to local governments and their agencies, regarding alterations and amendments to legislations, advise and inform Government of the Republic, government agencies and local government agencies on issues related to implementation of the Gender Equality Act, and take measures to promote gender equality. From 1st of January 2009 the Commissioner additionally has a task to fulfil the before mentioned tasks regarding discrimination or equal treatment based on nationality (ethnic origin), race, colour, religion or belief, age, disability or sexual orientation. Also, the Gender Equality and Equal Treatment Commissioner should counsel and provide assistance to persons in submitting complaints about discrimination, publish reports about implementation of the principles of equal treatment and gender equality and co-operate with other persons and entities in promoting gender equality and equal treatment. The Equal Treatment Act also created a basis for establishing the Office of the Gender Equality and Equal Treatment Commissioner, consisting of public servants supporting and assisting the Commissioner in his/her work. Until now the Commissioner has one adviser to help her in her work.

From 2005 to 2008 the Commissioner dealt with 204 applications, 49 of these from men, 90 from women and 65 from organisations. 76 applications concerned discrimination, the rest of these were requests for information etc. In 35 cases the Commissioner found that a principle of equal treatment of men and women had been violated.

From 2004 everyone has the right of recourse to the Chancellor of Justice in order to have his or her rights protected by filing a petition to request verification whether or not a state agency, local government agency or body, legal person in public law, natural person or legal persons in private law performing public duties adheres to the principles of observance of the fundamental rights and freedoms and to the principles of sound administration. In case a person finds that a natural person or legal person in private law has discriminated against him/her on the basis of sex, s/he has a right of recourse to Chancellor of Justice for the conduct of conciliation procedure. Until now no conciliation procedure has been conducted regarding discrimination based on sex.

Gender specific statistics is being gathered and analyzed by the Statistical Office of Estonia. In addition to a publication by Statistics Estonia entitled *Women and Men*, published in 2006 and 2008, yearly statistical publications on specific topics (e.g. earnings or labour market) also included both statistics and analysis of the situation of men and women. Moreover, the yearly publication of the Ministry of Social Affairs covering the statistics concerning health, work and social affairs includes gender specific information under the topics and in a separate chapter on gender equality.

Several research-related institutions, e.g. Gender studies group in the University of Tartu, Estonian Women's Studies and Resource Centre (ENUT), Estonian Open Society Institute etc are working on gender equality issues.

Estonian Women's Studies and Resource Centre (ENUT) has become an active promoter of gender equality in Estonia since its establishment in 1997. In the beginning, the aim of this centre was to become a research centre open to the public as a library and an information centre. Besides fulfilling this aim the centre has arranged numerous seminars and conferences, supported and participated in many projects at both domestic and international level and runs a public library in the field of gender-studies and feminist literature.

Two national NGOs (Estonian Women's Associations Round Table and Estonian Women's Chain of Cooperation) were established in 2003 to represent Estonia in the co-operation with European Women's Lobby. Both of the organizations are active in promoting gender equality.

In the framework of co-ordinating family policy, the Ministry of Social Affairs is co-operating on daily basis with different organisations both on governmental and non-governmental level. The main organisations for co-operation on the national level have been Office of Minister of Population and Ethnic Affairs, Estonian Union for Child Welfare, family Centre "You and Me" and the Ministry of Education and Research.

We also have effective international co-operation with Council of Europe, European Social Fund, Nordic Council of Ministers, etc.

Gender mainstreaming

The Gender Equality Act stipulates that state and local government agencies are required to promote gender equality systematically and purposefully. The duties of public authorities are specified in § 9 subsections 1 and 2 of the Act, where the gender equality mainstreaming process is outlined. According to the § 9 of the Act public authorities are required to change the conditions and circumstances which hinder the achievement of gender equality. Upon planning, implementing and assessing national, regional and institutional strategies, policies and action plans, the agencies have to take into account different needs and social status of men and women and consider how the measures applied and to be applied will affect the situation of men and women in society.

In addition to the GEA, the ministerial regulations for project applications from European Social Fund (ESF) provide that the inclusion of gender impact is a mandatory criterion in project application for all measures. Also, the decree of the Minister of Social Affairs states with regard to open calls of ESF measure „Increasing the qualified labour supply” that involving a gender equality expert in projects’ activities is an eligible cost and the applicants can get additional points for that during the project appraisal procedure by the experts.

The first gender mainstreaming project in Estonia „Gender Impact Assessment as a Core Measure for Gender Mainstreaming” (2003 - 2004), took place under the European Union’s Community action programme, through which the European Community Framework Strategy on Gender Equality (2001-2005) was implemented. With this project, the Ministry of Social Affairs of Estonia as the project promoter decided to improve understanding in Estonia of gender equality and the dual-track approach to achieve equality; and to develop specific methods and tools, in particular gender impact assessment, for the promotion of gender mainstreaming. In doing so, it relied heavily on best practices from the EU. The overall goal of the project was to mobilize key actors for an efficient, integrated and coordinated resolution of gender equality issues in Estonia via promoting the gender mainstreaming approach as an effective development strategy. The guidelines for gender impact assessment” were developed within this project.

There is also a recent example of a gender impact assessment having been ordered for a draft law that will have a major impact on the society when approved. In 2008, at the request of the Social Affairs Committee of the parliament a study was made by researchers of Tartu University in order to assess the impact of the draft Family Law Act from the aspects of gender and interests of a child.

In order to provide knowledge and skills to officials for mainstreaming gender into decisions, policies etc, the Phare Twinning Project “Development of Administrative Capacity of National Authorities in the Field of Gender Mainstreaming” (July 2004 - December 2005) was implemented between the Ministry of Health and Social Affairs of Saxony-Anhalt, Germany and the Estonian Ministry of Social Affairs. To achieve the goal of promoting gender mainstreaming, 17 trainers were trained on gender issues, gender mainstreaming and methods and tools for its implementation. Training was also held to provide basic gender mainstreaming expertise to civil servants and local government officials, and a gender mainstreaming implementation strategy was defined and an Internet-based centre of expertise created.¹¹

In 2006 the Ministry of Social Affairs published electronically a gender mainstreaming handbook. Hard copies of this handbook were printed in co-operation of Ministry of Social Affairs and Estonian Women’s Associations Roundtable in 2008.

¹¹ The centre of expertise can be found on the Internet at <http://gender.sm.ee/esileht.php>

In connection with her tasks of counselling and promotion of gender equality, the Gender Equality Commissioner was in 2006-2007 involved in the project "Equality for local development: gender mainstreaming in municipalities" taking place with the before mentioned EU funding. In the framework of this project training seminars for local governments were held, a roundtable for the general public was organized and a gender mainstreaming manual for local governments was prepared and translated into Estonian.

The Council of Europe Committee of Ministers Recommendation (2007)13 to member states on gender mainstreaming in education has been translated into Estonian and made electronically available by the Estonian Women's Associations Roundtable.

In 2008 the Council of Europe Information Office in Estonia made available in Estonian Council of Europe Committee of Ministers Recommendation Rec(2007)17 to member states on gender equality standards and mechanisms.

A Council of European Municipalities and Regions publication „*The Town for Equality. A methodology and good practices for equal opportunities between women and men*” was translated and published by the Estonian Women's Associations Roundtable with the support from Association of Estonian Cities and Association of Municipalities of Estonia in 2009. In 2008 the roundtable translated and published The European Charter for Equality of Women and Men in Local Life.

Also, under Estonian ESF programme for promoting gender equality, two gender mainstreaming manuals prepared by the European Commission have been translated and will be made available online and distributed among relevant stakeholders in 2009. These manuals concern gender mainstreaming in employment and in social inclusion and social protection policies.

Part Four: Remaining challenges and actions to address them

Although there has been a significant progress in implementing the Beijing Platform for Action in Estonia, several challenges remain. The most crucial ones have been addressed here:

- To fully implement the Gender Equality Act;
- To effectively prevent and combat violence within close relationships and trafficking in women.

Regarding full implementation of the Gender Equality Act the main obstacles still are low awareness of gender equality issues and lack of interest among the stakeholders (e.g. employers, employees, legal professionals, public officials) and society at large and a shortage of resources for both the Gender Equality and Equal Treatment Commissioner and the third sector.

In the Ministry of Social Affairs Action Plan for 2009-2012 the priorities in promoting gender equality and coordinating gender mainstreaming are raising awareness about legal norms of equal treatment of women and men, measures and objectives of promotion of gender equality and improving institutional capacity for integrating gender perspective into all policy areas and reducing gender stereotypes. Regarding violence in close relationships the priority is to develop services for parties concerned, raise the competence of specialists and awareness of the general public, also to change peoples' attitudes. In order to fight trafficking in human beings, the priority is to continue effective implementation of National Development Plan against Human Trafficking for 2006-2009 where the tasks of Ministry of Social Affairs are connected to prevention and victim support.

Promoting gender equality in working life through the implementation of the programme to promote gender equality in 2008-2010 implemented under the Estonian ESF Operational Programme for Human Resource Development will be one of the priorities in coming years. The program aims to: 1) support the implementation of gender equality legal acts; 2) raise the awareness of employers

and employees about gender equality, about their rights and responsibilities; 3) to support the implementation of gender equality mainstreaming strategy on educational and labor market; and 4) reduce gender stereotypes. The programme is supported by open calls for proposals carrying the same objectives. Under the calls, organisations (including private companies) can apply for funds in order to promote gender equality at the workplace.

One obstacle also influencing the effective implementation of the Gender Equality Act and especially the strategy of gender mainstreaming is still a shortage of statistics and data segregated by sex in some areas.

In order to tackle this problem, the Statistics Estonia strategy for 2009-2013 includes the aim of developing new indicators based on data segregated by sex. It can be pointed out also that a new time-use survey will be carried out in 2009-2010 by Statistics Estonia, the previous one dating back to year 2000. The Ministry of Social Affairs will also participate in creating new data and knowledge in the field of gender equality by carrying out an extensive study on gender pay gap and a population survey Gender Equality Monitor in the framework of the Estonian ESF gender equality programme.

The shortage of flexible possibilities of reconciling work and family life is an obstacle for women's and men's full and equal participation in the working life. With the shortage of places in municipal child care institutions (mainly crèches) and private child care being too expensive, mothers prefer to stay home with small children. This situation creates a very clear employment gap between men and women differentiated by having children under 6 years of age. Partly this gap has led Estonia to a high income gap between men and women, high stress indicators and risk behavior of men, high proportion of single parents and possibly also to relatively low fertility rate.

As a response to this, fathers are granted equal access to the parental benefit when the maternity leave has ended (70 days after birth) as of September 2007. Previously they could use the benefit after six months.

Also in the afore mentioned programme for 2008-2010, two of the four programme objectives include measures to support the reconciliation of work and private life (raising the awareness of employers and employees about gender equality, about their rights and responsibilities; and reducing gender stereotypes).

Regarding violence against women one of the remaining obstacles is that family violence and violence against women as an area of concern is not regularly measured and statistically covered in Estonia. The official statistics does not fully reflect the scope of the problem and the real incidence of violence against women, so there is a need for improvement. The enforcement and interpretation of laws, as well as the police and court practice in cases of violence against women, cases are too narrow and do not take fully into account the specific nature of violence against women. There are sometimes obstacles faced in prosecuting and punishing violence against women as it is difficult to investigate the cases. Victims are afraid or ashamed to give testimony, especially if the crime has been committed by a relative or a spouse. More cooperation is needed in all levels, including shelters, police personnel, prosecutors etc. Also financing of the special shelters for female victims of violence provided by NGOs will remain uncertain, as according to the social welfare conception, local municipalities are in charge of support services for all the victims. Not all municipalities wish or are able to finance such shelters. There is a clear need for further trainings and support for municipalities to enhance co-operation between them in order to finance the services needed for victims of domestic violence.

In order to improve the official statistics of violence against women, Statistics Estonia conducted a large scale population crime and victim survey, including a special module on intimate partnership violence in 2008-2009. The results will be available in 2010.

In order to improve services to victims, the ESF measure of Gender Equality Promotion 2008-2013 will have open calls for proposals where one target group is service providers for especially vulnerable groups, such as victims of interpersonal violence and victims of trafficking.

The Ministry of Social Affairs is developing policies to prevent and combat violence in close relationships in order to establish common values and principles for the work.

The awareness raising activities will continue. A good cooperation with journalists covering social problems has been established and will continue in the field of violence within close relationships.

In the field of fight against trafficking the key challenges are related to judicial system. Few cases of human trafficking have ended up in court; victims do not wish to cooperate with law enforcement or to give testimonies. It is obvious that better training of judges is needed, as well as change of attitudes among law enforcement officials. The criminal procedure law does not support trafficking victims enough.

Also, financing of the rehabilitation centre, anti-trafficking hotline and women's shelters is not secure, especially because of Estonia's economical situation in the present. Though in 2009 these services will be funded by the Ministry of Social Affairs, the budgets depend on general economical possibilities that do not always allow financing all the services needed.

A new plan to combat trafficking in human beings will be developed during 2009 and should be implemented starting 2010. It will include preventive work as well as victim support and improvement of law enforcement activities. The Ministry of Justice is responsible for the writing and implementing of the development plan.