

### Capacities of the Estonian civil servants in the field of Gender Mainstreaming: pre-training and post-training study prior and after training of civil servants Ph.D.

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**Phare partnerlusprojekt**

*Eesti avaliku sektori haldussuutlikkuse tõstmise soolise võrdõiguslikkuse sùvalaiendamise rakendamiseks*

**Phare Twinning Project**

*Development of Administrative Capacity of National Authorities in the Field of Gender Mainstreaming*

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# **Capacities of the Estonian civil servants in the field of Gender Mainstreaming**

**Pre-training and post-training study  
prior and after training of civil servants**

**Ph.D. Marika Kirch, Mara Kuhl, Dr. Brigitte Sellach  
in cooperation with Saar Poll Ltd**

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# **PART I**

## **Pre-training study**

## **Summary of main results**

In this report the results of the first study in the frame of the EU Twinning project "Development of Administrative Capacity of National Authorities in the field of Gender Mainstreaming" are presented. One thousand and twelve civil servants from national, regional and local administrative bodies in staff and managerial positions had been interviewed to assess the potential capacity of the Estonian civil service to implement Gender Mainstreaming and to detect possibilities of enhancing the capacity building in this field.

The results show that the skills and tasks of the civil servants are largely defined by legalistic and administrative duties. The civil servants possess good informational skills and knowledge on legislation and have good capacities to acquire skills and information necessary for their work. Certain instruments of administrative work like impact analysis and programming in contrast are quite rare. The results regarding knowledge on gender equality issues showed that the relevance as well as the complexity of topics related to it are not quite well known. Knowledge gaps on legal provisions for gender equality had been found. The attitude of the interviewed civil servants was non-progressive in general while the attitude towards the state's role regarding gender equality was found to be progressive. Moreover the civil servants considered the issue of gender equality important. The knowledge and attitudes are more progressive within females, young persons and civil servants working in "soft" working areas. Also the informational capacities play an important role for progressiveness. In general the working environment is perceived as supportive.

For the capacity building in the field of Gender Mainstreaming it can therefore be concluded that the civil servants in general have basic capacities that are crucial for this gender equality strategy. Their attitude towards gender equality is to be considered promising as the non-progressive tendencies are contrasted with a curious attitude towards trainings in gender equality issues and progressive tendencies regarding the role of state institutions. Moreover the good information skills have a promising potential for further capacity building. The skills have to be complemented with certain instruments of modern administration like impact assessment and gender analysis. Moreover transmitting knowledge on gender relations in policy fields and legislation as well as reflected notions on gender could positively influence the attitudes.

### **1. Pre-training study**

In the frame of the Twinning project "Development of Administrative Capacity of National Authorities in the Field of Gender Mainstreaming" a comprehensive study on the Estonian civil service was carried out. This study was prior to a training activity for around 180 civil servants who were interviewed after the training. Therefore this is the "pre-training study" report, whereas the study carried out after the training is the "post-training study" (see part II). The Estonian-German expert team of the project wrote this report including contributions of Saar Poll. The pre-training study aimed at collecting data about the profile and the Gender Mainstreaming knowledge and awareness of gender issues and attitudes of the personnel of the authorities. Based on these insights possibilities of supporting existing capacity, of filling knowledge gaps as well as of developing ways to enhance the personnel to deal with the challenges of Gender Mainstreaming were developed. The training for the civil servant was fine-tuned on the basis of the recommendations of that study (see Covenant, "Sub-component 2.1: Pre-training study, Input", p. 17).



## **2. Frame of the pre-training study**

The pre-training study collected data of the personnel of the authorities about:

- the profile of the personnel's skills relevant to Gender Mainstreaming,
- awareness and knowledge of gender issues and
- attitudes regarding gender equality.

For the development of a comprehensive and target-oriented training-framework, which is indispensable for a successful implementation of Gender Mainstreaming, it was necessary to map the existing capacities of the administrative personnel.

Knowing the status quo of the personal allowed:

- to identify possibilities of supporting existing capacity,
- to detect the knowledge gaps to be filled and
- to develop ways of enhancing the personnel to deal with the challenges of Gender Mainstreaming.

The pre-training study was carried out as cooperation between the Estonian scientist, Marika Kirch, Ph. D., and the German scientists and gender experts, Mara Kuhl and Dr. Brigitte Sellach. With this cooperation it was possible, that the questionnaire and the indicators as well as the methodological approach of the study were in line with a cultural sensitive design, in which the Estonian administrative culture as well as the crucial aspects of the Estonian gender relations were regarded. At the same time the necessary methodological knowledge of gender sensitive research in the field of Gender Mainstreaming was incorporated.

The Estonian project leader Ülle-Marike Papp modified and qualified the questionnaire; as well the German project leader Isolde Hofman, RTA Ilona Oesterhaus and other members of the Steering Committee of the Twinning Project improved it. This enhancing cooperation was possible because of the logistic and organisational work of the project co-ordination bureau.

The cooperation between the three experts consisted in jointly developing the questionnaire and - after the technical carrying out (conducting personal interviews, entry, editing and statistical analysis of the results) which was done by Saar Poll Ltd, an Estonian private sector polling company - in jointly analysing the results and elaborating the report.

## **3. Introduction to the study**

Gender Mainstreaming is a strategy to achieve gender equality. Gender equality is a fundamental human right and a common good in all fields of societal life: It means the freedom to self-realisation and development of one's own potentials in social responsibility, free from discrimination, free from stereotyping and free from social attributions. Equality encompasses the entitlement and the enabling of all persons to full participation in all aspects of society in the sense of the Estonian Gender Equality Act.

A definition of gender equality bound to social responsibility incorporates the fact that all humans live in social relations and that every person has the right to take her or his social involvement and responsibility into account for successful self-realisation and development in society. This definition opens up the view for neglected parts in male's life by integrating here overlooked aspects of female life, thus evading androcentrism.

For the implementation of Gender Mainstreaming one specific and crucial factor is the level of gender competence in the civil service. Gender competence means the capacity to analyse gender relations, to assess gender relations oriented towards gender equality and to draw conclusions for a gender-sensitive policy formulation.

On the base of this notion of gender equality and Gender Mainstreaming the experts developed the research design. According to the aims of the study defined in the Covenant they chose an application-oriented approach aiming at producing results that allow to concretely support the policy implementation: A conceptual design was elaborated that identified the decisive variables and their relations to each other as dependent and independent variables. Assumptions derived from empirical research on gender and from practical implementation experience guided the data analysis. For example the supposition that gender is a main explaining variable was tested consequently and approved.

Moreover the necessity of a cultural approach was taken into account as gender is a cultural product and gender notions are culturally negotiated. To understand how gender works and determines life in Estonia the experts co-operated in a bi-national, Estonian-German, team. Based on the general task description for task 2.1. in the Covenant of the project the experts concretised the research issue for the study in close cooperation with the Estonian project leader.

In line with the study aim and the given resources the data analysis consisted of cross-tabulations of the independent with dependent variables and a bi-variable regression analysis of those interrelations that showed to be promising.

The results are presented by giving findings from the basic frequency count as well as the findings after data procession in interpretative groupings and type buildings. All variables' combinations were tested systematically and then scrutinised if significant statistic correlations were found (see 4. Method and field research). From the calculations only the significant results are presented.

Due to the frame set by the available resources and due to the focus of the aim, there were no multi-variable calculations between more than two variables as well as no further in-depth analysis of potential interrelations that popped up during the data analysis as well as no testing of plausible relations without relevant significance and going beyond the study aim.

### **3.1. Conception**

The experts developed a conceptual definition of capacity ("professionalism") that includes the crucial aspects for the implementation of Gender Mainstreaming in the public administration. The conceptual design is based on theoretical work as well as on empirical knowledge on the implementation of Gender Mainstreaming. This theoretical foundation was taken as basis to elaborate the questionnaire structure, to analyse and interpret the data and to formulate the recommendations fulfilling the application-oriented and concrete needs of the study.

To operationalise the aims of the study the research design was based on literature on Gender Mainstreaming, on cognition theory and on the approach of actor-centred institutionalism as well as on the implementation expertise of the experts:

Gender Mainstreaming is part of the daily administrative practice and routine. It is performed by persons of the administrative personnel who act as agents with certain professionalism which is constituted by

- knowledge and skills,
- attitudes,
- institutional environment.

Knowledge means active knowledge that is present to a person or in use by a person. It does not encompass knowledge as resource like knowledge that is in reach or available to a person but not actively used. Skills are concrete routines to fulfil certain tasks.

Attitude encompasses the personal attitude towards different relevant aspects like attitudes towards their role as civil servants, the attitudes towards their professional perspectives and attitudes towards gender and gender equality.

Both, attitude and knowledge, are supposed to be interrelated as one's attitude filters perception and knowledge acquirement and one's knowledge shapes one's attitudes. Moreover on one hand institutional conditions preconfigure a person's possibility to apply one's professional attitude and use one's knowledge. On the other hand civil servants act as agents in an institutional environment, so they can influence and shape the institution in accordance to their status and decision-making competence.

Based on this interdependence model the study is measuring the capacity of Estonian civil servants relevant for Gender Mainstreaming as basis for defining the criteria for grouping the civil servants for the training and for detecting the crucial aspects for training.

### **3.2. Research questions**

- What is the civil service's level of administrative skills relevant to the implementation of Gender Mainstreaming?
- What gender competence and what attitudes towards gender equality are present in the Estonian administrative personnel?
- Which gaps have to be filled in the trainings to have the potentially greatest impact for capacity building?

## **4. Methods and field research**

### **4.1. Design of the Questionnaire**

According to the aim of the study the questionnaire had accordingly questions on

- knowledge and skills, mainly knowledge on gender relations and informational skills,
- attitudes towards work and ambitions, towards equal opportunities and towards trainings,
- institutional environment.

A section with personal data was included. This was relevant for the analysis regarding the predictors for potential capability. Here features were included which are supposed to be of high relevance concerning the capacity building in Gender Mainstreaming like for example sex, educational background and hierarchy. Because of information needs questions on website and training interest were included. For practicability reasons the study had to be conducted by a questionnaire with only closed questions.

### **4.2. Elaboration of Manual for analysis and interpretation**

For a systematic analysis and interpretation a detailed manual was elaborated. Herein indications were given, so that Saar Poll could process and productively reduce the data without loss of information. Out of the answers groups and types were built to get a comprehensive picture of the civil service capacity. So the information of the basic frequency count was concentrated and tendencies and central points for analysis were highlighted.

### **4.3. Field research**

Commissioned by the Ministry of Social Affairs, the social and market research company Saar Poll Ltd conducted a survey over the period of 4th – 22nd February in order to study the knowledge, opinions and attitudes in the field of gender equality of civil servants in national (including county) and local authorities. Reached sample was 1012 civil servants.

The survey included those civil servants who are the subjects of the Civil Service Law ("Avaliku teenistuse seadus") – the servants of general civil service and the servants of local authorities. Those civil servants who are employed according to special laws were excluded (judges, public prosecutors, etc). The survey included senior officials and higher officials, who had at least 12 months of employment history as civil servants.

The questioning was carried out by face-to-face interviews or self-completed questionnaires.

### **4.4. Information about the pre-test**

There were 10 pre-test interviews conducted from 26th to 28th of January 2005. Among the 10 respondents there were 8 women and 2 men. 6 respondents were the heads of the departments or bureaus and 4 respondents were specialists. There were 4 respondents from the ministries, 4 respondents from the governmental authorities belonging to the territory of ministries, 1 respondent from local authorities and 1 respondent from court system.

The pre-test questionnaire was somewhat different from the final questionnaire (pre-test questionnaire was also shorter). The feedback from the pre-test ensured that the questionnaire in general was appropriate and well elaborated. There were some changes made into the questionnaire according to the results of the pre-test (suggestions and comments from the respondents).

### **4.5. Information about quality assurance, interviewer controlling**

There was a briefing for interviewers about the specifics of this survey (purpose of the study, how to carry out the sampling plan, how to approach the respondent, etc.). Only experienced interviewers were chosen to conduct this survey.

17 phone calls by random sampling were made in order to control interview conducting or self-completed questionnaire with the particular person. Also, field managers had direct contact with authorities, to make sure the proper respondents are interviewed.

There were 3 respondents who didn't correspond to the sampling criterions (they were not senior officials or higher officials, who had at least 12 months of employment history as civil servants). Those questionnaires were discounted. Field managers controlled filling of every question in each questionnaire. For quality control we used also data computing procedures. We found all together 2 interviews/questionnaires, which were obviously spurious or largely inconsistent (mostly one answer category throughout the whole questionnaire), those questionnaires were also discounted.

#### 4.6. Information on the sample

The questioning was conducted in following types of authorities:

- Ministries,
- Governmental authorities, which belong to the territory of ministries,
- County governments,
- Local authorities.

The constitutional institutions (Chancellery of the Riigikogu, The Supreme Court of Estonia, etc) were excluded from this survey.

According to the formulated risk number 12 in the Covenant the data referring to the administrative bodies on governmental and local level were not available. The statistics regarding the distribution of civil servants in Estonia are incomplete, therefore it was not possible to use random sampling and it was necessary to use expert sampling (expert estimations). All ministries and county governments were included in survey. As regards of local authorities and other governmental authorities, the list of authorities and the number of interviews in each, was determined by experts with a view to cover the civil servants as proportional to the estimated distribution of civil servants as possible. For that purpose the experts used "The Database of Civil Servants" from the State Chancellery and "The Register of State and Local Government Agencies" from the Ministry of Finance.

Table 1: Description of the sample by authorities

|   | distribution of senior and higher officials by authorities stated 31.12.2003* | reached sample |
|---|---|----------------|
| Ministries  | 13%   | 11%            |
| Governmental authorities, which belong to the territory of ministries | 65%   | 35%            |
| County governments  | 4%  | 7%             |
| Local authorities**   | 18%   | 47%            |
| total   | 100%  | 100%           |

\*Source: "A Yearbook of the Civil Service 2003".

\*\*The statistics about local authorities include only 58% of all local governments, but it includes all biggest local authorities.

Table 2: Description of the sample by gender

|        | distribution of senior and higher officials by gender stated 31.12.2003* | reached sample |
|--------|--|----------------|
| female | 57%  | 73%            |
| male   | 43%  | 27%            |
| total  | 100%   | 100%           |

\*Source: "A Yearbook of the Civil Service 2003".

The statistics and reached sample are not comparable one-to-one, firstly because the sample didn't include constitutional institutions (while statistics did) and secondly,

in the sample the relative importance of local authorities was increased and the relative importance of the governmental authorities was accordingly decreased. Firstly because of the incomplete statistics about the local governments – as the statistics about local governments cover only 58% of all local authorities, the real number of civil servants in local authorities is in any case bigger than statistical number. Secondly, the percentage of local authorities was increased because of the regional aspect - the aim was to make the sample more disperse across different regions of Estonia (governmental authorities are concentrated in big cities, local authorities, on the contrary, are located dispersedly all over Estonia). Thirdly, the percentage of governmental authorities was decreased because otherwise a very large share of the sample would have been consisting of police and border guards.

The bigger percentage of women in the reached sample might be also caused by the fact that the percentage of local governments was increased – in local governments there are probably more women than in governmental authorities (unfortunately we don't have adequate statistics about it, but among police and border guards there are more men than women).

And in addition to that, the response rate in local authorities was higher than in other governmental authorities and the response rate among female was higher than among male civil servants. Research company Saar Poll's long term experiences show that women in Estonia are generally more willing to participate in all kind of surveys, irrespective of the topic of the survey. This might be also the reason why in the local authorities the response rate was also higher – in local authorities there are probably more women civil servants.

To the sample belong female and male civil servants of national, regional (county) and local administrative bodies in Estonia in staff and in managerial positions. The sample has a gender (female) and a level (local) bias.

#### **4.7. Analysis and calculations**

The data was worked up as follows:

- basic frequency count,
- grouping of questions to variables according to the manual,
- cross tabulation of all questions in the data with sex,
- cross tabulation of all dependent variables with independent variables,
- cross tabulation of dependent and independent variables with sex,
- cross tabulation to test biases: correlation for male and for female civil servants on the national or local level with different questions regarding attitudes towards gender equality,
- chi-squares of cross tabulations.

#### **5. Results**

The cross tabulations of the variables proved the variable sex to be the variable with most explaining power: it is the variable with far most and highest significances. Other relevant variables with far less consistency and poorer levels of significance were for example age, working area ("hard" and "soft" areas) and the sources of information ("objective", "subjective").

The relevance of the working level (national, regional, local) was tested indirectly in an extra analysis that was aimed to control the gender bias in the sample. It turned

out that attitudes towards gender are not influenced relevantly by the level of working, neither within the male nor the female civil servants.

It is plausible to suppose that there are interrelations between other variables, like e.g. "working level" or "hierarchy" with working conditions and age. But these questions go beyond the scope of the study. As the analysis concentrated on the interrelations between the significant variables in regard of the research questions, the rich data material produced by the study opens up for further research.

### **5.1. Socio-demographic data of the sample**

Summarising the results the sample is consisting of:

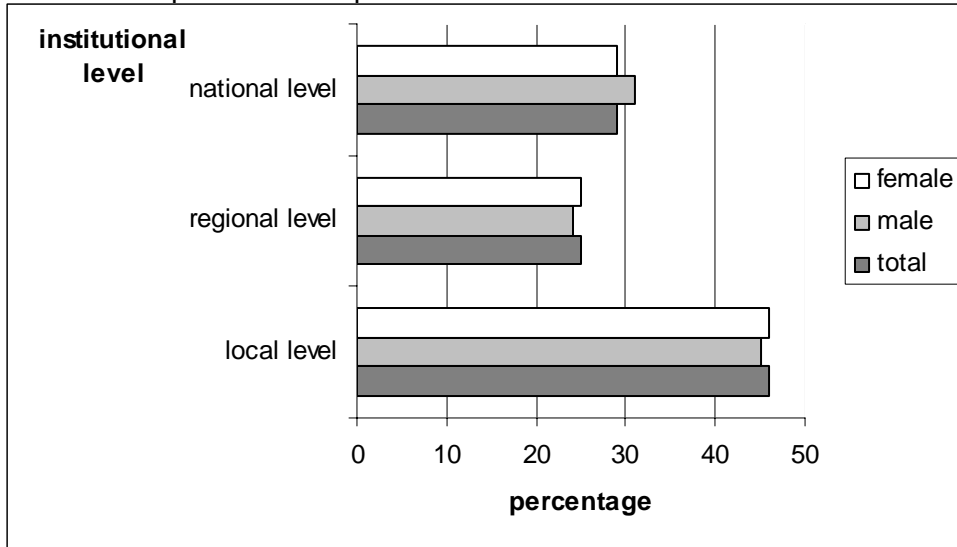
- more female civil servants than male,
- more civil servants in urban regions than in small towns or in rural areas,
- more civil servants at the subordinate than at the top administration level,
- more specialists than generalists,
- similar quantity of persons in the two groups of working level (national including county level and local),
- similar quantity of persons with same duration working in the civil service (more or less than 10 years),
- similar quantity of persons in the age groups (younger, middle-aged and older),
- rather similar quantity in the three groups of main working area with a light dominance of the "hard" state tasks.

A total of 1.012 civil servants participated in the pre-training study. The vast majority of 72% were female, 29% were male. About 9 of 10 respondents were living with several persons in their household. The mother tongue of about 96% was Estonian, for 4% Russian and 1% named another language.

The respondents came from all over Estonia: about two third came from Harju (43%), Tartu (12%) and Ida-Viru (10%). One third worked in the other 12 counties (with averagely 3% from every county). Every sixth came out of urban areas of Tallinn (nearly 40%) and other big towns (21%). Every fourth had his or her working place in rural areas: 22% in small towns and 17% in countryside.

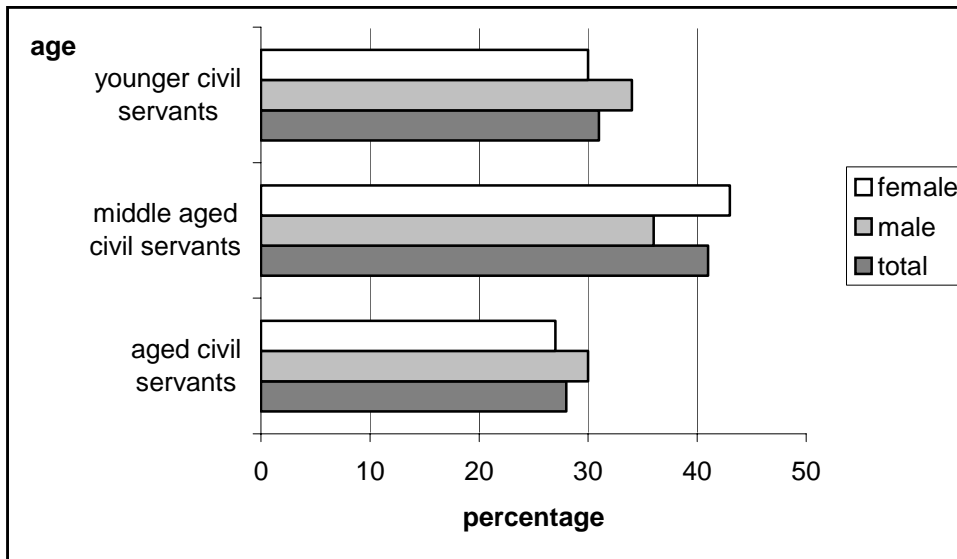
About 54% of the respondents were working for the national and regional level in ministries, state offices and inspections, local offices of ministries and state offices or in counties. The other 46% were working for local municipalities.

Chart 1: Composition of respondents: institutional level



One third of the civil servants were either young (from 20 until under 35 years) or older than 49 years. 4 of 10 belonged to the group of middle-aged servants (from 35 - 49 years).

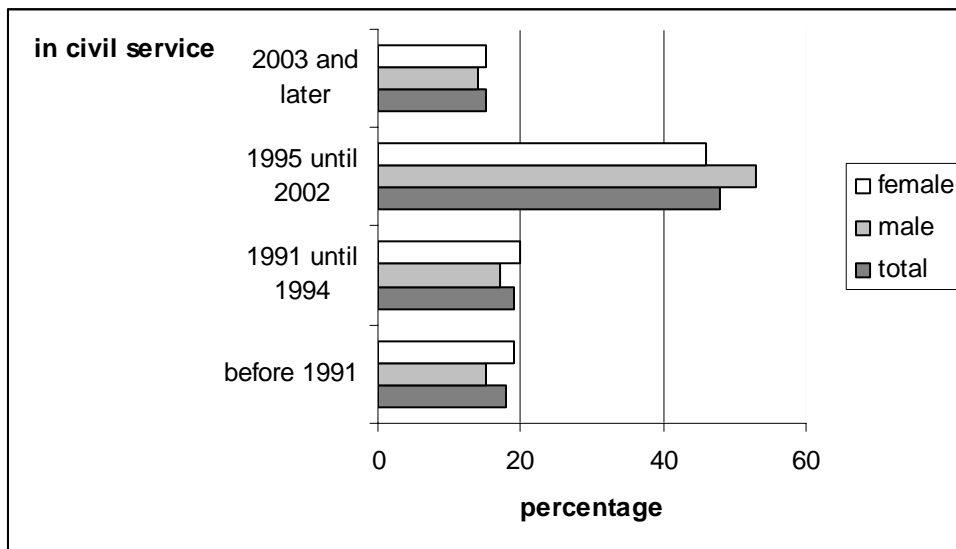
Chart 2: Composition of respondents: age



A little less than one fifth (18%) of the respondents were working in the civil service already before 1991. A comparable quantity had the newcomers working since 2003 at the civil service with 15%. The vast majority (68%) had started working in the state institutions between 1991 and 2002. If the servants are divided between those persons working more than 10 years and those working less than 10 years 55% have reached working time of more than ten years in the civil service and 45% started since 1995.

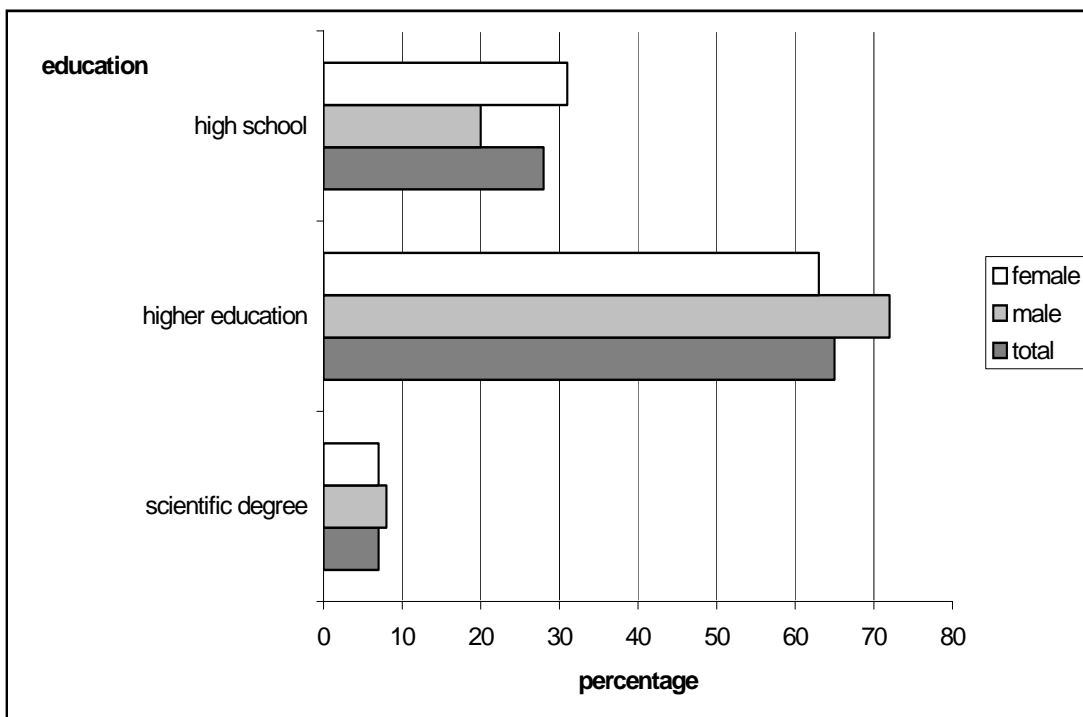


Chart 3: Composition of respondents: duration of the work in the civil service



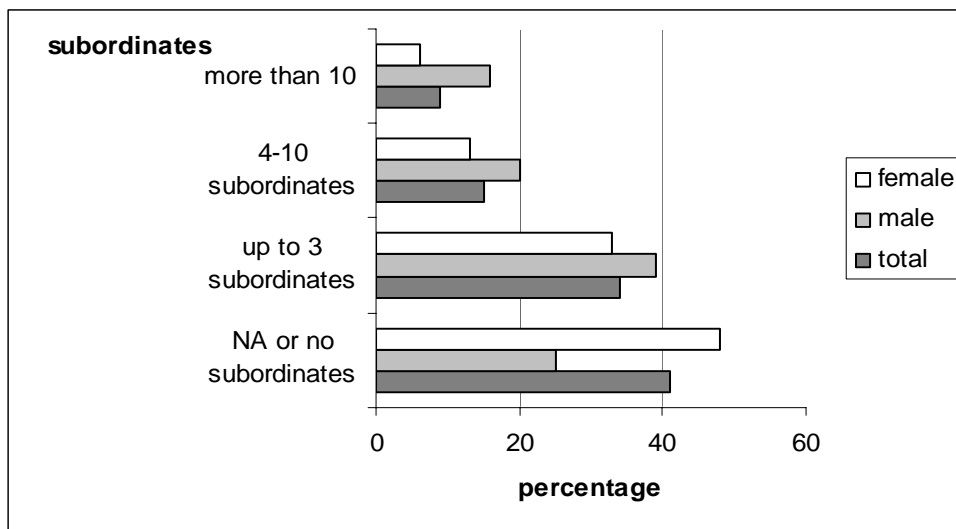
Of all interviewed civil servants 65% have higher education and about 7% had reached a scientific degree. Significant less women than men had finished higher education. Around 70% of all women and around 80% of all men had higher education. The main areas of education accounting for around one fifth to one fourth of the higher educated were humanities and social sciences (27%, including education, pedagogy and culture, music and art), hard sciences and engineering (9% in industry, energy and construction, 8% in natural sciences inclusive medicines and health, 6% in agriculture) and economics (20%). Around 10% had a diploma in the field of justice and 5% in services. Another 15% had diplomas in different fields or from other institutions than those giving diplomas.

Chart 4: Composition of respondents: education



Summarising the different position in the institution in two groups a quarter of the respondents were belonging to the top administration (Secretary General, Deputy Secretary General, Director/Manager, Head of department or unit, Secretary of town or local municipality). Three quarter to the group of respondents were advisors, chief specialists and other specialists. 32% of the respondents choose "other position" which seems that the categories were not well defined enough for the variety of civil service positions in the different levels (national/county and local). Of all respondents two fifth (about 41%) did not have direct subordinates. From the 59% who had direct subordinates most of them (59%) had not more than 3 subordinates. Another 26% had 4 to 10 subordinates. 9% of the respondents had 11 up to 20 and 6% more than 20 subordinates.

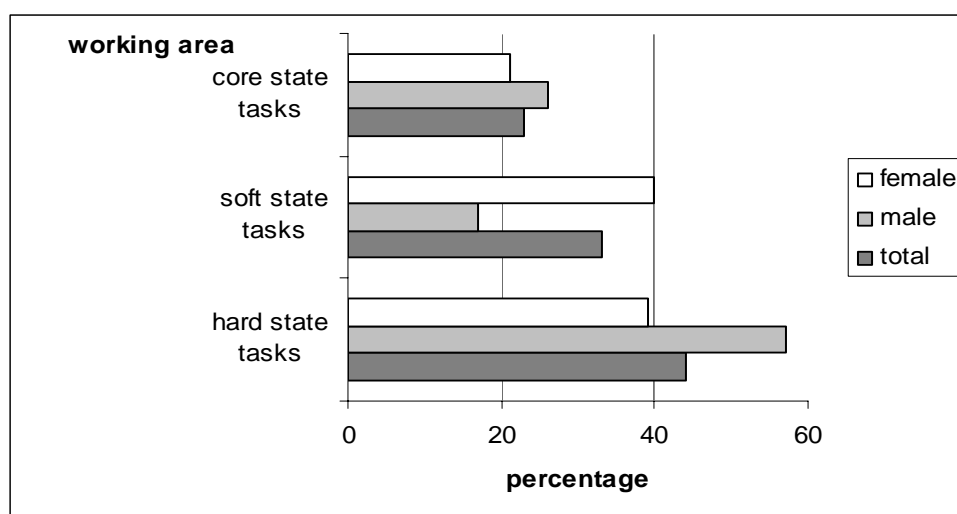
Chart 5: Composition of respondents: having subordinates



Regarding hierarchy a gender gap becomes visible as significantly more male than female respondents were in top administration and significantly more male civil servants had subordinates: 25% of all males do not have subordinates while 48% of all female civil servants had no subordinates. Moreover the number of subordinates was lower for women and higher for men. Furthermore did middle-aged civil servants have significantly more often more than 4 subordinates compared to members of the other age groups.

The working area "core" state tasks (like justice, border guard, police forces, defence forces and international relations) was occupied by 23% of the respondents. "Soft" state tasks (culture and education, labour market, social security and health) were performed by 33% and 44% of the respondents were acting in the "hard" state tasks (economy, communication and infrastructure, financial spheres). The distribution according to sex is not significant, but relatively more men were working in the hard state tasks, while relatively more women were working in the soft state tasks.

Chart 6: Composition of respondents: main working area



Regarding the working speciality 14% can be described as "generalists" working in fields of general relevance for the civil service like law and public administration. About 86% were "specialists" performing their duties in specialised fields like economy or education.

## 5.2. Tasks, skills and working conditions of Estonian civil servants

In this section the tasks and skills and the data sources used by the civil servants as well as the frequency of performance respectively usage is described. Regarding the skills the form of acquirement is analysed. Moreover the topic of working conditions including the gender segregation of the working environment is shown.

Summarising the results communicative tasks are of mayor importance for the civil servants whose main skills are defined by their legalistic and administrative duties. Regarding the skill acquirement as well as the data they are contentedly relying on their working environment without disregarding the options of self-organisation. In general they seem to perceive their working environment as supportive without having any problem with the gender segregation.

### 5.2.1. Tasks

The civil servants were asked about their everyday tasks to get a picture what activities are performed to what extent and thereby get a first impression for the elaboration of training recommendations. The respondents were given a list of 14 tasks and were asked to tip the frequency in five steps between almost every day and not at all. It became clear that the work for a vast majority of the respondents is characterised by certain tasks and features. Knowledge transmission and communication play a very important role in the civil service daily work as well as administration and organisational aspects dominate the daily routine.

#### **Tasks by function**

According to their function the tasks presented to the respondents belong to knowledge transmission, to policy making and to communication with society. In details these are

- function of knowledge transmission: writing analysis and overviews, exchange information with other state institutions, preparing information for superiors and subordinates, organisation of subordinates' work, writing reports, writing memos,

drafting texts, lecturing training courses, lectures, study visits and/or business trips,

- function of policy making especially in the fields of legislation and programmes: working with statistical material, preparing legislative acts, developing programmes and action plans, writing applications for EU projects and consulting,
- function of communication with society: communication with residents, cooperation with non-governmental organisations.

The work of the civil servants was very much dominated by the tasks of knowledge transmission and communication. In the group of knowledge transmission the most frequently performed activities were preparing information for superiors and subordinates (70% of the respondents) and exchange information with other state institutions (63%). The other tasks were performed by more than 60% of the respondents rather seldom.

Regarding the group "communication with society" the most frequently performed task in this group was communication with residents (80%).

Policymaking was generally performed frequently only by a minority of civil servants.

### ***Tasks by frequency of performance***

Taking all the 14 tasks individually according to their relevance for the work of the civil servants there were three groups detectable: the ones performed by at least half of the respondents at least once or more than once a week; the ones performed by less than half and more than one third and the ones performed by less than one third at least once or more than once a week.

To the tasks of high importance for the daily work of the respondents (relevant to an average of 65%) belonged communication with residents (80%), preparing information for superiors and subordinates (70%), exchange of information with other state institutions (63%) and working with statistical materials (50%).

The tasks of middle relevance for daily work were the activities performed by an average of 38% of the civil servants at least once a week and more often: these were cooperation with non-governmental organisations (40%), organisation of subordinates' work (40%), writing reports (37%) and drafting texts (33%).

The tasks of relevance to less than one third of the civil servants which were averagely performed by about 23% of the civil servants at least once a week were writing memos (30%), developing programmes and action plans (30%), writing analysis and overviews (30%), preparing legislative acts (25%), lecturing training courses, lectures, study visits and/or business trips (12%) and writing applications for EU Projects and consulting (10%).

### ***General characteristics***

The work of the civil service seems to be generally characterised by the aspects of administration, contribution to juridical issues and project-oriented work. This held true for the great majority:

- 86% civil servants characterised their work mainly or at least in some extend by administrative and organisational issues,
- 75% saw their work directed by preparation of legal acts and other juridical tasks and
- 70% described their work as project based to achieve a certain task.

### **5.2.2. Skills**

The civil servants were asked how often they are using certain skills in their daily routines. This was to get an impression how far skills necessary for Gender Mainstreaming are present in the civil service. As it turned out fundamental skills for Gender Mainstreaming like informational skills as well as knowledge of legislation are very common in the civil service. Other enhancing competences for Gender Mainstreaming like EU programming as well as impact analysis and assessments are rather not part of the daily routines.

#### ***Skills by function***

According to their functions the skills can be arranged into four groups, which are legislative skills (national and international), EU programme skills, methodological skills and communication skills. In detail these are:

- legislative skills, national and international: knowing and understanding the Estonian legislation in their field, knowing EU legislation (54%), knowing methods to analyse and prognosticate the impact of regulations (40%) and assessing the impact of regulations (financial, environmental, social etc.) (34%),
- skills concerning EU programmes: knowing EU programmes and regulations and possibilities of financing (45%),
- methodological skills: knowing Estonian legislative databases in the Internet (88%) and handling statistical data, databases and study results (70%),
- communication skills: using a foreign language (76%) and knowing needs and interests of the relevant lobby groups and non-governmental organisations (52%).

Estonian legislation was the most important aspect in the legislative skill group and in general with 96% of the civil servants using it several days a week. EU legislation was clearly less relevant for 54%. Impact analysis was only used by 40% and impact assessment only by 34% frequently.

EU programming seemed to be relevant to a minority which is quite remarkable seen the variety of geographical levels and institutions represented by the respondents.

Methodological skills were of great importance in the daily work of civil servants and apparently the Internet and data sources are of common use.

While basic communication skills were important in the daily work, a high degree of expertise in lobby group interests was only required by half of the servants. Related to the 80% performing the task of communication with citizens in their daily work this might be explicable with the degree of civic organisation of Estonian citizens: political scientists' literature indicates that the interaction of citizens with the state is less organised but more on individual level.

The skills mostly needed were the ones connected to legislation and the methodological aspects as nearly all of the civil servants needed to understand Estonian law (95%) in their daily routine and to search for it in the Internet (88%). EU programming did not seem to belong to the working routines of the majority of the respondents.

#### ***Skills by frequency of performance***

Taking all the skills proposed to the respondents individually according to their relevance for the work of the civil servants there are again three groups detectable: the ones performed almost every day or few days a week by a majority of at least

70%, those performed so frequently by around half of the respondents and the group of skills performed several days a week by less than half.

To the most important skills of the civil service relevant to an average of 80% belonged knowing and understanding the Estonian legislation in their field (95%) and knowing Estonian legislative databases in the Internet (88%). Using a foreign language was important to 76%. Another skill often necessary for the great majority was the handling of statistical data, databases and study results.

Skills that are fulfilled by averagely more than 50% sometimes or regularly are knowing EU legislation (54%) and knowing needs and interests of the relevant lobby groups and non-governmental organisations (52%).

Skills only used by a minority in the daily routine were knowing EU programmes and regulations and possibilities of financing (45%), knowing methods to analyse and prognosticate the impact of regulations (40%) and assessing the impact of regulations (financial, environmental, social etc.) (34%).

### ***Skill acquirement***

To get an impression, which the main ways to acquire these skills were, a list of different sources, inside the institution and outside, was given to the respondents.

The main source for skill acquirement were the working experiences on the current post decisive for 9 out of 10 respondents, followed by higher education (57%) and special literature (self education) (37%). Furthermore skills were learned from colleagues (29%) and working experiences in other institutions (17%). In comparison to these individually organised ways of developing skills the institutionally acquired skills like out-house training (12%) and on placements abroad, study trips or international working groups (8%) had only minor importance.

The civil servants seemed to have a good capacity to acquire skills in a self-organised way. What the reason for the minor role of institutionally organised skill training is cannot be answered by this study. Taking into account that most civil servants are quite satisfied with the opportunities for job training (see working conditions) it seems that self-organisation is one of their preferred ways or at least the normally envisaged way of skill acquirement.

### ***Data used in every day work***

To complete the picture of necessary skills to perform Gender Mainstreaming and to get indications for the recommendations, the civil servants were asked for the data they use to evaluate the situation of citizens. So their professional information bases could be assessed. The question was posed with seven data types the respondents were asked to say how often (constantly, sometimes, seldom, never) they use them. Moreover there was a detailed question on six Estonian publications on gender. Respondents were asked, if they knew them and if they used them in their work.

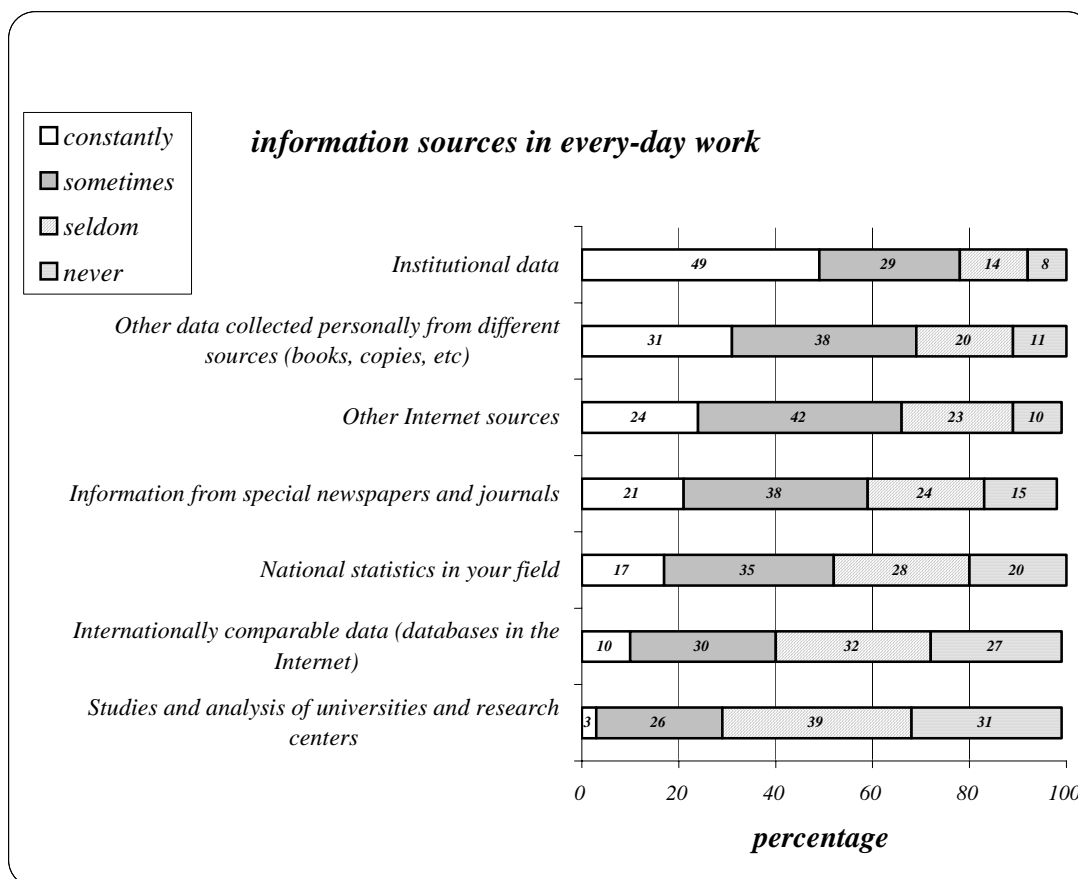
Top was institutional data (in the organisation), which 77% of the respondents were using constantly or sometimes. Equally often 69% used data collected personally from different sources (books, copies etc.) and 66% Internet sources followed by information from journals (59%), newspapers (55%) and national statistics in their field (51%). Not so often used were internationally comparable data (databases in the Internet 39%) and studies and analysis of universities and research centres (29%).

Regarding data about gender relations and differences, half of the civil servants (52%) did not know and the other half (48%) knew where to find it. For example 25% knew the publication "Women and men in Estonia. Statistics", 16% knew the publication "Shared rights and responsibilities gender quality in Estonia". 63% did not

know any of the Estonian publications on gender equality and 84% did not use it in their work.

The differences in using the given data types between men and women are significant except for the data provided by the institution the respondents work in: Significantly more women were using Internet sources and personally collected data, while significantly more men were using national statistics, studies and analysis, information from newspapers and journals and internationally comparable data.

Chart 7: Data used in every-day work



For Gender Mainstreaming gender disaggregated data and results from gender sensitive research are of crucial importance but at the same time not too easily to find. This leads on one hand to the requirement for state institutions to enable civil servants in their data retrieving skills and on the other hand to produce data in gender disaggregated ways. Both ways seem promising given the result of the question on data usage.

### 5.2.3. Working conditions

To find out how far the institutional environment provides certain aspects considered to be supportive for the implementation of Gender Mainstreaming respondents were asked for these. One was the supportiveness of the institutional environment and the other the gender segregation of the working place.

#### Supportiveness of institutional environment

The supportiveness of the institutional environment was tested by the aspects decision margin, transparency of decision structures, family-friendliness, achievement recognition and training possibilities. From five opposing pairs of

sentences - one sentence implying supportiveness and the other unsupportiveness - the respondents had to choose one of each pair.

65% of the respondents agreed, that they could decide on their own about their work. Significantly more men than women had such a decision margin. The other aspects show no significant differences between men and women. The aspect of family friendliness got the highest affirmation with 80% of the respondents. The job training opportunities were valued by 75% and just a little more than a half (54%) had transparent decisions structures at work. 50% of the respondents agreed, that a clear feedback about the work results is not the standard.

Grouping the respondents in rather supported (more than three times a supportive answer) and rather unsupported (more than three times a non-supportive answer) led to 64% of the respondents assessing the environment as supportive and 36% regarding it as non-supportive.

Table 3: Working conditions

| working conditions  | gender (percentage) |        |
|---|---------------------|--------|
|   | male                | female |
| I get guidance concerning my work.                              | 28                  | 37     |
| I have to decide on my own about my work.                       | 72                  | 63     |
| **  |                     |        |
| I work in a clear decision structure concerning responsibility. | 57                  | 53     |
| Sometimes it is not so clear who has which responsibility.      | 43                  | 47     |
| Interests and needs of people with family duties are accepted.  | 84                  | 81     |
| The work organization does not take into account special needs. | 16                  | 19     |
| There is a transparent estimation of working results.           | 51                  | 47     |
| A clear feedback about work results are not standard.           | 49                  | 53     |
| There are satisfying possibilities of job trainings.            | 77                  | 76     |
| We do not have good possibilities of job trainings.             | 23                  | 24     |
| Level of significance: 0,000= ***, until =0,01=**, until 0,05=* |                     |        |

### **Gender segregation**

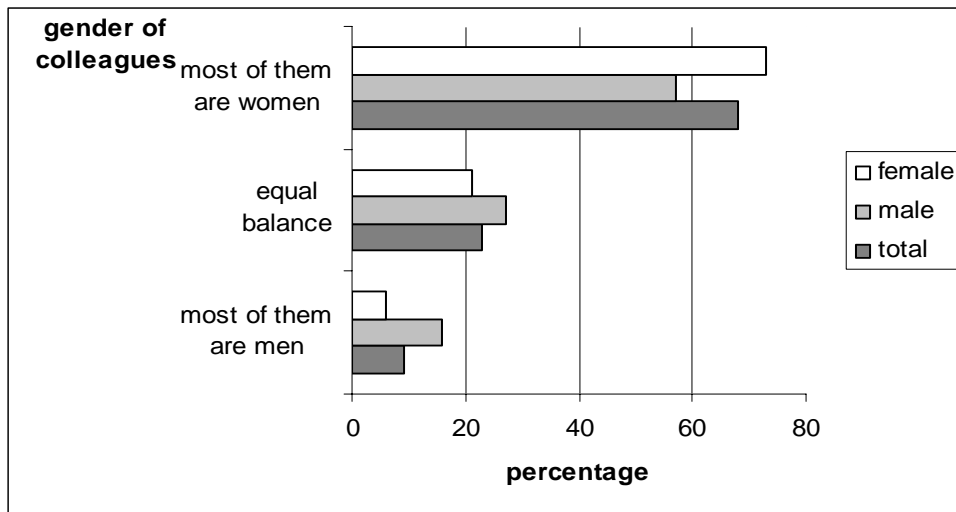
The description of the working conditions was completed with questions about men and women as colleagues and as superiors. All together 9% of the respondents had mostly male, 68% mostly female colleagues and 23% had balanced relations.

The ones working in either male or female dominated environments were significantly more men, while women significantly more often worked in balanced environments. This shows that gender segregation is especially relevant for men who tend to work in generally homogeneous environments. One conclusion that can be drawn is that men profit from their position as a minority in civil service: they enjoy privileges as is shown in the questions on position, number of subordinates and working environment.



61% of the respondents had a female superior, 39% a male. Here again segregation becomes obvious as significantly more men had male while significantly more women had female superiors.

Chart 8: Composition of colleagues by gender



The sex of the superior did not play an important role in the subjective assessment as about two third of the respondents did not mind about it. If they minded an explicit preference for female bosses was uttered: 29% prefer a female and only 5% a male superior.

### 5.3. Ambitions and training needs of civil servants

The aim of this section is to present who the most promising civil servants for trainings are and what interest and motivations in training the civil servants have. The data showed that more than one fourth of the civil servants were belonging to the group with most potential, around thirty percent were interested in training on gender equality issues and intrinsically motivated for it. Disinterest was caused by missing insight into the relevance of this issue for one's own work. In accordance with the needed skills for their work, legal issues were the number one topic civil servants were interested in for training.

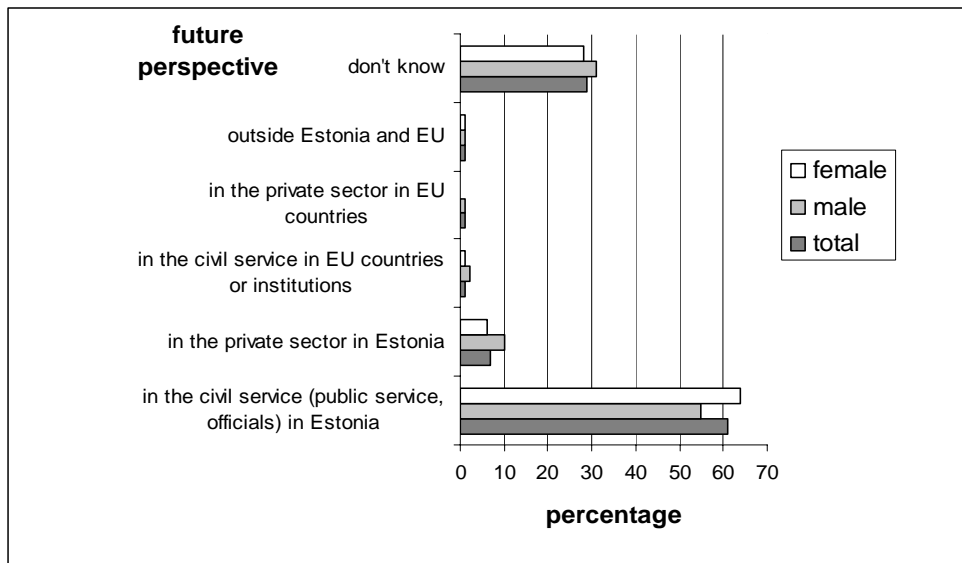
#### 5.3.1. Ambitions in the civil service

To get a picture how likely it is that an investment in the civil servants' capacities will be kept within the institution and to detect how likely the civil servants are to acquire more specialised field competence and decision making power, they were asked for their professional ambitions. The respondents were asked about their personal perspectives in the civil service, based on the assumption, that a person who wants to stay in his or her field and has ambitions to climb up the hierarchy is open-minded towards training and quality improvement of her or his work. They might be seen as the target group to be won for trainings. The question posed was, if the respondents looking three years ahead see themselves still working in the civil service or somewhere else. If they wanted to stay, they were asked where they would like to work then and in which position.

A majority of 61% of the respondents saw themselves still in the civil service so that - if plans are realised - the institutional investment into the capacity of personnel has a good chance to be productive. 10% wanted to leave the state institutions, whereby 7% wanted a job in the private sector in Estonia, and about 3% wanted to go abroad. For 29% it was not possible to anticipate what they would do in three years.

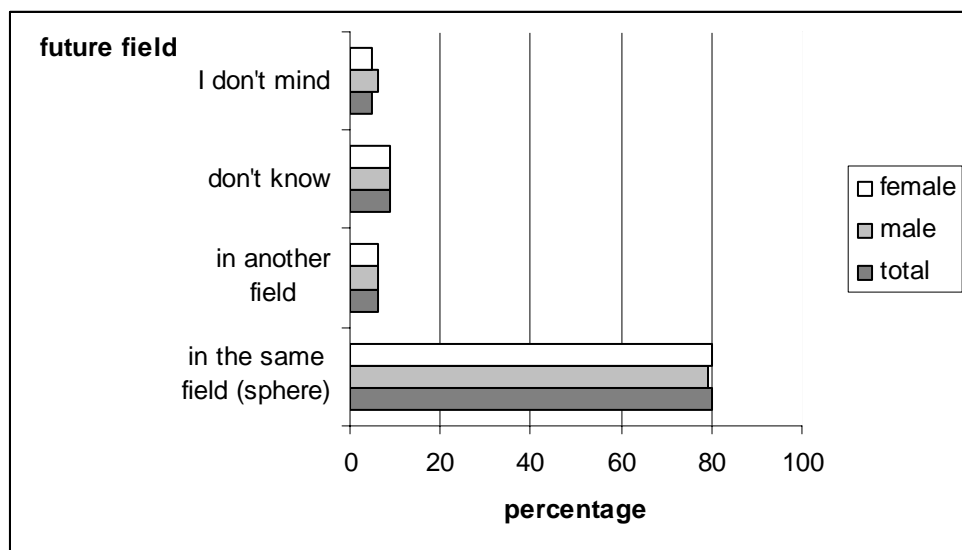
Significantly more women planned to stay in the civil service while significantly more men chose the international scene or the private sector in Estonia.

Chart 9: Future working perspective of civil servants in three years



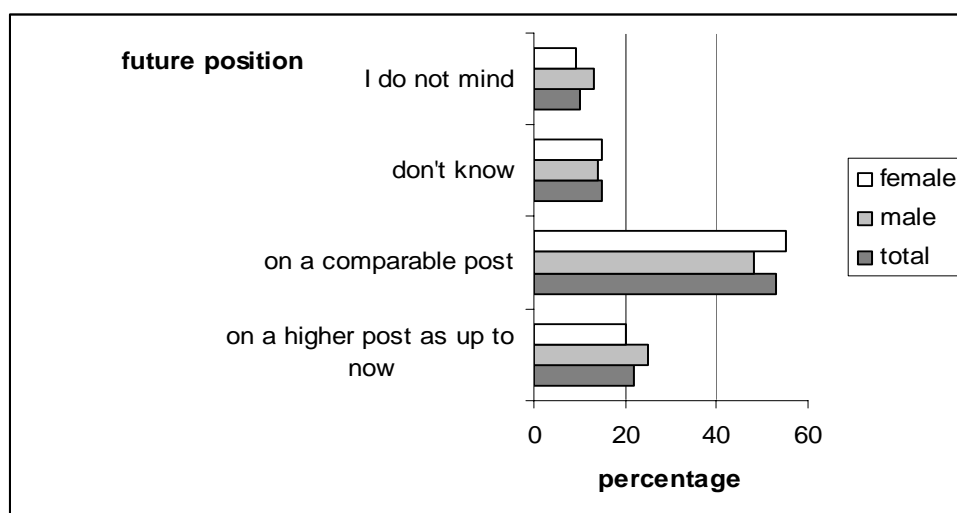
From those who wanted to stay in the civil service 80% would like to work in the same field. This means that field specific training in gender aspects for those planning to stay in the institution would be of highest benefit.

Chart 10: Sphere of activity in civil service in three years



53% had no explicit ambitions for climbing up, as they wanted to be on a comparable post then. While the difference between men and women regarding the future field of their work was not significant, significantly more men than women wanted to climb up the hierarchy and significantly more women wanted a comparable post.

Chart 11: Future position in civil service in three years



The higher ambition or self-assertive planning especially of men can be read as a hint that the training of men in gender issues should not be disregarded as irrelevant as they might be future superiors. International experiences show that top-down plays a very important role for the equality-orientation of the personnel's work so that gender competences should be equally distributed between men and women especially having in mind the gendered hierarchy and the fact of segregation (see working conditions). Otherwise there is a high risk that male homogeneous parts of the institution stay "gender-free".

### **Potential groups**

To get a holistic picture of the ambitions in regard to Gender Mainstreaming the respondents were grouped according to their answers into four different types of potential for Gender Mainstreaming: Parting from the fact that these persons who have career ambitions and therefore might become future decision makers and at the same time want to stay in their field and thereby acquire more and more field specific knowledge these combination of ambition and field interest were defined as highest (most potential type). All combinations were grouped as follows:

- Most potential type: These were persons who answered to stay in the same field and would like to reach a higher post.
- High potential type: These were respondents who are either willing to work on in their field or have hierarchical ambitions.
- Weak potential types: These were persons who answer that they are satisfied with field and post or who seek for a different policy field to work on.
- No potential types: These were persons who were indifferent about their field and had no ambitions. An indifferent attitude towards the working field with no ambitions is considered a poor indicator for potential development.

More than a quarter of the respondents belonged to the most or high potential type, nearly every second was happy with field and post at the moment and nearly a quarter belonged to the no potential type.

The belonging to one of the types is not significantly connected with sex but with age, the level of education and the speciality of the respondents and the region of workplace.

Younger civil servants (under 35 years old) belonged more frequently to the most potential or to the no potential types. Middle-aged civil servants (30 under 50) were more often high potential types, while their aged colleagues (50 and older) were more often weak potential regarding their working ambitions.

The group of the young servants had a tendency to be polarized: being young means having the highest potential regarding ambitions of career and specialisation or none. This might possibly be explicable with the fact that young civil servants are at the beginning of their professional way so that one reason for the "no potential" grouping might be indecisiveness due to a beginning orientation. The fact that the persons aged 50 and older had a potential, even if weaker, should be taken into account especially for the ones having long time of experience in specific policy fields. As field expertise is a prerequisite to develop gender competence in policy fields these persons might be important for Gender Mainstreaming. Roughly it can be stated that an investment in training is most efficient if given to the right young persons and with growing age the effect becomes less certain, but always worthy.

Not too astonishing civil servants with higher education were more frequently belonging to the most potential types and civil servants with lower education were in the middle range; they more frequently belonged to the high and weak potential types. Regarding the specialty of their workplace rather generalist than specialists had further ambitions. This is explicable as the generalists work on administrative or juridical topics and might therefore have a higher affinity towards state institutions.

The most potential types were more frequently working in the urban area, while high or weak potential types were more frequently working in the rural area, which might be connected with poorer varieties and possibilities of career paths in rural areas.

Skills and knowledge had only a minor influence on the potential types. Moreover there is no general connection between the attitudes of the respondents on gender equality and their belonging to a potential group. Three significant detail connections were visible: the most potential types had more knowledge about the Estonian Equality Act and on gender data and they had more data competence than their colleagues.

In general the conclusion can be drawn, that with more than a half of the civil servants wanting to stay in the civil service and a quarter of high potentials an investment in the civil service personnel's capacity in Gender Mainstreaming would be promising. It has a quite good probability to be profitable if it is targeted on those with ambitions and interest in specialising in their field. The high potentials are also to be considered as specifically high potentials in the field of Gender Mainstreaming as they have, besides the fact of ambitions and field interest, already knowledge and competence fruitful for gender equality oriented work. Training on gender issues in specific fields as well as gender competence for leading positions might be most promising as design for the Estonian civil service.

### ***5.3.2. Training interests and training needs***

To estimate the motivation of the civil servants for gender equality as working issues, the respondents were asked different questions about their interests in trainings and seminars, their experiences and their ideas about suitable methods.

Approximately 89% of the respondents had not yet participated in any gender equality seminar or conference while the rest (24 men and 102 women) had. Concerning gender equality training around 93% had never participated in, while around 7% (12 men and 64 women) had. Most of the ones participated in gender equality formation offered in Estonia.

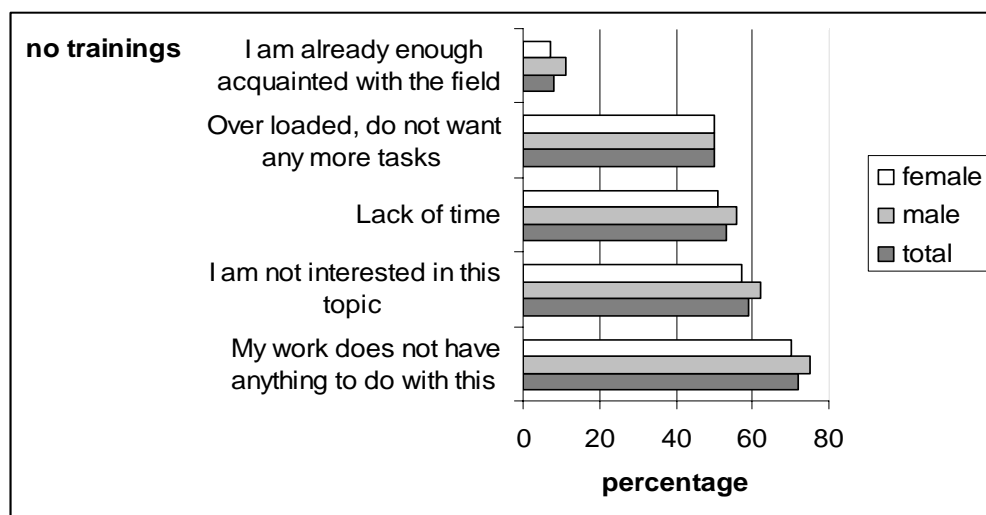
The question, if there are sufficient offers for training on gender equality issues couldn't be answered by 77% of the respondents. 16% thought that the offer is not sufficient while 8% saw this the other way round. Especially more women than men were sceptical and significantly more men than women considered the possibilities for information satisfying. In line with the high number of people unable to estimate the adequacy of training offers are the results of the questions if the civil servants would know where to search information on trainings and if they had ever looked for it: 82% answered that they don't think, that the information about gender equality training is easily accessible or that they had never looked for it. Significantly more women than men knew where to find the information, wished it would be easier to find or said information is not easily accessible.

Independently from their personal experience in gender equality trainings or seminars 43% of the respondents, significantly more women than men, thought it necessary to train public servants on gender equality topics to guarantee the balanced development in the society. And 45%, again significantly more women than men were interested to know how other countries are dealing with gender equality promotion.

Asked for the design how training on gender equality should be delivered the majority of the respondents (56%), significantly more women than men, wished the training to be integrated into further educational training. Only 16% wanted separate courses, while 28% had no idea. Most respondents chose short intensive face-to-face training without or with additional Internet based trainings. Significantly more women than men wished for Internet training with face-to-face meetings. Only 7% would be satisfied with solely Internet based trainings while 36% had no idea.

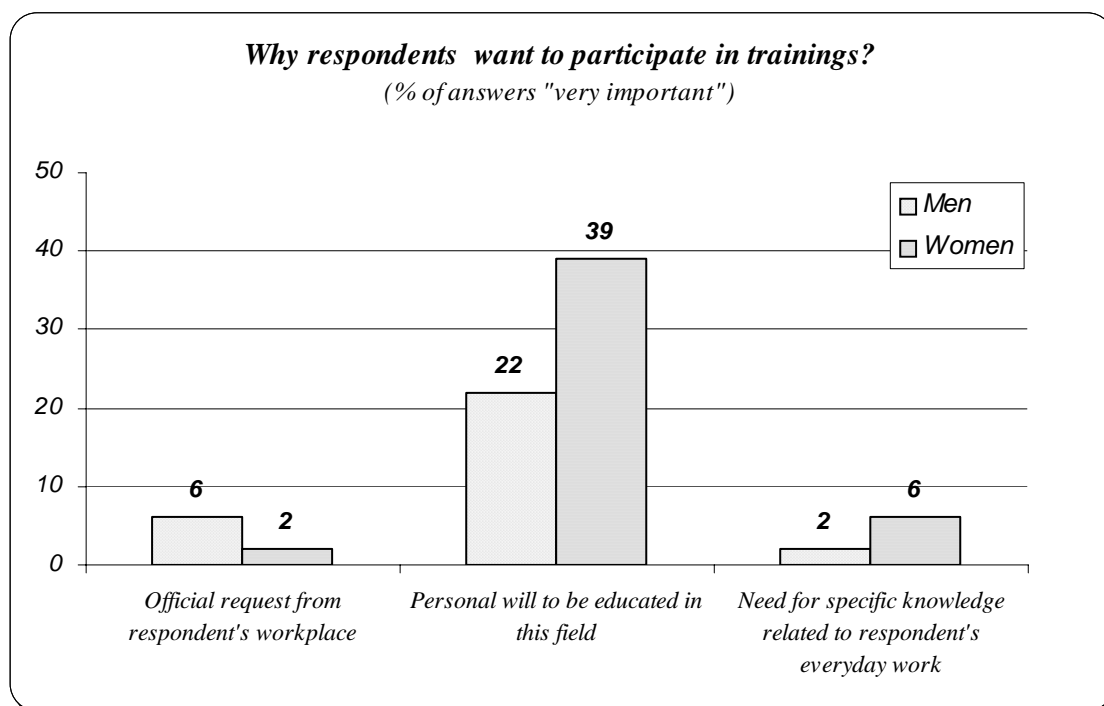
70% of the respondents, now significantly more men than women, were not interested in participating in gender equality training. Asked why they don't want to participate most of the uninterested civil servants (72%) agreed that it had no relevance to their work, 59% named their missing interests in the topic, 53% lack of time and 51% affirmed their over-loaded working conditions as reason for disinterest. Only 9% saw themselves as already acquainted with the field.

Chart 12: Reasons for not participation in trainings



From the 30% interested in gender equality training nearly all of them (94%) would like to develop their knowledge in this field, nearly a third saw the need for specific knowledge for their every day work and every fifth civil servant named official requirements for their post or job.

Chart 13: Reasons for participation in trainings



To get a more concrete perspective for planning trainings and courses dealing with gender equality a question about their interest to participate in trainings on different topics was asked. Nearly all civil servants (97%) were interested in an overview of Estonian legal acts in their working field, which is corresponding with the high relevance this topic has as daily task in the civil service work (see tasks). Averagely about 52% saw a need to get more knowledge about social groups, their differences and their needs in society (54%), the demographic problems in Estonian society (53%) and human rights and discrimination (50%). Trainings or courses to qualify in using social statistics and Estonian databases were unattractive for 49% of the respondents. The majority, averagely 52% of the respondents, stated their interest in an overview of policies of gender equality policies in EU (55%), bases of gender equality politics (53%), basic knowledge about gender relations and their transformation (51%) and solution of gender equality problems in other EU countries (51%). Women and men were naming their special interests according to their relation in the sample thus producing no significance of the variable sex.

The results reflect the clear preference for integrated courses and training interests according to the characteristics of the daily work.

#### 5.4. Knowledge and attitudes of the civil servants towards gender equality

To map the knowledge and attitudes of the civil servants regarding gender equality policies and gender relations in the national and international field different sets of question made up the questionnaire. There were questions to assess the extent of gender equality, questions on the attention given to gender equality and on gender relations in different policy fields in society. Moreover there were questions on the knowledge sources and on knowledge of equality institutions and legislation as well as on expectations towards gender equality. Additional questions were one about the civil servants' interest in a website as information resource and one set of questions about connotations of gender related words to inform about purposeful wording in the trainings.

It became obvious that the crosscutting relevance of gender equality was not acknowledged but that at the same time it was considered to become a topic with future importance. Although facts of discrimination were present to the civil servants there was little knowledge about structural causes. The lack of knowledge in legal provisions for gender equality mirrored the high demand in legal issues as training topic from the previous section. In general it can be stated that regarding societal gender issues the majority of the civil servants were non-progressive while regarding the role of the state the majority took a progressive stance. Good predictors for progressiveness were sex (being female), age (being young) and the area working in (working in "soft" working areas). Moreover the information sources used played an important role: those relying on objective sources came to more differentiated assessment of gender relations.

#### 5.4.1. Attitudes towards gender equality and gender relations

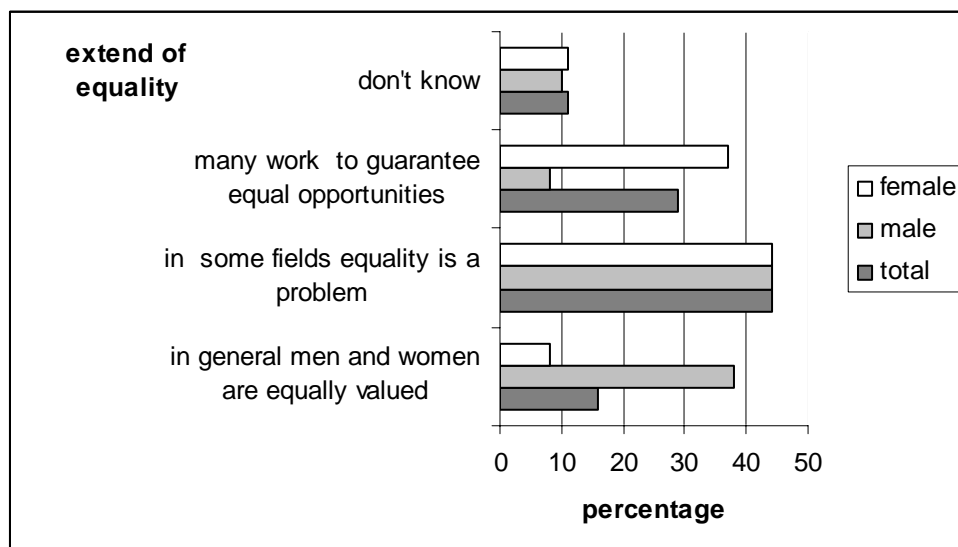
To find the attitudes towards gender equality seventeen questions were formulated. To focus the results the respondents were grouped according to their answers into different types. Therefore the answers of the questions were sorted into progressive and non-progressive to detect to which type - "progressive" and "non-progressive" towards gender equality - the respondent belongs to.

#### Estimation of the extent of gender equality realised in Estonia

The civil servants were asked to give their opinion on the present situation of equality between men and women in Estonia.

Nearly three quarter of the respondents named the need for gender equality policies. They saw some fields, where equal opportunities for men and women are still a problem (44%) or they agreed that there is much to do to guarantee equal opportunities (29%). The others thought that in general men and women are equally valued (about 16%) or didn't know (11% of respondents). While significantly more men saw equality already reached, significantly more women saw the necessity to guarantee equal opportunities.

Chart 14: Estimation of extent of gender equality in Estonia



The estimation was significantly influenced by age, sex, specialty and region of workplace, main working groups and the beginning of the work in the civil service. Civil servants who were female, who were younger, were working as generalists or in

"soft" state areas, in urban areas and those who stayed in the civil service since 1995 rather belonged to the progressive type. Civil servants, who were male, who are older, working as specialists in hard state tasks scopes, in rural areas or stayed in the civil service before 1995 were rather non-progressive and therefore less open or reflected regarding gender equality.

The progressive answers were those indicating a need for action while those implying a satisfactory situation were assessed as non-progressive. If all the answers of one respondent are considered and all respondents are sorted into the two types nearly three quarter of the respondents (73%) belong to the progressive type. More than one quarter of the respondents (27%) can be characterized as non-progressive types. This means that gender equality in Estonia is generally not seen as achieved.

### ***Source for estimation***

To prove if the respondents' estimations were rather based on knowledge or on attitudes they were asked for the main sources of their estimation. According to the professionalism and objectivity, sources were summarized in two groups:

- subjectively based sources like personal experience; common sense; "my professional opinion"
- objectively based sources like Estonian publications; general statistical data; research analyses and/or academic studies; information from trainings, seminars consulting or conferences.

The respondents could choose their three main sources. Not every respondent chose three sources, averagely 2,3 answers per respondent were listed. The main source is personal experience, which was chosen by 57% of the respondents. The other sources are broadly spread.

53% of men's entries were personal experience, common sense and "my professional opinion", nearly half (49%) of the female entries were Estonian publications, general statistical data, research, analysis and/or academic studies and information from trainings, seminars, consulting or conferences. Significantly more men favoured the subjectively based sources while the women relied more often on using objectively based sources.

It can be concluded that women have a somewhat more pronounced tendency to base their assessment of gender equality in Estonia on knowledge, while the estimation of men rely rather more on subjectively based sources. Those sources are strongly influenced by attitudes, selective perception and role expectations. Although objective sources can have varying levels of gender sensitivity and expertise - as gender bias is a widespread problem also in research - they are less prone to distortions. The source of knowledge is important for the level of expertise about gender relations because the estimation of the extent of gender equality in Estonia is highly significantly influenced by the main sources of information: Progressive types used more frequently general statistics, research analysis and/or academic studies, Estonian publications (newspapers, journals) and based their estimation on information from trainings, supervision or consulting or conferences. The non-progressive types rather relied on private experience and common sense.

### ***Explanations for low attention to gender equality***

The civil servants were furthermore asked for possible explanations for the fact, that in Estonia much less attention is given to equal opportunities of men and women than in other countries. They could agree or disagree to six statements.



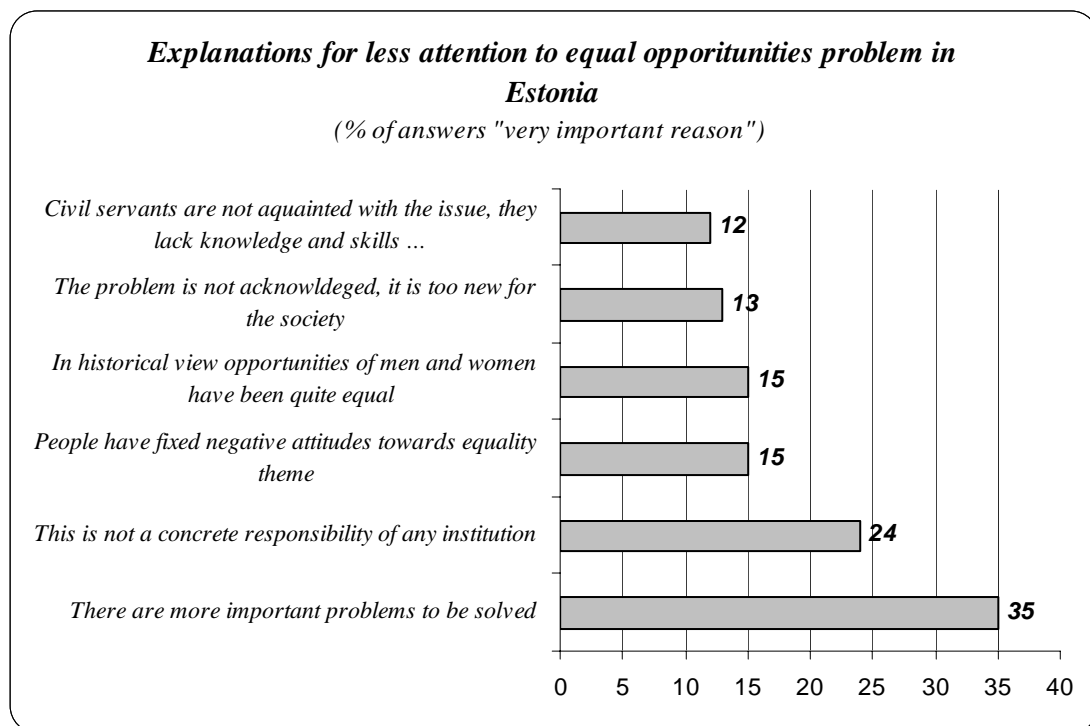
Among the most important explanations of respondents why gender inequalities problems have a low importance in Estonia two were prominent: 73% of the respondents agreed ("important" and "very important reason") that there are "more important problems to be solved". This perspective was shared equally by both sexes. 63% agreed that the problem is not acknowledged because it is too new for society. Here significantly more women agreed, while significantly more men disagreed.

Averagely 54% of the respondents agreed also, that

- gender equality is not a concrete responsibility of any institution or group (59% in total with significantly more women than men agreeing or not knowing),
- people have fixed negative attitudes towards equality themes (55% - significantly more women than men agreed),
- in historical view opportunities of Estonian men and women had been quite equal (53% - significantly more men than women agreed),
- civil servants are not acquainted with the issue and they lack knowledge and skills to deal with it (50% - significantly more women than men agreed).

The quantity of persons referring to institutional responsibility hints towards the fact that there might be too few people responsible for that topic in institutions or to the fact that no one sees the relevance in his or her own institution.

Chart 15: Explanation of attention to gender equality



### ***Knowledge and attitudes on gender differences in policy fields***

With six questions the civil servants were asked for their explanations of gender inequalities in different policy fields. The formulated answer options always included explanations based on expert knowledge, on discrimination awareness and on stereotypes and biologism. So the civil servants' knowledge on gender relations as well as their attitudes towards gender equality were worked out. For the analysis the

explanations were sorted into two groups: reflected (based on expert knowledge and discrimination awareness) and unreflected answers (the ones based on stereotyping and biologism). Finally the respondents were assigned again to the progressive and non-progressive types according to their response pattern.

The policy fields as well as the questions and different answers were based on Estonian data and research.

The questions were on:

- gender pay gaps,
- parental leave,
- men and women in politics,
- life expectancy of men and women,
- men and women in the higher education,
- roles of men and women in society.

### ***Gender pay gaps***

The respondents were asked for the relevance of different explanations for the statistically proven and publicly discussed gender pay gap according to which men earn much more money than women. In the question the technical term "pay gap" was not used in the answer options. From seven possible explanations one was arbitrary because of a potentially double meaning, two were unreflected and four had reflected explanations.

Averagely 70% of the respondents agreed to reflected explanations as being important:

- 77% of the respondents saw the importance of the fact, that the work women do, gets less salary; significantly more women than men valued this as very important, whereas significantly more men didn't know.
- 69% of the respondents took it as important, that women do not negotiate their salary and that entrepreneurs think that it is men who have to provide for their families. Significantly more women than men thought this was a very important reason.
- 66% of the respondents considered it important, that women are in a less favourable situation because of the segregation of the labour market. Significantly more women than men estimated this as very important, significantly more men than women saw no importance of this reason.

Averagely three quarters of the respondents (77%) rejected the following stereotyping arguments as not important:

- 87% of them didn't see it as a relevant argument, that the work of men is more effective than the work of women. Here no significant difference between the sexes was given.
- 66% of the respondents did not attribute importance to the statement, that men's jobs are more responsible. Here significantly more women saw this as not important, while significantly more men saw this as a rather or a very important reason.

### ***Parental leave***

The respondents were asked to estimate the importance of different explanations for the statistically proven fact, that only very few fathers use the opportunity of parental leave. From five possible explanations two were unreflected and three reflected.

Averagely around three quarter (73%) of the respondents named reflected explanations as important:

- 86% estimated it as important, that if fathers stay at home the income of the family usually does decrease.
- 73% estimated it as important, that society does not accept that men take traditional female roles.

Women significantly more often agreed to both explanations, while respectively few men saw it as important argument to explain the fact.

- 59% of the respondents saw a lack of methods to emphasize the role of fathers.

At the same time also the stereotypical arguments were assessed as important by around 70%.

- For 86% of the respondents the argument, that fathers do not want to stay at home and take care for their children, was an important explanation. Significantly more women than men valued this explanations as very important.
- Nearly balanced is the rating of the argument that women do not trust men and that they want to stay home by themselves. Here 55% of the respondents affirmed, while 45% objected this explanation. There was no significant difference between female and male respondents.

### ***Men and women in politics***

The respondents were asked to estimate the importance of different explanations for the publicly discussed fact, that there are much more men than women among politicians in Estonia. From six possible explanations three were stereotypical and three reflected.

Averagely around 85% named two of the three reflected arguments as important.

- For 86% of the respondents the argument was important, that it is hard for women to get through the "glass ceiling" of male dominance even in politics.
- 83% saw men in Estonian culture traditionally more represented in politics than women.

One of the reflected arguments was rejected by 79% of the respondents. They didn't agree to the highly specialised expert answer, that the election system is not favourable for a high participation of women.

Averagely two thirds of the respondents (66%) agreed to the stereotype arguments:

- 73% saw men more able to stand up than women.
- 66% negated the quality of women for leadership.
- 58% were missing the interests of women in politics.

Significantly more women than men named all arguments as very important, except the missing interests of women in politics, which has shown no significant correlation. The other arguments were for significantly more men not important respectively they didn't know.

Table 4: Political participation

| political participation (percentage)  |               | gender |        | total |
|---|---------------|--------|--------|-------|
|   |               | male   | female |       |
| Men are more able to stand up than women.<br>***  | not important | 37     | 23     | 27    |
|   | important     | 63     | 77     | 73    |
| It is hard for women to get through the "glass ceiling" of male dominance even in politics<br>*** | not important | 29     | 8      | 14    |
|   | important     | 71     | 92     | 86    |
| Estonian women are not interested in politics.  | not important | 38     | 44     | 42    |
|   | important     | 62     | 56     | 58    |
| The election system is not favourable for a high participation of women.<br>***                   | not important | 91     | 75     | 79    |
|   | important     | 9      | 25     | 21    |
| Women are thought to be modest, they lack the quality of leadership.<br>***                       | not important | 43     | 31     | 34    |
|   | important     | 57     | 69     | 66    |
| In Estonian culture men are traditionally more representet than women.<br>*                       | not important | 21     | 16     | 17    |
|   | important     | 79     | 84     | 83    |
| Level of significance: 0,000=***, until 0,01=**, until 0,05=*                                     |               |        |        |       |

### ***Life expectancy of men and women***

The respondents were asked to estimate the importance of different explanations for the statistically proved fact that Estonian women live averagely ten years longer than Estonian men. From six possible explanations four were reflected, two were stereotypes.

Roughly 9 out of 10 respondents agreed to two reflected arguments:

- Men's behaviour is more risky (89%) and
- men don't care for their health (87%).

Averagely a quarter of the respondents did not consider two of the reflected arguments important:

- There are no health prevention programs for men (32%) and
- the statistical difference in life expectancy is partly caused by historical events like war and deportation (15%).

Significantly more men agreed and significantly more women rejected the two last arguments.

7 out of 10 respondents agreed to the two stereotypical arguments:

- Women give birth, therefore they have more resistance mechanisms (74%) and
- men live a more stressful life in Estonia (65%).

To the last one significantly more men agreed, while significantly more women didn't find that a relevant argument. In the first argument (resistance mechanisms) the direction of significance was reverse.

### ***Men and women in the higher education***

The respondents were asked to estimate the importance of different explanations for the statistically proved fact, that in higher education there are more women than men. From six possible explanations three were reflected, three were unreflected.

Averagely 7 out of 10 respondents agreed to the reflected arguments:

- Boys choose lower education level to start more quickly with earning money (81%).
- There are few measures against drop out of boys in school (68%).
- Women know that they have to be better prepared than men to get the same jobs (67%).

Roughly 8 from 10 respondents rejected the following stereotypes:

- Basic and secondary schools programs are more suitable for girls (77%).
- Teachers in school are mainly women; they avert boys to get good education (77%).

But 9 out of 10 respondents agreed to the explanation based on stereotypes, that women have more patience for studies than men.

Here were significant differences between men and women, but they are difficult to interpret, because both sexes have no consistent understanding of the issue.

### ***Progressive and non-progressive types according to policy field questions***

Expertise in gender issues was well present as expert and reflected answers got high consent: concerning pay gaps 66% - 77% affirmed answers showing expertise or reflection, concerning the parental leave 73% - 86 % affirmed such answers. Reflected or expert answers explaining the high percentage of men in politics got most agreement (83% - 86%) of the respondents. Also expert reasons for life expectancy of men were most often agreed to (87%-89%).

Concerning the labour market and state education the civil servants admitted the fact of discrimination as they choose expert answers and even agreed with 63% to the statement "(...) - men have always better opportunities in the labour market". They generally tended to reject stereotypical reasoning, as most of them did not consider androcentric arguments devaluating women correct ("men's job are more responsible": 66% didn't agree; "men work more effective than women" 87% said no). Also androcentric arguments blaming women were rejected (like dominance of women in education: "teachers mainly women": 77% said no; or one-sidedness towards girls: "programmes more suitable for girls": 77% said no).

In contrast to that, in topics touching private aspects stereotypical convictions became visible: 73% thought that men are more able to stand up than women, 74% saw birth giving as life prolonging, 86% supposed that men do not want to care for their children and 90% saw women's patience as cause for success in higher education.

To get a holistic picture the respondents were grouped according to their answer patterns as belonging to the progressive or non-progressive types. The results are differentiated:

Table 5: Progressive and non-progressive answers by policy fields

| Field              | progressive (%) | non-progressive (%) |
|--------------------|-----------------|---------------------|
| Gender pay gaps    | 57,6            | 42,4                |
| Parental leave     | 60,9            | 39,1                |
| Female politicians | 45,9            | 54,1                |
| Life expectancy    | 41,4            | 58,6                |
| Higher education   | 54,0            | 46,0                |

These results, higher education excluded, were significantly influenced by only a few socio-demographic data.

Sex, age, and the main working area influenced the question on gender pay gaps. Male and aged civil servants and the civil servants with "hard" state tasks were rather non-progressive while female, and middle-aged civil servants and civil servants with "soft" state tasks answered rather progressively. The progressive explanations for the sex differences taking parental leave were rather given by female respondents and respondents with "soft" state tasks, the non-progressive explanations by their male colleagues and colleagues with "hard" state tasks. The progressive explanation for the lack of female politician in Estonia were rather given by female civil servants, while their male colleagues rather belonged to the non-progressive types. Finally the explanations for the differences of life expectancy were influenced by the age of the civil servants. The younger were rather progressive, the aged rather non-progressive.

The issue of parental leave is highly structured by norms and gender roles and is belonging to the "private realm". Thereby structural aspects of discrimination are less visible than for example in the issue of political participation. Work in "soft" task areas where civil servants deal with sociological aspects seemed to enhance the capacity and progressiveness regarding complex and less obvious gender issues. In the question of political participation the gender difference was obvious so that the sociological approach of "soft" task personnel was not necessary to see it and therefore didn't play a role as predictor for progressiveness. Here only gender was influencing an emancipatory (progressive) attitude. Interestingly the variable gender didn't play such a prominent role in the question of life expectancy - a question that was indicating highly towards a reflected understanding of gender. Here age was the most important predictor. Therefore it can cautiously be stated that the young personnel might be more perceptive of gender realities and therefore rely less on essentialist notions of gender than older civil servants.

### ***Roles of men and women in society***

In the last question of this section the different issues above were summarised. The respondents were again asked to agree or reject different explanations regarding the issues. The explanations were again defined as progressive or non-progressive answers. A progressive explanation was based on knowledge, the non-progressive explanations were based on societal stereotypes. From thirteen possible explanations four were progressive and nine were non-progressive. The results of two of the progressive answers were arbitrary.

Roughly 7 out of 10 respondents agreed to the two progressive answers:

- Working mother can establish warm and tender relations in a family as a mother who doesn't work can (76%).

- It does not matter if there are more female or male students – men have always better opportunities on labour market (63%). (Significantly more women than men agreed.)

From the nine non-progressive explanations one was rejected by 8 of 10 respondents:

- Higher education is more important for men than for women (83%).

Five explanations were rejected by averagely 6 out of 10 respondents:

- Gender inequality will disappear by itself during next generation (65%).
- To create privileges for women automatically results in discrimination of men (56%).
- In general men are better politicians than women (55%).
- If the wife earns more money than the husband this will imminently cause problems in family (52%).
- In Estonia the wage does not depend on the gender but on every single person (51%).

Roughly 9 out of 10 respondents agreed to two of the non-progressive explanations like:

- The question concerning parental leave – who should take it – is not a question about gender equality but a personal issue of every single couple (91%).
- Everyone is responsible for his/her health (87%).

Roughly two third of the respondents agreed to the argument, that there are more men in politics but that its not linked to gender equality problems – it is an outcome of elections because men get more votes (66%).

In all questions of this section there were significant differences between men and women regarding their choice of possible explanations for inequalities between women and men in the Estonian society. Very definite according to their significance levels were the differences in the perspective of women and men regarding the pay gap and the missing of female Estonian politicians. Regarding the other issues sex influenced the choice of explanations only partly, but with a definite trend. According to this women were more aware of the differences of men and women in society respectively they have more knowledge about possible reasons.

Summarising the respondents into the two groups (progressive and non-progressive) 32,2% were answering progressive and 67,7% non-progressive. Again sex had the highest significance level being a good predictor for progressiveness. The same significant influence has the variable "main source of estimation". Those using objective sources of information were significantly higher represented in the progressive group while those using subjective information sources provided for a relatively larger part of the non-progressive ones. The main working area exerts a significant even though minor influence. Civil servants working in "hard" tasks areas were stronger represented in the non-progressive group.

It can be concluded that civil servants are sensitive to concrete incidents of discrimination and reject explanations on a structural level, like blaming or devaluating women as a group (pay gaps) or the system (education) for it. Instead reasons for unequal gender relations are mainly sought on individual level. This becomes evident also in the affirmation of individualistic explanations that do not include social conditions as important for choices but see the individual as only decisive (concerning parental leave 91%, concerning health 87% and concerning

wage differences 49% of the respondents agreed to such arguments). This means that the structural dimensions of discrimination are rather not seen by the civil servants, and concrete incidents are mostly explained by resorting to biological arguments, essentialising traditional sex roles and ascription of behaviour congruent to sex role.

#### 5.4.2. Knowledge about gender equality policies

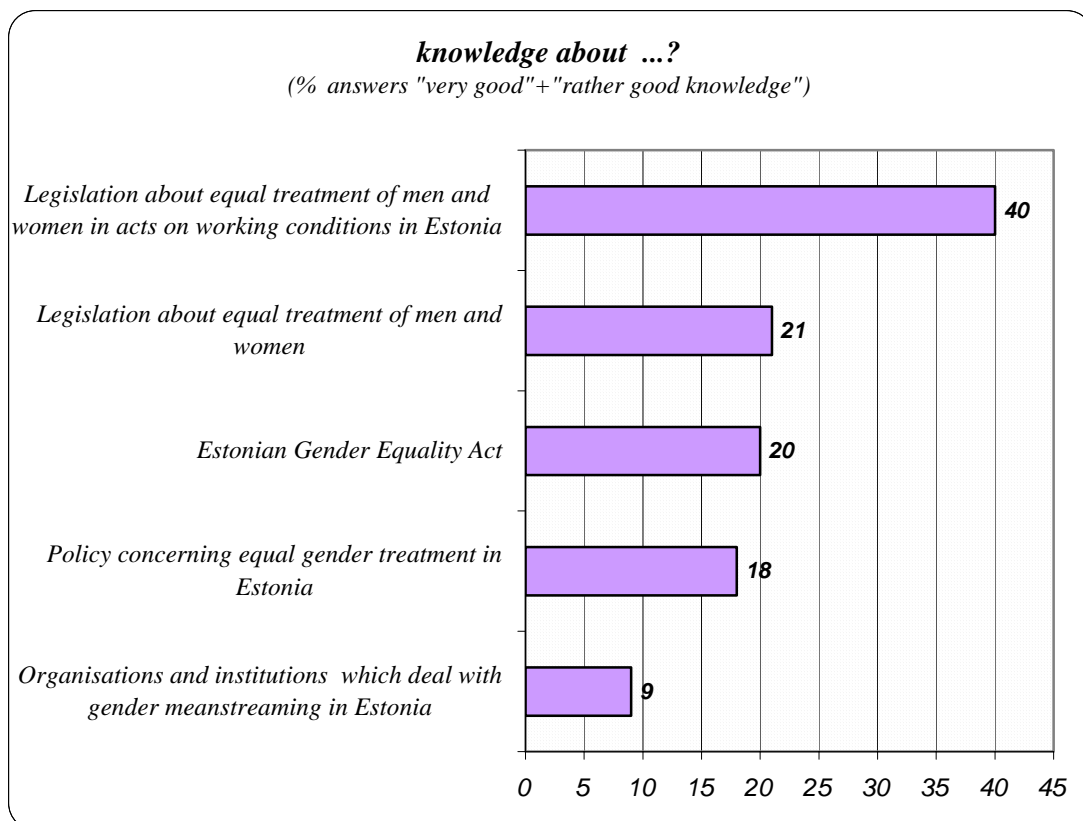
Questions about the basis of gender equality policies were formulated to get to know the civil servants' knowledge and expectations towards it. The data showed that in all categories knowledge of legal and institutional gender policy was rather weak. Only in the field of legislation on working conditions the knowledge was somewhat better.

#### Estonian gender equality legislation and institutions

The civil servants were asked to estimate their knowledge about:

- legislation about equal treatment of men and women in Estonia,
- the Estonian Gender Act,
- legislation about equal treatment of men and women in acts on working conditions in Estonia,
- policy concerning equal gender treatment in Estonia,
- organisations and institutions, which deal with Gender Mainstreaming in Estonia.

Chart 16: Knowledge on Estonian gender equality legislation and institutions



Roughly 8 out of 10 respondents didn't know at all respectively rather didn't know well these elements of gender equality politics in Estonia. Most known (by 4 out of 10 respondents) was the legislation about equal treatment of men and women in acts on



working conditions in Estonia. It has to be pointed out that the Estonian Gender Equality Act was adopted by the Parliament less than a year before this study. The result of 20 % of civil servants having a very good or rather good knowledge about the Act is quite remarkable.

There were no valid significant differences between women and men.

The civil servants were also asked for their knowledge about different institutions and organisations, which have responsibilities in the field of gender equality politics.

These were:

- Legal chancellor,
- Gender equality department of Ministry of Social Affairs,
- Open Estonian Society,
- Civic training centre,
- Estonian women's studies and research centre,
- Estonian Open Society institute,
- Women's training centre,
- Roundtable of Estonian women's organisations,
- Estonian women's cooperation.

Averagely 9 out of 10 respondents were not informed respectively were not well informed about these institutions and organisations. The best-known institution was the legal chancellor, who was known by every fifth of the respondents.

### ***International gender equality legislation and institutions***

Similar was the result of the question on knowledge about international institutions. Five were named in this question:

- Legal acts concerning gender equality in EU,
- gender equality policy in EU,
- UN 4. World Conference's Action Plan with its aims,
- Cedaw (UN) and
- financial conditions of EU Structural Funds.

Here every fifth had information about the financial conditions of the EU Structural Funds, but only 2% knew quite well the UN 4. World Conference's Action Plan with its aims.

It can be concluded that there is a high need for training on basic knowledge about legislation and institutions for the capacity building.

### ***Outcome of gender equality***

The civil servants were asked for their attitudes and knowledge about what can be reached with gender equality through questions for the outcome of gender equality. In this question the type building did not work out as the result of it contradicted the impression given by the look at the single answers. This was due to the combination of the answers given by the individual respondent and the fact, that the answer "don't know" was sorted as non-progressive because of its indefinite statement.

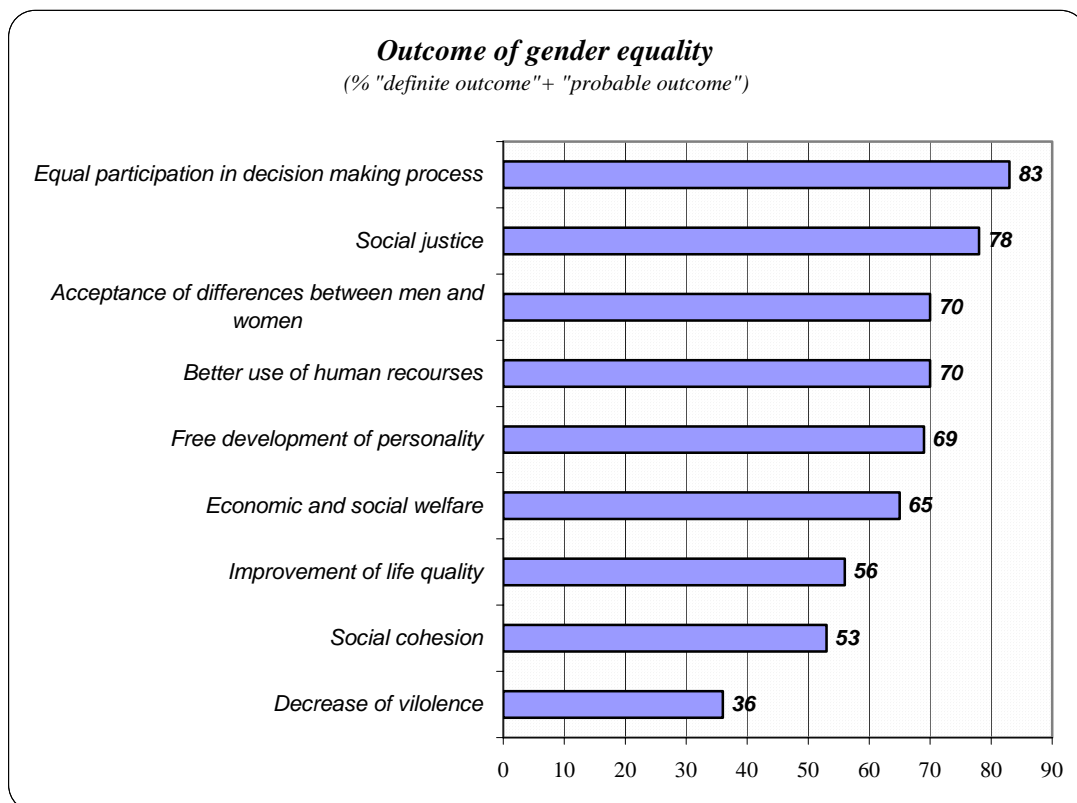
For the outcome of gender equality nine possibilities were formulated, which could be fully or partly agreed, fully or partly rejected or left open. The highest agreement (averagely 8 of 10 respondents agreed) got the following answers about what gender equality will bring about:

- equal participation in decision making processes (democracy) (83%); significantly more women than men saw equal participation as definite outcome, while significantly more men didn't see equal participation as definite outcome,
- better considerations of differences between men and women (80%); significantly more women than men estimated this as definite outcome, while significantly more men definitely rejected this as result of gender equality,
- social justice (78%); significantly more women than men estimated this as definite outcome, while significantly more men contradicted.

Averagely 62% of the respondents saw as possible outcomes of gender equality:

- better use of human resources (70%),
- free development of personality (human rights) (69%),
- economic and social welfare (63%),
- improvement of life quality (56%),
- social cohesion (53%).

Chart 17: Outcome of gender equality



All these probable results of gender equality were estimated as definite by more women and rejected by more men with high significance levels. This means that expectations towards gender equality policies were much more present in women while male respondents tended to be sceptical or did not have any of the presented

positive expectations towards the outcome of gender equality respectively gender equality policies.

The decrease of violence as an outcome of gender equality was rejected by nearly two third of the respondents (64%). Here the attitudes of men and women were similar because there were no significant differences. Violence seemed to be considered a private problem that is not to be solved by structurally improving gender relations.

Respondents mostly supposed aims that are related to general decision-making processes and social justice – assumedly because these themes are more publicly discussed in Estonia. To connect gender equality to social cohesion, to life quality and to violence issues seems to be quite new views for Estonian society.

### ***Knowledge on the Estonian Gender Equality Act***

The civil servants were asked about what is needed to fulfil the Gender Equality Act. With this question it was able to find out about the civil servants' knowledge on the implementation needs of a gender equality law. All items provided as answer - respondents had to choose how necessary they are: definitely and rather necessary rep. unnecessary - are necessary for implementation although in different priority. Seven different items were offered, which covered three groups of arguments:

Arguments, which were rather aiming at the responsibilities of the civil servants and their working conditions:

- trainings and training material for civil servants,
- high qualification requirements for civil servants,
- better access to gender statistics.

Arguments, which were rather aiming at the responsibilities of politicians and government:

- political requirement to take into account the gender aspect in every field of national action,
- decision to implement quotas for appointing men and women in different working groups and committees,
- governmental action program to implement Gender Mainstreaming and its financing.

One argument in which the public, especially the media, was addressed:

- more media attention to gender aspects, spreading the idea of gender equality in media.

Averaged 6 out of 10 respondents affirmed the responsibility of the civil servants and saw the need for qualification requirements, trainings and training material and the improvement of access to statistics. Significantly more women than men estimated these needs as necessary, while significantly more men denied their necessity. Complementary to this result averagely 6 out of 10 respondents questioned the responsibility of politics and government. They contradicted the argument, that action is required by politics and government to fulfil the Gender Equality Act.

But in all cases rather women saw politics and government in responsibility, while men significantly objected. Three quarter of the respondents wanted more interests or pressure of the media to support the Estonian Gender Equality Act. But significantly more men saw no necessity for more media attention while women significantly affirmed this argument.

To concentrate the results the respondents were grouped into progressive and non-progressive types, according to their ability to detect the given items as necessary and to differentiate the importance in between them. About 65% answered progressively and thereby stated their insight about the high demands such an implementation puts to civil service, politics and society. About 35% gave non-progressive rankings of the items showing a rather low insight into what is required to implement the Estonian Gender Equality Act.

As the provided answers allowed to differentiate in between the group of the progressive ones, this group was refined into those choosing highly necessary elements to fulfil the Gender Equality Act (progressive with high insight) and those choosing the less essential elements (progressive with normal insight). Around 43% belonged to the group being able to identify the very important aspects while 22% chose important but not the most important answer options.

The main factors for belonging to a group were sex, workplace (rural, urban) and institutional level (local, national). Less significant were the main working groups ("soft", "hard", "core") and the preference of the respondents for the sex of superior. Women were significantly more progressive (both having high insight and normal insight). Living in urban areas was a predictor for belonging to the progressive group with high insight or to the non-progressive. This means that the urban civil servants were polarized into those who had a clear idea about implementation of gender laws and those having a rather poor insight. This was not explicable with the main working groups: it would be plausible to have assumed that those civil servants working in non-"soft" areas had more affinity to legal issues and therefore a realistic assessment. But it was quite the contrary as here significance levels showed that the civil servants working in "soft" areas were rather progressive and that they even gave high insight answers. This corresponded with the findings on attitudes regarding gender relations in general. The state's role in gender equality seems not to be assessed based on knowledge about jurisdiction, at least not as long as the knowledge on gender jurisdiction is rather weak, but by the general personal attitude and a non-legalistic approach to politics which was more probable in soft tasks.

Also the institutional level showed that not those in the national administration gave more progressive answers but that those on the local level significantly more often gave rather progressive answers - although naming less necessary framing factors. A possible explanation could be that this level is highly involved in the concrete implementations of laws and therefore has less insight into the requirements from an expert point of view but rather from the practical standpoint.

Apart from these socio-demographical variables there was again a skill variable that exerted a high influence: the main source of estimation for the extent of gender equality was highly significant to predict the insight into the implementation of the Gender Equality Act. Those using subjective sources provided a relative large part of the non-progressive respondents.

These statistical correlations allowed supposing that a realistic assessment of law implementation was depending less on the formal aspects that the issue is a law than on the content the law is about. Also the fact that it were women who have a significantly more progressive answer pattern points into this direction. Together with the conclusion that attitudes were important this also showed that knowledge and very high information competences were crucial in the topic of gender equality policies.

#### **5.4.3. Website interest**

The civil servants were also asked for the use of a website, where everyone can find all information (acts, statistical data, survey data, research reports etc.) about gender

aspects for the civil service. 56% of the respondents thought, that such a website would be useful for the civil service, 16% rejected the usefulness and 28% had no opinion about it.

## 5.5. Wording

To get hints for the normative and discursive strategies in the trainings the respondents were asked for their opinion on nineteen words related to gender equality. Spontaneously they had to decide between a positive, negative or neutral understanding or could admit, that they didn't know the concrete meaning.

Thirteen words seemed well known, because averagely only 0,4% of the respondents (4 civil servants) didn't know the concrete meaning of them. Six words were unknown: "emancipation" was unknown to the highest number of 10%, the least unknown was the word "feminism" with 2% answering "don't know the word".

- 10% of the respondents didn't know the concrete meaning of the word "emancipation", 54% had neutral connotations, 19% had a negative, 15% had a positive understanding. It was hardly significant that men had a rather negative while women had a positive understanding of the word.
- About 6% of the respondents, rather women than men, didn't know the concrete meaning of the word "sexism". 30% were neutral towards the word, for 60% the word had a negative and for 3% a positive connotation. For significantly more men sexism was positive, while for significantly more women it was negative.
- About 5% of the respondents, again rather women than men, didn't know the concrete meaning of the word "quota", 51% had a neutral, 41% a negative and 3% a positive understanding. In the group of civil servants with a negative connotation men were more frequent, while women dominated in the group with a positive understanding.
- About 4% of the respondents didn't know the concrete meaning of the word "chauvinism", 12% had a neutral, 82% a negative and nobody a positive understanding. Men had significant less neutral understanding than women, but regarding the negative attitude towards "chauvinism" there was only a minor sex difference.
- 4% of the respondents didn't know the concrete meaning of the word "patriarchy", 46% had a neutral, 45% a negative and 3% a positive understanding. Significant sex differences in the understanding were not retraceable.
- 2% of the respondents didn't know the concrete meaning of the word "feminism", 37% had a neutral, 54% a negative and 5% a positive understanding. Within the minority with a positive understanding women were significantly more frequent. Within the majority with a negative connotation men were significantly more frequent.

Summarising the results it is noticeable that all highly unknown words had rather a neutral or negative understanding and nearly no positive meaning in spite of the fact that they represent positive and negative aspects in the field of gender equality. For example "quota" and "feminism" are concepts that enhance equal opportunities in contrast to "sexism" and "chauvinism". The civil servants who knew these words had neutral or rather negative connotations to all of them.

The thirteen words, which are left, can be summed up in three groups:

- words with the highest frequency of either positive or negative connotations; these are "justice" (89% positive), "partnership" (81% positive) and "gender discrimination" (84% negative), which indicates the rejecting of "gender

discrimination". Averagely 12% of the respondents were neutral towards these words.

- words with a high level of positive connotations compared with a rather neutral understanding between of 25% and 38% of the respondents and a minimum of negative meanings. These are "equality" (72% positive, 25% neutral), "equal rights" (71% positive, 25% neutral), "solidarity" (64% positive, 32% neutral) and "home keeper" (56% positive, 38% neutral). Averagely 3% of the respondents connected these words with a negative meaning.
- words with the most frequent neutral understanding; these are "female politicians" (58% neutral), "head of family" (48% neutral), "gender equality" (43% neutral), "equality between men and women" and "male dominance" (both 41% neutral). The alternative of the other respondents mostly was a positive connotation, besides "male dominance" with most frequent negative connotation (56%).

The results of the word "gender roles" are arbitrary, because 64% of the respondents connected a neutral but 13% a positive as well as 17% a negative meaning with this term.

There are some noticeable significant results regarding gender equality. Three words had significantly more positive connotations by women than by men, who had rather a neutral or a negative opinion: "equal rights", "equality between men and women" and "female politician". Just opposite was the understanding of "male dominance" – more positive connotations by men, more negative by women. The word "home keeper" was valued both positive and negative by women, while men were rather neutral or didn't know the word. These results can be read as indicators for tendencies of gender specific differences in understanding the gender relations in Estonia and the gender gap in attitudes towards gender equality.

## **6. Recommendations**

From the results of the study recommendations were elaborated to fine-tune the training concept and curricula for the training of civil servants.

### **6.1. Introduction**

As data showed the vast majority of civil servants wants to stay in the governmental institutions and go on working in the same field. This means that the training is an investment for the civil service as the acquired knowledge will probably stay in the organisation. All the more it makes sense to take up contents relevant for the daily work of civil servants so that training contents can be adapted, transferred and applied by them.

### **6.2. General frame for the trainings**

Training in gender equality did not seem to be considered relevant for the civil servants regarding their work, but nevertheless it was interesting for a third of the respondents. This was the most important result from the question asking about interests in gender equality trainings.

The third of respondents, which was interested in training on gender equality issues, was intrinsically motivated as the possibility to develop one's own knowledge was most decisive. That means that the one's participating voluntarily in such trainings will be intrinsically motivated: they will be personally interested and see it as a chance to amplify their knowledge. The participants can be expected to be interested and thus open. From their part a positive attitude and not resistance will be the main attitude.

As one fourth of those who had participated in gender equality training had participated in a second one this might indicate that once interest is stimulated, the offer for follow-ups will have some potential demand.

The most important reason of de-motivation for trainings was that civil servants believed, that their work does not have "anything to do with this topic". So the excellent quality of motivation could be supported or even expanded if the relevance to their work is shown in the trainings. Only a quarter of the civil servants saw non-participation less as a question of interest or attitudes but due to shortage of time and overload with work tasks. Anyway not too many were interested in that topic until now but at the same time nearly no one of the uninterested felt to be well informed about that topic (91%) neither.

If the relevance to the working field becomes obvious the most important reason of indifference will become obsolete. Moreover it is plausible to reason that the lack of interest might be caused by unawareness and a lack of information. The fact that nearly all acknowledged their own unawareness of this topic means that a fundamental resistance is not to be expected as the rule. The ones participating not voluntarily in the training can be motivated by showing the relevance to their working field and by telling precisely what will be learned in the training and what the level of acquaintance with the topic will be afterwards.

The high importance of the relevance to the working field for interest and the fact that a majority supported the idea to integrate training on gender equality issues in other educational training point towards an integrated training concept: gender issues could be treated isolated as a topic on its own only for an introduction and then be taught mainly as important part of general tasks. This produces the gender "surplus" through building up gender sensitive competence.

As the information seeking capacities of the civil service were shown to be quite good this offers the possibility to avail this competence by using it in case exercises: e.g. the Estonian publications on gender equality, which are quite known but nearly not used for the work, could be presented in the training.

Recommendations following from the findings are:

- ⇒ Training content and training objectives should be clearly formulated and transmitted to participants in the beginning.
- ⇒ Content of training should be presented in relation to the complexity and amplitude of the field of gender equality and Gender Mainstreaming to give an impression about the range and variety of topics. It could be mentioned for example that not all aspects of a policy field will be discussed, that only a selection of policy fields will be touched, that for Gender Mainstreaming exists a variety of tools which can be learned in future trainings, that other aspects of modern administration like impact analysis are part of Gender Mainstreaming trainings.
- ⇒ Gender should be introduced as one social group comparable to others like age or ethnicity highlighting its quantitative relevance (50/50), and the fact that although differences in roles and tasks and behaviour of women and men are accepted and expected, gender is neglected as a social category. This can be illustrated by having a look on social structure statistics where gender is missing in general.
- ⇒ Content of trainings should show, that gender equality is an issue in the working field, e.g. through
  - lecture format: through presenting some examples of gender relevance in different policy fields by "eye-opening fact shields" (gender equality situation

in policy fields) and presenting "eye-opening" results of gender analysis (policies in policy fields before and after gender analysis),

- interactive format: by asking participants to present their working field highlighting differences between women and men in that field (e.g. as target groups, users, customers, clients,...) and guiding participants to use an easy instrument on a task prepared and presented by the trainer ("Workshop – Improving a policy plan").
- ⇒ Information on units and institutions that provide training on Gender Mainstreaming/gender equality should be provided at the end of the training.

### **6.3. Content of trainings**

#### **6.3.1. Information about gender equality policy in Estonia**

That on one hand communication with residents and state institutions is so important but on the other hand organisations and institutions, which deal with Gender Mainstreaming and gender equality, are widely unknown allows to conclude that it would be important to provide basic knowledge about such organisations and institutions in the trainings. Here information about the gender equality responsibility of the state institutions as well as on women's NGO's (e.g. working on domestic violence, sexual abuse,...) and men's NGO's (e.g. on drug abuse, violence, ...), if available, is of importance.

Tasks of civil servants are dominated by juridical aspects in the sense of preparation and/or effectuation. At the same time legislation of equality oriented legal acts is up to now weakly known, so the knowledge basis for Gender Mainstreaming is missing and transfer is needed. The participants of the training should get information about policies concerning equal treatment in Estonia and knowledge about organisations dealing with this theme.

Recommendations following from the findings are:

- ⇒ Present Estonian NGO's working on gender equality issues, e.g. also providing their publications.
- ⇒ Present the Estonian state institutions and their role in gender equality policy.
- ⇒ Present the legal basis for gender equality policy and Gender Mainstreaming in Estonia.
- ⇒ Present the Gender Equality Act: main content and objectives. The Gender Equality Department might provide support.
- ⇒ Discuss responsibilities and possible tasks of the trainees' institutions regarding gender equality.

#### **6.3.2. Gender competence**

The topic of gender equality is relevant to a good part of the civil service and discrimination incidents are acknowledged. But the topic is given low priority by most. Moreover the relevance for the own working field is not clear and the structural dimension of discrimination is largely unknown among the civil servants. At the same time there is a high positive consensus towards norms, which are essential for gender equality like e.g. justice, partnership and equality while the term feminism is badly connotated for half of the respondents.

The importance of gender, as structuring category for social relations in all societal aspects, could to be illustrated, e.g. by presenting sex segregation in labour market, political participation, and other "typical examples". Then the structural dimensions



and mechanisms of discrimination have to be demonstrated, so that explanations on an exclusively individual or biological level are questioned: this could happen by showing the connection between e.g. unpaid work load (family responsibility), essentialist norms and values with pay gaps; election and party listing systems with political participation; also other examples are useful which show how stereotypes, norms and structures effect equal opportunities. As stereotypical convictions are very persistent and constantly affirmed by selective perception the objective of the trainings can only be to offer a new analytical view on known fields and suggest a different interpretation than the usual one.

Apart from a decrease of violence all presented outcomes are expected by gender equality by a majority of the civil servants. The highest expectation towards gender equality is "equal participation in decision making", "acceptance of differences between men and women" and "social justice". This means that these aims or objective could be taken up and presented more concretely in their relevance to Estonia. For example "equal participation" could be discussed as democratic standard, "acceptance..." could be taken up to concretise if acceptance means ascription of behaviour congruent to sex roles or acceptance of individual potential, interests and characteristics. As there is a strong emphasis of individual decision-making and autonomy the trainees could be confronted with possible contradictions or double standards when ideas of mankind are not valid for women.

It is indicated to relate gender equality to general aspects of qualities of society like social cohesion and life quality and general problems like violence to demonstrate the relevance of the topic.

Recommendations following from the findings are:

- ⇒ Present inequalities that are obviously unfair: e.g. unequal pay for equal work.
- ⇒ Discuss possible reasons for that.
- ⇒ Present non-essentialist, non-biologist and non-sociobiologist scientific results and analysis that give reasons for gender inequalities.
- ⇒ Show how biological functions like motherhood are essentialised and used as reason to justify outcomes of discrimination. This can happen by giving alternative models of dealing with motherhood and fatherhood on the labour market (e.g. Estonia, Sweden) implying opportunities of participation in private and public (working) sphere.
- ⇒ Relate gender equality to quality of society like justice, equality, opportunities, participation and democracy.
- ⇒ Use the wording strategically: e.g. Feminism seems not to be fruitful to categorise NGO's or aims of policies and should be evaded in general. Gender discrimination, which is also rather badly conotated could be used productively by using this term for inequalities which are an effect or an outcome of discrimination and which stand against values or democratic ideas like justice, partnership and equality. These words should be used for the wording if the legitimacy of gender equality policy is questioned.
- ⇒ Show inconsistencies between argumentations and values.

### **6.3.3. Information on gender equality and Gender Mainstreaming in Estonia**

Nearly all civil servants have never participated in gender equality training. As there had been nearly no offers in that field this does not reflect the interest in this kind of training. But it can be used to estimate the teaching level of the civil servants to be trained: They are just beginning to get in touch with the gender issue and only very

few might have a basic sensitisation for gender relations. (These persons could be supportive in the training if they are animated to contribute to the discussions.) Therefore the content of the training should be oriented towards an easy and convincing acquaintance with the topic through presenting examples and practical illustrative material about gender relations in Estonia, the concept of discrimination (direct, indirect) and basic information about Gender Mainstreaming as strategy and the concrete fields of application it could have in Estonia. Also exercises should be easily manageable. Extensive background about history of Gender Mainstreaming or detailed theoretical conception of gender might be less indicated.

Recommendations following from the findings are:

- ⇒ Introduction to gender equality situation in Estonia.
- ⇒ Introduction to the problem "discrimination": forms and mechanisms, negative effects based on Estonian experience.
- ⇒ Introduction to Gender Mainstreaming as a strategy and its possible fields of application in Estonia.

#### **6.3.4. Knowledge Management**

Civil servants acquire and increase their knowledge necessary for the job by and through the job itself, complemented by personal initiative.

The main resource for the knowledge and skills that the civil servants need for their job is the experiences on the current job followed with large distance from what they have learned in higher education. The results on data used by civil servants also showed that the institution, they work in, is an important provider of information followed by self-organised sources like personal collections and the Internet.

The training should therefore strengthen the good information seeking capacities of the civil servants now expanding it on gender equality relevant data. As half of the respondents know where to find it, knowledge can be expected among participants which could be taken up in the training. Also the knowledge present about the general national statistic corpus is valuable and could support the training if trainees knowing it well are stimulated to participate.

International bodies like the UNO organisation but also ILO or OECD or the Nordic Country bodies provide important basic data on gender issues, which were not used by civil servants. Here might be an information gap. Also academic research, especially from Gender and Women's studies, which offers important insight into gender relations, is not popular among civil servants – maybe also because it is not easy to make use of it in the daily routines of public administration.

This means that relevant resources for gender equality could be made accessible to the trainees. The first step to enable the civil servants to include gender-differentiated data is to show how to retrieve such data easily.

Recommendations following out of the findings are:

Lecture format:

- ⇒ Distribute (or at least name) existent publications like for example:
  - "Shared rights and responsibilities GE in Estonia/Jagatud õigused ja vastutus. Sooline võrdõiguslikkus Eestis."
  - "Towards balanced society/Teel tasakaalustatud ühiskonda"
  - "Rights of women workers and gender ABC/Naistöötajate õiguste ja soolise võrdõiguslikkuse ABC"

- "Voices of silent people/Vaikijate hääled"
  - "Different but equal/Erinevad aga võrdsed"
  - "Women and men in Estonia. Statistics/Naised ja mehed Eestis. Statistika."
- ⇒ Name exemplary web-addresses of international gender differentiated databases and discuss examples.
  - ⇒ Give exemplary bibliography of international data publications and discuss examples.
  - ⇒ Give names of journals and/or books of Women's and Gender studies for different fields.
  - ⇒ Give bibliography of sex-disaggregated data in national statistics and discuss examples.

The Gender Equality Department might provide support and publications.

Interactive format:

- ⇒ Enable participants to find their way to the information (names, websites, bibliographies) by making the research strategies applied by the trainers to collect the above-mentioned data transparent; give the task to search for a specific information retrievable in the Internet and necessary for an exemplary purpose of a civil servant task (if computers available).
- ⇒ Discuss the national statistics and their usefulness for Gender Mainstreaming – if they are not too helpful then complement with international statistics.

Recommendation regarding networking:

- ⇒ Enable participants to mutual support through communication, e.g. information exchange and possible cooperation: provide a list of all participants of the training with personal contact information (name, telephone, e-mail), name of institution, working field and position.

# **PART II**

## **Post-training study**

## **Summary of main results**

In this report the results of a study on 141 civil servants, who had participated in the training programme in the frame of the EU Twinning project "Development of Administrative Capacity of National Authorities in the field of Gender Mainstreaming", are presented. The aim of the study was to assess the trained civil servants' status of knowledge on Gender Mainstreaming, their attitudes towards gender equality and their interest in trainings as well as to evaluate the trainings. On ground of the results recommendations for further capacity building are formulated.

Main results of the study are that most training participants were volunteers who participated for the first time in gender equality training. Most persons were female and most persons were belonging to the group of younger civil servants. The national level was over-represented in the trainings.

According to the learning results the trained civil servants had reached a very good insight into the basic elements of Gender Mainstreaming and they had achieved a deliberated estimation of the prerequisites for the concrete implementation of Gender Mainstreaming. Their attitude towards gender relations as well as towards gender equality policy is clearly more complex and informed compared with the sample of civil servants of the pre-training study.

The evaluation of the practical use of the trainings for administrative work is good. The evaluation regarding the concept, the material and the didactics is excellent. This indicates the quality and efficiency of the train-the-trainer concept.

The study shows that further increase in demand for trainings is to be expected. The recommendations stress the actual training concept as starting point for the development for future training offers.

## **1. Introduction**

The post-training study's aim was to picture the newly achieved status of the trained personnel in Gender Mainstreaming expertise. On one hand it analysed the impact and results of the training on capacity of the participants and on the other hand it evaluated the training. This allowed concluding recommendations for future training in the frame of capacity building for Gender Mainstreaming (see Covenant, "Sub-component 2.2: Post-training study, Input", p. 21). The study consisted in interviews by questionnaire of the trained civil servants and in topic centred experts' discussions with trainers and with civil servants in leading positions.

The post-training study was carried out after the training activities for the civil servants. Like the pre-training study report, this report was elaborated and written by the Estonian-German expert team with contributions of Saar Poll.

### **1.1. Conception**

The theoretical concept on capacity developed for the pre-training study was underlying the study. This concept contains the aspects attitudes, skills and knowledge and institutional environment as modules of capacity. The results of the pre-training study provided a baseline to develop the post-training study questionnaire. The results of the second study were interpreted against the background of the first study. On one hand there are the competences and interests of the civil servants as they were highlighted by the first study. On the other hand is the fit of the training concept that had to be scrutinised by this study. Both aspects allow to review the impact and result of the training and to formulate recommendations.

## **1.2. Research questions**

The post-training study collected data to answer the following questions:

- Which groups of civil servants have participated? Which groups might or should participate in the future?
- Did the trainees attain productive attitudes towards gender issues and equality policies?
- Did the trainees learn crucial basics about gender equality and strategies like Gender Mainstreaming in the civil service?
- Were the methods of the training useful as a base for the capacity building of the trainees? Which methods are assessed to be useful?
- What are the further interests of the participants regarding further trainings and seminars? What trainings and seminars are needed for further capacity building?

## **2. Methods and Field Research**

A questionnaire with closed questions was developed to gather the data necessary for the study's aim. Topic centred experts' discussions were conducted with trainers and civil servants in leading positions to qualitatively validate the results of the study and to gather further expert's knowledge for the recommendations.

### **2.1. Design of the Questionnaire**

The questionnaire for the post-training study was developed starting from the aim of the study and the research experience and results of the first study. Highly informative parts with relevance for the post-training study questions were taken from the questionnaire of the pre-training study. They were selected strictly on ground of their function for the post-training study aims to guarantee a sensible length of the interview.

Nevertheless it was indicated to take into account that sample, interview procedure and research questions were differing from the first study. It had to be supposed that the persons to be interviewed at the second study would be voluntarily participating in the trainings. Moreover they would be interviewed immediately. As they answered directly after the training without a longer break, the learning content would not have been settled. Directly after the training it was only possible to ask for the direct impact and evaluation but not to test the "back home" impact. This effect consists in longer-term knowledge development activated by the training input.

According to the aim of the study the questionnaire had accordingly questions on

- features of the participants,
- knowledge on Gender Mainstreaming,
- attitudes towards gender equality,
- interest in trainings,
- training evaluation.

### **2.2. Elaboration of Manual for analysis and interpretation**

Like for the pre-training study, a detailed manual was elaborated to guide a systematic analysis and interpretation. It included the indications for Saar Poll to process and present the data and to focus results without loss of information. The method of grouping and type building was taken up from the pre-training study were this was sensible.

### 2.3. Field research

The social and market research company Saar Poll Ltd conducted a survey over the period 15th August – 23rd September in accordance with training dates:

Table 1: Training dates and places

|     | Dates of training | Date of survey | Place of training/survey (participating institutions*)  |
|-----|-------------------|----------------|---|
| 1.  | 15-16.08.05.      | 16.08.05.      | Tallinn (including Harju, Rapla and Järva counties)   |
| 2.  | 17-18.08.05.      | 18.08.05.      | Haapsalu (including Lääne and Hiiumaa counties)   |
| 3.  | 22-23.08.05.      | 23.08.05.      | Jõhvi (including Ida-Viru and Lääne-Viru counties)  |
| 4.  | 23-24.08.05.      | 24.08.05.      | Tallinn (including Tallinn municipality)  |
| 5.  | 25-26.08.05.      | 26.08.05.      | Pärnu (including Pärnu and Saare counties)  |
| 6.  | 29-30.08.05.      | 30.08.05.      | Viljandi (including Viljandi and Valga counties)  |
| 7.  | 05-06.09.05.      | 06.09.05.      | Tallinn (Ministry of Economic Affairs and Communications)   |
| 8.  | 06-07.09.05.      | 07.09.05.      | Tallinn (Ministry of Environment Ministry of Agriculture)   |
| 9.  | 07-08.09.05.      | 08.09.05.      | Tallinn (Personnel departments of the Ministries)   |
| 10. | 08-09.09.05.      | 09.09.05.      | Tartu (including Tartu and Jõgeva counties)   |
| 11. | 12-13.09.05.      | 13.09.05.      | Võru (including Võru and Põlva counties)  |
| 12. | 15-16.09.05.      | 16.09.05.      | Tallinn (Ministry of Internal Affairs, State Chancellery, Office of Legal Chancellor, President's Office, Office of the Minister of Population, Office of the Minister of Regional Affairs) |
| 13. | 19-20.09.05.      | 20.09.05.      | Tallinn (Ministry of Defence, Ministry of Foreign Affairs)  |
| 14. | 21-22.09.05.      | 22.09.05.      | Tallinn (Ministry of Social Affairs)  |
| 15. | 22-23.09.05.      | 23.09.05.      | Tallinn (Ministry of Education and Research, Ministry of Culture)   |

\*Participants from the Ministry of Finance and Ministry of Justice were integrated into the trainings.

There were seven interviewers involved in conducting this study. All interviewers have long experience of conducting interviews in Saar Poll Ltd. Interviewers came after last lecture, distributed the questionnaires, then explained to the participants how to fill the questionnaire, waited until all distributed questionnaires were filled in and collected the questionnaires. Two persons were in such a rush that they took the questionnaire at home, filled it at home and sent it to Saar Poll by mail.

The interviewers hold tight connections with the contact persons Aule Tali and Tiia Raudma and by agreement with them interviewers always came on the second day at the end of training. In exceptional cases the questionnaire was handed over to participants who had to leave before the end of the training. In spite of this, some of the training participants, who were very much in a rush, left immediately after the end of training and due to this the number of respondents was less than the number of registered participants.

Reached sample was 141 training participants out of 181 who had signed in for the trainings. Of the civil servants who participated in the training 59% belonged to the national level, 8% to the county level and 33% to the local level. All ministries participated in the trainings sending two Secretary Generals, four Deputy Secretary Generals, seven Heads of Departments and seventy persons from other hierarchical levels. The county government participated with four County Secretaries and eleven civil servants from other levels. One mayor and thirty town and local municipality secretaries represented the top in the local level. Twenty-eight locals were from other levels (information taken from the 5. Quarterly Report of the project). From the 141 respondents of the post-training study 5 had also answered the questionnaire of the pre-training study.

It was not foreseen to carry out a pre-test. This eventually produced a limited loss of information: Only one question belonging to the questions to test the capacity did not work out. This was due to an unintelligible formulation of the question with a too narrow differentiation within the answer options. The answers showed that the question was not to be understood.

#### **2.4. Analysis and Calculations**

The data was worked up as follows:

- basic frequency count according to data answers,
- basic frequency count according to manual summaries,
- basic frequency count differentiated (crosstabs) between national and local level according to data answers,
- basic frequency count differentiated (crosstabs) between national and local level according to the manual summaries.

Contrary to the pre-training-study, the results of the post-training study are not differentiated by sex due to the small sample and the very low percentage of men in it. As the main statistical methods, for example correlation tests, only produce reliable results if processing big samples, these methods were not generally applicable in the post-training study. Intriguing questions, e.g. the relevance of the sex of superior for support, cannot be statistically answered. They have to be interpreted qualitatively by relating different results.

Nevertheless differences between local and national level were tested systematically now, because the training groups were sampled according to the working levels. Already in the pre-trainings study there was no relevant influence of the level of working (local or national). So this testing was to find indications if recommendations based on this study have to differentiate between these levels. The few results found only indicate possible differences. They have to be interpreted with caution and generalisations are not possible.

Aspects, that would have required more analysis or other methods (qualitative interviews, statistical analysis), could not be further investigated. Also not every grouping or type building used in the pre-training study was indicated for the post-training study due to different research interests. Comparisons with pre-training study



results are mentioned if these allowed to draw conclusions or produced an insight surplus.

## **2.5. Topic centred expert discussions**

The field research was complemented by one topic centred experts' discussion with selected trainers and three topic centred experts' discussions with leading civil servants from national and local level. The discussions were led with a half-structured interview guideline.

## **3. Results**

All questions were additionally analysed for the relevance of the national and local level. Only a few differences were detectable in the data, which are mentioned in the text. Of these cases only four were statistically significant: superior's sex, level in hierarchy, workplace and age. They are explicable with structural differences within the different levels of the civil service. Due to methodological probity all differences have to be interpreted carefully as maybe indicating possible trends: the sample is not big enough for generalisations. Differences might be produced by coincidence. Therefore the graphs in the analytical part of the report (3.2. et seqq.) are without level differentiation to not mislead the interpretation of the data. Only in the descriptive part on the sample (3.1.) the differences are visually disclosed whereby the national level is comprising the national authorities including county institutions.

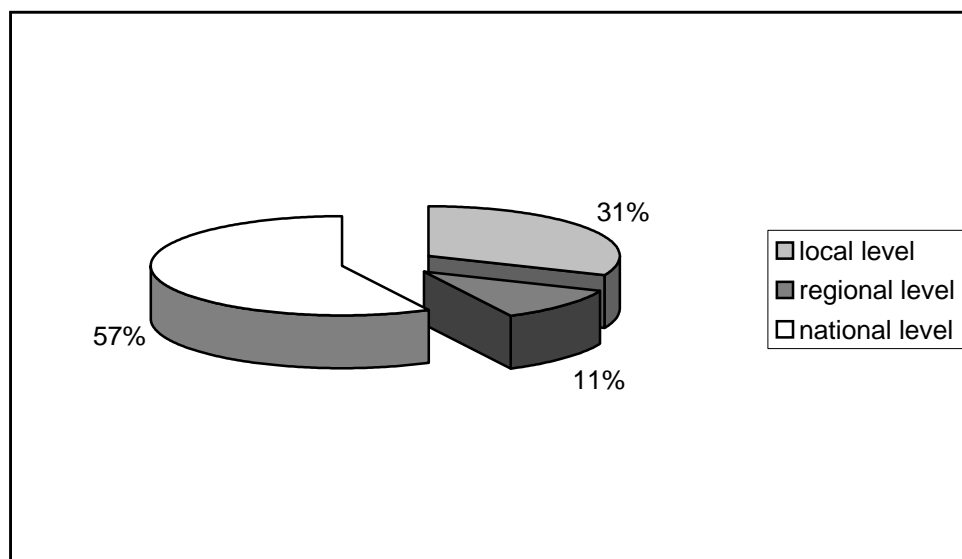
### **3.1. The trained civil servants**

Socio-demographical data, information about institutional aspects and about training related features of the respondents were collected to get basic information how the group of participants was constituted. It turned out that participants were mostly female, young, working at specialist level, in urban area and from national level. Nearly half of them were working in "core" state tasks. The trained persons wanted to stay in the civil service and were ambitious. For the majority it was the first training in the field of gender equality. They came on their free will and had no resistance by their superiors.

#### ***3.1.1. Socio-demographic structure of the trained civil servants***

The 141 participants of the training who answered the questionnaire were mainly women (85%). There was no difference of the sex shares in the different working levels (national/local). The number of 15% of males in gender equality trainings is not a bad result. Moreover it has to be interpreted against the background of the higher percentage of women in the civil service in general. Also in the pre-training study mainly women had been reached (in pre-training study about 72%). Institutions from local level sent 31% of all respondents. The national level including the institutions on regional level (counties) sent the vast majority with 69% of the interviewed.

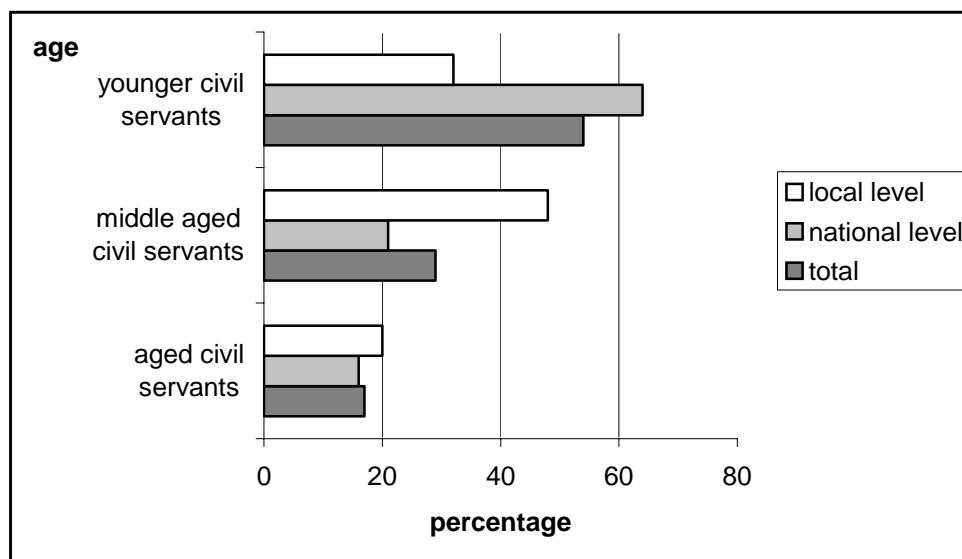
Chart 1: Composition of respondents: institutional level



71% of the trainees worked in urban areas and 29% in rural areas. There was a statistical significance of the working levels. As persons of national and county level work in the capital or in cities and persons of local institutions also in rural areas this significance is sensible.

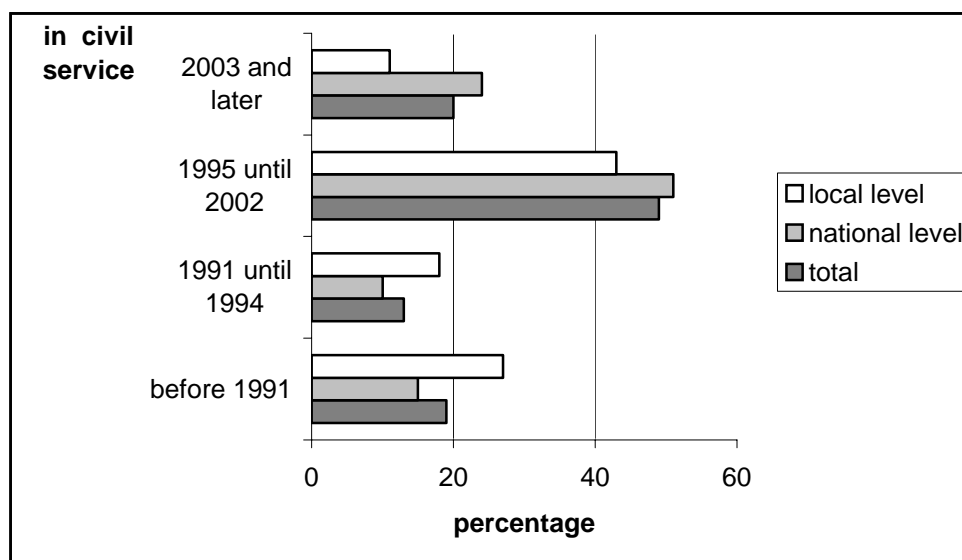
The age groups were unequally represented. Participants were mainly younger civil servants in the age group between 20 and younger than 35 years. They were making up for around 54% (in pre-training study sample 30%) of the trainees. The middle-aged civil servants (aged 35 until under 50 years) were represented with 29% (better represented in pre-training study with 41%) while the aged ones older than 50 were accounting for around 17% (28%). The percentage of young civil servants was relatively higher within the national participants. According to the results of the pre-training study, it can be supposed that the interest in gender issues was higher within the group of younger civil servants because age was one of the predictors of progressiveness there. But this higher probability of a progressive attitude did not seem to have had an effect on the comprehension of gender issues. Rather had the trainers found older trainees more able to connect to the presented topics. The trainers explained this with major life experience. The share of middle-aged civil servants was relatively high within the local participants. The tendency of a progressive attitude within younger persons did not lead to higher participation of young ones here although the working level has no influence on attitudes (see pre-study). A conclusion cannot be given by the study results. The group of old ones was evenly distributed within the working levels.

Chart 2: Composition of respondents: age



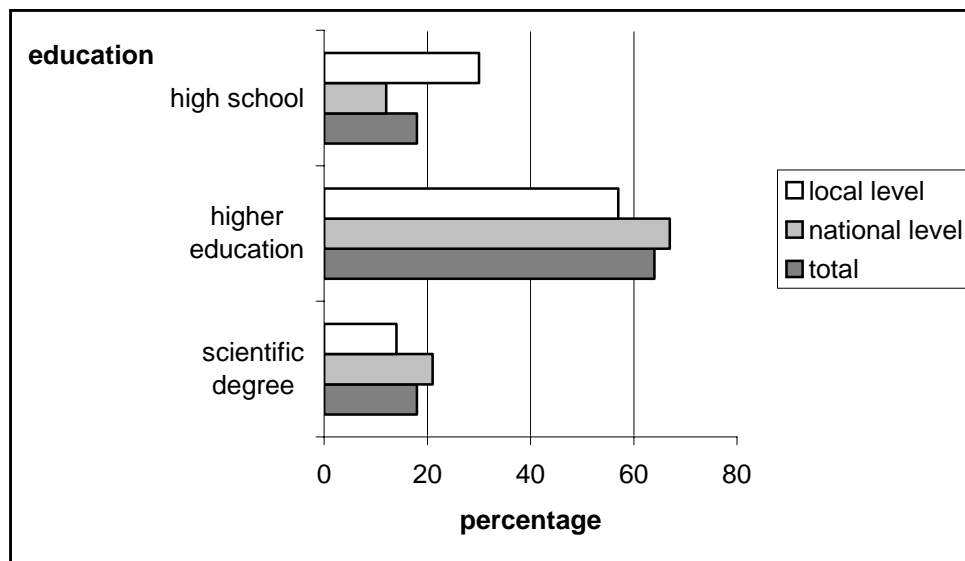
The age structure was reflected also in the time the trainees were working for the public administration: 20% began since 2003, 49% started between 1995 and 2002, between 1991 and 1994 around 13% were employed by public administrations and 19% of the participants are civil servants already since before 1991. In the group of locals the percentage of trainees working longer in the civil service was relatively high.

Chart 3: Composition of respondents: duration of the work in the civil service



The group of trainees with scientific degree and those with high school made up a share of 18% each. The vast majority of 64% had higher education. Compared with the pre-training study much more highly educated civil servants had been reached: The percentage of holders of scientific degree was more than two times higher (about 18%) than in the pre-training study sample (pre-training study: 7%). On local level this overrepresentation of scientific degrees was less pronounced. This might be due to the broader array of formation prerequisites to enter public administration on local level.

Chart 4: Composition of respondents: education

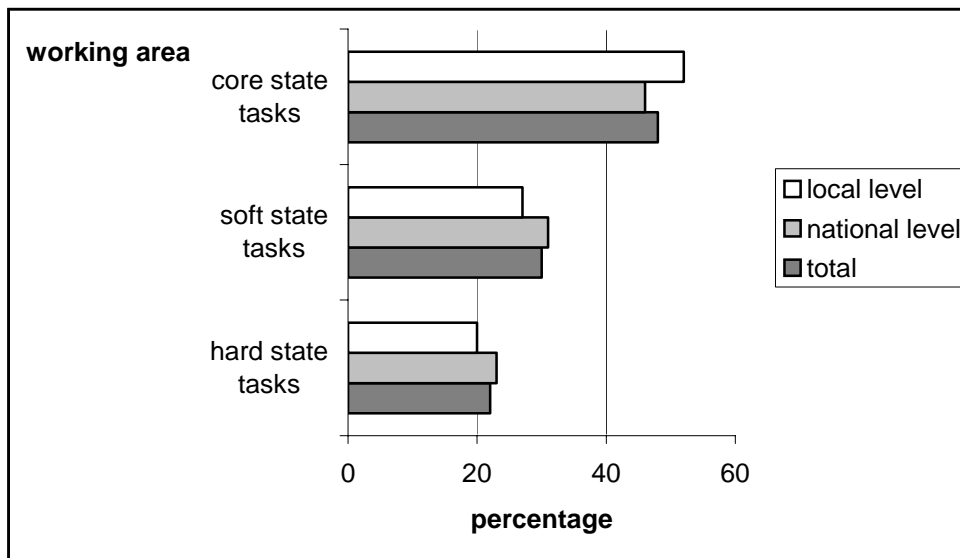


The main group of participants had their professional field according to diploma in law (34%). The next group were the ones with degrees in social sciences and humanities with 26%. Economists made up for 23%. Persons with educational background in exact sciences were the smallest group with 16%. This means a relation between generalists oriented towards law and administration and specialists oriented towards specific policy fields of 39% (generalists) to 61% (specialists). In the pre-training study the specialists were represented even higher (86%). This was now reduced by the high participation of lawyers attending the training. Moreover the relative amount of generalists was higher within the group of nationals, which accounted for the majority of participants.

The main working area of the participants is by far the law, making up for 42%. The next important group was culture and education with 10% followed by labour market (9%), social security (9%), environment and agriculture (7%), and communication and infrastructure (7%). Financial sphere (5%), economy (4%) and international relations (4%) were even weaker represented. The working sphere of border guards, police and defence forces (2%) and health (1%) had the least number of participants (border guards etc.: three persons, health: one person).

The trainees were grouped according to the division into "hard" state tasks (economy, communication and infrastructure, financial spheres), "core" state tasks (justice, border guard, police forces, defence forces and international relations) and "soft" state tasks (culture and education, labour market, social security and health). Nearly half of the trained civil servants (48%) work in the "core" tasks reflecting the high proportion of lawyers as well as the representation of the national level. About 30% are occupied with "soft" state tasks and 22% are working in "hard" state tasks.

Chart 5: Composition of respondents: main working area



Regarding the hierarchical positions of the participants the majority are at the specialists' level (65%) and 35% are top administrators. Concerning a top-down strategy like Gender Mainstreaming this can be considered a satisfying result.

The local level was statistically significantly better represented with top administrators. This is explicable with flatter hierarchies in local level compared with the national level so that the group of persons belonging to top administration and having no superior above them is bigger there.

### 3.1.2. Features of the trained civil servants

Asked about their future professional plans about 70% of the trainees answered that they want to stay in the Estonian civil service in the next three years. Nearly 6% saw themselves in the public administration of other EU countries or institutions.

The percentage of persons planning to stay in public administrations was higher with 75% than in the sample of respondents of the pre-training study. There about 61% wanted to stay in public service. Five percent of the trainees expect to be leaving the public sector. For nearly 20% this was hard to answer (see chart 6). This distribution might be caused by the percentage of female participants in the training: The probability is higher within women to plan to stay in the civil service (see result of pre-training study).

Asked in what field they will be working three years ahead, 66% said that they want to go on with what they work now (see chart 7). So compared to the pre-training study, where 80% did not want to change their field, the reached persons stick less to their field. Also the ones not minding about changing the field were much higher: now 12% compared to only 5% in the pre-training study. Out of the trained ones 13% could not decide and about 9% want to change their field. Here a difference between local and national level, although with no significance, can be seen: All persons who do not mind about their field were nationals, reflecting the overrepresentation of the generalists within nationals. In the group of undecided ones as well as in the very small group of the ones, ready to go into another field, the locals were relatively well represented. Because of the small number of incidents this might be caused by chance.

Chart 6: Future working perspective of civil servants in three years

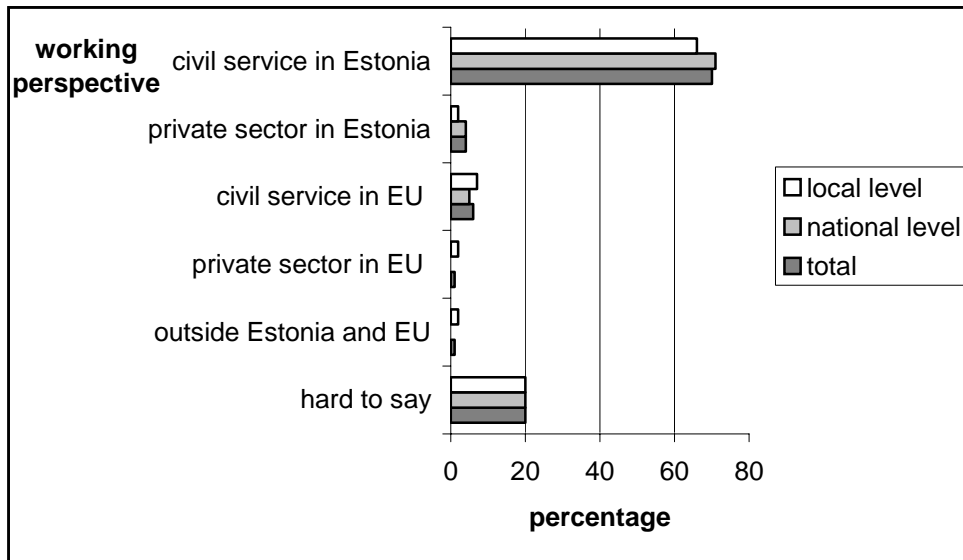
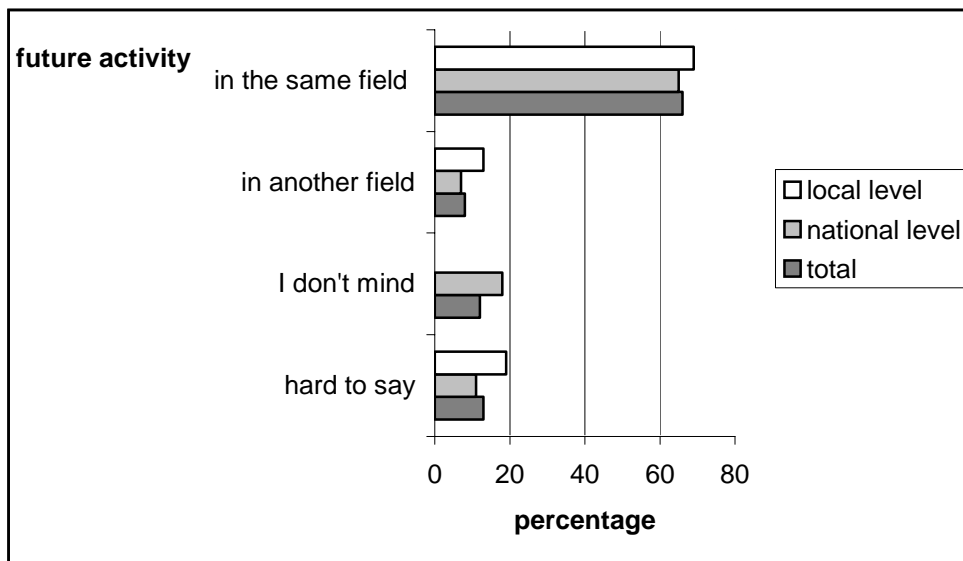
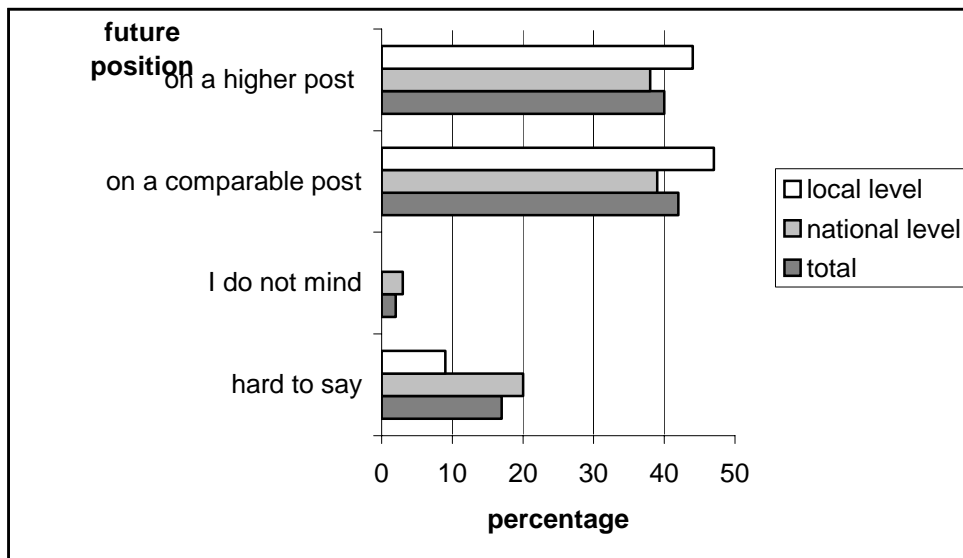


Chart 7: Sphere of activity in civil service in three years



Of the 106 persons wanting to stay in public administrations nearly 40% wanted a higher post in the next three years and 41% a comparable one. 17% found it hard to say. Nearly all cared about it, as only about 2% did not mind. Compared to the pre-training study the training participants were slightly more ambitious and much more concerned about this question. Similar to the results regarding the preference for public or private sector there are no differences between local and national level.

Chart 8: Future position in civil service in three years

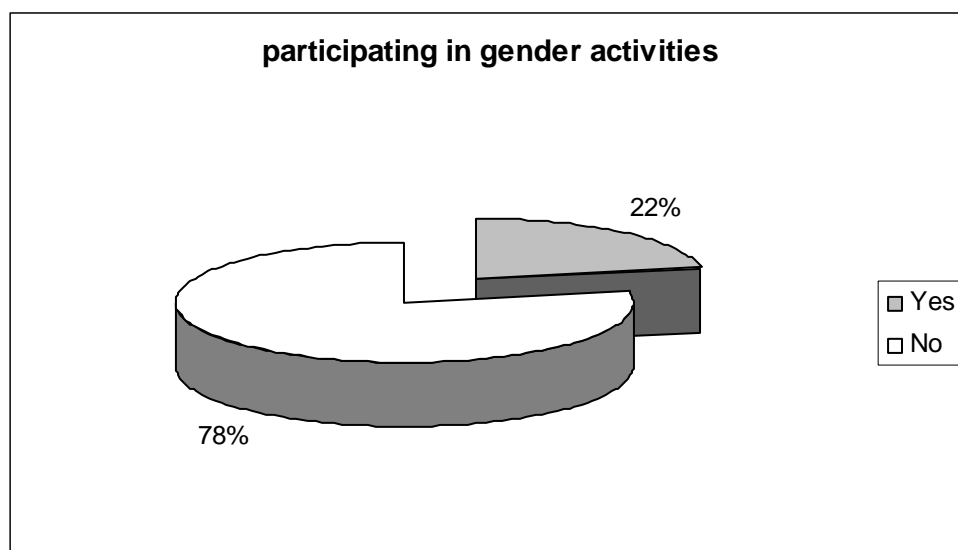


More persons had female superiors than in the pre-training study: 52% now compared to 39% in the pre-training study. The female superiors were – this time statistically significantly - over-represented at national level and underrepresented at local level. This might be due to the fact that on national level there are more hierarchy layers. The distortion might be caused as it was asked for the "direct superior". At national level that includes the middle management with mainly women. The high frequency of male superiors at local level in turn might evenly be due to the structure of public administration: as on local level the hierarchy is flatter and vertical sex segregation also exists, the direct superiors are top functions which are occupied mainly by men.

The great majority of trainees felt supported by their superior (nearly 87%), as only one explicitly stated to be unsupported and 18 found it hard to say (13%). The support seems to be mainly passive as less than one fifth was actively sent by a superior (17%). No differences were found between the local and the national level. That indicates that the support provided is not depending on the superior's sex. All but three respondents were voluntarily participating at the training. The high proportion of volunteers was predicted by the results of the pre-training study. All non-volunteers belonged to the group that was sent by the superior. This means that from all 24 persons sent by the superior only three were sent against their will.

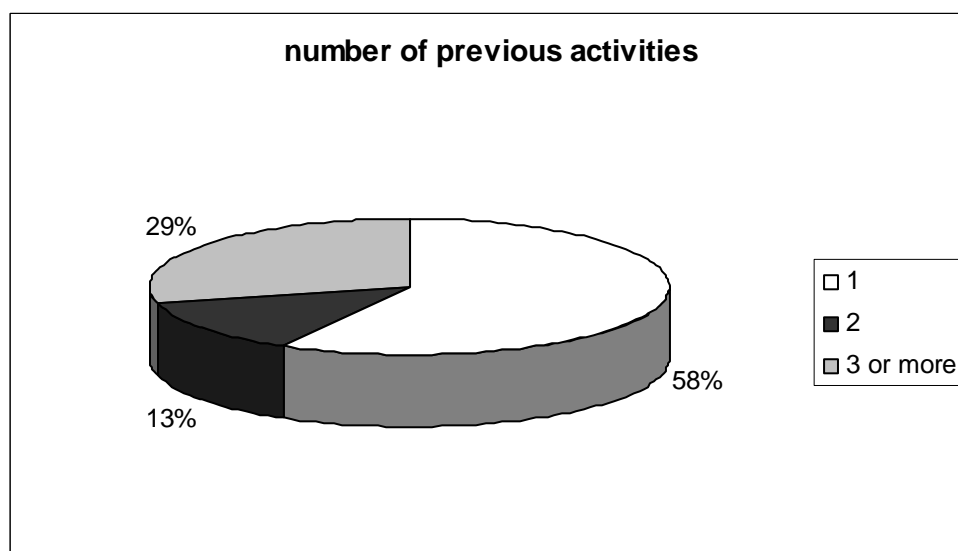
Most respondents (78%) were absolute beginners in that topic. More than one fifth (22%) of the participants was already experienced in gender trainings. The percentage of trained civil servants was nine percentage points higher than in the pre-training study. Within the group of nationals the percentage of formerly trained ones was higher than in the group of locals. As the case numbers are small (25 nationals, 6 locals) possible interpretations about training supply for different working levels or training interest are awkward.

Chart 9: Participation in Gender Equality seminars, conferences or trainings before



Of these 31 persons nine (about 6% of all respondents) had participated in at least three trainings or seminars, four persons (about 3% of all respondents) had been at two of such events and eighteen persons (about 13% of all respondents) visited one training. The following chart is showing the percentages within the groups of formerly trained persons.

Chart 10: Number of previous seminars, trainings or conferences



From all who had participated in trainings before, only one did not come voluntarily to the training. The reasons could be that this person is satisfied with the reached level of knowledge or disinterested in the topic. But in general the results support the interpretations of the pre-training study that persons who participated in gender equality trainings are interested in more.

### 3.2. The capacity of trained civil servants in the field of Gender Mainstreaming

Knowledge and attitudes towards gender equality are part of the capacity of civil servants to deal with Gender Mainstreaming. Therefore questions on necessary as



well as hindering aspects for the implementation of gender equality strategies and a question on possible outcomes of such strategies were asked. Moreover an assessment on availability of data and the utility of law as prerequisites for Gender Mainstreaming were asked for. The attitude towards gender relations was asked for with a question indicating the gender conception of the respondents. Hereby it was possible to get a sketch about the knowledge level of the trained civil servants, which is interconnected with the attitude towards gender relations.

The results have to be understood having in mind that nearly 4/5 of the respondents were absolute beginners (78%). From those who already had participated in gender equality trainings before, most were relative beginners as they had had only one training (see chart 10).

The questions testing the expertise level of the participants directly after the training showed, that they had acquired a high competence. They reached a very good insight into the implementation elements and challenges of Gender Mainstreaming and were able to rank these items in a sensible and justified order of importance. The trained civil servants showed a realistic and deliberated estimation of the availability and usefulness of prerequisites for the concrete implementation of Gender Mainstreaming. The understandings of the complexity of gender relations as well as of the outcomes of gender equality policy have clearly improved compared with the pre-training sample.

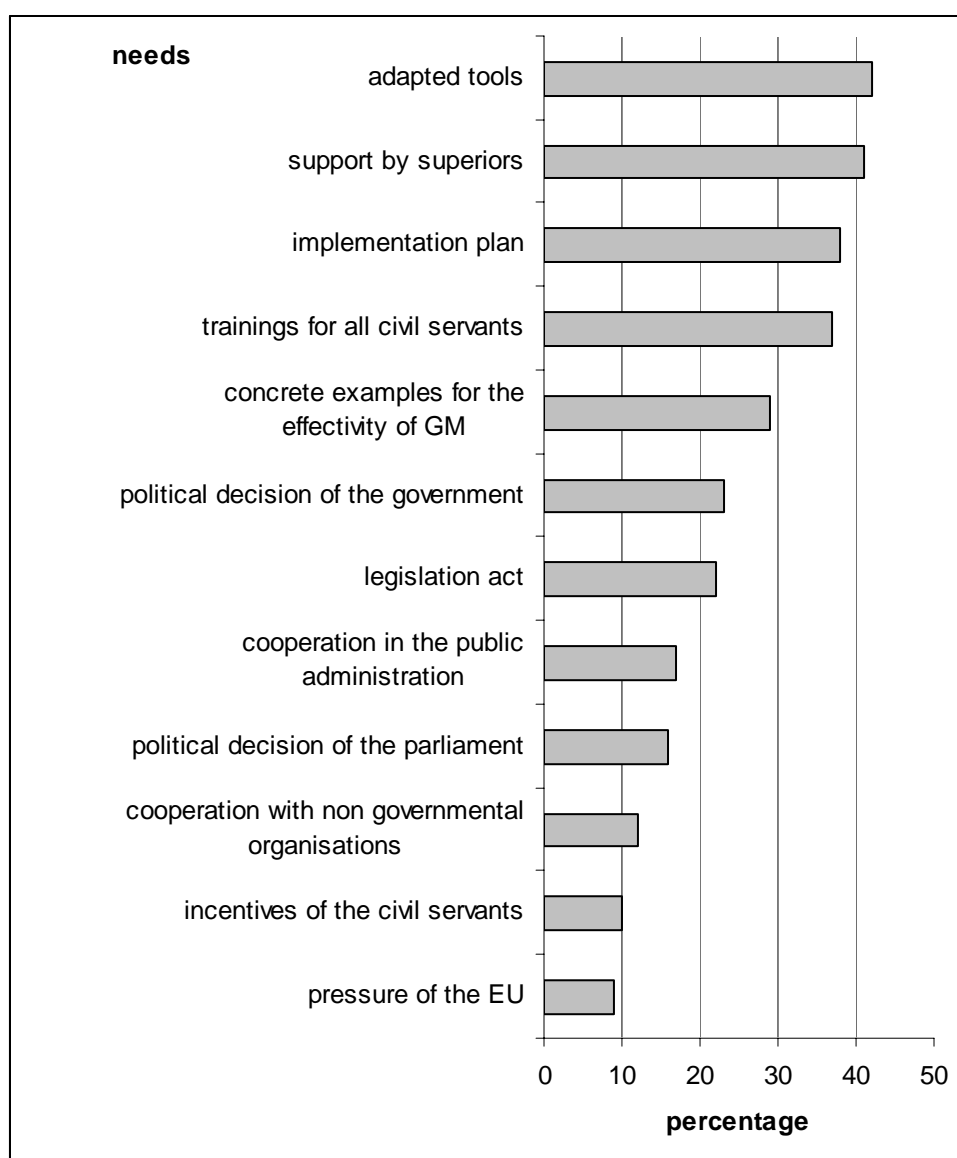
### **3.2.1. Knowledge on gender equality strategies like Gender Mainstreaming**

A list of twelve items was presented to the trained civil servants, which are all relevant for the implementation of Gender Mainstreaming (see chart 11).

The items belong to the aspects top-down, enhancement for concrete application in the daily work, to the institutional dimension and to the political dimension of the implementation of Gender Mainstreaming. The trainees were asked to choose the three most important ones. The items with most counting were adapted tools (about 41% choosing it as one of three most important items), support by superiors (41%), an implementation plan (38%) and trainings for all civil servants (37%). The item "concrete examples for the effectiveness Gender Mainstreaming" was chosen as definitely needed by 29%, political decision of the government by 23%. About one fifth (22%) considered a legislation act as one of three most needed requirements for the implementation, 17% opted for cooperation within the public administration. The political decision of the parliament is one of three chosen items for 16% of the trainees, cooperation with non-governmental organisations for 12%. Ten percent chose incentives of the civil servants and 9% pressure of the EU. This result indicates that the trained civil servants as a group were perfectly able to give a sensible priority to the items from the perspective of a civil servant implementing Gender Mainstreaming into her or his daily working routine.

To get a picture of the distribution of competence within the individuals, the combinations of the three items were checked for every respondent. It turned out that 93% chose combinations of three items which included the necessary aspects for Gender Mainstreaming: top-down and enhancement for concrete application in the daily work and likewise institutional or political dimensions. This means that nearly all participants have reached the learning result that Gender Mainstreaming has different aspects, which are all needed for its implementation.

Chart 11: What would definitely be needed to implement GM?



There were minimal shifts of the ranking of items within the group of respondents. For example within the group of locals the support of superiors was number one (with about 46% of all locals choosing this as one of the three items) while adapted tools became number two (43%). Of the nationals 41% chose the adapted tools and 39% chose the support of superiors. These shifts within the working level groups do not alter the overall result and the fact that an excellent learning result has been reached by nearly all individuals.

Not only knowledge about prerequisites for implementing Gender Mainstreaming but also about obstacles is part of expertise. Participants were asked about different items, which might prevent the implementation of gender equality strategies within the civil service in Estonia (see chart 12). The respondents could assess if the items would "not be a problem", if they might "make the implementation difficult" or if they "will prevent the implementation". Finally the option "hard to say" was given.

The item "that political decisions makers have different priority setting" was chosen by 91% as preventing or making the implementation difficult. Three percent answered that this would not be a problem and about 6% answered "hard to say".

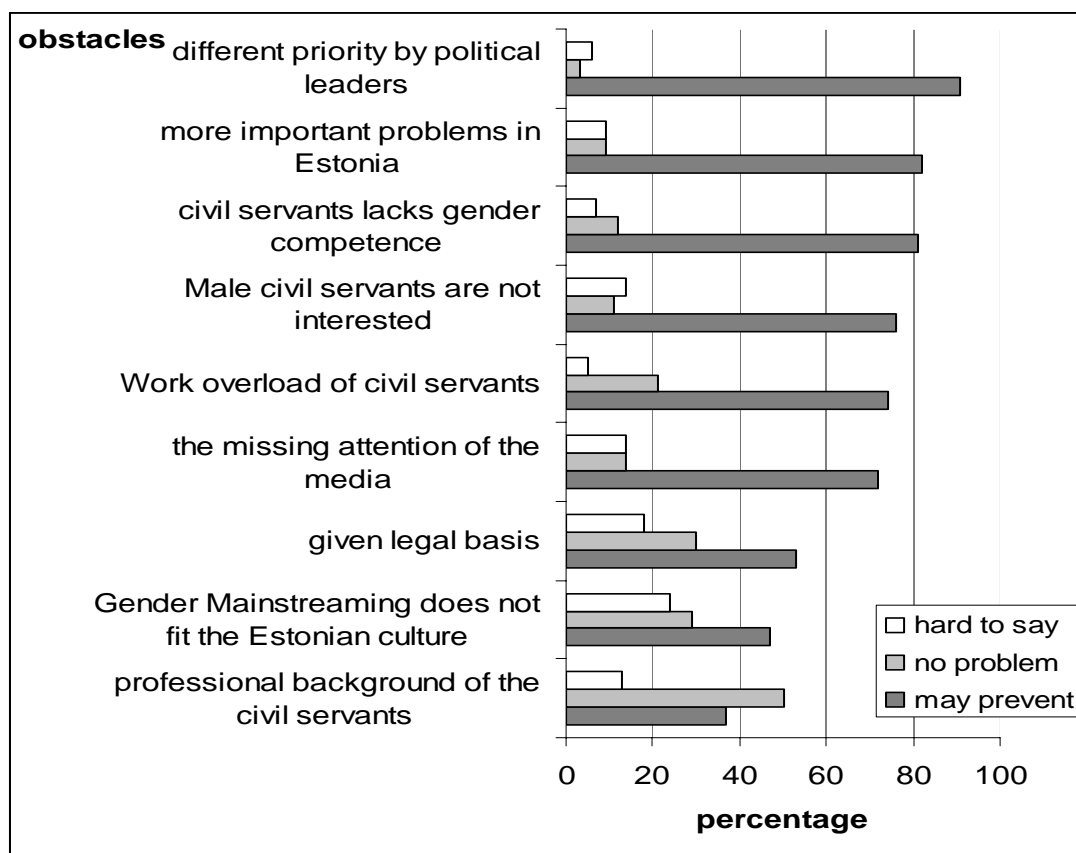
The next important items were "that other problems to be solved in Estonia are more important" (82%, with nearly 9% considering this not as problematic and 9% undecided), and "that the staff of the civil service lacks gender competence" (81% assessing it as problematic, 12% chose "not a problem", 7% "hard to say").

As fourth hindering item, the answer "male civil servants are not interested" was seen as problematic by 76%. There were more trainees undecided (about 14%) than confident that it would not be a problem (nearly 11%).

The "work overload of civil servants" was assessed as problematic by 74% with more than one fifth (21%) not seeing an impediment for the implementation and 5% undecided.

That media does not pay enough attention to gender aspects and gender equality was considered by 72% as difficult or even impeding an implementation, about 14% did not find it problematic, and were 14% undecided.

Chart 12: What might prevent the implementation?



The given legal basis was seen as problematic by nearly 53%, 30% assessed the legal basis as unproblematic and about 18% could not decide. The question about the Gender Equality Act as sufficient legal basis for gender equality policies can be used to complement the interpretation: a vast majority answered that a legal Act itself is not sufficient for implementing gender equality policies (see below) but that further guidelines are necessary.

That "Gender Mainstreaming does not fit the Estonian culture" was the item with the highest number of undecided ones: 24% were not able to decide if this would not be a problem, or if it would be problematic or even impede the implementation. 29% did not see a problem, about 47% thought it could hinder or prevent the implementation. This might indicate that about one fourth of the trained civil servants had started to

doubt the connection between national culture and emancipation. In general this seems to be negatively correlated.

The professional background of the civil servants was assessed by a minority of 37% as problematic for implementing gender equality strategies. The majority (50%) did not consider it a problem and 13% could not decide about the influence of the background. That means that most of the trained civil servants thought that gender equality strategies can be implemented by all civil servants - irrespectively of the qualification or work experience.

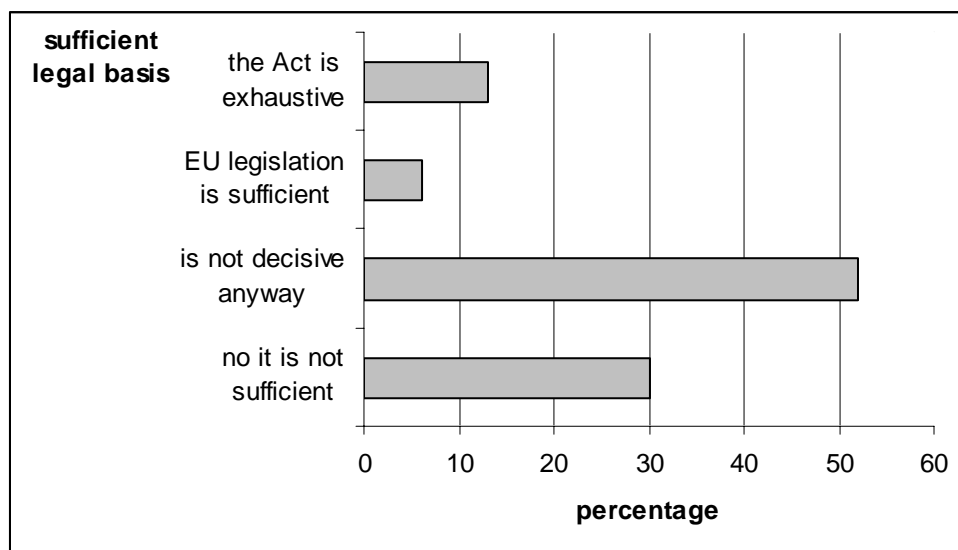
All in all the ranking of the items - the most important ones being political will, problem priorities and the gender competence requirements - showed that the main challenges were recognized.

In Gender Mainstreaming processes in other countries like e.g. Germany, Netherlands and Belgium the lack of interest of male civil servants has turned out to be one severe problem in the long run of implementing a top-down strategy. The assessment is thus quite foresighted. But it might be influenced by the relative gender homogeneity of the training groups, with some groups being exclusively female.

Slight differences were traceable between the locals and the nationals. The locals were somewhat more sceptical about the effect of the presented items: Relatively more locals chose the answer options "might prevent" or "will impede" in all items except for "lack of gender competence" and "other problems to be solved in Estonia are more important". The tendency might come up because the locals seem to be a little bit more critical respectively realistic in general. At the same time they have (minimally) higher expectations towards the effects of gender equality (relatively more locals expect improvement of live quality and acceptance of differences, see below). That this tendency does not hold true for the aspects of lack of gender competence might indicate that here is no difference in the self-assessment of locals and nationals regarding their potential for gender equality issues. Moreover the priority setting for gender equality does not seem to differ at the two levels.

The trained civil servants were also asked if the Gender Equality Act is a sufficient legal basis for gender equality policies. Four statements were presented from which one had to be chosen. Most trained civil servants decided for the statement

Chart 13: Gender Equality Act as sufficient legal basis

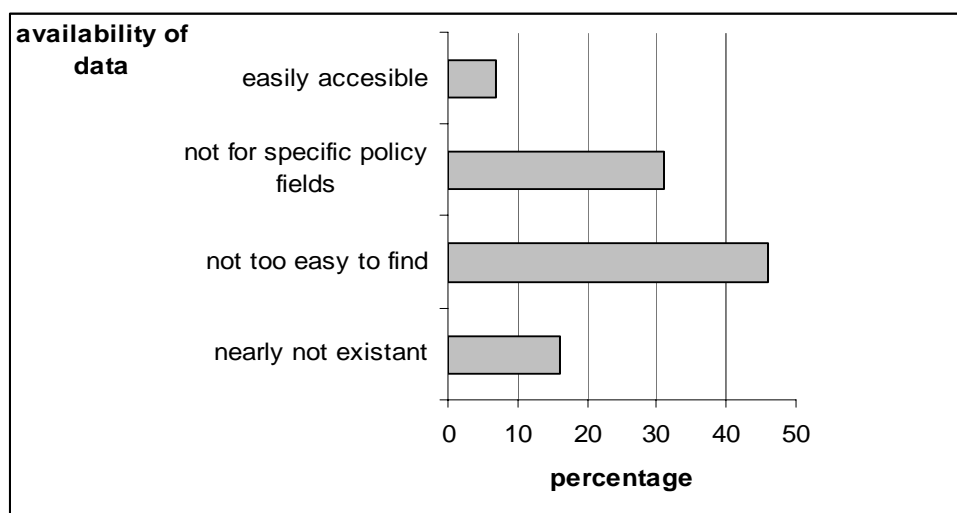


"A legal basis is not enough for the implementation of gender equality policy anyway" (around 52%). In the same direction nearly 30% answered "The Act is not sufficient. There have to be more legal regulatory documents". About 13% considered the Gender Equality Act an exhaustive legal basis for Gender Equality. A small minority of about 6% did consider the EU legislation as binding enough for gender equality policies. So most of the trainees saw that the implementation of gender equality policies takes more than only a legal basis and they believed that apart from the necessary basic Gender Equality Act the implementation in concrete policy fields needs further directives, be it legal or other.

The trainees were asked how they would assess the stock of available gender disaggregated data. They had to choose one among four statements. Most of the participants (46%) said that "there is gender disaggregated data but they are not too easy to find." Much less, 31%, chose the answer option that "there is general gender disaggregated databases but not for specific policy fields". 16% said that "gender disaggregated data is nearly not existent" and a minority of 7% assessed that "there is policy differentiated gender disaggregated databases easily accessible".

The most often chosen answer options ("there is, but...") are the ones reflecting the availability of data most correctly. The statement that data, even policy differentiated one, is no problem to find, is quite unconcerned. That statistics are nearly inexistent is very pessimistic but for some policy fields indeed not incorrect. With this background qualification of answer options in mind it can be stated, that 77% of the trainees have a differentiated and realistic insight about the data situation.

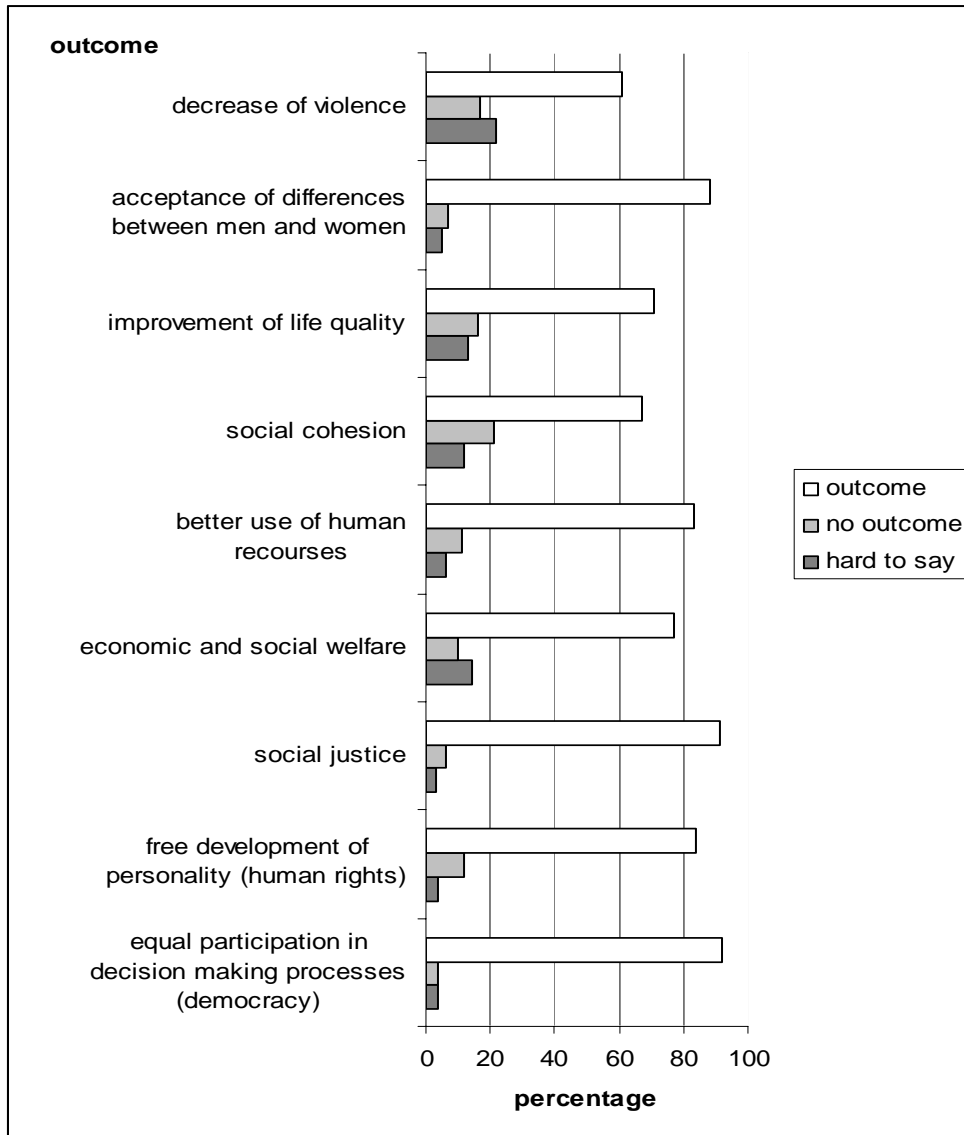
Chart 14: Availability of gender-disaggregated data



The respondents were asked about the outcomes of gender equality policies. A more equal participation in decision-making processes was believed by 92% to be an outcome of gender equality policies. Social justice was expected by 91% of the trainees, the acceptance of differences between men and women by 88%. The human right to free development of personality was assessed as an outcome by about 84%. The better use of human resources was hoped for by 83%. Economic and social welfare is taking place number six in the list of expected outcomes with around 77%, followed by improvement of life quality with 71%, social cohesion (67%) and finally decrease of violence (61%). Relatively more locals uttered their positive expectation towards the "improvement of life quality" and the "acceptance of differences". Compared with the pre-training study the trainees had given 25 percentage points more to the outcome "decrease of violence". This shows that the trained persons much better assess the structural aspects of gender relations and the relevance of gender equality policy for the individual life. Here also the number of

the trainees answering "hard to say" got by far the highest result for this answer option with 22% not being able to decide. This shows that the correlation between a "private" matter and positive effects by gender equality policies is at least taken into consideration.

Chart 15: Outcome of gender equality



It can be stated that through the training the civil servants started to develop comprehension for the notion of the structural dimension of gender inequality. Compared with the assessments of the respondents of the pre-training study the results now show a higher insight into the dimensions of gender equality.

### 3.2.2. Attitudes towards gender equality

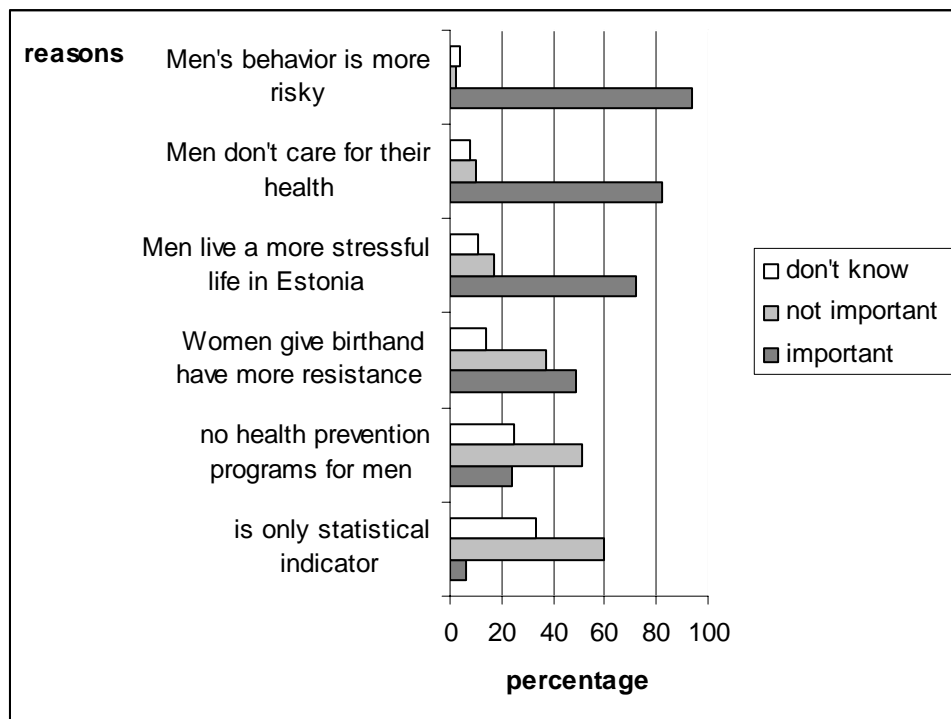
To test the attitude towards gender equality, one of the most meaningful questions of the pre-training study was asked again. To the question "Estonian women live longer on an average than the Estonian men. What do you think could be possible explanations for that?" six answer options ranging from expert answers to biologist answers were proposed (see chart 16).

Most agreement was given to the deliberated options "men's behaviour is more risky" (94%) and "men do not care for their health" (82%). Quite high percentage got the stereotypical answers "men live a more stressful life in Estonia" with 72%. Less than half of the trained civil servants agreed to the biologist answer "women give birth, therefore they have more resistance mechanisms" (49%). Compared with the pre-training study the agreement to the biologist argument (birth giving) was much lower: in the former study about three fourth had agreed to it. This indicated an essentialist notion of gender.

About one fourth said, that the reason "there are no health prevention programmes for men" is relevant. Regarding the answers a shift has taken place - now the answer behaviour is much more circumspect. From the trained personnel nearly the same number of persons agreed and answered "I don't know" (25%). This indicates that they can imagine that missing gender-optimised policies might play a role in this sex difference.

The highest percentage of "I don't know" was given to the reason "the difference in life expectancy is a statistical indicator and takes into account losses in wars etc." Thirty-three percent were unsure if this could be a reason or did not feel well enough informed about the details of this answer option to assess the importance of that argument.

Chart 16: Life expectancy



Regarding the biologist argument a slight tendency to be more affirmative was found in locals. But this does not affect the general result that trained civil servants did resort to a much lower degree than untrained to naturalising explanations of gender relations. Moreover in the pre-training study it was shown that the local level has no significance for the progressiveness or anti-progressiveness of the attitude. So this slight tendency might be caused by chance. Also the results regarding the "acceptance of differences between women and men" can therefore not be interpreted in the sense that locals were inclined towards a complementary gender conception.



The pre-training study results suggested that the trainees would have an open-minded or at least a curious attitude towards the issue of gender equality. This turned out to be right as nearly all of them participated voluntarily. The results for training interests (s. below) showed that four fifth were interested in further training on Gender Mainstreaming topics and that the assessment of nearly all (about 89%) is, that trainings are necessary for a balanced society. It is not possible to distinguish in how far the trainings had produced this positive attitude but it is reasonable to assume that the trainings have, if not founded, then definitely strengthened a progressive attitude towards gender equality.

### **3.3. Training needs and interests of the trained civil servants**

Questions regarding the importance of trainings as well as on the supply were asked. Moreover the participants could tell about their interests in training topics and their preferred format for further training.

Trained civil servants saw clearly that the output produced by the civil service has an impact on society and they understood the relevance of training for civil servants for this. The trained civil servants are more able than the pre-training study respondents to assess the training offers and apparently also to find training courses.

Nevertheless they considered the amount of offers even more insufficient. The trained civil servants were intrinsically motivated, curious and wanted to get concrete knowledge how to apply Gender Mainstreaming in their work. They prefer face-to-face training in separate courses on gender equality issues.

#### **3.3.1. Importance of Training**

Asked if there is the necessity to train public servants on gender equality topics to guarantee a balanced society, 89% said yes and only 2% said no (9% did not know). Compared to the pre-training study the assessment of the relevance of training is now much higher. From all respondents in the previous study only 43% thought that trainings would be necessary. This shows that the sensitisation of the respondents has succeeded because for them it became clear that knowledge is crucial for the civil administration to contribute to a positive societal development. Apparently they also realised the role the public administration plays in shaping societal structures.

Concerning the assessment of training offers on gender equality, half of the participants (around 50%) did not know. This means that 27% percent points more than in the pre-training study felt in state to give an assessment of this question: 77% did answer "hard to say" to this question in the pre-training study. At the same time 29% of the trained assessed the training offer sufficient while only 8% of the untrained respondents chose this answer option. Considering that of all trained respondents 22% had apparently successfully found more than once a training, seminar or conference on gender equality before (as 22% had already participated in at least one) it seems logical that the number of agreement was much higher.

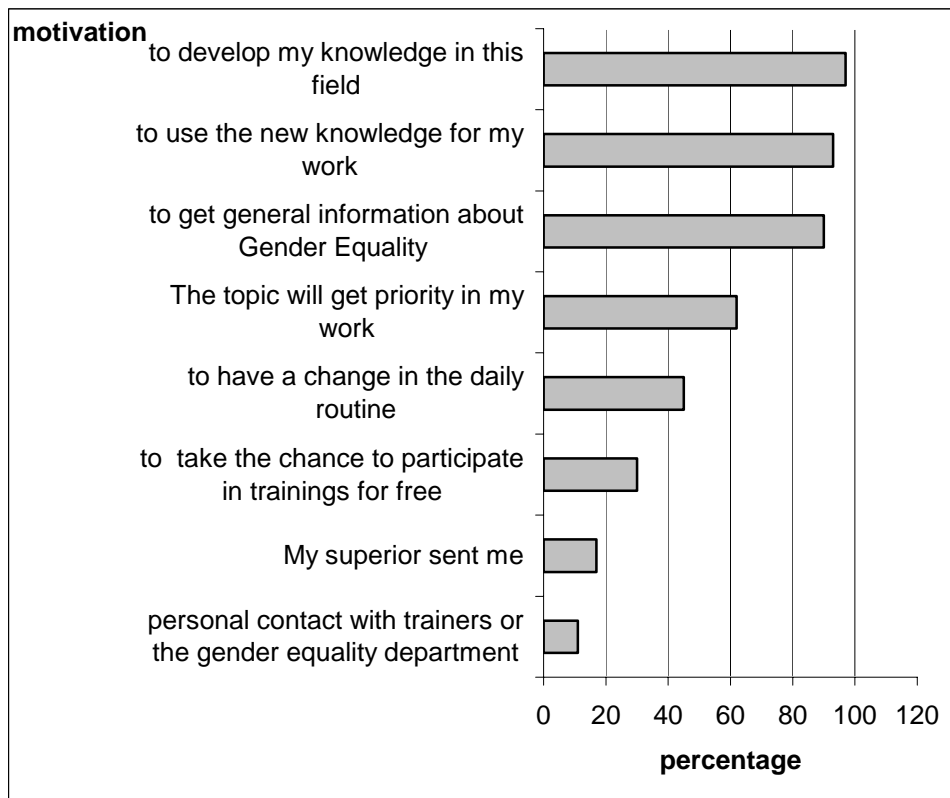
But still one fifth of the trained civil servant said that the offer is not sufficient: 21% saw the training offers as not sufficient compared to 16% of the pre-training respondents. Assuming that the trained civil servants are more competent in finding trainings or make bigger efforts to find one this would mean that there is still a quite high demand for more trainings on gender equality.

#### **3.3.2. Training interests**

To evaluate the motivation of the respondents for participating in the trainings, different reasons were presented. They had to choose, if they completely or rather agree to each or if they do rather not agree respectively do not agree at all (see chart 17). The main reason for participating in the training was that they wanted "to

develop knowledge in this field" to which 97% completely or rather agreed to. 93% expected "to use the new knowledge for their work" and 90% wanted "to get general information what Gender Equality is all about". More than half of the respondents (62%) agreed to the statement that this "topic will get priority in my work". Less relevant were the motivation to get a "change in the daily routine" (45% agreed to) and 30% wanted "to take the chance to participate in trainings for free". For 17% the fact that they had been sent by their superiors was relevant for their participation and for 11% the "contact with one of the trainers or with persons from the gender equality department" was important as reason for participation.

Chart 17: Motivation for participation



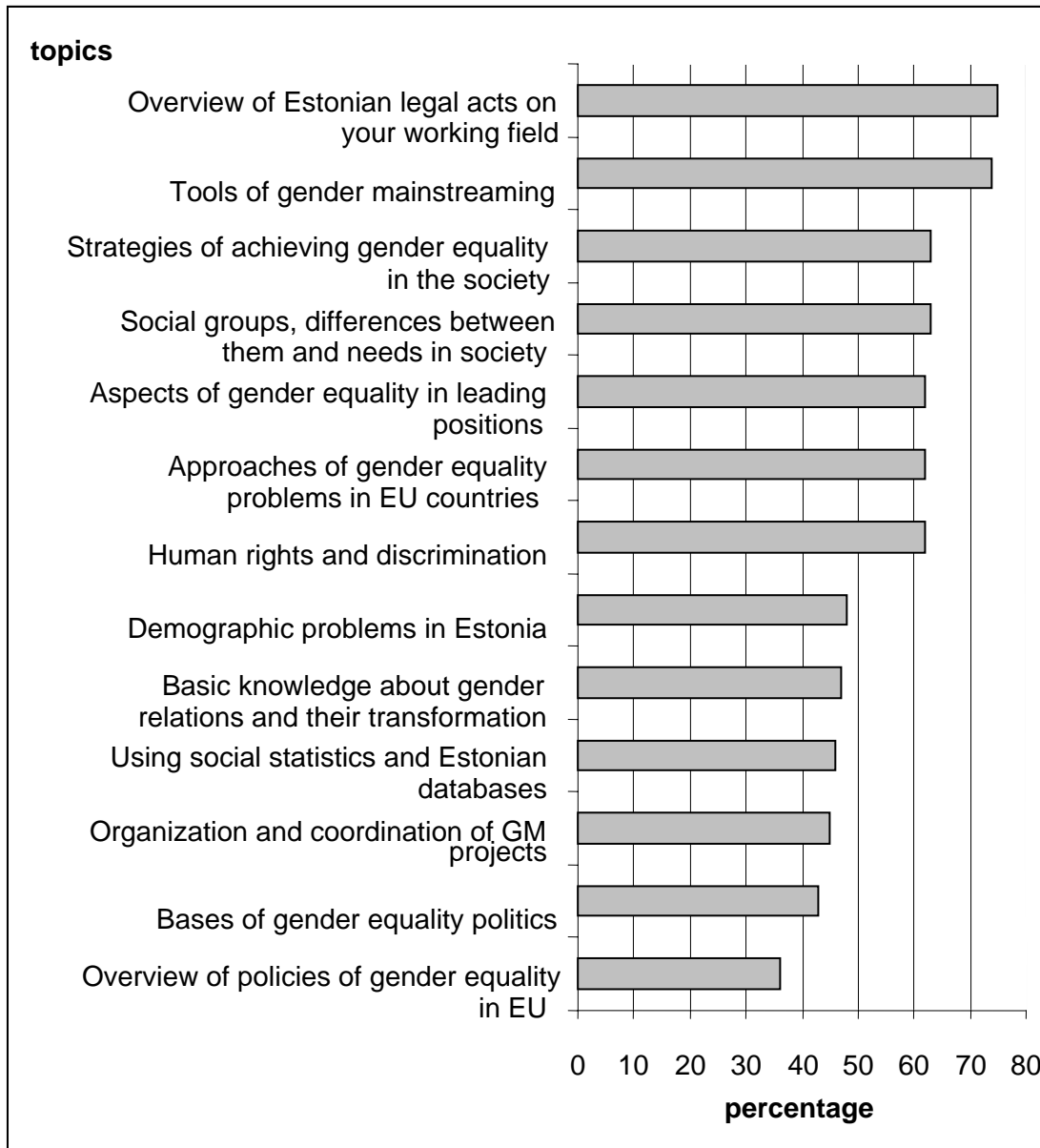
Regarding their motivation there were differences between trainees of the local and the national level. Merely one difference was relevant: from the 16 people having contact with trainers or the gender equality department, only one was from local level. This might be due to chance but could also be explained by the recruitment for trainees. They were mainly nationals. The probability to know colleagues from the same authority level might be higher.

Compared with the pre-training study it becomes obvious that the interest towards using gender equality competence in the work has drastically increased: while the intrinsic motivation to develop one's knowledge was likewise number one in the pre-training study (94%) the now-number two (wanting to use the new knowledge for my work) got only about 32%.

A list with thirteen training topics was presented to the participants to choose all those they were interested in for future training (see chart 18). The hot issues were "overview of Estonian acts on one's working field" (participation interest was uttered by 75%), "tools of Gender Mainstreaming" (74%), "strategies and methods of achieving gender equality in society" as well as knowledge "on social groups, differences between them and needs in society" (each 63%). Aspects on gender equality in leading positions as well as approaches of gender equality problems in

other EU countries and human rights got the interest of more than half of the participants (62% each). Less than half of the respondents were interested in "demographic problems in Estonia" (48%), "basic knowledge about gender relations and their transformations" (47%), in the technical aspect "using social statistics in Estonia" (46%), "organisation and coordination of Gender Mainstreaming projects" (45%) and "bases of gender equality politics" (43%). The least interesting training topic was "overview of policies of gender equality in EU" (36%).

Chart 18: Interest in training dealing with following topics?



The high interest in legal aspects was congruent with the findings of the pre-training study where the daily work was dominated by legalistic duties. The similar strong interest in Gender Mainstreaming tools showed that the training has stimulated the interest of the civil servants. Moreover further training demand became obvious: if servants are to be enabled to accomplish their interest of integrating the strategy into their work, they need more skills in Gender Mainstreaming.

Compared to the pre-training study the interest shifted relatively from the legal aspects (in the pre-training study about 97% were interested in) towards more

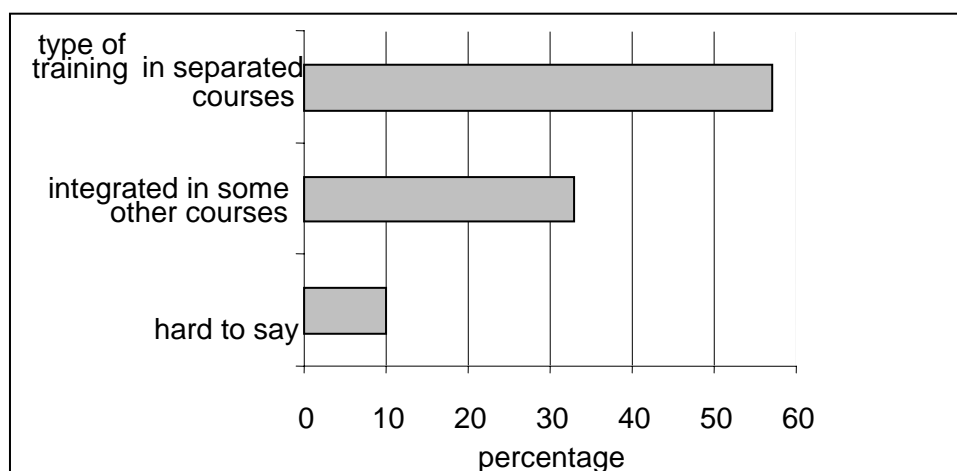
application-oriented topics as well as towards issues, which are decisive for the implementation of Gender Mainstreaming. That confirms the results that the interest of trainees had been stimulated and that there is a need for application-oriented concrete training content.

If all those, who would like to participate in a future training about one of the Gender Mainstreaming relevant topics, are summed up, they make up for 80%. So it can be stated that four fifth of the trained civil servants have interest to deepen their knowledge on Gender Mainstreaming.

The trained civil servants were asked if they think it necessary to train civil servants on gender equality topics to achieve a balanced society. Those who answered "yes" were asked how the trainings should look like.

From those 89% seeing a necessity to trainings of the civil servants to achieve a balanced society more than half (57%) preferred to have this issue in courses on its own and not simply integrated in some other educational trainings. 33% preferred an integrated option instead and 10% found it hard to decide.

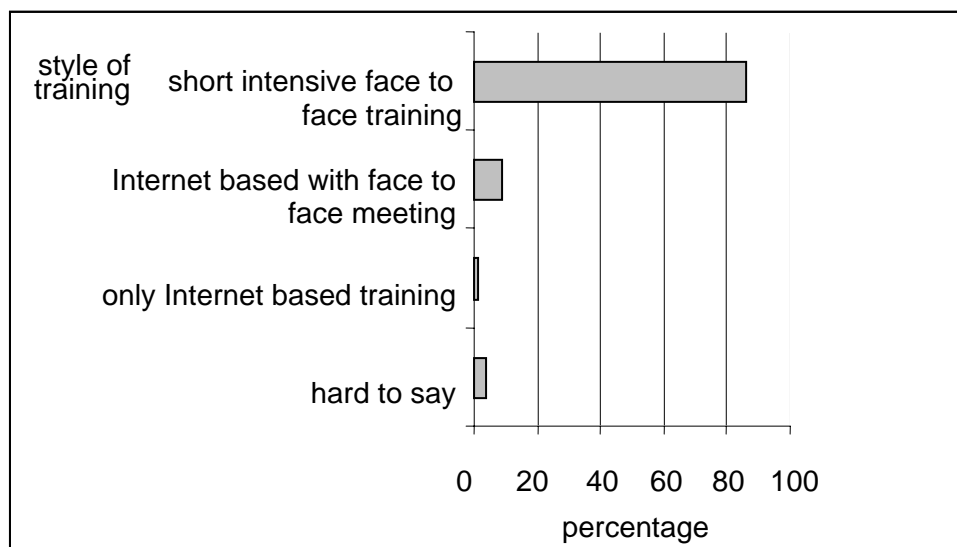
Chart 19: Should the trainings be in separate courses?



Compared to the pre-training study, where about 56% preferred gender equality topics as part of another training, the trained civil servants assessed the complexity and the relevance of the issue higher. To them a separate course seems to be more promising. The integration of gender aspects might be interesting at a later stage of the implementation of Gender Mainstreaming. Also the experts in the topic-centred interviews stated that sensitisation and introduction into gender equality issues should get priority at that moment.

A clear preference is uttered towards having gender equality issues organised as short intensive face-to-face trainings. This is advocated by 86%. Face-to-face as part of the training is indispensable for 95% all together because the option internet-based training with face-to-face was chosen by another 9%. One single person wanted exclusively internet-based training. 4% could not decide which form of training they would prefer (see chart 20).

Chart 20: Should the training be face-to-face?



### 3.4. Personal Training evaluation

The respondents were asked to give their evaluations on the recent two days they had been trained. They gave their personal assessment of their own capacity to concretely work according to Gender Mainstreaming requirements. This was to get an impression how well prepared they felt after the training. Moreover they gave their personal evaluation on different elements of the training.

All together the evaluation was excellent regarding the concept, the material and the didactics. The practical use for the own work got a good evaluation result. Most participants felt enabled to include gender equality aspects in a concrete task although they were conditionally positive because of the availability of the necessary instruments like data and tools.

#### 3.4.1. Self-Assessment of capacity

The trainees were asked if they could imagine themselves writing a report integrating issues of gender equality. They had to choose between four answers ranging from an unconditional "I can imagine that very well" towards two conditionals answers ("It is not so easy to imagine, but it would be easier with data on gender issues available", "It is not so easy to imagine, but I would be easier with a concrete practical tool to show how this could work") until a negative answer ("It is hard to imagine concretely").

One fifth (20%) felt enabled to write a report integrating gender issues, while around 62% would feel enhanced under certain conditions: Half of them would know how to proceed but would need more specific information ("...with data on gender issues available": 31%). The other half would need support to find a viable approach ("... with a concrete practise tool to show how this could work": 31%). For a little less than one fifth (18%) of the trainees it was hard to imagine fulfilling that task. In both groups, the nationals and locals, a majority that was slightly more pronounced in the group of locals shared the conditional attitude. This could be due to the relatively higher age or the longer stay of the group of locals compared to the nationals. This longer working time might lead to more insight into the complexity of orienting a routine task towards new perspectives, like e.g. gender equality.

### **3.4.2. Training quality**

With a question offering twelve statements to which the respondents had to give their level of agreement (completely or rather agree, rather not agree, totally disagree) it was tested, if the expectations of the trainees had been met (see chart 21). The result is impressive: 93% of the participants agreed rather or completely that "through the training my capacities and knowledge on gender aspects have been expanded". As nearly all the participants wanted to take part in the training to expand personal knowledge and to get general information about gender equality, their expectations have been highly met.

The questionnaire was completed right after the training and the "take home effect" was positive: the trainees went home with satisfied expectations and a broadened scope: 83% of the trained stated "this training has stimulated my interest". It will depend crucially on the future institutional support if they can apply and further develop their new insights in the daily working routines as they wish for: 93% of the civil servants participated because they wanted to use the new knowledge for their work.

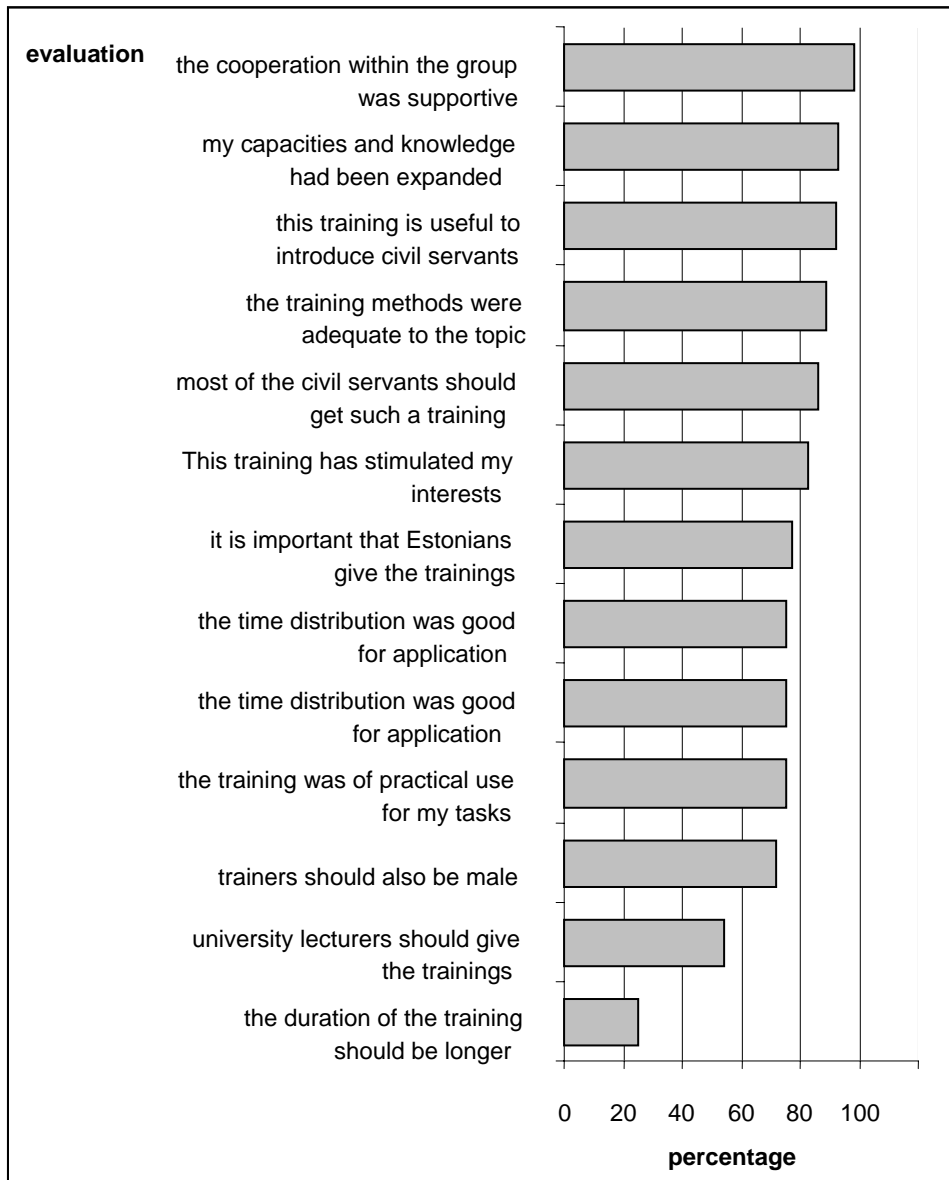
Concerning the format and didactics of the training 98% of all respondents agreed to the statement "the cooperation within the group was supportive" and nearly 90% that "the training methods were adequate to the topic". As all locals agreed, it seems that the cooperation in local training groups was perfect. (In the national group 3% from 97% did rather, not even completely disagree). "The time distribution gave enough space for application oriented aspects" was agreed to by 75%. Nearly as much (about 75%) disagreed that "the duration of the trainings should be longer". The item with least importance was that "university lecturers should give the trainings" to which 47% disagreed. In the relatively small group of those considering this aspect important, the locals were relatively well represented. It can only be speculated about reasons other than coincidence. Maybe the educational level or the partly very practical work on local level produce a somewhat higher appreciation of training with more theoretical or academic focus while on national level there might be more need for practical focussing in trainings. In contrast to the question of the educational level of the trainer, sex and nationality were considered more important. 77% said "it is important that Estonians give the trainings" and 72% said it would be better if trainers were not exclusively women". Regarding the benefit of the training for the practical working routines (to use the knowledge for one's own work was an important motivation for participation) this was met for 75% who agreed that "the training was of practical use for my tasks".

An assessment of the material presented in the training was asked for by offering four options. The respondents had to choose one. Around one fifth (26%) thought that the material was not ready for use in the practise: nearly 15% of them said that it should be more practice-oriented and about 11% agreed that the material would have to be adapted for the practical use. The vast majority answered that the practicability at the moment is hard to assess but that they would give the material a try (62%). For 11% chose the materials seemed to be very useful in the administrative practice. All in all it can be stated that about three quarters (73%) gave a positive assessment of the material.

The general evaluation statements show that 92% thought "the training is useful to introduce civil servants to gender equality and Gender Mainstreaming". All participating locals agreed to it. 86% of the trained civil servants said "it would be good if most of the civil servants would get such a training". Having in mind that 89% answered that it would be necessary to train civil servants to guarantee a balanced society, the training concept got the affirmation by the participants as right way to do it and, what's more, as useful for all civil servants in general. About 61% want to

participate in further gender equality training and 34% are undecided which might be interpreted with the "take back home effect" in mind: how useful the training was, will become fully clear only after some time. Only about 5% are not interested in further gender equality training. It is not clear if these persons belong to the ones having had trainings already before and if the involuntary ones are among them.

Chart 21: Training quality



There are very few minimal differences between the local and the national level with a negligible slight tendency that the locals are even more positive in their evaluations.

## **4. Recommendations for further capacity building in the field of Gender Mainstreaming**

Recommendations for future trainings are derived from the results of the post-training study including the questionnaire field research as well as the experts' discussion. Relevant results and recommendations of the pre-training studies have been incorporated.

### **4.1. Introduction**

The results of the post-training study show that the trainings were highly meeting the expectations of the participants and that these had successfully developed deliberate and reflected knowledge on gender and gender equality policies through the trainers' lectures. This result is not to be explained by the fifth part of respondents who had been in gender trainings before (most of them had not more than one training); even those who were absolute beginners reached the good results. More important might be the fact that the trainees, as supposed in the pre-training recommendations, were highly intrinsically motivated and came voluntarily. These are good conditions for providing trainings. Moreover the training concept and the methods were very well fitting the trainees' needs and interests and the preparation of the trainers apparently was excellent. The combination of these factors led to this very positive evaluation result.

The results of the post-training study show four crucial areas for future training planning. These are:

- format and training content,
- participants to be reached,
- recruitment of trainers,
- institutional settings for trainings.

### **4.2. Format and training content**

The training groups had been assembled according to the institutional level so that civil servants from national level and the civil servants from local and regional (county) level were trained together. The trainers had tuned in for these different groups regarding their material and the examples they prepared. Evaluation results and experts' discussions indicate that this worked out very successfully. The train-the-trainer concept therefore was a productive way to qualify competent and effective trainers. Also the concept of co-training by a team of two trainers proved of value, especially to deal productively with scepticism of trainees.

The trainings provided were explicitly on gender equality issues and the strategy of Gender Mainstreaming. This is congruent with the demand of most trained civil servants. Untrained civil servants of the pre-training study preferred integration into training units on other issues. But it turned out in the experts' discussion with trainers that a first introduction to gender equality as a theme on its own was approved after the training.

The format of having two days of face-to-face training did comply with the interest of the civil servants. They favoured face-to-face formats - their groups had been assessed supportive by nearly all trainees - and did not want to extend the time investment. Overload of work is one of the most important reasons for civil servants to not participate in trainings and there were only very few persons wishing to expand the duration of the trainings. Some participants could not participate in the whole



training session or had to leave earlier as the difficulties to get all trainees to answer the questionnaires indicate. Apparently some of the trainees came despite obstacles. So it can be considered to provide trainings in smaller pieces, e.g. like four times half a day. This was suggested in the experts' discussions with leaders. In case the daily time for trainings would be reduced, this has to be accompanied by geographical flexibility of the trainings: They should then take place at the locations where the trainees work to minimise their time loss and travelling expenses as it was strived for in the trainings' organisation of this Twinning project.

In the trainings it turned out that the sequence of trainings has necessarily to be first introduction and awareness raising and only then knowledge transmission on matters-of-fact like legal regulations and gender relations in policy field. The evaluation and the motivation for gender equality trainings clearly show, that the aspect of application-oriented concrete training contents is of great importance. Compared with the pre-training respondents, the interest of the trained civil servants has shifted from a concentration on legal aspects towards content on the application of Gender Mainstreaming. That confirms the results that the interest of trainees had been stimulated. Moreover it shows that a need in more applicable training topics had been generated. So what holds true for the sequence in single trainings is suitable for general training concepts: There must be first trainings for beginners that introduce and raise awareness as well as curiosity. Then there have to be trainings focussing on hard facts like legal regulations and gender relations in specific policy areas. Finally there have to be trainings on concrete applications and practical exercises with Gender Mainstreaming tools.

In these advanced courses the division of work between the trainers and the trainees has to be clarified: The trainees are the experts in their respective working field and the trainers are the experts in gender competence and gender equality analysis. Only in cooperation between trainers and trainees the specialist knowledge needed for building up Gender Mainstreaming competence in concrete administrative assignments can be produced.

Knowledge on organisations and institutional bodies in the public administration working on gender equality could be provided also beyond trainings. In the pre-training study a knowledge lack had been found on these provisions. It can enhance the institutional process of implementing Gender Mainstreaming, if information-seeking costs are reduced for those civil servants, who are potentially interested in gender equality policies. Also new ways of distribution of the publications on gender equality (see e.g. list in recommendation of pre-training study) and Gender Mainstreaming instruments, like impact assessment, could, apart from trainings, stimulate civil servants to integrate equality aspects in their work.

One channel could be the Internet. Although face-to-face is assessed - also by the trainers - as absolutely necessary, it could be important to support proactive civil servants by providing an easily accessible knowledge pool on gender equality issues and Gender Mainstreaming tools. This topic had been stressed in the discussions with leading civil servants. A website with gender equality information had been favoured by more than half of the civil servants interviewed in the pre-training study. While around 30% had no opinion on that issue nearly none of the civil servants in the pre-training study felt well informed about that topic in general. The potential for such a website in the long-run might be high if one considers the fact that those, who get in touch with gender equality issues, become interested in it.

It would make sense to integrate such a website into the training concept. This would support the good information seeking skills of the civil servants and would consider that the most important information sources are the Internet and self-collected information.

Summarising following recommendations related to format and contents of trainings can be given:

- ⇒ Continue with the train-the-trainer concept.
- ⇒ Invest in the further development of train-the-trainer concepts to find ways to merge know how on gender equality and know how on policy fields and fields of action (law drafting, programming, ...) e.g. by stimulating policy field experts to become trained and by cooperating with training institutions.
- ⇒ Continue to assemble training groups according to institutional criteria as approved in this project.
- ⇒ Continue to start with introduction and awareness raising as precondition to learn about hard facts like legal aspects and gender relations in policy fields.
- ⇒ Continue to work in co-training teams.
- ⇒ Continue with face-to-face training also to profit from the supportive effects of training groups.
- ⇒ Continue for an introduction with separate training on gender equality issues and strategies with the existing modules.
- ⇒ Consider new time schedules to reduce the weekly investment of time for trainees.
- ⇒ Consider new locations for trainings to reduce investment of time and travelling costs for trainees, e.g. offering more trainings in rural areas.
- ⇒ Develop training concepts focussing on the concrete application of Gender Mainstreaming in policy fields (instruments, tools, integration in work routine, practical exercises).
- ⇒ Develop training concepts focussing on the application of Gender Mainstreaming within the instruments of modern public administration (like impact assessment,...).
- ⇒ Prepare training materials which are closely related to respective fields of trainees.
- ⇒ Find new ways of distributing information and publications on gender equality and Gender Mainstreaming tools (e.g. bulletins of the public administration, intranet,...).
- ⇒ Provide easy accessible information on gender equality and Gender Mainstreaming tools in the Internet.
- ⇒ Integrate the provided information sources into training.

#### **4.3. Participants to be reached**

The investment of the training seems to be promising for the public administration as a majority of the participants plan to stay in the civil service as the majority of civil servants in general do (see pre-training study).

It had been forecasted that most participants would be volunteers. The number of participants under the given conditions (most trainings in Tallinn, two full days) shows the remarkable interest gender equality has in the Estonian public administration. Apart from this positive assessment, strategies to reach trainees not only according to their personal interest but also according to their function have to be developed. Otherwise gender equality will become an additional task only for committed persons and not an integrated aspect of civil service work. When announcing the trainings, the advantages for the quality of one's own performance and the instrumental

character of gender equality tools making working procedures more effective in general could be highlighted (see also below).

Mainly nationals have been reached with the trainings. To reach more persons of the local level in the future more trainings could be offered in rural locations. The travelling expenses should be covered by sending institutions, as has been the case now. The training dates should be planned strategically. Despite the intensive training promotion in municipalities, the local elections seemed to have had an impact on the training participation of locals this time.

The reached mixture of top-level civil servants (more than one third) and specialists is a good base to further sustainable interest in Gender Mainstreaming. In the experts' discussions it had been stressed to reach persons working on drafting of laws and on programmes. The high proportion of lawyers and the great number of those persons, who worked in core state tasks, show that trainees had been recruited from crucial groups. Nevertheless it could be suitable to explicitly offer trainings for fields of action like "drafting" or "programming" and on "programme implementation". So persons who fulfil decisive functions can be attracted.

The fact that the group of young persons (under 35 years) was large is proving that "youth" is a predictor for progressiveness. Nevertheless there was a tendency perceived by the trainers that younger civil servants from national level did not so easily assess the gender relevance of their work nor recognise the structural dimension of gender inequality. Life experience seems to be an important cognitive support to assess the dimensions of gender equality. Maybe also the connection of one's own work to citizens' lives - more visible on local level - might play a role. Therefore examples provided by participants and impact assessment exercises might more easily reveal the relevance of administration for a balanced democracy.

The number of male participants had been relatively low, which is not untypical for gender equality trainings. Female-only groups of trainees had criticised that there were no men participating. The aspect of participation of men has to get attention, as this is crucial for the acceptance of the gender equality issue. In the discussion groups it had been commented that some male participants were persuaded by their (female) seniors to go to the training. To win more men for trainings, the top-down approach might be strengthened. Also the benefit of the training for the quality of routine work could be highlighted. With such a promotion also those could be attracted who are interested in skills to better complete their orders, which will be equally men and women. It might be indicated to stress aspects like instruments (impact assessments, knowledge management, etc.), which are integral aspects of Gender Mainstreaming.

Regarding the publication of information on gender equality trainings the information channels and the information policy could be revised to ensure that increasingly the local level, men and civil servants chosen by function and not only by personal interest are targeted.

Summarising following recommendations can be given on the recruitment of participants:

- ⇒ Continue to recruit trainees by their personal interest.
- ⇒ Consider how to recruit trainees by function, e.g. through focussing on the effects of Gender Mainstreaming on the quality of work performance in general and stressing the instrumental character of Gender Mainstreaming tools like impact assessments to target a broader audience.

- ⇒ Consider new indicators to assemble groups like fields of action (drafting, programming,...) and policy fields (defence policy, agriculture,...) to reach new target groups.
- ⇒ Continue to recruit trainees of all working levels.
- ⇒ Consider how to involve the local level more strongly, e.g. through targeting advertisement and training content on municipalities.
- ⇒ Consider to reach more men as well as persons not explicitly interested in gender issues, e.g. through stressing the transmission of administrative instruments like impact assessment, knowledge management, budgeting.
- ⇒ Raise the status and prestige of the trainings, e.g. through introducing the training into personnel management indicators to make participation attractive.

#### **4.4. Trainer recruitment**

The excellent evaluation of the trainings given by the trainees and their learning results strongly approve the train-the-trainer concept: the recruitment and training of the trainers had been successful as they effectively raised awareness and transmitted central knowledge on gender equality strategies like Gender Mainstreaming to the trainees.

As the demand for trainings will increase, more trainers will be needed in the future. The actually trained trainers constitute a pool of competent and experienced trainers. These persons should be kept motivated and be given opportunities to apply their training skills further on. To enlarge the pool of trainers the cooperation with other groups advocating a social assessment of administrative output, like environmental groups, could be deliberated. Through cooperation with bodies improving public administration processes (e.g. those promoting impact assessments) new target groups of potential trainers could be reached.

In the long run it will be necessary also to win the regular trainers of crucial training institutions like the Public Service Academy to integrate gender aspects in their training programmes. This might also help to cope with the challenge to find male trainers.

Paying the time investment of the trainers and certifying the vocational training to become a trainer might improve the status and prestige of being a gender equality trainer. Apart from strengthening the status and authority of all trainers, this might attract the interest of men in becoming a trainer. Discriminatory practises in the logic of demand and supply, like paying higher remuneration to men, should definitely be avoided. This would contradict the aim of Gender Mainstreaming and reinforce the gender hierarchies.

Summarising following recommendations regarding trainer recruitment can be given:

- ⇒ Continue to recruit trainers by their personal commitment.
- ⇒ Consider recruiting trainers of other institutions and by position, e.g. in non-governmental organisations, institutions of vocational training, etc.
- ⇒ Consider balancing the gender representation.
- ⇒ Increase the status and prestige of being a trainer, e.g. by rewarding the investment of qualification, certifying the status of Gender Mainstreaming trainer by a public body with high status and competence in training of civil servants.
- ⇒ Find ways to win training staff of important training institutions to integrate gender aspects in their programmes.

#### 4.5. Institutional settings for trainings

The amount of available trainings on gender equality is regarded as insufficient by a considerable proportion of civil servants. This is confirmed by the gender equality department and interviewed leaders, too, who report about numerous requests. It is possible that this situation of high demand in gender equality formation is passing by in case the officers for training as well as the institutions in charge for gender equality do not actively satisfy the high motivation of civil servants through sufficient and adequate programmes. Moreover experiences in other countries like Germany and Netherlands show that after a first phase of high attention for Gender Mainstreaming and big efforts in starting to implement it, a fall in interest and motivation follows. It would be indicated to take advantage of the positive situation at the moment to ensure a sustainable and self-perpetuating demand for gender equality formation.

To fulfil this task the institutional setting for trainings are of vital importance. Crucial aspects are to improve conditions for trainers to decide to become a trainer and to ensure that the growing requirements towards trainers can realistically be met. Only if the qualitative demands of trainees are satisfied in the future, the interest in gender equality and training can be kept alive. Here regular or already known financial sources as well as new sources should be systematically reconsidered to ensure good conditions for trainers and trainings.

Not only the quantity but also the quality of training demand will evolve: The requirements towards trainers regarding policy field skills as well as competences regarding fields of action (e.g. law drafting, programming) will increase. Here an investment in further train-the-trainer concepts is needed. For this, cooperation with other training institutions could be considered to merge the know how on gender issues with the know how on policy fields and fields of action. For example gender equality trainers could train the trainers of these institutions on specific fields of action or policy fields; there could be a training offer for personnel of such institutions - also training for other professional groups relevant for the implementation of Gender Mainstreaming as e.g. journalists or NGOs could be considered; co-teaching of seminars with specialists of such institutions with gender equality specialised trainers could be tested. Here also might be a potential for co-financing.

This cooperation will support a dual approach in the long run. On one hand there could be gender equality trainings introducing and raising awareness as well as more and more trainings going into details on gender equality strategies in specific policy fields and fields of action (e.g. impact assessment). On the other hand the gender equality aspect could be integrated into the general trainings of vocational training institutions.

Summarising following recommendations can be given:

- ⇒ Prepare for an increasing quantitative and qualitative demand for differentiated gender equality trainings.
- ⇒ Continue to make sure that gender equality trainings take place and ensure the quality of them by finding the best institutional place for a controlling unit, for an organising unit and for an executing unit.
- ⇒ Reinforce and install new strategic cooperation with training officers of the public administrations, with training institutions and university departments of public administration to benefit from knowledge exchange and resources and to mainstream gender equality competences into the formation of (future) civil servants.
- ⇒ Search for new ways to get resources and strategic support to improve the status of gender equality trainings (e.g. finding a prominent promoter for trainings)

(minister), cooperate with foundations, working together with public administrators experienced in implementing cross-sectoral content in trainings).

- ⇒ Consider new alliances with non-governmental organisations to exchange on "mainstreaming" experiences (e.g. environmental groups) and for possible strategic cooperation.