



# Gender Issues in Ukraine

Challenges and Opportunities



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Kyiv 2003

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## Foreword

**T**his report is dedicated to an extremely important and topical subject – the development of gender relations and forming of an equal rights and opportunities policy for women and men in Ukraine.

This is already the second publication produced by the United Nations Development Programme with the participation of prominent national researchers. The book provides a systematic analysis of the situation of women and men and establishing of gender relations in Ukrainian society.

These issues are a matter of urgency for the whole world. At the beginning of the third millennium the international community agreed to address the problems of human development based on the global Millennium Development Goals, among which the achievement of gender equality is one of the most important.

The book argues persuasively that introducing a gender mainstreaming approach is not only a question of human rights and social fairness, it is necessary for equitable and sustainable human development, more effective governance, and creating conditions for personal fulfillment.

The experience of Ukraine affirms that strengthening gender equality and democracy in society is not an easy task.

We have, however, already achieved noticeable improvements, including the development of the draft law “On ensuring equal rights and opportunities for women and men”; gender monitoring of current legislation, and balanced representation of women and men in the majority of local councils.

I wish the readers, professionals and scientists who work in this field, the creativity and persistence to achieve practical results and create a fair society based on mutual respect, support and understanding.

**Valentyna Dovzhenko**  
**Head of State Committee**  
**for Family and Youth in Ukraine**



## Foreword

**S**ince the United Nations was founded in 1945, men and women’s equal rights and opportunities has been one of the organisation’s core values, reflected in the Charter of the United Nations and numerous treaties. But equality has proven to be more than a core value for the Organization. As Secretary-General Kofi Annan said earlier this year, “gender equality is more than a goal in itself. It is a precondition for meeting the challenge of reducing poverty, promoting sustainable development and building good governance.”

In September 2000, at the UN Millennium Summit, Ukraine as one of the 189 member countries of the United Nations, committed itself to enter 2015 having improved gender balance and thus come closer to real equality of women and men in its society. The present report aims, inter alia, to elaborate on the Ukrainian progress in achieving gender equality as to the targets and indicators formulated by the Ukrainian government in the Millennium Development Goals Report.

Measurable progress has been achieved in different spheres, particularly in women’s participation in the economy, their involvement in world level negotiations as well as improved social and media awareness of gender issues. Nevertheless, Ukraine entered the third millennium with a persisting gender inequality. Inequality is particularly significant with regard to higher positions of authority where women are underrepresented.

During the last ten years, the United Nations, through its various agencies, has been working with the government of Ukraine to empower both women and men to take an active stand against gender discrimination and for equal opportunities, and to promote gender mainstreaming.

Realising equal opportunities for women and men is a long and difficult process, everywhere and so in Ukraine. Aspects of this process are described, analysed and discussed in the present report that reflects on some of the achievements as it also identifies areas that need special attention.

The will to achieve gender equality in a society is expressed in an appropriate legislative and regulatory framework that follows the principle of equality. However, written commitments alone are not sufficient. We all need to take more serious steps to implement these commitments. In the end, it is the practice and not the rhetoric that makes the difference.

**Douglas Gardner**  
**UN Resident Coordinator**  
**UNDP Resident Representative**



# Introduction

Is gender really important? Does it have anything to do with my life? With my family, workplace, nation?

Yes it does. Gender is one of the most powerful components of human life. It matters whether you are a man or a woman, a boy or a girl. All of us have a gender, so gender indeed has something to do with every aspect of life, from the moment we are born until the time we die, from our private lives to the public sphere, from the local level to the global. Just think of these few questions:

- Why is the first question everyone asks when a baby is born: is it a boy or a girl? In many countries the reaction will be totally different depending on the answer. If the baby is a boy the level of pride and happiness more often than not will be higher.
- Why do men in every country in the world die earlier than women? Is the reason weaker biology or something else, like destructive gender roles?
- Numerous studies show that gender equality results in many benefits; yet no country treats its women as well as its men. Why is this?

For the United Nations Development Programme there is no doubt about the goals. Making gender equality a reality is a core commitment of the organisation. Not only because it is about human rights and democracy, but also because gender inequality hinders sustainable development. Overwhelming evidence worldwide shows that when development is not 'genderised' it is far less effective. This is true for developed countries, developing countries, and countries in transition. It is certainly true for Ukraine.

In 1999 UNDP published its first 'Gender Analysis of Ukrainian Society'. The report was a breakthrough, bringing knowledge about gender issues in this country

to a broader audience, and the warm welcome it received illustrated the need for it.

Four years after the publication of the first gender report UNDP in Ukraine realised that it was time to look at where we stand today on this issue, what we know now and, just as important, where there are gaps in research and activity.

The new report consists of four chapters dedicated to different spheres of life experienced by Ukrainian women and men and society in general. Gender analysis is a methodological tool used by all the authors who contributed to this book.

The chapter on Gender and Governance covers the dynamics of the 2002 elections. Unfortunately, practically all the political parties, with the exception of the Women for the Future party, turned out to be 'gender blind' and did not nominate women for top positions. As a result there were very few female candidates and even poorer representation among the elected deputies: for every woman in Parliament there are now 19 men. The paradox of the last elections is that while gender balance improved at the local level, in districts and many oblasts, the situation worsened at the national level.

The chapter also makes an attempt to study governance from a gender perspective, particularly the role of women and men in executive power. It raises questions about the efficiency of the Ukrainian machinery for gender equality and about the equal opportunities goals set by the government. It seems clear that the biggest challenge for the government is to render current legislation effective by establishing practicable mechanisms that ensure truly equal opportunities.

In terms of the economy, gender aspects of the budgeting process are being raised for the first time in Ukrainian gender research. The state budget is one of the most effective tools for increasing gender equality at

**Evidence worldwide shows that when development is not 'genderised' it is far less effective.**

all levels of society, yet is hardly ever used by politicians. The research suggests that the budget process should be open and transparent because by participating directly in resource allocation civil society could, and should, influence equal opportunities policies in the country.

Ukraine has one of the most gender-equal labour markets in the world when it comes to figures, mainly because levels of male and female employment are almost the same. This is something to be proud of, although there are huge gender inequalities that need to be addressed. The most important of these is pay inequality, women's salaries being, on average, 30 per cent less than the men's equivalent. Gender stereotypes have, as in other countries, resulted in the Ukrainian labour market being divided into two, one for men and another for women. The main difference between them is the fact that the market in which the majority of employees are women has lower status and subsequently lower wages. The Ukrainian Government has, however, demonstrated its dedication to achieving fairness in the labour market by its commitment to halve the existing wage gap by 2015.

Even though women experience difficulties in finding good, well paid jobs, Ukrainian women are adapting well to the new socio-economic conditions. Many of them become self-employed, and start their own company. However, the results of the study presented in this report show a clear pattern; the larger the company, the less likely it is to be controlled by a woman. Men control three times as many companies as women (66 per cent and 22 per cent respectively).

Social and economic conditions also have an impact on gender patterns in the family. Recent research has revealed some interesting findings: the number of families headed by women, in both urban and rural areas, has increased. In the cities over 60 per cent of families are now headed by women. What does this mean for the future? The report tries to answer this and other related questions in its chapter on the quality of family life.

The situation in rural areas is also influenced by gender. Women in the countryside actually carry a tripled burden. First they have jobs in agricultural enterprises, secondly they cultivate their private plots and on top of all that they have to do the housework and take care of the children. The traditional, patriarchal male attitude towards women is the root of an extremely high level of gender inequality in rural areas. Subsequently the proportion of young women leaving the countryside is 1.5 times higher than that of men. In fact we are seeing a 'woman-drain', a silent female revolt. The chapter dealing with gender patterns in rural areas demon-

strates the lack of information available about men's specific gender problems. This is something to be developed in future publications.

In Ukraine the average life expectancy for both men and women has continued to fall over the past four years. The burden of transformation seems to have fallen disproportionately on men who, on average, die more than ten years earlier than women. This is one of the most alarming health issues in the country and needs to be taken seriously. What really gives ground for anxiety is the high mortality rate of men of working age. In 2002 the number of men who died between the ages of 25 to 29 was almost four times higher than the number of women in this category.

Another serious sign of a poor health situation is the decline in births. Is this a health- or economy-related problem or is it related to new attitudes to parenthood? These crosscutting issues are discussed in several chapters.

Violence is a serious threat to the life and health of women as well as men. However, the shape and form of violence shows important gender differences. For men the danger basically comes from other men and mostly occurs outside the family and home. For women the danger all too often comes from men to whom they are close or even live with. The new report chose as its focus two violence-related problems - gender violence in families and trafficking of women.

How bad the real picture of gender violence is in Ukraine is still unknown. Collection of data started with the implementation of the Law on Prevention of Family Violence in 2001 and is mostly done by district police inspectors who handle domestic violence cases. Even if this data does not reveal the full extent of gender based violence it will certainly make a significant contribution to broadening our understanding of the issue.

Gender equality is one of the most effective ways of combating domestic violence. In fact, the struggle against domestic violence depends on input from men in all spheres of society. We are already seeing positive examples of men's organizations such as the Men Against Violence NGO working for gender equality and non-stereotyped gender roles in a couple of regions in this country.

Today, Ukraine is one of the main countries of origin in Europe as regards trafficking of women and children for the purposes of forced prostitution and sexual exploitation. Due to the efforts of the Ukrainian Government, with the support of international bodies like the International Organization for Migration (IOM), Ukraine

has become one of Europe's most active states in the fight against trafficking. The Ukrainian law enforcement response to trafficking is increasingly being brought into accordance with international standards; however, the report concludes that governmental assistance to victims of trafficking is still inadequate.

The images of women and men we are confronted with through magazines, advertisements, billboards, movies and commercials on television are equally, if not even more, important in shaping our picture of the world. A media monitoring exercise, which studied five national newspapers and four TV channels, revealed that the share of women in media is even lower than the actual representation of Ukrainian women in the political arena. Analysis of the Ukrainian media confirms a significant gender imbalance in the representation of the public roles of women and men both in traditionally 'male' spheres - politics, economics and international relations and in highly feminised social spheres, such as health, education, medicine and consumer services.

Gender statistics play a crucial role in providing us with knowledge about the real situation of women and men in society. Each chapter of the report is accompanied by statistical data if available. A summary of the development of gender statistics in Ukraine during the last four years is also included in the publication.

The book you hold in your hand does not cover all gender issues, simply because not all areas have been researched yet. Therefore it should be seen as a wake up call, a series of pointers towards areas that need to be studied, further investigated or more thoroughly analysed. This is something that UNDP plans to help promote by continuing to publish reports on gender equality, adding some new aspects with each new gender report.

We would like to express our deepest gratitude to all the dedicated people who have contributed to this publication. We also hope that this report will give you, as the reader, new approaches to try and understand our society and help create a better world for all people.



# 1. Gender and Governance

## ■ Elections 2002

In the 2002 elections, only 23 women were elected to parliament, leaving the Verkhovna Rada as an overwhelmingly male dominated institution consisting of 94.9 % men and 5.1% women. This leaves Ukraine with one of the lowest figures in the region.

During the Soviet period the share of women in Parliament was at its lowest in 1938 (24 per cent) and

at its highest after the 1980 and 1985 elections (36 per cent). Of course, the deputies were not elected through democratic elections. But this was true for both men and women. And the fact that there were unofficial men's quotas of approximately 70 per cent has never been used as an argument for lowering the share of men. For women we have heard the opposite: Since there were quotas in the old days it

is only natural that the share of women in politics has fallen. The logic seems to differ depending on which sex is being discussed.

After the first elections in Ukraine 1990 the share of women in Parliament dropped to three (!) per cent. In 1994 the share grew to 5.7 per cent, in 1998 to 8.1 per cent, only to fall back again in the last elections, in 2002, to 5.1 per cent. The same pattern, though not as severe, has been observed in other parts of the former Soviet empire. It is as though a huge ocean wave has swept women away from political influence.

This became quite obvious during the gender education for political candidates that UNDP arranged together with the Swedish International Development Agency (Sida) from 1998 to 2002. The project started by focusing on female candidates but it was soon understood that it was more important to educate male than female candidates about gender issues. However it was hard to have men take an interest in these programmes, their share never grew above 30 per cent. Changing attitudes is a process that takes time.

### Who were the candidates?

For every woman running for office as people's deputy in Ukraine there were four men. After the elections the figures got even worse. For every woman in Parliament there are now 19 men.

Research done by Tamara Melnyk, PhD in law, shows that, in spite of this, progress is being made. A look at the candidates shows that the number of women running for office has gone up over the years. In 1998, the proportion of women candidates in the election campaign was 11 per cent and in 2002 the figure had risen to 19.6 per cent. This shows that there is growing activity among Ukrainian women. However there are substantial differences between the regions.

The biggest gender gap is registered in Lviv, where the ratio of men to women people's deputy candidates of Ukraine in single-mandate electoral districts stood at 1:15; in Zakarpatya region - 1:12; in Ivano-Frankivs'k and Ternopil' regions - 1:11; in Lviv and Vinnytsya regions - 1:10; in Chernivets'ky and Rivne regions - 1:9; and in Khmelnyts'ky region - 1:8.

The smallest male to female ratio among the candidates in single mandate electoral districts was in Donetsk - 1:3, Kirovohrad region 1:2.7; the Autonomous Republic of Crimea - 1:3.3; and Donetsk region - 1:1.25.

Table 1.1

### Distribution of men and women candidates in the election campaign 2002, by regions

Oblasts of Ukraine	Number of women candidates	Number of men candidates	Ratio
<i>Autonomous Republic of Crimea</i>	27	89	1:3,3
<i>Vinnytsya oblast</i>	17	164	1:9,65
<i>Dnipropetrovs'k city</i>	9	46	1:5,1
<i>Dnipropetrovs'k oblast</i>	18	133	1:7,4
<i>Donets'k city</i>	30	68	1:2,25
<i>Donets'k oblast</i>	48	206	1:4,25
<i>Zhytomyr oblast</i>	8	59	1:7,35
<i>Zakarpats'ka oblast</i>	6	71	1:12
<i>Zaporizhzhia city</i>	7	45	1:6,4
<i>Zaporizhzhia oblast</i>	7	53	1:7,55
<i>Ivano-Frankivs'ka oblast</i>	5	54	1:11
<i>Kyiv oblast</i>	21	106	1:5
<i>Kirovohrad oblast</i>	20	54	1:2,7
<i>Luhans'k city</i>	3	30	1:10
<i>Luhans'k oblast</i>	15	87	1:5,8
<i>Lviv city</i>	3	42	1:14
<i>Lviv oblast</i>	9	87	1:9,7
<i>Mykolaiv oblast</i>	11	67	1:6
<i>Odesa city</i>	9	55	1:6
<i>Odesa oblast</i>	10	76	1:7,6
<i>Poltava oblast</i>	18	120	1:6,6
<i>Rivnens'ka oblast</i>	7	60	1:8,6
<i>Sums'ka oblast</i>	10	53	1:5,3
<i>Ternopil oblast</i>	6	64	1:10,8
<i>Kharkiv city</i>	17	102	1:6
<i>Kharkiv oblast</i>	8	57	1:6,1
<i>Kherson oblast</i>	13	78	1:6
<i>Khmelnys'ka oblast</i>	10	78	1:7,8
<i>Cherkas'ka oblast</i>	11	89	1:8
<i>Chernivets'ka oblast</i>	6	52	1:8,6
<i>Chernihivs'ka oblast</i>	11	66	1:6
<i>Kyiv</i>	32	216	1:6,6
<i>Sevastopol</i>	4	20	1:5
<b>TOTAL</b>	<b>456</b>	<b>2628</b>	<b>1:5,75</b>

As the figures show, the share of women is lowest in the western regions of Ukraine where the political sphere is almost totally male.

The distribution of Ukrainian people's deputy candidates according to position and occupation overall reveals the actual gender situation in various spheres of social life.

More than two thirds of the candidates running for office as people's deputies are involved in business and the majority are men. In conditions when, according to

official admissions, more than 50 per cent of the economy takes place in the shadow sector, the attraction towards politics shown by business structures is the reality of a period of transition which is not only characteristic of Ukraine but of other Eastern European countries as well.

Being involved in politics can have several advantages for someone in business. One of these is the legal immunity for deputies. This can be very useful if one's activities are on the shadowy side of the legal system. In many other countries immunity for politicians is not provided, exactly for this reason.

Women and men who are not top executives or financially very well equipped often find themselves limited when trying to enter the fields of politics. (See data on the gender of top managers in 'Women and Men in the Labour Market' and on gender dimensions of entrepreneurship in the section on Men and Women in Business).

### Political parties

Ukraine is moving towards an electoral system of proportional representation. This will increase the need for equal gender representation in the political parties and blocs. Today the situation is troublesome.

Only 31 out of 165 candidates who headed the party ballots were women. In terms of women to men ratio this means 1:5, five men for every woman. Thirteen parties and election blocs out of 33 registered in the Central Electoral Committee did not include any women in the top five positions.

Only three parties or blocs had a woman in the top position, and in all of them the leader was a woman:

- Yulia Tymoshenko, who headed an eponymous electoral bloc formed by four political parties
- Natalia Vitrenko, leader of the left-oriented eponymous bloc of parties
- 'Women for the Future of Ukraine', led by Valentyna Dovzhenko. This was the only party with a gender dimension in its platform for elections 2002. It did not succeed in the elections, partly because it joined the campaign late.

Another party which could have brought more women into Parliament was the Green Party, with 58 women out of 225 candidates. This also failed in the elections.

Table 1.2

### Gender distribution of candidates in the party lists<sup>1</sup>

Name of political party or party bloc	All candidates listed	Women	Men
<i>Bloc of Victor Yushchenko</i>			
'Our Ukraine'	206	10	196
<i>Communist Party of Ukraine</i>	149	19	130
<i>Bloc 'For United Ukraine'</i>	196	11	185
<i>Electoral bloc of Yulia Tymoshenko</i>	223	44	179
<i>Socialist party of Ukraine</i>	220	41	179
<i>Socialist-Democratic Party of Ukraine (united)</i>	203	5	198
'Women for the Future' party	183	149	21
'Team of Winter Generation' Bloc	20	3	17
'Democratic party of Ukraine Democratic Union' Bloc	121	18	103
'People's Movement of Ukraine for Unity' Bloc	81	19	62
'Yabluko' (Apple) Party	88	16	72
<i>Green Party of Ukraine</i>	225	58	167
'Unity' Bloc	158	16	142

An indicator of the opportunities for men and women to enter Parliament is the inclusion of their surnames among the top forty on party ballot lists for multi-mandate, national electoral districts. The following shows some of the female to male ratios:

- 'Our Ukraine' - 2 women and 38 men
- 'For a United Ukraine' - 4 women and 36 men
- Communist Party - 4 women and 36 men
- Socialist Party - 2 women and 28 men
- Social Democratic Party (United) - 1 woman and 39 men

As demonstrated by the party ballot lists, all parties gave men and women different opportunities to become Ukrainian people's deputies. The composition of the party (bloc) ballot lists show that the political parties do not acknowledge women as active political figures on an equal level with men. (Table 1.2)

### Programmes

An analysis of the programmes of the political parties shows that they are locked tight to the 'concept of improving the status of women' which figured largely during the Soviet system in the 60s - 80s but which, however, was rejected by international structures in the 1990s as out-of-date.

Table 1.3

### Number of women deputies elected in accordance with the proportional system of multi-mandate, national electoral districts, according to party and election bloc lists <sup>2</sup>

Political parties and electoral blocs of political parties	Number of women listed	Women elected as deputies
Victor Yushchenko 'Our Ukraine' bloc	10	3
Communist Party of Ukraine	19	5
'For United Ukraine' bloc	11	3
Electoral block of Yulia Tymoshenko	44	1
Socialist Party of Ukraine	41	2
Socialist-Democratic Party of Ukraine (united)	5	1
<b>6 parties and political blocs</b>	<b>130</b>	<b>15</b>

These political programmes were dominated by very old and paternalistic attitudes towards women in which the role of politics was to create conditions for 'protecting the species', encouraging women to stay at home to do the housework, practically regarding them as child-bearing machines.

The political parties and blocs (coalition of parties) in Ukraine still do not see gender inequality as a question of injustice. Therefore they have designed no strategies for gender equality.

As mentioned earlier, only one party, 'Women for the Future of Ukraine', had a gender dimension in its platform.

### Who are the elected deputies?

Four hundred and fifty people's deputies of Ukraine sit in the Verkhovna Rada of Ukraine. Since the elections in 2002 there are 23 women and 427 men. Women constitute 5.1 per cent and men 94.9 per cent of the parliamentary corpus.

The electoral system in Ukraine is a combination of a single mandate and multi-mandate system, where 225 deputies are elected in each system.

15 women (6.7 per cent) and 210 men (93.3 per cent) were elected through the multi-mandate, national electoral system. Expressed as a ratio this is 1:14. (Table 1.3)

This is a decrease compared to the elections in 1998. At that time, 22 women, or 9.8 per cent, were elected. The figures show that while the number of parties has grown, the number of women has decreased.

The other 50 per cent of the deputies are elected through the majority system of single-mandate electoral districts (where only one person will be elected in each district).

In the latest elections, women who were promoted by their parties gained victory in eight districts. Out of these eight women, seven were chosen from the 'For United Ukraine' election bloc and one from the Communist Party with both parties' full backing. Five of these eight women were elected people's deputies of Ukraine for the second time.

The figures confirm the party trend to elect a male assembly. They also show that the situation has not improved. In the previous Verkhovna Rada election 13 women were elected people's deputies in single mandate districts with the support of five political parties.

A factor to take into account is the significant difference when it comes to resources for political campaigns. The majority of candidates who can use or have access to substantial administrative and financial resources are men. As a result the Verkhovna Rada elected in 2002 is a male bastion.

This is serious for a number of reasons. That Ukraine has made commitments to international organisations to improve the representation of women in politics is one of them, however not the most important. What really matters is justice and participation.

Women constitute 53 per cent of the population of the country. If they are excluded from decision making the country will never achieve real democracy and a people-oriented development.

### Parliamentary committees

In the following committees there are no women at all:

- Freedom of Speech and Information
- Against Organised Crime and Corruption
- European Integration
- Issues of Pensioners, Veterans and the Disabled
- Legislative Support to Law Enforcement
- State Security and Defence
- Construction, Transport and Communication

Table 1.4

### Gender Distribution of Deputies in Parliamentary Committees, May 2003

#	Committee Name	All members	Head of the Committee		First Deputy Head		Deputy Head		Members	
			Women	Men	Women	Men	Women	Men	Women	Men
1	Agrarian Policy and Land	23	1		1		1		1	20
2	Against Organised Crime and Corruption	16	1		1		1	None		13
3	Construction, Transport and Communication	23	1		1		1	None		20
4	Budget	39	1	1			1		1	35
5	State building and Self governance	21	1		1				1	18
6	Ecological Policy, Nature, Consequences of Chernobyl	19	1		1				1	16
7	Economic Policy, Property, Investments	27	1		1				1	24
8	European Integration	10	1		1			None		8
9	Legislative Support of Law enforcement	16	1		1		1	None		13
10	Culture and Spirituality	10	1		1		1		1	6
11	Youth Policy, Sport, Tourism	10	1			2				7
12	Science and Education	9	1		1		1		1	5
13	National Security and Defence	13	1		1		2	None		9
14	Motherhood and Childhood Protection	10	1		1				3	5
15	Energy complex, Nuclear Policy, Nuclear Security	34	1		1				1	31
16	Human Rights, National Minorities, International Relations	13	1		1		2		1	8
17	Legal Policy	23	1		2		2		1	17
18	Economic Policy and Entrepreneurship	23	1		1		2		1	18
19	Ethics and Organizational Work	13	1		2				1	9
20	Freedom of Expression and Information	13	1		1			None		11
21	Social Policy and Labour	7	1		1		1		1	3
22	Financial and Bank Activity	34	1		2		4		1	26
23	Foreign Affairs	22	1				1		2	18
24	Pensioners, Veterans and the Disabled	10	1		1		1	None		7
25	Privatisation issues	5	1		1					3
<b>Total</b>		<b>443</b>	<b>2</b>	<b>23</b>	<b>2</b>	<b>26</b>	<b>0</b>	<b>22</b>	<b>19</b>	<b>350</b>

In seven of the parliamentary committees, precisely those that should be incorporating international gender priorities and legal norms into national legislation, there are no women.

The same single-sex pattern is seen in the factions and groups of the Parliament. The institutions responsible for elaborating points of view, assessments, approaches and directions for development, as well as conducting analyses and forming policy are all male dominated.

In view of this marginal representation of women in the Parliament it is not likely that cardinal gender changes are to be expected in the country. (Table 1.4)

## Women and Men in Executive Power

The gender consciousness of the country's executive power representatives is revealed through the gender

composition of management staff and its recruitment and selection process.

### Government of Ukraine – a male management culture

The activity of all systems of executive power bodies in Ukraine largely depends on the consolidation of the gender approach in the work of the Cabinet of Ministers of Ukraine which heads the system of organs of executive power. The cabinet consists of the prime minister, the first vice-prime minister, three vice prime-ministers and a number of ministers.

In spite of the fact that numerous international documents with commitments to implement gender equality have been signed on behalf of the Ukrainian government there is not a single woman in the government.

The picture does not get any brighter when looking at other central organs of executive power. In these, only

seven per cent are women, none of whom occupies a ministerial or state secretarial position.

Only two women hold the position of head of state committee. Only eight out of 69 deputy ministers (eleven per cent) are women. Among state committee deputy heads the share is even lower, eight per cent (five women out of 57 men).

The figures show that the process of visible gender change that was seen in the second half of the 1990s has slowed down. At that time Ukraine had two women ministers and three women had the position of state committee heads. There were also five political women's parties.

In reality, the quantitative changes in the second half of the 1990s led to the qualitative changes in the mechanisms for provision of gender equality. These will be further discussed later in this report.

### Gender in the civil service

If we move to lower levels of power we will find a wider circle of women represented in the state sector. They are found at the management level of legislative, executive and judicial power.

A review of the general number of management employees on the basis of gender would reveal that the overall quantitative representation of women and men is nearly equal among state employees. In terms of figures, there

are 8,430 or 16.6 per cent fewer women than men. This is certainly a gender gap. However the real gender gap is much bigger since the share of women increases as the level of influence decreases.

### At the central level

The higher the management level, the lower the share of women. This is how a deeply rooted system of discrimination works. (Table 1.5)

Within the Ukrainian presidential administration, the apparatus of the Verkhovna Rada and the secretariat of the Ukrainian Cabinet of Ministers, the ratio of female to male managers is less than 1:3.

Although the gender gap is significant enough it is worth underlining the fact that this is a sign of the positive gender changes which have occurred over the past few years. On January 1st 1998 the ratio was much lower, 1:5. It is premature to talk about trends, but this is at least a sign of a potentially positive development.

### Top management remains male

Among civil servants men occupy 95 per cent of the top management posts. Women are found in the remaining five per cent. This means that only every twentieth person in the top category is a woman.

At the second level of management the proportions are slightly less unequal. Here every fifth manager is a woman. 80 per cent of the managers are men. Most women are found among the lowest categories of employment – categories five and six. (Table 1.6)

It is recognized that men predominate among civil service managers of the first second and third category because they, rather than women, are appointed to top management personnel positions enabling them in turn to make personnel recruitment decisions. The principle of corporate male solidarity comes into play here.

### Regional level

The Ukrainian regions are showing an interest in balancing the level of men and women in management: precisely where problems are finally resolved. The general trend throughout Ukraine is that gender equality exists only at the lowest management level.

Preference is given to women to fill the positions of specialists within legislative, executive and judicial power structures. There are now four times more women than men in such jobs.

Table 1.6

### Dynamics in changing numbers of civil service managers and specialists according to official grades

Civil service managers and specialists	1999			2000			2001			2002	
	All	Per cent		All	Per cent		All	Per cent		Per cent	
		women	men		women	men		women	men		
	244628	72,8	27,2	250879	72,7	27,3	199720	74,2	25,8	75,0	25,0
<b>Managers</b>	<b>70751</b>	<b>51,5</b>	<b>48,5</b>	<b>72230</b>	<b>52,5</b>	<b>47,5</b>	<b>51203</b>	<b>57,9</b>	<b>42,1</b>	<b>60,5</b>	<b>39,5</b>
Official grades:											
First	268	9,0	91,0	217	8,3	91,7	213	5,6	94,4	8,3	91,7
Second	881	14,8	85,2	896	16,3	83,7	857	18,9	81,1	19,3	80,7
Third	3150	17,7	82,3	3305	22,5	77,5	2687	28	72	31,3	68,7
Fourth	6321	32,1	67,9	7222	36,9	63,1	6340	41,3	58,7	42,3	57,7
Fifth	27779	45,3	54,7	28350	46,7	53,3	13990	59,4	40,6	62,4	37,6
Sixth	32352	65,2	34,8	32240	65,5	34,5	27116	65,7	34,3	68,2	31,8
<b>Specialists</b>	<b>173517</b>	<b>81,5</b>	<b>18,5</b>	<b>178649</b>	<b>80,9</b>	<b>19,1</b>	<b>148517</b>	<b>79,8</b>	<b>20,2</b>	<b>80,1</b>	<b>19,9</b>
Official grades:											
Second							46	30,4	69,6	42,4	57,6
Third	1741	51,8	48,2	2033	55,4	44,6	2236	57,1	42,9	57,7	42,3
Fourth	1613	70,9	29,1	2026	69,0	31,0	2086	70,8	29,2	67,0	33,0
Fifth	15319	64,1	35,9	17207	66,8	33,2	16106	68,1	31,9	69,7	30,3
Sixth	61248	82,2	17,8	63738	81,2	18,8	44581	77,2	22,8	77,9	22,1
Seventh	93596	84,7	15,3	93645	84,1	15,9	83462	84,2	15,8	84,6	15,4

In certain cases the number of female specialist employees is as high as 70 per cent. In district areas women specialists outnumber men several times over. In 14 regions the figure is higher than 80 per cent. Such segregation among specialists leads to the transfer of professional branch control into the hands of one sex – women.

The predominance of women among civil servant management staff is of considerable significance. At a formal level, this might be explained as a particular manifestation of male discrimination. However deeper analysis shows that the reason for this is the low level of pay and poor work conditions.

### Local government

The gender composition of local government bodies has an influence on the gender content of rules and regulations adopted at this level.

As at the state level the same pyramidal gender structure is seen here. As power decreases, the proportion of women increases.

The top of the power system is a male domain. Nearly all the heads of villages, rayons (districts) and oblasts are

male. No oblast council has a female head. (See the managers of civil service in the first official category in table 1.7). There are only five women among the 159 city mayors. There are about six per cent female regional council heads in rural areas and nine per cent female local district heads in the cities.

At the lowest level of administration, for instance a village council, where the influence of the population on power and on ownership is lowest and where no ideology is formed, women predominate within the local government system.

An active instrument for changing the situation at all levels of the decision making process would be the adoption of Gender Equality Law, the juridical authorization of gender equality. Such a law must include enforcement mechanisms, otherwise it will remain only on paper.

### Local politics

It is very hard to get an overview of the political situation at the local level due to lack of statistical data. However, monitoring was being conducted in the different oblasts in Ukraine where UNDP and Sida supported gender training for politicians of

### Women and men in managerial positions in the central bodies of executive power

Table 1.5

	Numbers		%	
	Women	Men	Women	Men
Ministers	-	16	-	100
Secretaries of State	-	18	-	100
Deputy ministers	8	69	10	90
Heads of State Committees	2	17	11	89
Deputy heads of State Committees 5 57	8	92		
Heads of other central bodies of executive power	1	19	5	95
Deputy Heads of other central bodies of executive power	7	83	8	92
<b>Total</b>	<b>23</b>	<b>279</b>	<b>7</b>	<b>93</b>

Table 1.7

### Women and men in the civil service at local level as of 1 January 2003

	Women		Men	
	number	per cent	number	per cent
<b>Total number</b>	<b>57007</b>	<b>73,6</b>	<b>20435</b>	<b>26,4</b>
<b>Managers</b>	<b>17890</b>	<b>55,3</b>	<b>14451</b>	<b>44,7</b>
Official grades:				
First	1	3,7	26	96,3
Second	2	3,4	57	96,6
Third	84	9,4	808	90,6
Fourth	345	30,7	777	69,3
Fifth	7243	40,8	10508	59,2
Sixth	10215	81,8	2275	18,2
<b>Specialists</b>	<b>39117</b>	<b>86,7</b>	<b>5984</b>	<b>13,3</b>
Official grades:				
Second	13	81,2	3	18,8
Third	2	20,0	8	80,0
Fourth	27	39,1	42	60,9
Fifth	861	68,5	396	31,5
Sixth	18827	86,9	2842	13,1
Seventh	19387	87,8	2693	12,2

both sexes under the 1998-2002 'Olga' programme (see below).

Worth mentioning is the increased gender awareness that can be seen at local level, in Kyiv, Kharkiv and Odesa. In all three cities the proportion of women candidates was higher than in the rest of the country with a women to men ratio of 1:6.

#### Local election monitoring

The results show that the proportion of women increased from 15–100 per cent in all the oblasts, which were part of the 'Olga' programme. In some oblasts the increase was even more than 100 per cent.

In Ternopil oblast, one of the western and more traditional regions of Ukraine, only five women (5.68 per cent of the total number of deputies) were elected to the oblast council in 1998. In the 2002 elections 11 women were elected which means that the share has risen to 10.18 per cent. A similar picture was observed in Vinnytsia oblast where the number of female deputies has grown from six to eleven.

In the city of Svitlovodsk, Kirovohrad oblast, there was only one woman deputy in the local district council prior to the elections 2002. After the elections four women were elected, thus increasing the female representation by 400 per cent.

On January 21 2003 the mayor of Kyiv presented the initiative 'Implementation of the gender approach into the activities of Kyiv city administration'. The document speaks about the need for a 'balanced representation of women and men in the bodies of power in the city' and highlights the issue of a gender approach for the elections in 2006.

If adequate resources are allocated and this initiative is implemented there is a chance that this will be an example to follow, both for other cities and at national level.

## Legal Provision for Equality

### Gender and the constitution

Despite being one of the first countries in the world to adopt a constitution guaranteeing gender equality, Ukrainian reality remains decidedly removed from this prescribed goal.

Ukraine now has one of the lowest ratios in the region of women to men in parliament. In the 2002 elections, only 23 women were elected to the Verkhovna Rada, leaving it with 94.9% male representatives as opposed to only 5.1% female.

Judging from Ukrainian elections, gender justice in Ukraine seems to be undergoing a regression: the proportion of women represented in parliament is even

In Malyn, a district in the Zhytomyr oblast, the share of women politicians increased by 240 per cent (from 8 to 20 female deputies) after the 2002 elections. An interesting example was noted in the town of Alchevsk, Luhansk oblast. After the elections almost half the local deputies were women. 36 per cent of these were supported by the 'Women for the Future' party.

Female politicians in Luhansk were also very active at the national level. In the elections in single mandate districts the female representation in the Parliament increased from 4.8 to 16.7 per cent. One of the 'Olga' participants is Kateryna Fomenko who was elected as a people's deputy for the first time. She is now working successfully in the standing budget committee where she is the only woman. All the examples above show that gender training can have great impact.

lower than the previous election in which the share of women elected amounted to 8%. Indeed, there are currently no women within the government and seven parliamentary committees are totally lacking in female representatives.

On the local level, however, the situation is not quite as bleak. In some oblasts, women's representation increased 20 to 50 per cent and even doubled or tripled at the district level.

Despite such statistics, however, the number of active women in politics remains very low. Political power in Ukraine, therefore, still rests almost exclusively in male hands.

Consequently, an important question arises: Why does such a discrepancy exist between the goals of the constitution and reality?

Simply put: because goodwill alone does not suffice. Gender equality requires commitment, action as well as powerful enforcement mechanisms. These are currently lacking, along with effective compliance mechanisms.

While ratifying the article affirming equal rights and opportunities for men and women in the Ukrainian Constitution, the Verkhovna Rada failed to determine the necessary measures to ensure the proper enforcement of such rights. Both on the legislative as well as on the executive level, there is a continuing need for a body, committee, deputy group or, at the very least, a consulting agency ready to concern itself with equal opportunity issues. Although the first steps are being taken towards such a goal, no such body exists.

### Gender sensitive legislation

The years of independence in Ukraine have been characterized by the codification of legislation. The Parliament has adopted a series of laws geared towards regulating social relations and overcoming sex discrimination through the observation of gender aspects of social groups and gender norms of international law. These include the Family Code of Ukraine, the Criminal Code of Ukraine and the Code of Laws on Employment in Ukraine (see page 18).

Between the late 1990s and early 2000 the Verkhovna Rada adopted a series of laws and other regulatory acts in order to advance the development of a gender sensitive culture in Ukrainian society including a series of laws that regulate the electoral process.

In accordance with the electoral legislation any direct or indirect privileges or limitations of citizens' voting rights

on the basis of sex are forbidden. The laws however do not include anything on mechanisms that would ensure women real access to the political sphere. Ukraine therefore does not fulfil its obligations to the international community where gender equality has been a part of the UN Charter since 1945.

In fact Ukrainian law evades the recommendations of the CEDAW convention (UN Convention on Elimination of all Forms of Discrimination against Women). Article 4 in the convention mentions the application of special measures:

*"Adoption by State Parties of temporary special measures aimed at accelerating de facto equality between men and women shall not be considered discrimination as defined in the present Convention, but shall in no way entail as a consequence the maintenance of unequal or separate standards; these measures shall be discontinued when the objectives of equality of opportunity and treatment have been achieved."*

In many countries this has been interpreted as affirmative action and temporary quotas. Controversial as they are, quotas may be a key to equality. In fact quotas are quite common. 76 countries around the world, including such diverse countries as France, Uganda, Argentina, Bosnia and Sweden have recently introduced gender quotas in public elections.

Research done by IDEA, the International Institute for Democracy and Electoral Assistance and Stockholm University, which was published in 2003 has revealed that 11 countries have quota regulations included in their constitution. In other countries quotas are used by political parties, in all, 121 parties in 59 countries.

The project has designed a web-site where researchers, politicians, journalists or others, can find useful information: [www.quotaproject.org](http://www.quotaproject.org)

### Law versus reality

Many of the laws adopted by the Verkhovna Rada are genuinely progressive in content. They aim to create a secure legal environment, help to decrease gender segregation and promote gender equality. We have, among others, the following laws:

- Prevention of Family Violence (2001)
- Compulsory State Social Security in the Event of Unemployment (2000)
- General Compulsory State Security in Connection with the Temporary Loss of Ability to Work and Earnings Caused by Birth or Death (2001)

- Employment of the Population (2000),
- State Aid for Families with Children

What remains problematical is that the laws are generally more concerned with protective attitudes towards women than directed at creating good conditions for both sexes based on gender analysis. Gender is not about women, it is about the relations between women and men.

The Law on the Prevention of Family Violence (2001), which is discussed in another chapter in this report, is an example of a law where the intentions were good but the content questionable from a gender-conscious point of view.

The contradiction concerning gender justice is also apparent in the law-making process. This is evident when it comes to the adoption of a special law on gender equality. During the past four years three such draft laws have been presented to the Verkhovna Rada for consideration. Not one of them has been adopted, partly due to the suggestion of quotas.

This is serious since equality does require legal protection. In delaying the adoption of a law, Ukraine is wasting political time. Recently countries in Europe have made considerable progress in adopting gender legislation and if Ukraine is striving to be integrated into the

European community, to adapt to the European legal zone and to assert its European image the adoption of a law is urgently required (see box below).

However, it seems that at last the Ukrainian government is beginning to understand the need for a gender approach in the legislation. The State Committee for Family and Youth and the Ukrainian Ministry of Justice in particular are becoming involved in conducting gender monitoring of the legislation. This could be a sign of Ukraine moving towards gender mainstreaming, which, as defined by the United Nations, means:

*“the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women’s as well as men’s concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated.”*

## ■ How Policies are Being Implemented

The restructuring of social life in the 1990s has necessitated the creation of special mechanisms for regulat-

### New Family Code Asserts Gender Justice

Zoreslava Romovska, professor of law and Member of Parliament, considers the adoption of the new Family Code the greatest achievement of her work in the Verkhovna Rada. The new code was approved by the parliament on January 10th 2002 and will come into force January 1st 2004. It will eliminate the legal grounds for discrimination of women, children and men in several areas. These are the most important changes:

- Grounds for recognition of fatherhood by the court are widened; today court recognition is practically impossible to get. This is very important for Ukraine where 17 per cent of the children are born to unmarried women. Politicians hope that this will help reduce the number of abortions.
- One of the parties in a divorce case can ask for three years of alimony if there is a need for social rehabilitation in order to get back into the workforce. This could be the case for wives of military officers who have followed their husband from one destination to another and thus not been able to work.
- The courts will have the right to decide the amount of alimony, taking into account the real financial situation of

the parents. With the current legislation alimony cannot exceed 25 per cent of the official salary.

- The family is defined as a woman and man living together, irrespective of their official status. This type of family was recognised by both the European Court and the Constitutional Court of Ukraine in 1999. Contrary to existing laws the new Family Code will provide protection for this modern type of family as well. This includes recognising both parties’ right to property acquired during their life together as well as a right to alimonies under certain conditions.
- The new Family Code strengthens the rights of the fathers. It guarantees men the right to spend time with their children. At present a father is powerless if the mother does not allow him to meet his child. Divorced fathers who have custody of children under three years of age can also claim the right to alimony for themselves. Today only mothers have this possibility.
- The approach to adoptions has changed. According to the new law when an adopted child turns 14, he/she has the right to look for his/her biological parents. This is not possible today.

ing gender processes. Ironically, some of those people who are to become the drivers of the gender equality machinery are only just becoming familiar with the issues. They still continue to concentrate their efforts on a preoccupation with women and the protection of mothers and children, finding it difficult to overcome the usual approach to the old ‘improvement of the status of women’.

At the same time there is already a team of dedicated leaders, in the capital as well as in the provinces who are beginning to understand the meaning and importance of gender and gender analysis in society.

To date, the Ukrainian Cabinet of Ministers has yet to establish any advisory or consultative body on gender issues. The State Committee on Family and Youth (formerly the Ministry of Family and Youth) manages gender processes in the country and is directly subordinate to the Cabinet of Ministers of Ukraine.

It is defined by law that this committee exist precisely as a focused structure with jurisdiction within the executive power system, involved in gender issues. However, at present, the statute of the State Committee of Family and Youth of Ukraine does not cover the entire complex of gender issues.

Recently the State Committee of Family and Youth Affairs of Ukraine formed an in-house division specifically concerned with gender issues and family policy. The department has the authority to cover a wide range of gender activities regarding the application of gender policy throughout the territory of Ukraine.

These include the guarantee of equal opportunities for the involvement of women and men in political, economic, cultural and social life; the drawing up of propositions related to Ukraine’s legislation on gender equality; the formation of a gender culture in society and the planning of projects, programmes and measures on questions of gender issues, and con-



ducting an expert review of legislative acts on gender issues. There are currently four people working in this division.

It is foreseeable that either the committee will find a more appropriate name that by definition will render the place and size of gender problems understandable or its gender activity will expand to such proportions that it will be necessary to create an independent structure responsible for these issues.

The committee has restored the advisory, coordinating and analytical civil body working alongside it – The Coordinating Council on Gender Issues and Family Problems.

This organisation supports the formation and realization of policies of equal rights and opportunities for women and men.

The elaboration of national documents – plans and programmes of action which include programmes for gender equality – occupies an important place in the activities of the Cabinet of Ministers of Ukraine.

### National Action Plan to promote gender equality

Unlike the previous five-year plan, which did not address gender at all, the 2001-2005 National Plan

### EU Equal Opportunities Directives<sup>3</sup>

- Directive on the principle of equal treatment for men and women as regards access to employment, vocational training and promotion, and working conditions
- Directive on the application of the principle of equal pay for men and women
- Directive on the principle of equal treatment for men and women in matters of social security
- Directive on the principle of equal treatment for men and women in occupational social security schemes
- Directive on the principle of equal treatment for men

and women engaged in an activity, including agriculture, in a self-employment capacity, and on the protection of self-employed women during pregnancy and motherhood

- Directive on the safety and health at work of pregnant workers and workers who have recently given birth and those breastfeeding
- Directive on organization of working time
- Directive on the framework agreement on parental leave
- Directive on the burden of proof in cases of discrimination based on sex

Table 1.9  
Millennium Development Goal 6: Gender Equality - Milestones<sup>6</sup>

Indicators - gender ratio	1990	2001	2004	2007	2011	2015
Gender ratio among deputies of the Verkhovna Rada	3/97	8/92	5/95	13/87	20/80	30/70
Gender ratio among deputies in local government	38/62	42/58	42/58	43/57	44/56	45/55
Gender ratio among deputies in oblast government	9/ 91	11/89	15/85	19/81	20/80	30/70
Gender ratio among deputies in regional government	18/82	21/79	24/76	27/73	28/72	30/70
Gender ratio among deputies in municipal governments	21/79	22/78	25/75	28/72	29/71	30/70
Gender ratio among deputies in village government	42/58	47/53	47/53	48/52	48/52	50/50
Gender ratio among deputies in rural office	42/58	47/53	48/52	49/51	50/50	50/50
Gender ratio in the Cabinet of Ministers	n/a	0/100	10/90	15/85	20/80	30/70
Gender ratio among high-ranking state officials at the highest 1 or 2 categories	n/a	15/85	17/83	20/80	25/75	30/70

promises a wider range of gender transformations and innovations. However, a gender approach has not yet become the natural way of thinking. The gender component in the plan is still more in line with the old aim of improving the conditions of women.



But progress is being made. The National Plan of Action's extensive commentary regarding the first five years of the new millennium has a different approach. It shows the transition of the higher levels of executive power to the conceptually new gender approach of asserting equality. Organs of both central and local government are gradually addressing the question of ensuring equal rights and opportunities for men and women.

Another positive sign of changing attitudes is the fact that the Cabinet of Ministers has included some gender language into its new programme. This includes ambitious goals such as the 'aim to overcome negative demographic trends, achieving gender equality and strengthening the institutions of the family'<sup>4</sup>. These are points of view that for a long time have been made by the State Committee of Family and Youth as well as women's NGOs.

In July 2003 one more crucial step towards increasing gender awareness was taken. The prime minister of Ukraine decided that gender focal points must be appointed in all ministries. Because of the importance of the issue these posts will be occupied by deputy ministers. Whether this really will make a difference depends on the amount of resources allocated. If there are no such resources, chances are that the issue of gender equality, as so often before, will be regarded as just an additional burden to already heavy workloads.

## Millennium Development Goals for achieving equal opportunities

In September 2000, at the UN Millennium Summit, Ukraine, as one of 189 member countries of the United Nations, committed itself to reach the year 2015 having improved gender balance and, by doing this, ensure real equality for women and men in society.

This commitment was made together with the adoption of other vital development goals such as eliminating poverty, ensuring quality primary education and healthy environment, reducing infectious diseases - primarily HIV/AIDS - as well as minimising maternal and child mortality. These key goals and targets became known as the Millennium Development Goals (MDGs).

MDGs on gender consist of three key targets to achieve this goal and eight concrete indicators, measured in numbers, to ensure accountability. These have recently been developed by the Ukrainian government in cooperation with civil society and international organisations. Two of these key targets are related to the area of gender equality in governance (Table 1.8).

Realising that absolute gender justice can be ensured only after achieving 50-50 gender parity in all areas of life and especially political decision making at the highest level, the Government of Ukraine is, however, trying to be realistic in setting goals for the next dozen years. For this reason a schedule of progress has been developed for each 3-4 year period.

Realistic or not, the goals are moderate. Where 30-70 representation is already on the way, no improvement is planned. The only area where a 50-50 goal is planned is where the gender balance is already close to that.

Needless to say, this is at the lowest power level in society, in township and village councils. (Table 1.9) Experience from many countries shows that women bring new and important issues into politics, for instance, those concerning the social sector of society. It has also been shown that the level of corruption decreases when women's economic and social rights are improved and the share of women in parliament increases (World Bank, Engendering Development. 2001).

## Gender empowerment and human development

There is also a connection between the level of human development and the level of equality between women and men. The United Nations Human Development Report<sup>7</sup>, which is published annually, shows that countries that have a high rank in gender empowerment measure (GEM)<sup>8</sup> also score high on the Human Development Index (HDI)<sup>9</sup>. The index shows that several neighbouring countries have higher rankings in both HDI and GEM than Ukraine. This is true for the Czech Republic (28th on the list), Slovakia (24) and Poland (25). All three rank higher (between 32 and 39) on the Human Development Index.

In comparison, Ukraine is 61st when it comes to GEM and 75th with respect to HDI. It belongs to the group of countries said to have 'medium human development'.

In the group of countries considered to have high human development, Norway, Iceland and Sweden all rank high, both when it comes to gender empowerment and human development. In all three the struggle for gender equality has a very long history.

The Gender-related Development Index (GDI)<sup>10</sup> measures the same variables as the Human Development Index except that the GDI adjusts for gender inequality.

Table 1.8  
Millennium Development Goal 6: Gender Equality<sup>5</sup>

Target 1	Achieve a gender ratio of at least 30/70 for either sex in legislative and executive office by 2015
Indicator 1.1	Achieve a gender ratio of at least 30/70 for either sex in legislative and executive office by 2015
Indicator 1.2	Gender ratio among deputies in local government
Indicator 1.3	Gender ratio among deputies in oblast government
Indicator 1.4	Gender ratio among deputies in regional government
Indicator 1.5	Gender ratio among deputies in municipal governments
Indicator 1.6	Gender ratio among deputies in village government
Indicator 1.7	Gender ratio among deputies in rural office
Indicator 1.8	Gender ratio in the Cabinet of Ministers
Indicator 1.9	Gender ratio among high-ranking state officials at the highest 1 or 2 categories

ties. GDI is used to draw attention to gender issues. A comparison of country ranking by HDI and GDI shows the level of gender discrepancies in a country. GDI is also used to show that gender empowerment does not depend on income, and that women's empowerment does not depend on the level of national income.

In many countries the GDI is the same as the HDI: Norway, Iceland and Sweden are examples of this. So are Poland and the Czech Republic. In other countries there is a difference. In Slovakia GDI is two steps higher than the HDI. In Ukraine the difference is even bigger. This can partly be explained by the large difference in life expectancy, which means that men, on average, die ten years earlier than women, and by the very high level of education among women.

### Gender in democracy and participation

As shown in this chapter the situation in Ukraine is very far from being satisfactory when it comes to the participation of both men and women in the political process.

To change this, a multi-targeted approach is required, which should include the forming of strategies and definitions of gender development indices as well as gender training, awareness raising and legislative improvement. Of course support from progressive leaders is invaluable in this process.

Ukraine will not achieve true democracy without public participation. There is a need for more pressure from civil society, from organizations promoting gender equality, as well as from the generation of gender activity by academia.



## 2. Gender Challenges in the Economy

### ■ State Finances and Gender Equality

The state budget is one of the most effective tools for political influence on the social development of a country, including work towards gender equality. Numerous international organisations, including the World Bank, have flagged this as one of the key issues for development, both in finance and democratisation.

During the Soviet period civil society in Ukraine had no influence on the state budget. In a democracy the situa-

tion should be different. But if differences in living conditions for men and women are not taken into account, the budget becomes blind to the real needs of the population.

Gender monitoring of the budget process and budget policies have proved to be effective instruments for the improvement of schemes for and implementation of macroeconomic policy.



On the surface, budgetary policy and economics generally appear to be gender neutral. Taxes, revenues and expenditures are not gendered concepts. However, disaggregation by gender is vital because there are systematic differences between men and women in their relation to the economy. In the face of such differences gender blindness can result in both inequality of effect – quite the opposite of what gender neutrality is designed to achieve – and inefficiency in reaching economic targets, including growth, employment and public expenditure levels.

The aim of this chapter is to look at the state and municipal budgets in Ukraine through gender-tinted lenses in order to find out whether or not they reflect the goals of gender equality and social justice.

### Starting with local gender budgets

All Verkhovna Rada committees participate in the discussion of the state budget draft. A decision regarding the law 'On the State Budget of Ukraine' is taken if more than half of the deputies vote for it. The Verkhovna Rada's gender structure containing very few women deputies, testifies to the complete absence of gender democracy at the key stage of the elaboration and adoption of the 1998-2002 state budgets.

The social aims of budget policy satisfy neither men nor women as shown in a social poll conducted all over Ukraine by the Kyiv Institute of Social Research in 2002:

- 56 per cent of women and 52 per cent of men think that adequate standards of living are adequately provided for.
- 65 per cent and 67 per cent respectively think that the rights of participation in decision making processes are not adequately provided for.
- 72 per cent of both women and men find social protection inadequate
- 79 per cent of women and 75 per cent of men complain that human rights are neglected in terms of health care.

The democratisation of budget planning at all levels and the installation of a public control mechanism for the implementation of the budget are measures that promote trust towards executive political power among the country's citizens.

At present the budgetary process is completely closed. Due to the lack of transparency it is, in fact, impossible to apply 'gender lenses' to it. Only members of Parliament have access to the budget, and, as we know, the share of women among them is so low that their influence is limited.

It is more likely that the voices of women deputies will be heard and taken into account at a local level. However, the level of gender awareness there is also low. The culture is patriarchal and women rarely take a stand in questions of gender importance.

At the administrative level there are other problems. Again the male dominated and authoritarian culture can be observed. But there is also another factor working against the improvement of gender equality; the risk of losing one's job. Elected politicians have at least formal security, but for a person appointed to a local administration there is no such job security at all. To speak up is risky. This is another explanation for the fact that women are not as active in gender issues as their numbers could make possible.

### National Action Plan for the advancement of women: the budget

As early as the beginning of 1997 a National Plan of Action was drawn up "regarding the improvement of the status of women in Ukraine and the enhancement of their roles in society from 1997 to 2000". This was done by the Ministry of Family and Youth in cooperation with other ministries and government departments, as well as with women's organizations.

The plan envisaged the introduction of measures for the realization of the fundamental principles of the Beijing Declaration and the Platform of Actions approved at the Fourth World Conference for Women (Beijing 1995) and the UN Convention "On the Elimination of all Forms of Discrimination against Women" (CEDAW).

The funding for the implementation of measures defined by the National Plan of Action was borne at the expense of state budget costs pre-allocated for these goals. The administration of these funds was made by the body in charge.

This, unfortunately, has changed over time. Gender issues moved from the Ministry of Family Affairs and

Youth of Ukraine (1998-1999) to the State Committee for Youth Policy, Sport and Tourism (2000-2001) and, since 2002, to the State Committee for Family Affairs and Youth.

Unfortunately, a programme-targeted approach has still not been applied to the budget process. By reading the budget it is impossible to understand the level of monetary resources attached to each post. On the surface the budget can look very impressive and include a large number of posts dedicated to gender equality. In reality these can be fine words with not a single hryvnia allocated to the post in question.

The official state statistic reports on budget expenditure are not even available to the institutions responsible for administering the funds of the national programmes and plans of action.

Because of this it is very difficult to assess official figures of the actual level of expenditure directly targeted at the implementation of gender equality in Ukrainian society. In order to find out, special research of annual financial plans and cost management statements is necessary.

### Is there any good news?

The good news is that state expenditure for the realization of programmes and measures in any way related to gender equality problems and to increasing the status of women grew between 1998 and 2000.

The bad news is that the relative value, the proportion

of this expenditure, decreased in spite of economic growth. This is a sign of less attention being paid to these problems by the state.

In 2000 the state budget included a separate article according to which "social programmes and measures of state organs relating to women's matters" would receive their share of funding.

Unfortunately, this separate article only existed until 2001 when the responsibility for gender issues was transferred to another ministry. A consequence was not only that the article disappeared; the funds also decreased by 33 per cent in comparison with the previous year.

From the graphics (Figures 2.1 and 2.2) one can see that 2001 was quite a critical year in terms of state support for gender issues.

- State financing for the State Committee of Youth Politics, Sport and Tourism was cut by 240 per cent.
- Expenditures for programmes and events for women and families were cut by one third, 33 per cent.
- Programmes for non-school education for children were cut the most dramatically, by almost 500 per cent. The picture is very clear and shows that the Government of Ukraine has, for some reason, reduced its attention to issues of gender equality.

In 2002 the State Committee for Family and Youth Affairs took charge of budget funding for gender programmes. This year was celebrated by a vigorous

Figures 2.1 and 2.2.

#### Dynamics of expenditure by manager for programmes and activities for the advancement of women and children



#### Percentages of expenditure for the same purposes

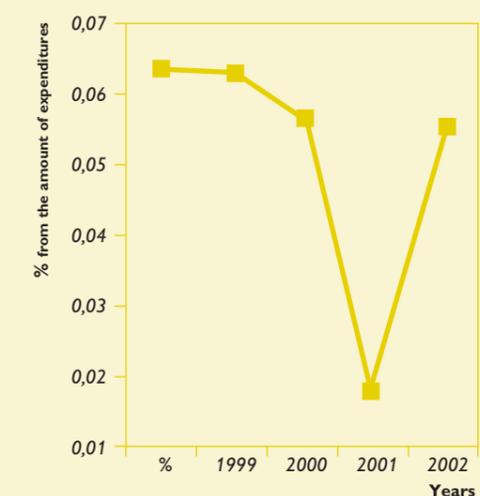


Table 2.1

**Expenditures from the state budget of Ukraine for implementation of the 'National Action Plan for Improving the Situation of Women in Ukraine for 1997-2000' and the 'National Action Plan for Improving the Situation of Women and Promoting Gender Equality in Society for 2001-2005' (in thousands of hryvnia)**

Name of Programme	Main Management of Expenditure									
	Ministry of Family and Youth		State Committee for Youth Policy, Sport and Tourism				State Committee for Family and Youth			
	1998	% of total expenditure	1999	% of total expenditure	2000	% of total expenditure	2001	% of total expenditure	2002	% of total expenditure
Social protection and social security	7860,0	0,032								
Youth programmes	7860,0	0,032								
Non-school institutions and non-school activities for children			16146,9	0,064						
Other institutions and courses of post-diploma education			33,4	0,000						
Non-school institutions and non-school activities for children					15492,6	0,046	3358,9	0,009		
Other programmes of social protection for teenagers					1000,0	0,003	500,0	0,001		
Programmes for social services for youth					750,0	0,002	2230,0	0,005		
Social events of state institutions dealing with youth					1435,0	0,004	1480,0	0,003		
Social programmes and events of state bodies on women's affairs					452,0	0,001	340,0	0,001		
Social programmes and events of state bodies on family affairs					458,0	0,001	340,0	0,001		
Recreation of children at the Moloda Hvardia Youth Centre and Golden Key children's centre									3662,3	0,08
Implementation of coordinated activities for children, for children, youth, women and family									7120,0	0,016
State support for development of youth social movements									528,2	0,001
Financial support to Ukrainian National Committee of Youth Organizations for implementation of youth programmes									9561,3	0,021
Implementation of programmes and activities of the National centre of Social Services for Youth									4667,7	0,010
<b>Total</b>	<b>15720,0</b>	<b>0,064</b>	<b>16130,3</b>	<b>0,064</b>	<b>19587,6</b>	<b>0,058</b>	<b>8248,9</b>	<b>0,019</b>	<b>25539,5</b>	<b>0,056</b>

growth (by 3.1 times) of state funding of programmes and measures for the implementation of social justice and gender equality in society. What really happened was that there was an increase of expenditure for youth programmes, which were a part of the gender portfolio. Closer analysis shows that the general extent of funding for youth programmes grew 4.5 times in comparison with 2001, while expenditure aimed at gender equality problems has only trebled. (Figures 2.1 and 2.2).

Budget expenditures in this area are neither stable nor consistent. This was particularly the case in 2001 although this was the first year when a deficit-free state budget was adopted and celebrated by considerable growth in the general level of planned budget expenditure (Figure 2.3).

From a gender perspective, the most transparent form of national revenue in the state budget today is income tax. An assessment of the gender structure of income tax according to female discrimination in the labour market has been calculated to cause a considerable annual loss to the national economy every year, from 550 million hryvnias in 1998 to 1.907 million hryvnias in 2001. A question that needs to be asked is 'can the country can afford this?'

An elimination of unfair wages would kick off a positive chain reaction. First, it would lead to increased incomes for women, which in turn, would mean more income tax being paid to the state. But this is only the beginning. Increased wages would also lead to an increase in productivity which would benefit the enterprises, since their scale of production and profits would also increase. The final result would be a boost to the economy and a growth in gross national production.

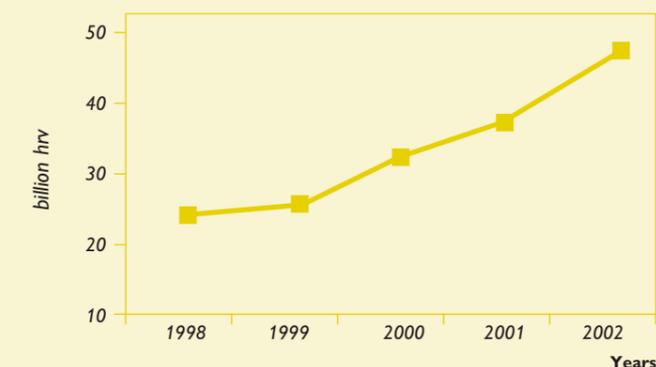
This also demonstrates that gender monitoring of the budget process and budget policy may be an effective

### Gender Budget Initiatives

There are several Gender Budget Initiatives around the world. One of the most well known is South Africa's Women's Budget Initiative. More information is available at [www.idasa.org](http://www.idasa.org)

Engender is an organisation based in Scotland, dedicated to promoting and advancing gender equity. They produce an

Figure 2.3  
Dynamics of total expenditure from the State budget of Ukraine during 1998-2002



instrument for improving schemes for and implementation of gender macroeconomic policy.

1998 to 2002 is referred to as the renaissance period of Ukraine, characterised by considerable economic growth. However budget policy is still not an instrument for development of gender equality and implementation policies.

### Why parity democracy improves the budget process

In the Ukrainian economy, state regulations have assumed great importance during the period of transition. As testified to by gender analysis of the budget process, a representative democracy does not allow the real interests of Ukrainian women – the majority of citizens in the country – to be reflected. Because of this, a so-called 'parity democracy' of participation should be formed in order to ensure the maximum representation of citizens of both sexes in the decision-making process.

Two major problems stand in the way of realizing the principles of this within the budget process. The first is the absence of formalized, that is legislatively fixed,

annual Gender Audit that documents the position of women in Scotland on a wide range of indices – employment, health, violence, law, education, arts and politics. [www.engender.org.uk](http://www.engender.org.uk).

UNDP and UNIFEM support various gender budget initiatives. Read more about this at: [www.undp.org/poverty/resources/gender\\_budgets](http://www.undp.org/poverty/resources/gender_budgets)

opportunities for public participation. The second is the secrecy of the budget process.

Both of these problems can be solved by opening up the budget processes, which include planning, approving and executing.

### Open up the budget process

The budget process should be open for everyone who wants to take part in it. There are several ways to make this happen.

Open parliamentary hearings, and open meetings of the parliamentary committee for budget issues are two of these. Another way is to make the preliminary budget demands, structured within the ministries, available for civil society; for NGOs, representatives of political parties and the media as well as for ordinary citizens.

The budget process, just like the electoral process, is one of the main power processes in the society. Therefore it must be as effective as possible. This can be done by taking into account the greatest number of points of view and setting up a system for registering them.

As there are not yet any appropriate systems for registration, these need to be developed. In order to be able to influence the budget process from a gender perspective this is one of the most important measures.

By participating directly in resource allocation civil society could, and should, influence equal opportunities policies.

## Women and Men in the Labour Market

Ukraine has one of the most gender equal labour markets in the world when it comes to figures. The level of male and female employment is almost the same, yet there are huge gender inequalities that need to be addressed.

Even though discriminatory wages are illegal, women's average monthly wages are 30.7 per cent below male wages (statistics from 2002).

The collapse of the social infrastructure and the loss of childcare have led to increasing difficulties for families, and particularly for women, since they still bear the main responsibility for children.

For men there are other problems. Most men are employed in industry, agriculture and poorly developed areas of technology. In the near future it will be necessary for them to change in order to be able to support themselves.

Ukraine has very gender sensitive legislation covering parental leave. Both men and women have the right to stay at home, with financial compensation, when a child is born and, later, to receive sick pay when the child is ill. However these rights are not only being evaded in the new market-based economy. They are also not being utilized by men, which in turn creates other problems. Ukrainian men remain emotionally distant from their children and women face discrimination at the workplace because of their reproductive function.

Equality between women and men has existed in the Ukrainian job market *de jure* for over 80 years. In reality it still remains to be achieved.

One of the ways in which gender discrimination is demonstrated in the workplace is through sexual harassment. The survey on 'Basic protection of the Ukrainian Population' (May 2002) in which 6,206 women and men were interviewed shows that this is not unusual. Of the 129 interviewees who answered "yes" to the question, "Have you experienced sexual harassment at work?" 79.8 per cent were women and 20.2 per cent were men.

The answer to the question "Have any of your colleagues experienced sexual harassment?" resulted in a similar answer. Of those 220 people who answered in the affirmative, 70.9 per cent were women, and 29.1 per cent were men.

The gender dimension was very visible in the last question: "Should a policy against sexual harassment be implemented"- 50 per cent of all interviewees said yes, 67.7 per cent of whom were women, and 32.3 per cent were men.

### Double burdens

On the basis of the Soviet model, equality meant the woman's 'emancipation' from domestic exploitation and her 'assimilation' into the employment field to share equal status with men. 'Female emancipation' came about through the collectivisation of daily family commitments and the introduction of benefits for working mothers.

The burden of housework, cleaning, cooking, laundry and everything else connected to housekeeping and the upbringing of children was, however, left to women. In

reality, far from official rhetoric, women carried double burdens, first work in the labour market, then work at home.

During the Soviet period the participation of women in the labour market was close to 100 per cent. It still remains remarkably high even though safe, available and affordable childcare is no longer available.

The proportion of overall employment figures for Ukraine stands at a nearly constant 48.6 - 48.7 per cent for women and 51.4 - 51.3 per cent for men.

The level of employment for both men and women is highest in the 25-49 age group. However, in every age group the level of employment is lower for women than for men. Interestingly, for women the highest level is found within the 40-44 age group (79 per cent in 2001), while for men this is the case for the 35-39 age group (80 per cent in 2001).

As the figures show, women's presence on the labour market is largest when their children are grown up, or half grown. The level of male employment reaches its peak during the years when children are small and most in need of care.

It is also important to note the decrease that can be traced in the economic activity of young able-bodied women aged 20-29, i.e. of childbearing age. Future studies are needed to explain the causal connection.

Another phenomenon which needs further analysis is the fact that highly educated women have not been able to fulfil their potential, nor has the market-based economy been able to take advantage of their skills. The level of unemployed women who have completed higher education is therefore slightly higher than for men (according to statistics for 2001: 7 per cent unemployed women and 6.6 per cent of unemployed men).

For women with less education the employment levels are higher than for men in the same category. Two reasons may explain this: women will agree to any kind of work or they find fulfilment as housewives.

Gender stereotypes have, as in other countries, resulted in the Ukrainian labour market being divided into two, one for men and another for women. The main difference between them is the fact that the labour market where the majority of the employed are women has lower status and subsequently lower wages. This has nothing to do with importance (a society would collapse without teachers or doctors) or level of education (many of the professions in the 'female' branches demand long university studies).

In many countries education is seen as one of the most important tools helping women to achieve independence. In Ukraine we see a reverse development.

The mass lay-offs of management personnel from small and medium sized businesses where women made up 60 per cent of staff and the widespread closure of project organizations and scientific-research institutions in which many educated women worked have had very serious consequences for female employment in Ukraine.

The country might be about to lose one of its most valuable achievements; the highly educated woman.

### Men's and women's professional territories

Instead of moving towards a more gender equal labour market Ukraine faces an increase in professional segregation.



Statistics for 1999-2002

show that women predominate in the wholesale, retail and real estate trades, in education and healthcare, as well as in financial, legal and social services. Activities where men predominate include driving and machine operations as well as employment in mining, metallurgical and machine-building industries.

On the whole the professional structure of women's employment is more in line with the picture of a post-industrial society. This is manifested by the high proportion of women employed in the information and accounting services (64.8 per cent according to figures for 2000), non-manufacturing types of daily services (73.2 per cent) and trading (64.7 per cent).

The male employment structure shows a different picture. It is almost entirely geared towards the industrial and agricultural sectors and areas of technology, which remain poorly developed. There is a risk of further decline and future unemployment in these areas. Therefore it will be necessary for men to consider their professional interests and advantages. Similarly technical and technological upgrading is required in the materials manufacturing field. (Table 2.2)

As shown above the lowest share of women is found in the construction industry. From 1999 to 2001 the share of women decreased from 25.1 per cent to 19.5 per cent. Mining is another area where a widening gender

Table 2.2

Professional structure of women's and men's employment<sup>1)</sup>

(%)

	1999		2000		2001	
	Women	Men	Women	Men	Women	Men
All involved in economic activity	48,6	51,4	48,6	51,4	48,7	51,3
Agriculture	42,0	58,1	42,5	57,5	42,9	57,1
Mining and manufacturing industry	42,6	57,4	40,2	59,8	38,4	61,6
Construction	25,1	75,3	22,1	77,9	19,5	80,5
Wholesale and retail trade	55,3	45,2	57,1	42,9	57,7	42,3
Transport and communications	32,4	67,6	31,9	68,4	32,6	67,4
Financial Activity	61,6	38,4	58,6	41,4	56,6	43,4
Education, health, social support	79,1	20,9	79,1	20,9	78,3	21,7
Other	44,3	55,7	44,8	55,2	48,2	51,9

gap can be observed. As the share of women has decreased, the share of men has increased.

In other areas, for instance state administration, collective and personal services, working abroad, the share of women has grown continuously (from 44.3 per cent in 1999 to 48.2 per cent in 2001).

### Top management remains male dominated

There is a very clear male dominance at management and executive levels. In practically all areas of economic activity women are poorly represented on high positions. Figures from the State Committee of Statistics (the 'Basic protection of the Ukrainian Population' survey, May 2002) show that in industry the female share of top management is 20.2 per cent but in agriculture it remains only

9.5 per cent. The highest share of women managers is found in the non-productive sectors. (Table 2.3)

Professional segregation becomes evident when analysing numbers of men and women working in different sectors of the economy. Unfortunately, state employment services usually reinforce this professional segregation.

This is a typical scenario: a woman with maybe 20 or 30 years experience in her profession, loses her job and applies for a new one through the state employment service. If she has been unemployed for more than a year the chances are that she will be referred to the lowest paying jobs that do not correspond to her qualifications.

Even though the laws are gender equal it is a fact that during the last two years two thirds of the women who

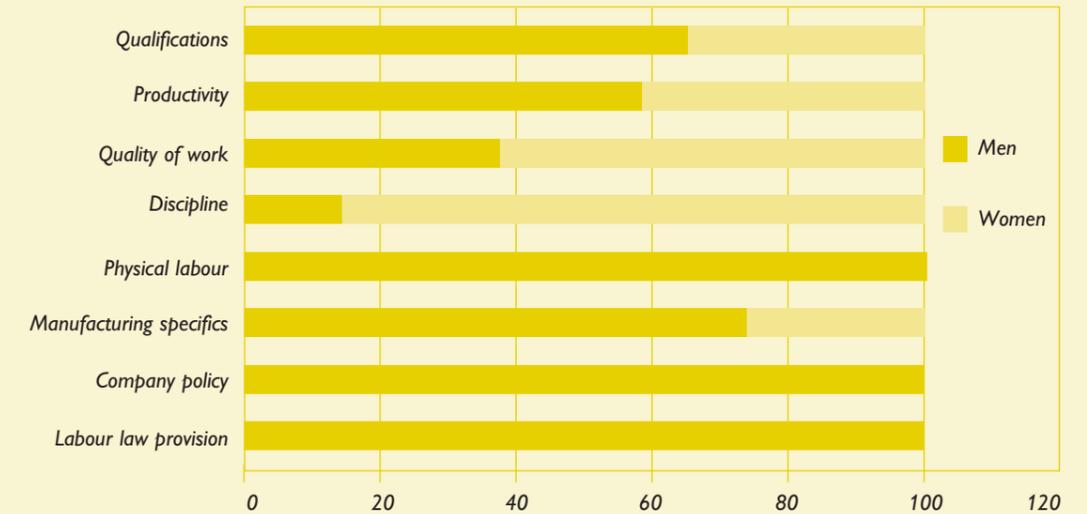
Table 2.3

## Distribution of posts occupied by women and men in different economic sectors (%)

Posts	Industry		Agriculture		Non-productive areas		Services	
	Women	Men	Women	Men	Women	Men	Women	Men
Head and deputy head of institution	20,2	79,8	9,5	90,5	61,6	38,4	28,6	71,4
Department chief	28,2	71,8	17,5	82,5	72,3	27,7	30,5	69,5
Specialist with higher education	49,3	50,7	49,2	50,8	73	27	48,5	51,5
Specialist with secondary education	55,8	44,2	55,1	44,9	87,3	12,7	61,7	38,3
Technical staff (secretary, technician)	78,3	21,7	68,8	31,2	91	9	90,1	9,9
Qualified worker	28,5	71,5	17,4	82,6	53,9	46,1	37	63
Unqualified worker	44,7	55,3	31,9	68,1	74,9	25,1	43,2	56,8

Figure 2.4

## Preferences in employing people in industrial enterprises during 2001



found new jobs through the state employment services received the lowest salary possible.

### Discrimination at the recruitment stage

Discrimination by gender starts right from the job advertisement. Sometimes the reason given for not employing women is protective labour legislation, which prohibits women from being employed in certain jobs. The low presence of women in the fuel industry,

27 per cent, is an example of the effects of these legal restrictions.

Another reason is gender stereotypes as shown in a survey from 2001, conducted by the State Committee of Statistics among a number of selected workplaces.

Managers who were asked to explain why they preferred to employ men or women gave the following answers:

Men were employed because of higher qualifications and labour productivity, because the work was physically hard or took place in unfavourable health conditions.

Table 2.4

## Salaries according to areas of economic activity in 2002

	2002		Ratio of women:men by % salary
	Women	Men	
<b>Average salary in total</b>	<b>309,75</b>	<b>447,80</b>	<b>69,24</b>
<b>By areas of activity</b>			
Agriculture	170,09	182,38	93,35
Forestry	246,30	276,84	89,06
Fishing	226,24	245,37	92,30
Industry	373,58	563,38	66,38
Construction	355,71	450,06	79,12
Trade and repair services	296,32	374,94	79,11
Hotels and restaurants	260,54	367,82	70,90
Transport and communication	481,27	636,77	75,66
Finance	767,01	1437,33	53,42
Real estate operations	386,30	488,87	79,10
Civil service	439,82	557,12	79,02
Education	252,24	313,79	80,47
Health care and social aid	217,12	252,23	86,17
Services (collective and personal)	220,02	290,59	75,79

Table 2.5  
Regional employment levels in 2001 and 2002 (%)

	2001		2002	
	Women	Men	Women	Men
Ukraine	58	67,9	58,1	67,6
Crimea	56	66,3	58,5	70,2
Vinnits'ka oblast	65,4	73,4	64,3	73,3
Volyns'ka	68,6	74,7	70,3	73,5
Dnipropetrovs'ka	58,6	71,4	59,4	70,0
Donets'ka	57,8	68,9	57,6	68,0
Zhytomyrs'ka	54,6	63,3	53,8	63,5
Zakarpats'ka	50,1	64,7	53,7	68,4
Zaporizh'ka	57,3	68,3	58,4	70,2
Ivano-Frankivs'ka	56,4	64,5	54,5	61,9
Kyivs'ka	58,6	67,3	56,2	68,1
Kirovohrads'ka	56,6	67,4	60,3	67,5
Luhans'ka	53,1	63,3	54,2	62,6
L'vivs'ka	63,2	67,7	61,2	65,8
Mykolaivs'ka	58,6	67	57,4	68,6
Odes'ka	55,7	69,4	56,3	68,0
Poltavs'ka	57	66,4	53,9	60,8
Rivnens'ka	54,6	63,4	52,5	58,7
Sums'ka	57,5	65,6	58,3	68,2
Ternopil's'ka	52,5	60,7	50,3	58,9
Kharkivs'ka	61,3	71,2	62,0	73,7
Khersons'ka	55,6	67,8	55,5	67,2
Khmelnys'ka	58	68,1	59,3	68,0
Cherkas'ka	58,6	66,1	59,2	64,9
Chernivets'ka	50,3	63,2	48,7	54,9
Chernihivs'ka	61,8	68,9	60,1	68,8
City of Kyiv	61,8	72,3	62,7	72,5
City of Sevastopol	-	-	-	-

For women the answers were quite different. Managers preferred women because they considered them to have a higher level of discipline and (for clerks) to be able to perform a higher quality of work. (Figure 2.4)

Apart from the fact that the proportion of working women with higher education is significantly higher than the corresponding figure for men, women receive lower pay in the majority of sectors. This is linked both to direct discrimination of women and the predominance of women in lower-paid jobs.

Despite the fact that discriminatory compensation is illegal in Ukraine the average female monthly wage is 30.7 per cent below that for men (2002). This year the statistically average Ukrainian woman was earning 309.75 hrv per month while the average man earned 447.80 hrv. The picture of women's and men's salaries by areas of activity is illustrated by Table 2.4.

tory against men, since many men die before they reach this age.

On the other hand experience shows that many women are laid off by their workplaces when they turn 55, often given the reason that "there is not even work for young men". However, these women rarely find themselves without work. Since childcare services have collapsed they often become fully occupied with taking care of their grandchildren.

### Millennium Goals cut wage gap

The Government of Ukraine has demonstrated its dedication to justice in the labour market by its commitment to the Millennium Goals. The Ukrainian leadership will strive to cut the existing wage gap by fifty per cent by 2015. The goal might seem moderate. Even so, powerful action is required in order to achieve it.

As demonstrated by the statistics the biggest gender gap in job remuneration is in the area of finance while the smallest is in agriculture where the level of salaries is generally much lower than in all other branches of economic activity.

A specific form of discrimination is vertical professional segregation, often called the 'glass ceiling' because of its invisibility. It means that women never advance above a certain level in an organisation no matter how good their qualifications are. The glass ceiling accounts for part of the huge wage gap.

Although women have sufficient educational and professional qualifications they tend to end up in low-level jobs, with limited opportunities for professional and income growth.

Another factor contributing to the wage gap is the fact that women tend to work in industries where average salaries are lower and grow more slowly. Lower wages and slower career growth also result in lower female pensions after retirement.

At the same time, the new Pensions Law (adopted in 2003), which, similarly to the old law states that the pension age is 60 for men and 55 for women, can be considered discrimina-

## Employment by geographical and professional areas

Analysis of regional employment levels shows essential geographical differences in female and male employment levels. Vinnytsia, Chernihiv, Kharkiv, Volyn' and Lviv regions show higher than average female employment levels whereas the male employment level is higher in Kharkiv, Volyn' and Vinnytsia Regions. The highest level of employment for both men and women is in Volyn'. (Table 2.5)

Generally more men than women are employed in the manufacturing industries. One reason is the actual decline in these industries, another is the number of jobs that are physically demanding.

It is also worth pointing out that some women find it better to remain registered as unemployed, and receive regular monthly unemployment benefits than work for a small and irregular wage. The extent of this practice is, however, unknown.

The reorientation towards a liberal market model is often perceived as stimulating a fall in female employment. The immediate dismissal of women is largely linked to the fact that employment laws stipulate a variety of benefits and special payments. Protective work legislation is an example. When women are not allowed to work at night, cannot be sent on business trips if they have small children or are entitled to larger pay if they have more than two children, the result will be counterproductive. Instead of protecting women the laws make them socially disabled.

## Feminisation of unemployment – myth or reality?

The image of unemployment having a female face is based on unemployment statistics recorded by state employment agencies. At the end of 2000, 11.6 million people were entered in employment agency books, and 63.2 per cent of them were women.

In 2002 the situation changed both for men and women; the figures differ also when the official level of unemployment

(registered unemployment) is examined as well as those for 'full unemployment, as calculated by the State Committee of Statistics according to ILO methodology. Table 2.6 shows the average level of unemployment for Ukraine as well as the level in every oblast.

In 2002 unemployment decreased to 3.8 per cent and consisted of 1.3 million people, 64.3 per cent of these being women. At the same time the results of a household survey regarding economic activity showed a different picture.

The survey covered 102,200 households in all oblasts of Ukraine and one of the questions asked was, "Did you work last week?" This is a method developed by the ILO (International Labour Organisation) in order to get a more accurate picture of economic activity than otherwise shown by employment agency registration figures.

According to the survey the proportion of women among the unemployed was 48.0 per cent (during

Table 2.6  
Level of unemployment by gender in 2002 (%)

	Registered			Real (ILO methodology)		
	Total	Women	Men	Total	Women	Men
<b>Ukraine</b>	<b>3,8</b>	<b>4,9</b>	<b>2,7</b>	<b>10,1</b>	<b>10,0</b>	<b>10,3</b>
Crimea	3,5	5,0	2,1	5,6	6,0	5,2
Vinnits'ka oblast	3,9	5,2	2,7	8,2	7,9	8,4
Volyns'ka	4,5	5,7	3,3	9,5	9,3	9,7
Dnipropetrovs'ka	3,8	5,0	2,6	8,3	7,8	8,7
Donets'ka	2,8	4,0	1,6	9,4	10,4	8,4
Zhytomyrs'ka	4,5	5,9	3,2	13,3	12,6	14,0
Zakarpats'ka	5,5	7,3	3,8	11,9	12,5	11,3
Zaporizh'ka	3,4	4,6	2,3	9,1	9,6	8,6
Ivano-Frankivs'ka	4,7	6,3	3,3	12,5	12,7	12,4
Kyivs'ka	4,5	5,8	3,1	10,9	11,0	10,8
Kirovohrads'ka	4,9	6,5	3,5	11,4	10,9	11,8
Luhans'ka	3,2	4,5	1,9	11,9	12,1	11,8
L'vivs'ka	4,0	5,1	3,0	12,8	11,1	14,4
Mykolaivs'ka	3,4	4,3	2,5	10,9	9,4	12,2
Odes'ka	2,0	2,6	1,3	8,0	8,0	8,0
Poltavs'ka	4,7	5,9	3,5	6,7	7,5	5,9
Rivnens'ka	6,9	8,2	5,6	13,3	12,5	14,1
Sums'ka	4,7	6,3	3,2	13,7	12,6	14,8
Ternopil's'ka	6,9	8,2	5,8	15,3	13,6	16,9
Kharkivs'ka	3,3	4,3	2,4	10,5	10,6	10,3
Khersons'ka	6,0	7,1	4,9	13,0	11,0	14,9
Khmelnys'ka	3,5	4,8	2,3	13,4	14,6	12,3
Cherkas'ka	4,9	6,4	3,5	9,2	8,6	9,7
Chernivets'ka	6,6	8,0	5,1	16,0	11,2	20,7
Chernihivs'ka	4,3	5,4	3,3	11,9	10,3	13,5
City of Kyiv	0,5	0,8	0,2	6,1	6,9	5,3
City of Sevastopol	0,8	1,4	0,3	-	-	-

2002). In the registered sector of the labour market the level of female unemployment was nearly twice as high as the male. Taking into account the complete labour market, the legal as well as the informal, the figures for men and women were almost identical.

Analyses of unemployment by sector demonstrate that the majority of the unemployed used to work in industry, trade and catering. The army of unemployed in these areas is filled with women. So called 'women's professions' lose more women. This could turn into a positive factor if such a flow allowed an equalising gender structure of employment. But this phenomenon does not result in women entering male dominated areas, it just means that women become unemployed. During the period of 1998–2002 the real level of women's unemployment in the age group 15–69 grew by 10.8 per cent. The youngest working women, aged 15–19, experienced the biggest unemployment growth while the level of unemployment for women in the age groups 40–49 and 60–69 decreased.

For men unemployment in the age group 60–69 grew significantly. However, the analysis shows that the real level of unemployment for women and men does not differ significantly.

### Professional and occupational segregation starts at home...

Competition between the sexes in the job market exists and is a complex problem. The range of professional careers is narrowing and the fact that the home is becoming a workplace for a growing number of people points to the economic lagging behind of society as well as the female sector of the economy. In our country the culture of household management is only just being born; the prestige of home management is very low. The material dependency of a wife on her husband becomes a reason for family conflict.

Another reason for conflict is the division of gender roles. In the Ukrainian context the success of a housewife is based exclusively on the goodwill of her husband. He senses his power and that is why a renaissance of the cruellest patriarchal models of relations can occasionally be found in 'nouveau riche' families.

### ...as does gender equality

It is important to note that men are not winners in a system with stereotype gender roles. In fact, they are hostages of such an asymmetrical family model. If for women the choice of 'family-work' might be a reality a

similar choice does not really exist for men. In accordance with society's gender stereotype he should work and be the breadwinner, so it is not unusual that he works beyond his capacity as he bears the economic responsibility of the whole family. It is plausible that there is a connection between this strain and the poor status of men's health that is discussed in another chapter of this report.

If we wish to achieve equality of men and women in the labour market, it is necessary to realize that this aim is impossible without eliminating patriarchal relations within the family.

However there is still no state programme that might provide any concrete acts to ensure the balance of family obligations with work obligations in order to create equal opportunities for men and women.

In some countries social policy has already for many years linked the creation of equal rights and opportunities in the employment field with the possibility for both men and women to combine the role of parenthood with the role of being a professional.

One way to obtain this goal is the division of parental rights, duties and obligations between the parents. Iceland has moved very fast in this respect and now has the world's longest parental leave, several months, reserved for fathers. This has led to significant changes in attitudes in male dominated workplaces like the fire service.

In Ukraine it is also necessary to gradually raise public awareness of the need to draw men into the process of bringing up children and to increase their participation in other family activities.

This is not only a question about duties and obligations. It is also about joy, happiness, emotional fulfilment and quality of life.

Culture and traditions may seem like obstacles. But many countries have experienced a change of culture from a time when it was unthinkable for fathers to change diapers or stay at home with small children to a situation where it is natural that even executives or upper managers take parental leave. Later, when the children are older, they can schedule work hours so that they can pick up their children from day care services or school.

There are several possible ways of changing the existing culture.

- Parental leave for both men and women, including the entitlement to sick pay when the children are ill, is one of them.
- The reinstallation of high quality childcare systems is another.

- Legislation is a third. An Equal Opportunities law with the purpose of promoting equal rights for women and men in matters relating to work, the terms and conditions of employment and other working conditions would have great importance.

The participation of women in professional activity should compensate for the participation of men in family work. It is also of the utmost importance to overcome the traditional attitude to women as workers of an 'inferior kind', whose exclusive task in life is childcare and housekeeping.

It is also important to realise is that a gender equal labour market will not develop by itself. Careful gender monitoring of labour legislation, encouragement of men's involvement as parents and a shift of focus from social protection of mothers to protection of families with children are some of the crucial factors needed to make this come true.

## Men and Women in Business

Women in Ukraine are traditionally very active professionally. The level of economic activity of women in 2002 reached 58.6% (of all women aged between 15 and 70). Although lower in comparison with men (69%), the

### Labour Market Definitions

Economically active population ("usually active" or "currently active" – currently active is also known as "the labour force") comprises all persons of either sex above a specified age who furnish the supply of labour for the production of goods and services (employed and unemployed, including those seeking work for the first time), as defined by the System of National Accounts (SNA), during a specified time reference period.<sup>12</sup>

Level of economic activity of population – ratio of the number of economically active population (employed and unemployed) to the total population examined.

Level of employment – ratio of the number of employed population to all examined population or population of certain age group, sex etc.

Level of registered unemployment is unemployment as calculated as a ratio of the number of persons registered by state employment services to all population of working age.

Level of unemployment (ILO methodology) – ratio of number of unemployed aged 15–70 years to economically active population.

index is a result of several objective factors, such as the fulfilment of the reproductive function, maternity leaves, and the stereotypical perception of women as 'inferior workers'. The latter makes it harder for women to find good jobs on the labour market. In spite of this, women in Ukraine have easily adapted to difficult socio-economic conditions, many of them become self-employed, and create their own company.

Ukrainian women are highly educated; their academic background is generally as good as that of men or even higher. In spite of these prerequisites women's involvement in the business sector has, so far, not been particularly high.

What are the opportunities and obstacles for women and men in business? A large study conducted in Ukraine in 2001, with 5,096 respondents all over the country, shows that there are gender differences that need to be taken into account when developing future strategies. This study somehow fills a gap in the official statistics with respect to gender aspects of entrepreneurship.

Figure 2.5 demonstrates the share of the female part of Ukraine's workforce in private entrepreneurship. The survey demonstrated that the total number of businesses controlled by women is three times less than that of companies controlled by men.

Obviously, a company owner or the person with the controlling stake in a business determines its financial and social strategy, and thus the gender difference is of importance. So far, few studies have been conducted in Ukraine to explore issues related to women and entrepreneurship. All previous studies had a local focus and were not representative of the entire country.

This national survey, which covered 5,096 respondents, was carried out throughout Ukraine in 2001. The BIZPRO project, funded by USAID, contracted the Kyiv International Institute of Sociology to conduct the studies, which covers:

- 1,099 sole proprietors out of which 31.7 per cent were women
- 444 state-owned and
- 59 municipal enterprises

The enterprise questionnaire included five main sections with questions about the number of employees, staff turnover during the last six months and wages. Information was also obtained about relations between the company and the state, economic indicators of the company's performance as well as of the company's

Figure 2.5



needs with regard to consulting services and expert training. The findings suggest that women's involvement in entrepreneurial activities is insufficient, and that Ukrainian society is not making full use of their potential.

Men control three times as many companies as women (66 per cent and 22 per cent respectively). The results also show a clear pattern; the larger the company, the less likely it is to be controlled by a woman.

### Women control a quarter of small businesses

Women constitute 38 per cent of the self-employed. They also control a quarter of small businesses (26 per cent) and a sixth of medium and large businesses (15 per cent and 14 per cent respectively).

As far as the concentration of entrepreneurial activity is concerned, the majority of companies are small for both women and men (57 per cent for women entrepreneurs and 52 per cent for men).

At the same time, in comparison with men, there are significantly more women among the self-employed (a fifth of all women in business as compared to a tenth of all men in business).

Men, on the other hand, prevail among owners of medium companies (21 per cent as opposed to 14 per cent of women owners) and large companies (17 per cent and 12 per cent respectively).

Women are less independent in making managerial decisions than men, since, more frequently than men, they share proprietorship with other people.

Based on the survey results, we can assume that women, more often than men, begin their entrepreneurial activity from sole proprietorship (31 per cent and 24 per cent respectively). As for women-controlled corporations,

they are less likely to begin their operation as start-ups, but rather as spin-offs of state-owned enterprises or as privatized state companies – 45 per cent of women-controlled and 39 per cent of men-controlled companies are spin-offs of state-owned companies.

### Young women are more active than men in business

The survey revealed a tendency contrary to the common perception that young women are less active than men. In the under 25 age group, women who own small businesses appear slightly more active than men. This may be due to an earlier socialization of women as compared to men.

Between 25 and 39 years of age, women display less business and overall professional activity than men, due to the fact that this is the time when children need to be taken care of and that this responsibility is not equally shared between men and women in Ukraine. However, in the 49–54 age group women's business activity increases considerably in all areas.

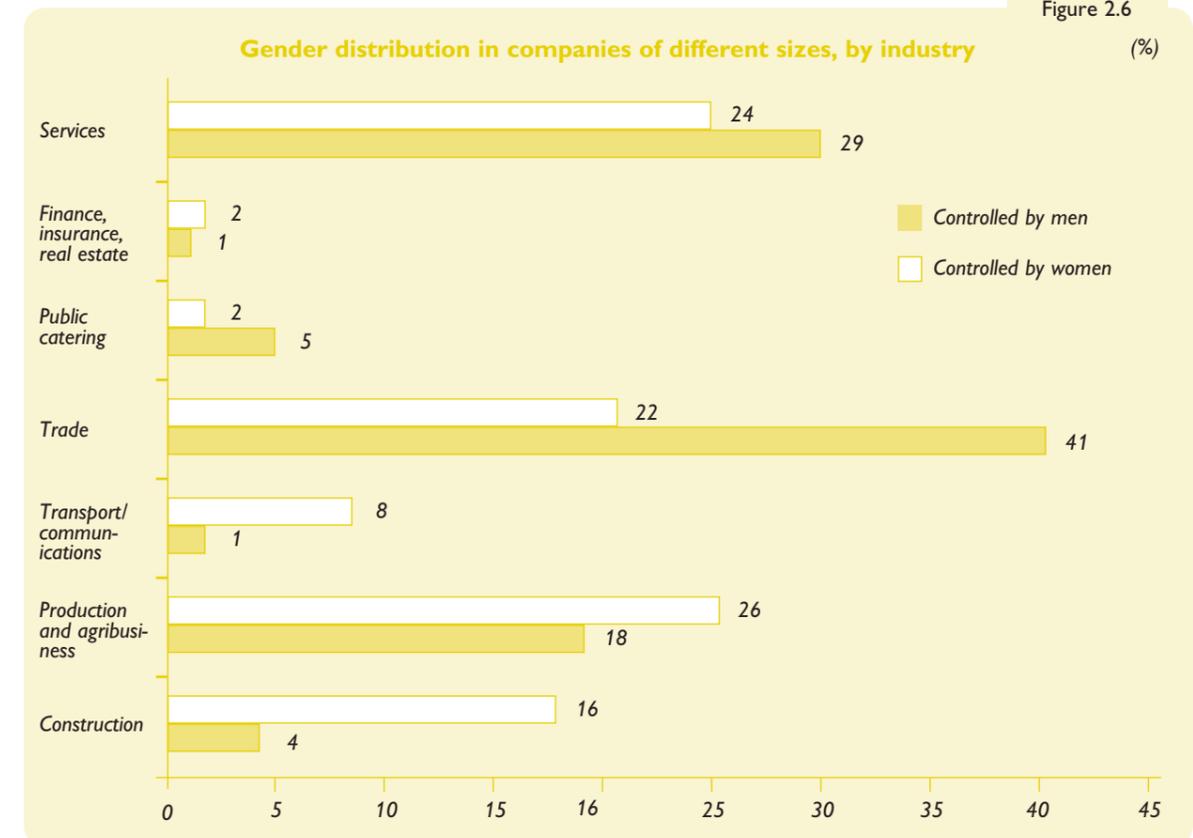
The most common areas of business for women in Ukraine are:

- Trade (40 per cent of women-controlled companies),
- Services (27 per cent), and
- Production and agribusiness (21 per cent).

Public catering enterprises comprise a very small share of companies controlled by women – only 5 per cent. Around the globe, this sector is traditionally favoured by female entrepreneurs, so there is a great deal of potential here.

An analysis of the number of work hours in women-controlled and men-controlled companies shows no significant gender-based variations. On average, the working week is 41 hours for both types of companies. However, there are gender differences in the use of

Figure 2.6



unpaid leave, which is essentially a method of 'hiding' unemployment. Small- and medium-sized men-controlled companies tend to send their workers on unpaid leave more often. Apparently, female business owners pursue a more 'lenient' human resources policy.

### Men employ fewer women

Survey data shows that women consistently represent a larger part of the human resources in companies controlled by women; female labour resources are used almost twice as often in companies of various sizes controlled by women.

### Women are less optimistic in their business predictions

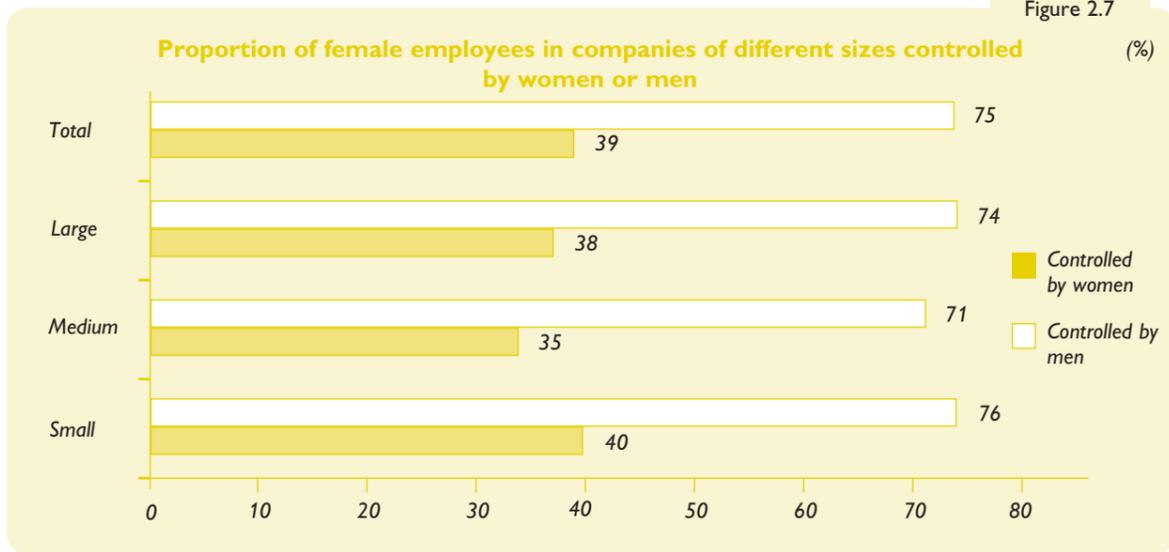
In analyzing company efficiency in terms of sales volume during the six months preceding the survey, we can state that medium enterprises controlled by women appear to be slightly more efficient in this regard than those controlled by men. No significant gender-based variations are observed in other areas of business. Men-controlled companies make more optimistic predictions about their economic activity for the next six month period. The anticipated sales index is 19 for men-con-

trolled companies and 9 for women-controlled companies. The only exception is companies controlled by women in the financial services sector, the anticipated sales index in this area of business reaching 44 for women-controlled companies, as compared to 21 for men-controlled companies. With regard to actual profit, an insignificant number of entrepreneurs reported that it had increased, with no gender variations found in this aspect.

### Women-led companies pay salaries more regularly

Women-controlled companies find themselves less often in a situation where they are not able to pay wages to their employees. In 2001, 78 per cent of women-controlled companies and 69 per cent of men-controlled companies reported no wage arrears. Survey data indicates no gender variations in the practice of paying wages in-kind. Thus, 91 per cent of small enterprises controlled by women and 92 per cent of small companies controlled by men do not use this form of payment. In medium businesses, paying wages in-kind is not practiced by 73 per cent of women-controlled and 70 per cent of men-controlled companies, while in large businesses the figures are 72 per cent and 75 per cent, respectively.

Figure 2.7



In small businesses, men-controlled companies appeared to be slightly more successful than companies controlled by women in export activity, 13 per cent of the former and 8 per cent of the latter exporting their products and services. In the large business sector, the situation is different; with the proportion of large women-controlled enterprises exporting more than 70 per cent of their products twice the size of the respective proportion of men-controlled companies.

The policy of investing in production upgrades appears to be even with regard to gender, with the exception of medium enterprises controlled by women: 69% of all such enterprises made investments into production

upgrades, as compared to 56% of men-controlled medium companies. In doing so, female entrepreneurs tend to pursue a long-term result-oriented strategy instead of aiming for quick profit.

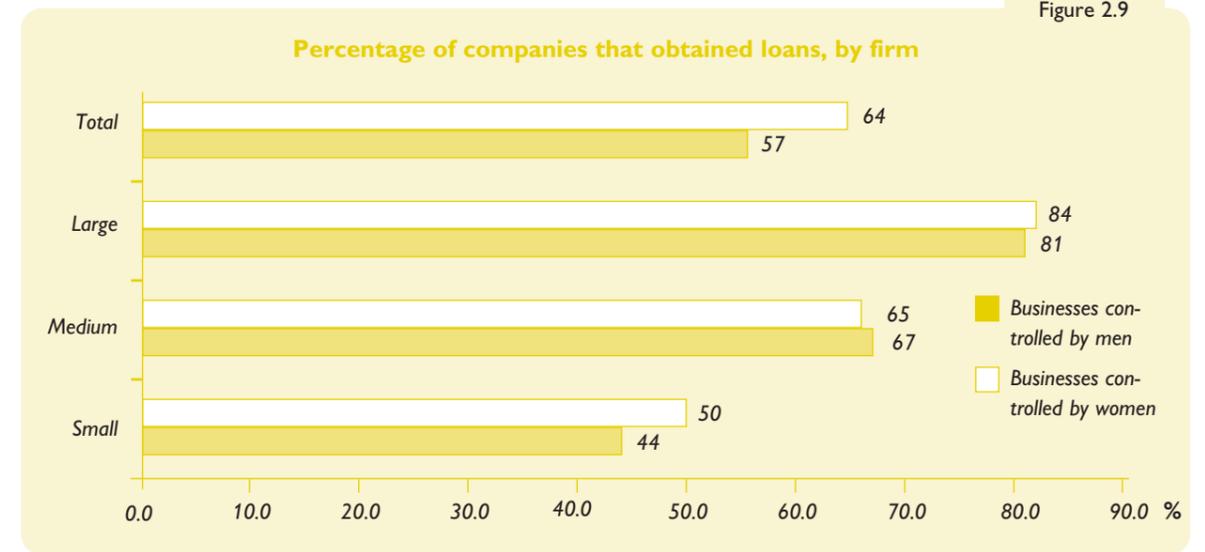
**Businessmen have fewer privileges but easier access to loans**

Female proprietors appear to enjoy more privileges in obtaining trade credit as compared to men. To get credit, a down payment is required from men-controlled companies more often than from those controlled by women (41% of the former and 33%

Figure 2.8



Figure 2.9



of the latter made a down payment, when applying for credit).

Between one half and one third of female entrepreneurs have never applied for a loan because they did not need one. The second most often cited reason was the high loan interest rates: almost every sixth female entrepreneur pointed to the stringent collateral requirements. Apparently, credit policy should be more liberal.

Survey data demonstrates that, in 2001, 18 per cent of women-controlled and 22 per cent of men-controlled companies attempted to apply for a bank loan. Men were generally more successful: 64 per cent of those applying for a loan obtained one, in contrast to 57 per

cent of women. If the aim is to promote female entrepreneurship there may be a need for changes in credit policies.

**Businesswomen do not like strategic planning**

Women-controlled companies develop business plans or conduct marketing research considerably less often than enterprises controlled by men (regardless of firm size). Therefore, more emphasis should be placed on improving skills of female managers in the sector of small and medium business.

In 2001, only 3% of small, 10% of medium, and 15% of large companies reported that they had received training

Table 2.7

**Use of business planning tools by men and women, by type of firm**

Activity	Controlled by	Self-employed	Small	Medium	Large
Business Plan Development	Women	18,2	20,5	12,9	12,9
	Men	81,8	65,4	58,5	54,8
Marketing Plan Development	Women	18,2	18,2	14,1	11,4
	Men	81,8	72,0	63,6	57,4
Marketing Research	Women	33,3	18,4	17,3	13,3
	Men	66,7	72,1	61,4	57,4
Developing Applications for Financial Resources	Women	0,0	19,5	17,3	13,3
	Men	100,0	64,6	56,2	55,8
Working With Business Consultants on a Fee Basis	Women	100,0	24,7	14,1	13,6
	Men	0,0	61,1	67,9	61,8

Table 2.8

**Activities to improve professional skills of staff, by company size (%)**

Activity	Controlled by	Self-employed	Small	Medium	Large
Training	Women	60,0	19,1	13,7	13,7
	Men	40,0	67,0	62,2	59,7
Consultations	Women	60,0	22,3	15,9	13,2
	Men	40,0	66,2	64,3	58,3

in various aspects of business operations and management. It is important to note that self-employed women complete professional training courses and receive consultations more often. However, the situation in companies controlled by women is opposite – the larger the company, the less training or consulting work is provided.

**Female entrepreneurs believe in business networks...**

Women-controlled companies more often become members of business associations than men-controlled businesses.

This is perfectly logical, since more women than men stressed the benefits of association membership.

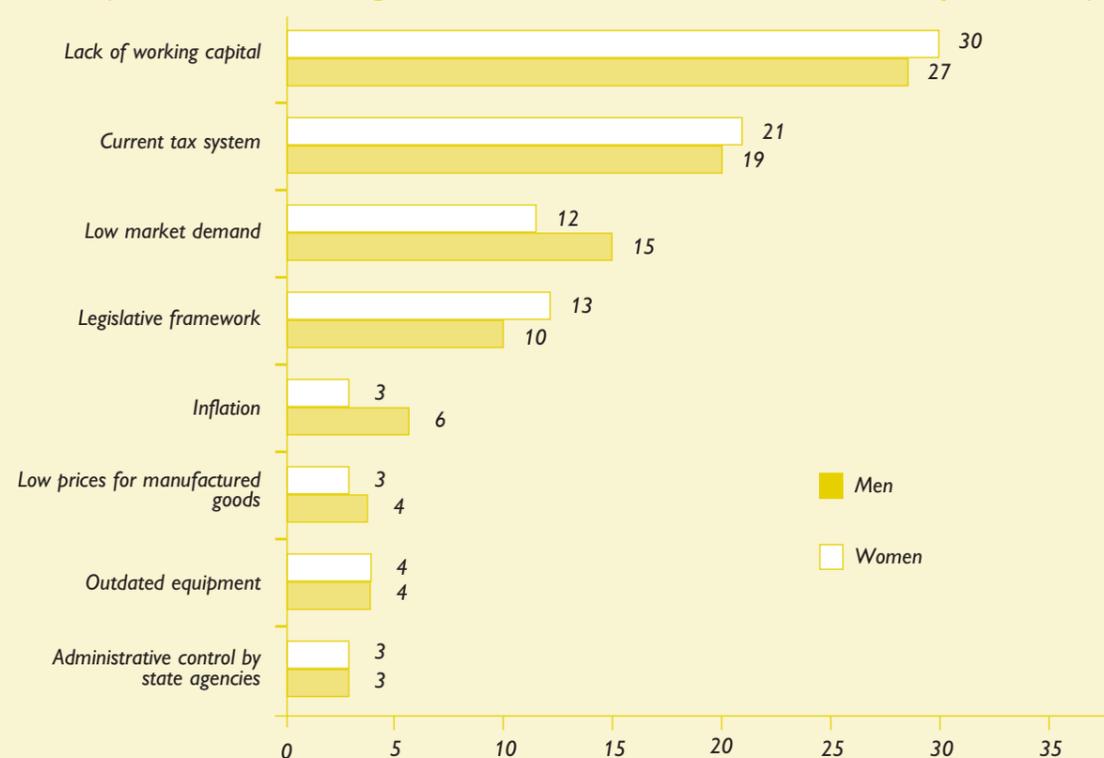
**...but are less exposed to the Internet**

Only 14% of women-controlled companies and 28% of men-controlled companies used the Internet in their day-to-day activities. This is barely enough but, taking into account that only 1.5% of Ukraine's general population have access to the Internet, we may call this situation adequate for the existing conditions in society.

**Men and women face the same problems in business**

In the course of the survey, respondents were asked to select one key obstacle to the growth of their business. They were given a list to choose from. The results show

Figure 2.10

**Major obstacles to running a business for women and men controlled companies<sup>1</sup> (%)**

**Use of the internet by women and men entrepreneurs**

Since 2000, the USAID-supported project on business development, BIZPRO, has conducted a gender survey on entrepreneurship in Ukraine. One of the new areas explored during the 2001 survey of business in Ukraine is the use of the Internet. A series of questions were asked about aspects including the use of the Internet, access to the Internet, frequency of use and goals companies want to achieve by using the Internet.

14% percent of women-controlled and 28% of men-controlled companies used the Internet for business purposes in 2001. In women-controlled businesses, the Internet is most often used at larger enterprises and less often used at smaller companies. Among respondents, more than 10% of companies controlled by women, and 20% of companies controlled by men, said they used the Internet on a daily basis or several times a week.

Representatives of large private companies controlled by women make more extensive use of e-mail and web browsers in comparison with other large enterprises.

Table 2.9

**Use of the internet - percentage of companies managed by women and men**

		Female users	Total users	% users	Male users	Total users	% users
Size of company	Self employed	3	200	1.5	12	327	3.7
	Small	79	633	12.5	434	1617	26.8
	Medium	27	158	17.1	162	663	24.4
	Large	52	130	40.0	251	516	48.6
<b>Total</b>		<b>161</b>	<b>1121</b>	<b>14.4</b>	<b>859</b>	<b>3123</b>	<b>27.5</b>

no significant gender differences. The majority answered that it was a lack of working capital and actions/inaction on the part of government bodies (including existing legislation) that impeded further growth of their businesses.

The high ranking of the lack of working capital demonstrates how businesses approach growth opportunities on the one hand, and how they are unable to use these opportunities in view of their current capital structure on the other hand. Four other problems that were listed among the eight major ones are also directly tied to growth opportunities.

This survey conducted by the BIZPRO project has laid a foundation for more in-depth study of the status of women and men in business, which requires a special survey focusing on the social and psychological personality characteristics of female and male entrepreneurs.

## ■ Does Quality Family Life Depend on Gender?

Being the smallest social unit, the family is currently undergoing visible changes all over the globe. These changes are especially fast and revolutionary in countries like Ukraine which are themselves experiencing dramatic transformations.

Social and economic conditions in society have an impact on gender patterns in the family. In Ukraine these transformed gender relations in the families have even been seen to alter the financial well-being of a household.

Research conducted by experts at the Institute of Economic Forecasting at the National Academy of Sciences of Ukraine during 2001-2002 has revealed interesting findings. One of them is that the number of families headed by women, both in urban and rural areas, has increased. In cities more than 60 per cent of all families are now headed by women.

Another unexpected discovery is that young female-headed families demonstrate more successful strategies for economic survival. Does this mean that, contrary to paternalistic strategies that aim to protect women, there is actually a need for an opposite strategy for families headed by young men?

At the same time the study shows that the poorest families are those where the children only have one parent,

which in 89 out of 100 cases happens to be the mother! In any case, when planning family aid strategies, gender aspects must be taken into account.

An analysis of the modern household<sup>13</sup> in Ukraine shows three basic types of life strategies: market-orientated, traditional and impoverished. Families in the market-orientated group are characterized by access to considerable resources, prestigious professions, business connections and property. The main members of these families are market agents, employed in private and corporate organizations or in the shadow economy (where no incomes are declared or taxes are paid). These families have sufficient business connections to secure a considerable income.

Family members in the traditional category usually have regular jobs in state sector enterprises and organizations, occasionally earning extra money by means of their own subsidiary economy or requisite skills in demand. The traditional type of family is constantly fighting for survival and is 'defensive' in relation to the market economy.

The third category of family, the impoverished family, has neither resources useful to the market economy nor to the domestic economy. Its members have a small income and usually depend on social welfare without any guarantee of a minimum subsistence wage.

Unfortunately we lack statistics on the size of each of these categories and how many of them are headed by women or men. However, according to official statistics, 28.1 per cent of the population in Ukraine live in poverty (defined as 75 per cent of median equivalent expenditures).

Poverty is prevalent in families where women don't work outside the home because of child care responsibilities as well as in single parent families where households without fathers make up 88.5 per cent. (Table 2.10)

In 2002 the average Ukrainian family household consisted of 2.71 individuals, which is a decrease in comparison to 1998, when it consisted of 2.9 persons. During the last four years

Table 2.10

### Households with children without one or both parents, 2002<sup>15</sup>

	All households	Among them are those living in:			
		Urban areas			Rural areas
		Big cities	Small towns	All	
Number of households (in thousands)	17609,2	7024,9	5078,2	12103,1	5506,1
Households with children where one or both parents are absent (%)	10,4	12,9	10,9	12,0	6,9
Households with children where one or both parents are absent (thousands)	1839,1	905,6	551,9	1457,5	381,6
Households where children don't have (%):					
Mother	5,1	5,2	6,7	5,7	2,7
Father	88,5	88,6	86,3	87,7	91,4
Either parent (stay with relatives or other persons)	7,4	7,0	7,9	7,4	7,4

the birth rate has fallen from 1.19 to 1.13 (see the chapter on Health).

### Broken families are at risk

The divorce rate in Ukraine seems to be rising. In 2001 the number of marriages was 309,602 while the number of divorces 181,334. Statistics for the first six months of 2003 show that 87,000 marriages have been registered. During the same period 70,000 couples have divorced. If the trend in the second half of the year continues there will be almost as many divorces as marriages. The alteration of Ukrainian families seems to be following a similar trend to that in Europe and in the rest of the world. Here are some interesting facts about the situation in Japan:

"According to preliminary government statistics for 2002, the number of newborns hit a record low, the marriage rate declined, and couples divorcing reached a new all-time high. In the coming decades, this trio of long-term trends will almost certainly reshape the entire socio-economic landscape of Japan. In the future, the make up of the average Japanese family will be radically different from its recent predecessors."<sup>14</sup>

This 'trio' is something that will affect the Ukrainian household economy and the national socio-economic situation as well. Today it is evident that broken homes with children, single persons and families including pensioners and disabled people, are socially most at risk.

Families with children or other members in poor health, as well as employed people whose work is not in market demand, together with families with many children, also belong to this group. In low-income families, children and their guardians comprise 60 per cent of the number of all family members. On average poor families have two to three times more children than families that are financially secure.

### The responsibilities of women are growing

The head of the household is normally the person who has the largest income and thus makes the largest contribution to the family budget. In high-income families this is usually the man. However most families in Ukraine are headed by women. At the last count in

Table 2.11

### Differentiation of households by gender of the head of family (household) Years 2000-2002<sup>16</sup> (%)

	All households	Living in:			
		Urban areas			Rural areas
		Big cities	Small towns	All	
2000					
Men	46,6	39,3	48,7	43,6	53,4
Women	53,4	60,7	51,3	56,4	46,6
2001					
Men	45,9	39	48,5	43,3	52,4
Women	54,1	61	51,5	58,1	48,2
2002					
Men	45,2	37,7	48	41,9	52,4
Women	54,8	62,3	52	58,1	47,6

2002, households headed by women comprised 54.8 per cent of all households in Ukraine.

In urban areas the dominance of female-headed households was even higher, at 58.1 per cent (in big cities 62.3 per cent). Rural areas show a slightly different picture where a little over half of the families are headed by a male; 53.4 per cent in 2000 and 52.4 per cent in 2002. (Table 2.11)

The state of the household depends on the main members of the family. In 2000 the most significant contributor was occupied by families headed by men of employable age (30-59 years) – which corresponded on average to 28.0 per cent. Two years later, in 2002, the top rank was, on average, occupied by a woman of pensionable age (28.2 per cent).





An exception is constituted by families in large towns or cities, which are headed by women in the 30-55 age group. The proportion of such households is higher than those headed by men aged 30 to 59: 30.7 per cent against 23.0 per cent of all families in large towns or cities. (Table 2.12)

There are almost 1.38 times more families headed by women of retirement age than families headed by men of retirement age. Moreover, the proportion of such

families is higher in towns (x 2.1) and lower in villages (x 1.4). Among young urban dwellers, women aged 18 to 29 are more likely than men of the same age to head families (4.6 per cent versus 3.3 per cent according to 2002 statistics).

In rural areas this relationship is the opposite: 2.1 per cent of families are headed by women but 2.4 per cent by young men.

There is a visible trend towards fewer families being headed by men. The reasons for this need deeper analysis but one of the consequences is that women's importance in the household and their responsibility for the welfare of the family is growing.

### What do families earn and how?

The combined income structure of average families from 1990 to 2001 is characterized by the following trends:

- The proportion of work income has decreased gradually.

Table 2.12

### Differentiation of households by gender and age of the head of family (household) (%) 2000, 2002<sup>17</sup>

	All households	Living in:			
		Urban areas		Total	Rural areas
		Big cities	Small towns		
<b>2000</b>					
<b>Number of households:</b>					
<b>in thousands</b>	17 679,6	6 720,1	5 451,4	12 171,5	5 508,1
<b>%</b>	100	100	100	100	100
<b>Households headed by men aged:</b>					
18 - 29	2,7	2,3	4,0	3,1	2,0
30 - 59	28,0	23,9	30,5	26,9	30,5
60 plus	15,9	13,1	14,2	13,6	20,9
<b>Households headed by women aged:</b>					
18 - 29	3,2	4,3	3,4	3,9	1,5
30 - 54	23,4	31,5	23,3	27,7	13,6
55 plus	26,8	24,9	24,6	24,8	31,5
<b>2002</b>					
<b>Number of households:</b>					
<b>in thousands</b>	17 609, 2	7 024,9	5 078,2	12 103,1	5 506,1
<b>%</b>	100	100	100	100	100
<b>Households headed by men aged:</b>					
18 - 29	2,5	3,5	3,2	3,3	2,4
30 - 59	26,4	23,0	29,0	25,5	29,4
60 plus	16,0	11,2	15,8	13,1	20
<b>Households headed by women aged:</b>					
18 - 29	3,9	5,6	3,1	4,6	2,1
30 - 54	23,0	30,7	20,8	26,6	14,3
55 plus	28,2	26,0	28,1	26,9	31,0

Table 2.13

### Comparison of combined average indices of incomes, expenditures and resources of households depending on age and gender of the head of the household, 2002<sup>18</sup>

(average per one household, hryvnia.) (%)

2000	All households	Households headed by					
		Men aged			Women aged		
		18 - 29	30 - 59	60 plus	18 - 29	30 - 54	55 plus
Monetary spending on basics	498,7	577,6	593,4	425,3	577,0	594,3	355,9
Monetary spending	551,6	655,6	655,1	491,7	628,1	641,2	395,4
Combined spending	610,7	653,3	728,2	566,8	641,0	687,2	455,3
Monetary income	486,6	484,7	590,1	453,1	553,6	546,2	341,9
Combined resources	608,1	681,2	739,0	587,3	638,7	665,5	439,7
Combined spending exceeding resources in 2002, %	8,2	8,4	5,9	4,8	9,5	11,2	10,6
Monetary spending exceeding resources in 2002, %	13,3	12,1	11,0	8,5	13,4	17,4	15,7
Combined spending exceeding resources in 2001, %	16,6	9,8	14,2	15,0	24,8	16,6	21,0
Monetary spending exceeding resources in 2001, %	24,8	14,7	22,2	23,4	32,1	24,5	30,8

- The proportion of social benefits (pensions, grants, credit assistance, as well as other forms of payments) has grown, together with income from personal subsidiary economies as well as income from other sources.

- The proportion of remuneration for work in state, co-operative and private sectors decreased from 67.5 per cent in 1990 to 36.7 per cent in 1999. In 2001 it started to grow again, reaching a level of 46 per cent in 2002.

A specific feature in the formation of combined family incomes in conditions of transformation to a market economy has become the accelerated growth of family small-holdings (from 10.2 to 26.33 per cent in 1999 and 15.3 per cent in 2002). The income from other sources of combined family income has gradually grown from 8.9 per cent in 1990 to 18 per cent in 1998.

In recent years, thanks to improved statistical information, it has been possible to determine family income from other sources during the period 1999-2002.

Parents helping their grown-up children make up for a considerable proportion (8-9 per cent) of the total family incomes. Savings, loans and the return of household debts make up for 2.9-5.9 per cent of the combined resources.

A new source of household income has appeared – income from property ownership (1.1–2.0 per cent). This figure includes income from the sale of private

and family property, real estate, share dividends, securities, savings interest and income from renting out property.

### Formal and informal incomes

According to a study made by the Council of Research into Productive Resources of the National Academy of Sciences of Ukraine, the number of persons employed in the informal (shadow) sector is between 2.6 and 4.4 millions, which amounts to 12-20 per cent of all employed. It is possible to speculate that approximately 8-14 per cent of all families have members employed in the shadow economy, which is neither controlled by the authorities nor a source of state income in the form of taxes.

Analyses of household budgets have revealed that for all families combined resources in the shape of income from the formal economy are, on average, 15-25 per cent less than the combined expenditures. The gap can be explained by the unofficial incomes. Those who were interviewed however, did not wish to give further information on this.

Current trends show an average increase in combined spending of combined household resources by 22 per cent from 1999-2001 and by 16.6 per cent in 2002: although, unofficially, the incomes total almost a third of the official working wage. Therefore, for the major-

ity of the population income from other sources has now become more attractive compared to a regular working income.

Due to this it is no longer possible to understand the financial situations in households solely on the basis of income. Instead researchers and statisticians have acknowledged indices of combined spending as the most accurate assessment of family prosperity.

The difference between money spent and income for all households was 24 per cent from 1999 to 2000, and 13 per cent in 2002. The majority of the Ukrainian population has undeclared income in natural as well as monetary form. In 2000 ninety eight per cent (!) of the population had undeclared income; in 2001 this share decreased to 82 per cent and in 2002 to 61 per cent. This is connected with economic stabilisation of the consumer market but also is a result of new laws which requires that employees pay tax even on a minimum salary.

### Do women or men earn more?

When comparing income, resources and expenditure of families headed by men and women, it becomes evident that male-headed families generally have a higher income. But if current family expenditure is taken as an indicator of family welfare one can see that for women-headed households, the combined per capita expenditure is higher than in families headed by a man. However, this difference in 2002 diminished in comparison to 2001. The conclusion is that the incomes and expenditures of female- and male-headed families have become more similar (Table 2.13).

Undeclared income in households headed by women is also higher. Women tend to adapt faster to changes in society: they seem to be more willing to change work to secure an income, whether this is of a permanent or temporary character. These coping strategies are often based on the need to provide for children.

Another possible explanation of the income gap could be that the number of family members is lower in women-headed families. Unfortunately, this is not illustrated by the available statistics.

When we look at the figures for combined income and expenditure for men and for women we see that young families headed not only by women but also by men are in need of social benefits. Young families with children are, in general, more vulnerable because of low monthly salaries. Often the family depends on only one income since one of the parents, usually the mother, stays at home while the children are young.

An analysis of the monetary incomes and the combined resources of the family demonstrate that in families headed by women of working age (from 18 to 55) there are more monetary as well as combined resources per family member than in the same type of families headed by men of working age (from 18 to 59). In families above the pension age the situation is reverse; here, male-headed families have more resources than those headed by females (Table 2.14)

### How do families spend their money?

Available statistics show that the picture has changed quite dramatically during the period from 1995 to 2002.

Table 2.14

Income, resources and expenditures of families in 2002<sup>19</sup>  
(in hryvnia per person) (%)

	All households	Households headed by					
		Men aged			Women aged		
		18 - 29	30 - 59	60 plus	18 - 29	30 - 54	55 plus
Salary and income from business activity	103,2	159,8	128,9	41,5	138,7	134,1	54,5
Monetary income	179,6	208,1	176,7	178,4	195,6	183,9	171,0
Non-monetary income	35,7	23,7	34,0	47,2	20,5	28,2	43,1
Combined income	215,2	231,8	210,7	225,6	216,1	212,1	214,0
Use of savings or returned debts	9,2	10,6	10,6	5,7	9,5	12,0	5,8
Combined resources	224,4	242,4	221,3	231,2	225,7	224,1	219,8
Monetary expenditures	203,5	233,3	196,1	193,6	221,9	216,0	197,7
Combined expenditures	225,1	232,5	218,0	223,1	226,5	231,3	227,7

Table 2.15

Structure of combined family expenditures<sup>20</sup> (%)

	1990	1995	1996	1997	1998	1999	2000	2001	2002
<b>Combined expenditures spent on :</b>	<b>100</b>								
Food	35,5	58,3	62,2	57,7	59,4	68,1	67,9	65,4	61,7
Goods (other than food)	31,4	16,7	14,8	16,6	15,9	12,0	11,0	11,6	19,8
Payments for services - specifically:	8,0	8,3	10,1	12,6	13,1	16,5	14,4	16,7	11,3
- housing									
- municipal services	2,6	4,1	5,8	7,0	6,8	8,6	6,9	9,0	9,2
- privileges received						3,7	3,1	2,7	2,5
Taxes, other payments	7,2	3,8	3,8	4,3	4,7	-	-	-	-
Other expenditures	6,5	8,8	7,4	7,9	7,5	2,5	5,6	4,3	4,7
Savings	11,4	4,1	1,7	0,9	-0,6	0,9	1,1	2,0	2,5

In 1995 the average household spent 43.1 per cent of its income on food. Seven years later the figure had risen to 55.8 per cent (it was even higher – 58.1 per cent - in 2001). Consequently a significantly lower share of the family resources are being spent on non-consumable goods (14.2 per cent in 2001, which grew in 2002 to 21.9 per cent). Also worth noting is that the share of taxes remains at a level of 6-7 per cent while monetary aid to relatives has grown from 1.5 per cent to 2.5 per cent. Expenditure started to grow during 1999-2002, reaching 2.9 per cent of monetary spending on the following: property purchase, housing construction and building development, shares, bonds, hard currency and bank deposits. (Tables 2.15, 2.16)

The structure of monetary spending during the period 1995-2002 testifies that spending on food comprises the highest proportion: 43.1 - 54.5 per cent, while it continues to decrease for non-consumables.

### Family poverty through the gender lens: is there a way out?

The majority of families in Ukraine face a troublesome reality. For some groups the risks of becoming poor, or very poor, are very high.

Single parent headed families with young children, especially those with mentally disabled children, are considered to be families at greater risk; 70 per cent of these households are headed by a single mother. The same is true for single women taking care of an elderly family member - 90 per cent of these households are women-headed, and for families with many children, 80 per cent of these are female-headed.

Poverty is directly connected with the number of children under 18 even if these families have two parents. If the level of poverty among families with one child is 29.5 per cent, with two children the share reaches 35.9 per

cent, and with three 47.0 per cent. For families with four children the figure jumps to 64.1 per cent while with five and more it rises to 88.7 per cent. The situation is especially acute for families with children under the age of three where the level of poverty is 44.1 per cent.<sup>22</sup>

Pensioners are another group at social risk. The level of poverty for the household headed by a person older than 70 years is 20.9 per cent. Also worth mentioning is the fact that every fifth household is a family of elderly people, most of which do not have enough money for housing and medicine. There is a need for a deeper investigation into the situation of the aging population. How do the elderly, the majority being women, cope with these rapid changes in society?

Another factor contributing to the risk of poverty among women is their low wages, especially in the women-dominated professions and workplaces (read more about the gender wages gap in the chapter 'Women and Men in the Labour Market').

During recent years the Government has taken steps towards creating equal opportunities for women and men. So far the work has concentrated on solving social problems like childcare provision and introducing 11 types of subsidies and benefits. Most of these are directed at women and children (benefits for pregnancy and delivery, for children under 18; for poor families and single mothers, families with many children, for those taking care of a handicapped child etc).

At the same time women remain less competitive in the labour market because of their double and sometimes triple burden (see also chapter on 'Gender Imbalance in Rural Areas') connected with family and household duties, which are not shared equally between women and men.

Table 2.16

Structure of cash family expenditures<sup>21</sup>

(%)

	1995	1996	1997	1998	1999	2000	2001	2002
<b>Cash spending on:</b>	100	100	100	100	100	100	100	100
Food	43,1	40,8	38,6	40,2	59,0	60,9	58,1	54,5
Alcohol	1,3	1,2	1,2	1,2	2,0	1,8	1,7	1,8
Goods (other than food)	27,5	24,9	25,8	23,9	16,3	14,3	14,2	21,9
Housing and municipal services	6,7	9,8	10,3	9,7	7,8	6,0	8,5	8,7
Other services	7,2	8,0	8,9	9,5	9,7	8,9	8,7	3,5
Taxes, other payments	6,2	6,5	6,3	6,7	0,2	0,9	0,2	0,1
Help to relatives and other persons	4,8	5,0	5,3	5,0	1,5	1,8	2,1	2,5
Savings					1,2	1,4	2,4	2,9
Other expenditures	3,2	3,8	3,6	3,8	2,3	4,0	4,1	4,2

There is a need for awareness raising among women as well as men on the importance of sharing both professional and family responsibilities. Not only because in terms of fairness but also as a way to strengthen relationships and lower the level of tension (read more in the chapter on 'Gender Based Violence').

New family legislation has already changed the focus from only supporting mothers with children to supporting young families with children. A logical step in the future would be to develop practical measures for real support to these young families – by providing them with long term housing loans, tax privileges, creating opportunities for family entrepreneurship or other such steps. These must be developed by the government and based on gender analyses so that they help promote gender equality.

The rapid growth of the number of divorces may lead to a situation where only every fourth or fifth family will survive. Why is this happening? What are the consequences for women and for men?

Divorce can affect the health of everyone in the family, children as well as parents. It can also have financial consequences. How are these divided between the family members? Is any party being discriminated? What about the legal situation? Do the laws protect men and women equally? There are many questions and they all need to be answered.

Maria Sokolyk, PhD in Economics, leading researcher of the Institute of Economic Prognosis of the National Academy of Sciences, was responsible for most of the research in this chapter. She cites several measures necessary for the promotion of the situation facing families

in Ukraine: equal and fair pay, gender equality and support to both elderly persons and young families are the most important.

## Gender Imbalance in Rural Areas

Working the land in the agricultural sector has always meant hard work for both men and women. In practice women have often carried the heaviest burdens. Extensive research shows that life for rural women in Ukraine has often been no better than that of slaves.

The post-Soviet period has not led to any substantial improvement in working conditions. In fact life has often become even harder since services that were provided by the collective farms no longer exist. The new cooperatives and commercial enterprises that were established after land reform cannot afford the childcare, medical facilities and cultural activities that used to be in place. The same goes for infrastructure like building and maintenance of roads. The conditions for people working on these enterprises are probably better than for those who are working on their own as private farmers. This however needs to be investigated.

On private farms, which usually consist only of the small land plots that were given to the adult population in the agricultural sector, the situation for women has become increasingly difficult. They work even harder than before, cultivating their smallholdings by hand, without

the help of any machines. Since approximately 65 per cent of the agricultural production in this country comes from these individual land plots this is the daily reality for a large number of people, mainly women.

### The first gender study in the agricultural sector

A social survey among 65,000 people, conducted by the Academy of Agrarian Science in the mid 1990s revealed large gender differences in the agricultural sector. It showed that the burden of hard physical labour was almost entirely borne by women, who constituted 85 per cent of the rural population occupied in plant cultivation. In livestock rearing the share of women was even larger. Women made up:

- 95.7 per cent of the milkers
- 86.9 per cent of the calf herders
- 86.9 per cent of the pig herders

Men worked as drivers, took care of the horses and had the responsibility for technical equipment. Even though they also worked hard, the main part of agricultural production was, and still is, in the hands of women and therefore the greater part of the gross domestic product of the rural economy is generated by female labour.

In order to get a true picture of women's conditions in the rural areas, 147 villages and towns all around Ukraine were covered by a major study conducted 1995–1996. To prevent the managers from intervening and to create an atmosphere of trust, the researcher usually arrived in disguise, dressed as an ordinary country woman. The interviews were done in the fields and barns, in the midst of the women's work.

The response was overwhelming. 97.5 per cent of the questions were answered – these covered a broad range of issues, of a personal as well as a practical nature.

For example, what were their expectations before they got married? How many children did they plan, and how many did they eventually give birth to? Were they satisfied with the social behaviour of their husbands? How much time did they spend at the collective farm compared to their private plot? What would need to be changed in order to improve the situation?

Based on the results, which revealed extremely hard working conditions for women, the Institute of Agrarian Science developed proposals for the improvement of the situation. One of the suggestions was the right for certain categories of rural women to go on pension leave at the age of 50, instead of 55. This was met with



considerable resistance from power structures in the regions but in 1996 the Parliament adopted a new pension law stating that women in the agricultural areas who had been driving tractors, milking cows or tending to pigs were allowed to retire at the age of 50. Some categories of men, such as tractor and combine machine drivers also benefited from this governmental decision.

### A silent female revolt

When women, who made up 85-90 per cent of the workforce, used this new opportunity to retire with a pension, their value was immediately demonstrated. Suddenly there was an acute shortage of labour. It became clear that women were not only necessary in the agricultural sector, they were, in fact, indispensable.

When the collective farms were closed the land was divided equally between the men and women who worked on them. No land was given to children, which is a root of a new set of problems. Every year 200,000 students leave school in rural areas. An increasing number see no future for themselves in the villages; they pack their bags and leave to work in the shadow economy in the urban areas.

The gender division shows that the share of young women leaving rural areas is 1.5 times higher than the share of men. In fact we are seeing a 'woman-drain', a silent female revolt.

The differences that used to exist between rural and urban areas are getting smaller when it comes to the divorce rate (which used to be rarer) and the number of children born (which used to be higher).

Because of the gender difference in life expectancy, the fact that the average man dies more than ten years ear-

lier than the average women, the share of old women living alone is already high in the rural areas. The level of help that they can receive through local authorities is very low and the situation already critical. If nothing is done it will get worse.

The lack of demographically active people is a serious problem in the rural areas, with a considerable gender factor attached to it. It needs to be addressed.

### Poor social structures affect women more

The quality of life both in urban and rural areas is determined by the level of public access to social services and resources as well as by how adequately these provide for the basic needs of the population.

Although the provision of housing amenities between 1995 and 2001 in both urban and rural areas improved, generally living standards are five to ten times lower in rural areas.

The differences are great in almost every aspect. The quality of roads, the share of households with access to electricity and running water, the number of washing machines, good quality education, childcare and medical facilities – no matter what is measured; standards are lower in rural areas. The same goes for social services like shops, cultural activities and public transportation. When all this is summed up the differences turn out to be huge.

They also affect women more than men since housework is still thought to be a woman's job. With no washing machines, often not even running water, the burden of daily housework is heavy.

### Women carry a tripled burden

Women in the villages actually carry a tripled burden. First they work in the cooperative or another agricultural enterprise where they are employed, then they cultivate their private land plot and finally they have to do the housework and take care of the children.

The traditional and patriarchal male attitude towards women is the root of a very high level of gender inequality in rural areas.

As the table below shows, the time spent on household duties like washing, sewing, clothing and footwear maintenance is 14 times longer for women than for men during the week and 12 times longer at the weekend. The average working day for women is 16 hours. When compared to women, men in rural households can be described as a privileged caste and women as slaves. (Table 2.17)

The gender imbalance is most obvious in child-rearing. During the day a rural woman has only 16 minutes to spend with her children. She simply has not got the time to raise them properly. As for the men they have practically nothing to do with their children. According to the survey they spend only five minutes with their children during the week and nine minutes during the weekend. This means that childcare and the upbringing of children becomes the responsibility of the children themselves.

### Only one in ten feels healthy

The study also shows that anxiety affects the state of women's health. Only 10.9 per cent of the women in the agrarian sector workers feel healthy. Half of them

Table 2.17

#### Time spent by rural women and men on running a household<sup>23</sup>

(Hours–Minutes)

Indices	Men		Women	
	Working day	Weekend	Working day	Weekend
Average time spent on running a household by one able person per day	0-47	1-47	3-47	6-01
Housework including:	0-35	1-07	3-17	4-58
Cooking	0-09	0-13	1-40	2-15
Taking care of premises, furniture, domestic appliances	0-04	0-14	0-29	0-53
Laundry, sewing, clothing and footwear maintenance	0-03	0-05	0-43	1-03
Taking care of children	0-05	0-09	0-16	0-31
Other domestic work	0-14	0-26	0-07	0-16
Shopping and using services	0-12	0-40	0-30	1-03

Table 2.18

#### Statistical data on the number of women and men who received land ownership<sup>24</sup>

Chornofedorivka village, Poltava oblast

Age groups	Women and men together	Percentage within age groups	Number of women	% of women in total	Number of men	% of men	% of women of total No. women
Under 30	59	10,1	16	2,7	43	7,3	5,0
Aged 31-55	167	28,6	94	16,1	16,1	12,5	29,7
Over 55	358	61,3	207	35,4	35,4	25,9	65,3
<b>Altogether:</b>	<b>584</b>	<b>100</b>	<b>317</b>	<b>54,3</b>	<b>54,3</b>	<b>45,7</b>	<b>100</b>

believe that their health is adequate but every fourth woman is in a poor state of health.

There are no studies that show the state of men's health. This needs to be researched. The same goes for other social conditions. Statistics show that the level of unemployment among men is high and it is known that the use of alcohol has increased.

In order to really find out how work and living conditions in the agricultural sector have developed since the land reform the research done by the Academy of

Agrarian Science should not only be repeated; it should also include men. In this area, as in every other, there is a need for gender disaggregated data.

There are several reasons for poor health. One is ecological problems, connected to pollution and the aftermath of the Chernobyl catastrophe. Another is dissatisfactory working conditions, linked with the low level of mechanisation. Up to 80 per cent of the machines used in the former collective farms are worn out. New ones are expensive to buy and hard to find spare parts for.

In the private smallholdings, working conditions are even more primitive since practically all the work is done manually.

The poor quality of public, medical and social service provisions are among the most important causes of health problems in rural areas. It is known that improved work conditions have positive health effects. When the development is reversed, health deteriorates.

Poor access to medical services is one of the major problems. Earlier there were medical access points in all the villages. Since the standards were not satisfactory the decision was taken at national level to close them. Instead fewer, but better, medical facilities would be provided.

In reality this has not improved the situation. Due to the burden of work and lack of time women cannot find the time to visit these medical centres. And even if they had the time, the problem with transport remains to be solved. The truth of the matter is that poor medical service has been replaced with no medical service.

The improvement of medical services in rural areas should be a top-ranking priority and a primary task in the social agenda of the nation.

#### Gender aspects of land ownership in Poltava oblast

In the village of Chornofedorivka only a few women under 30 applied to the Department of Land Resources to receive private ownership of land. The reason for this is that they do not want to stay in the village. This is an example of how young women are protesting against the miserable infrastructure and living conditions which do not provide opportunities for self fulfilment.

As a consequence, the village population is getting older. The majority of land-owners are now women over 55, most of them without the resources to take care of the land and with insufficient information to profit from their land ownership.

The Union of Rural Women NGO with its Gender Information Centres in the Zin'kiv district of Poltava oblast and other oblasts of Ukraine, provides women and men not only with information on new ways of farming but also on the opportunities connected with gender equality in all spheres of life as a tool for social development in the villages.

These rural information centres were founded between 1999 – 2001 with the support of the UNDP Gender in Development Programme.

### Rural women and men in public office

Country women in Ukraine are effectively deprived of the basic luxury of free time. Due to the pressures of work the majority of women – 81.4 per cent - do not have the time or inclination to perform public duties. Even so, the proportion of women is quite high in village councils, in some areas as high as 50 per cent. On the other hand, the representation of women in the new enterprises that have been formed in the agricultural sector is extremely low.

In 2002 the State Committee of Statistics calculated men's and women's positions at management level in different sectors of the economy. In industry 79.8 per cent of the executives were men and 20.2 per cent women. In agriculture however, also after the land reform, the share of women in top positions is only 9.5 per cent, lower than in any other area of the labour market.

The main source of monetary and natural resources of the rural population turns out to be rural dwellers' own land, which is the domain of heavy, manual, female labour. The main proportion of rural dwellers involved in subsistence farming turns out to be unpaid members of the family (usually women). Even though they themselves do not receive a wage, the consumer value of the goods they produce is expressed in the additional value to the gross domestic product. Thus, thanks to female labour, rural subsistence farming turns out to be the main source of survival for the rural population and rural women the main production force within it.

Research shows that the imbalance between urban and rural areas and the increased gender imbalance associated with this is not a new phenomenon. It has deep historical roots. The silent 'female revolt' (the migratory drain of young women) in Ukrainian villages continues to the present day. It is caused by low living standards, the heavy burden on women and gender inequality.



## 3. Gender Aspects of Social Problems

### ■ Migration and Human Trafficking

Since the break-up of the Soviet Union key-changes have taken place in Ukraine regarding migration. The former USSR administrative borders have become national borders, necessitating exact delimitation and higher control. Freedom of movement was granted to Ukrainian citizens, therefore a greater number of people cross these newly established borders. Migration flows to and from Ukraine have been unstable since the country acquired its independence in 1991; they react

swiftly to the changing economic and political landscape in the region. Three main migration patterns can be observed in Ukraine. The first trend is the repatriation flows, which occur in the region, such as the return of Ukrainian nationals to Ukraine from other former soviet republics<sup>25</sup>. However, this migration tendency is decreasing every year<sup>26</sup>. Another trend is the migration to Ukraine (legal or illegal) from developing countries, including refugees. In these cases, migrants often use

Ukraine as a transit country on their way to countries of the European Union (EU) or other western countries<sup>27</sup>. Finally, there is a strong push factor for Ukrainian citizens to migrate to western countries, temporarily or permanently<sup>28</sup>.

With the appearance of new migration patterns, Ukraine also had to face new migration challenges, such as: illegal migration and trafficking in human beings. When it comes to migration the main problem is, by far, trafficking. Today, Ukraine is one of the main countries of origin in Europe for the trafficking of women and children for the purposes of forced prostitution and sexual exploitation. Because of its geographical location and its socio-economic situation, Ukraine is a country of origin and/or transit for victims of trafficking and smuggled migrants.

### Trafficking in human beings: social aspects

Trafficking in human beings has taken on serious proportions in recent years and has become a modern migration challenge demanding a strong, comprehensive and coherent response from governments and the international community at large. It is estimated that globally as many as 800,000-900,000 men, women, and children are trafficked per year, the vast majority of victims being women and children<sup>29</sup>. Evidence suggests that Ukraine is one of the main countries of origin in Europe for the trafficking of women and children for the purpose of forced prostitution and sexual exploitation. The full scale of the practice remains relatively unknown, however, because most victims are unwilling, scared or unable to report to the authorities what has happened to them.

### Portrait of a typical victim of trafficking

Over time, through research and practical experience working with returned victims, the International Organization for Migration (IOM) in Kyiv has been able to identify common characteristics of victims of trafficking. Most victims of trafficking from Ukraine are female. There are few known cases of trafficking in men from Ukraine. The few cases of trafficking in men, which were handled by IOM, were cases of forced labour in different countries of destination, including: the Russian Federation, Turkey, the Czech Republic, Portugal and Spain. The relatively small number of reported cases of

male victims of trafficking may be related to the fact that most of the programmatic initiatives regarding trafficking in human beings have concentrated on trafficking in women, resulting in low awareness of the issue of trafficking in men and, therefore, fewer identified cases.

While the average victim of trafficking from Ukraine is typically female and between the ages of 22 and 27 years old<sup>30</sup>, a worrying trend is the increase in the relative numbers of minor victims of trafficking. In Ukraine while only 1 minor was assisted in 2001, 9 minors were assisted in 2002, and in just the first 4 months of 2003, IOM has already assisted 8 minor victims of trafficking. The majority of minors trafficked that have been assisted by IOM were between 16-17 years of age. And a significant proportion of these were boys.

The main countries of destination for minor victims of trafficking from Ukraine include Russia and countries within the former Yugoslavia, but IOM has also assisted minors coming back from Western Europe. Minors are trafficked for many of the same reasons as adult victims of trafficking: pornography, forced labour and other economic exploitation, participation in criminal activities, begging, and even organ removal. But the vast majority of victims are being trafficked for the purpose of forced prostitution and sexual exploitation. The IOM caseload in Ukraine clearly reflects this fact. And even when victims are trafficked for other purposes, sexual exploitation commonly occurs.

### Ukraine is one of the main countries of origin in Europe for the trafficking of women and children

Ukrainian women are predominantly motivated to migrate by economic reasons, although some interviewees cited better working conditions and perceived lack of discrimination against women as other major attractions of overseas employment<sup>31</sup>. The difficult socio-economic situation in Ukraine creates preconditions for exclusion of women from the "formal and regulated labour market"<sup>32</sup>. Many women have no legitimate job opportunities in Ukraine.

Facing difficult socio-economic conditions and massive unemployment, women from Ukraine seek unskilled, low wage employment abroad such as waitressing, housekeeping, au pairing and dancing.

*"I went abroad to be able to provide my son with the most necessary things. I understood that I couldn't do more than I can, but I strongly wanted to break away from poverty. So it was an effort, a desperate effort."*<sup>33</sup>

Many women are unaware of the conditions that await them in the country of destination; traffickers easily deceive these women with promises and offers of help

and services. Once firmly trapped within an illegal migration environment in the destination countries, these women become vulnerable to a range of abuses, including bonded labour and forced prostitution, threats against them and their families and deprivation of their earnings<sup>34</sup>. She is lured away from her home country by false promises of well-paid jobs abroad listed in newspapers, advertisements or simply spread by word-of-mouth.

The overwhelming majority of victims come from low-income families. These women often come from single parent families and are known to have dependants, including mothers, minor brothers or sisters, disabled fathers, and children<sup>35</sup>. The average victim usually possesses a low level of education, and sometimes has not completed secondary education<sup>36</sup>.

It is also worth mentioning that less than 30% of women assisted by IOM actually knew or intended to work in the sex industry before being trafficked. The vast majority of women were trafficked abroad under the pretext of false job offers and were leaving Ukraine with the intention of finding conventional employment. Nonetheless, as described in a "Snapshot of Trafficking Reality" below, no matter why a woman may have intended to travel abroad, all victims of trafficking suffer deplorable treatment at the hands of their traffickers.

### Portrait of a typical trafficker

Both men and women are fairly equally involved in this criminal business, ages range from 15 to 50 years old, and their educational background can be anything from incomplete secondary education to completion of higher education. Traffickers cannot be distinguished by nationality or ethnicity; persons identified as traffickers include Ukrainian nationals as well as everyone in the geographic vicinity: Russians, Kazakhs, Turks, Syrians, United Arab Emirates (UAE) nationals, Moldovans, Greeks, Hispanics, Italians, Czechs and Israelis<sup>37</sup>.

There are, however, two key characteristics, common to all identified traffickers. First, it seems obvious that no one is ever engaged individually in trafficking; they will always be part of some sort of criminal group<sup>38</sup>. Recruiting networks are well organised both at the national and the international level, and can include organisers, brothel keepers, pimps, assistants, recruiters and couriers<sup>39</sup>.

*"I was deported from Greece by train. At the very first stop, the traffickers came. They greeted me and said: "So what?*

*Get off the train! Would you like to go to the same owner? Or we can find you a new one."*

### A female trafficker may more easily establish relations of trust by exploiting traditional gender roles

These international networks are able to operate with relative impunity for a number of reasons such as: fear on the part of victims to speak out about their experience, inadequate legislation including absence of provisions to prosecute traffickers in some countries and lack of appropriate mechanisms to enforce existing legal provisions in others, as well as statutes that criminalize prostitution thereby making the victim vulnerable to prosecution.

Traffickers have vast economic resources and the corruption of officials is a commonly observed phenomenon that enables traffickers to act with total impunity.

*"We were afraid to go to the local police for help, since most policemen were clients of our "owner". Sometimes, some policemen would even threaten us."*

*"When crossing the Ukrainian border, they were asking everyone what was their destination and what was the purpose of their trip. However, no one asked me anything, not even my documents; even though it was obvious that I was a minor and that I was travelling with suspect older men. I was under the impression that the border patrol was already aware of what was happening and that everything had been pre-arranged. They let us pass very quickly without asking anything."*

Second, with only a few exceptions, after traffickers venture into this sordid business, none of them ever work in the legal sphere again<sup>40</sup>. This is a fair indicator of the high revenues that trafficking generates. This is a multi-million dollar industry that can be compared to trafficking of narcotics or weapons. Often these crimes are interrelated. Therefore, all traffickers should be considered professional criminals. For them, trafficking is their primary occupation and source of income.

Traffickers often appear respectable on the surface. They often use the cover of an employment recruiter and arrange documents and travel across one or more international boundaries. Contracts are often designed to give the job offer a false impression of legality. Another commonly observed pattern is the cover of dating/marriage broker services. From the initial recruitment to arrival in the country of destination, traffickers may sell the young women a number of times.

*"I met him, fell in love and married him. After some time I came to him abroad. We went to his friend's cafe. When I entered it, I understood what kind of house it was. My hus-*

**Table 3.1**  
**Statistics from the IOM Kyiv Rehabilitation Centre for Trafficking Victims**  
**Reporting period: 7 February 2002 – 1 September 2003: 296 victims<sup>41</sup>**

Medical and psychological state of victims upon arrival at the Centre:

Type of Condition	Number of people
Pelvic Inflammatory Diseases	216
STDs	237
Psychological Problems	232
Other Diseases	128
Psychiatric Disorders	74
Unwanted Pregnancy	17
HIV+ (and pregnant)	11(2)
Neurological Disorders (from trauma to head)	32
Neurological Disorders (from trauma to back)	4
Sensorineural hearing loss (from trauma to head)	2
Cervical carcinoma	1
Births	2

band simply left me there and went away. He had sold me to a brothel.”

Because of its geographic and socio-economic situation, Ukraine is mostly a country of origin and/or a country of transit. The major trafficking routes go from Ukraine to the Russian Federation, or to countries of the Balkans and Central Europe, especially countries of the former Yugoslavia and Albania, or to the wider Middle East, including Turkey, Israel, Syria, UAE and Cyprus. Another commonly observed pattern is the trafficking of women originating from Central and Eastern European countries and counties of the Former Soviet Union (FSU) into EU Member States and other developed countries, including Greece, Italy, Germany, Belgium, the United States and the Netherlands, using EU candidate countries for transit such as Poland, the Czech Republic or Hungary. Another observed pattern is the trafficking of Moldovan women through Ukraine to eventually reach the Russian Federation or Turkey. Finally, there have been reported cases of trafficking to the Far East including Japan and Korea.

### A snapshot of trafficking reality

In the destination countries, these women become vulnerable to a range of abuses, including bonded labour, forced prostitution, and deprivation of their earnings. The young women are often victims of physical and psychological abuse, repeated rape, threats to their personal and family's safety, prohibition to contact their relatives, frequent monetary fines and seizure of victims' money and assets, forced use of alcohol and drugs and many other coercive techniques to ensure their cooperation and to prevent them from escaping. The women are often deprived of their freedom of movement and

are kept in locked quarters, with poor living conditions. These victims don't even have access to the most basic health care assistance.

*“We were kept in a cellar. It was damp, and potatoes were stored there. Once a day, they threw us a piece of bread. They raped us.”*

*“We were kept as cattle, with no exaggeration. We did not even have the possibility to wash. We even had limited drinking water, without even mentioning food. We were poorly fed – once a day.”*

Initially, the majority of women refuse to provide sex-services. In order to force them into prostitution, the women are severely beaten, raped, or gang raped.

Upon arrival in the destination country the victim's passport and documents are seized, entrapping the victim in an illegal migration environment. The victims become vulnerable to prosecution and deportation for breaking immigration laws and regulations or for prostitution. The traffickers often threaten to hand the women over to the police if they refuse to cooperate.

Debt bondage is a tactic typically used by traffickers to control their victims. The women are enslaved under the pretence of repaying their accumulated debt, which includes the price the “owner” paid for the women's travel, false documents and cost of purchase. In many cases their passport and clothing are taken away. Traffickers increase the women's debt by charging them for accommodation, resale to other “owners”, penalties, food and lodging etc. The women find it increasingly difficult to repay their accumulating debt and are obliged to continue pro-

viding sexual services in order to reduce the amount “owed”.

Trafficked women and children face numerous health risks. In particular, they are exposed to sexually transmitted diseases (STDs), other reproductive tract infections, unplanned pregnancies, and traumas from severe beatings. Many women suffer severe psychological and psychiatric problems due to the constant stress and abuse.

### Myths about trafficking

- Trafficking is the same as prostitution
- Victims cannot be helped due to the web of silence
- Organised crime cannot be combated
- Traffickers are solely men

The efficiency of counter-trafficking actions depends on numerous factors, not least of which is public opinion. Adequate public awareness of the problem and a thorough understanding of its causes and nature is a major means of combating this phenomenon, which is so closely linked to public perception of many traditionally acute social issues. Such issues include parent-child relationships, husband-wife relationships, and the need for mutual understanding between different generations and mutual trust between governmental entities and civil society organisations, as well as a willingness to cooperate. But trafficking in persons also highlights new issues such as the social and economic struggles of the victims that traffickers prey on and the damaging effects of gender inequality.

### Myth No.1: Trafficking is the same as prostitution”

A typical and especially deep-rooted stereotype is to assume that the problem of trafficking in persons is one and the same as the problem of prostitution. This stereotype assumes that the victim of trafficking is, herself, responsible for her fate. It derives from the contempt that people feel towards prostitutes, viewing them neither as legitimate workers nor exploited victims. The stereotype is based on the assumption that a victim knew about her prospective career as a prostitute. It promotes public indifference to the fate of victims of trafficking and to the problem of trafficking in persons in general.

Naturally, there are some Ukrainian women who agree to go abroad to earn money by providing sexual services. But, no matter where they agree to work, whether in a Western European country that has legislation more lenient towards prostitutes<sup>42</sup> or a Muslim coun-

try that prosecutes prostitution, from the moment they are recruited in Ukraine they are cruelly misled about the labour conditions they will be expected to work under and the prospective rewards they will receive for their services. They are not informed about the slave-like conditions, cruel exploitation, and complete dependence that will ultimately result.

Thus, a mentality that assumes victims of trafficking entered the sex industry willingly is a dead end approach to solving the problem of trafficking in persons. And in reality, only a small percentage of assisted victims report that they consciously recognized the possibility that they may end up having to provide sex services (between 20% and 30%)<sup>43</sup>.



Moreover, such a view of the trafficking problem limits counter-trafficking actions to combating prostitution. Traffickers themselves are interested in maintaining these stereotypes. In the course of investigations and court proceedings of trafficking cases traffickers often claim that their criminal activities were limited to the exploitation and sale of prostitutes, as if that would be an extenuating circumstance. Unfortunately, these claims promote a negative and biased perception of victims of trafficking by the general public and officials of the criminal justice system who must render verdicts in trafficking cases.

Accordingly, this stereotype must be eliminated in order to facilitate unbiased investigation of criminal cases and efficient prosecution of traffickers who, themselves, never distinguish between sex-industry workers and women who are simply looking for a legitimate job abroad. A trafficker considers any woman as an income-generating tool. Traffickers are not interested in their victims' past; they just require that their live commodity look attractive in order to meet the key “market requirement”<sup>44</sup>.

Furthermore, law enforcement officers and judges should abandon the practice of classifying victims of trafficking into categories of those “who knew or suspected” they might end up working in the sex industry and those “who had no idea”. Any person may become a victim of trans-national organised criminal groups and all victims of trafficking have equal rights to assistance, protection, compensation, and prosecution of offenders.

Adopting this approach would facilitate a better understanding of the problem of trafficking in persons; it would encourage victims of trafficking to testify in the course of criminal proceedings; it would focus public attention on the consequences of trafficking and would eliminate stereotypes that bias public opinion against victims of trafficking and result in neither family members nor society supporting victims of trafficking. The stereotype induces victims of trafficking to remain silent about their experience, which is especially beneficial to traffickers themselves.

### Myths No.2 and 3: Victims cannot be helped due to the web of silence; Organised crime cannot be combated

The operation of organised criminal groups is facilitated by both victims' and society's reluctance to talk about trafficking. Traffickers in persons, regardless of their modes of operation (they may operate in an individual country or may operate as a component of a transnational criminal group), use common methods to intimidate their victims and to create the stereotype that they are immune from prosecution – "the Mafia is invincible". In order to strip away these deep-rooted stereotypes, Ukrainian national television aired the trafficking documentary, "Prey of Silence", several times.

Part Four of the documentary focuses on the anti-trafficking activities of law enforcement agencies. One of the documentary episodes demonstrates the successful capture of traffickers, investigation of the criminal case, the court proceedings and the final verdict against the traffickers. The documentary was developed by "Internews" information, a non-governmental organisation contracted by IOM within the framework of the information component of the EC-sponsored anti-trafficking campaign in Ukraine. If both victims and society speak out against this crime, traffickers can be stopped and victims assisted.

### Myth No.4: Traffickers are always men

Trafficking in persons is an extremely callous type of crime; traffickers often exploit friendship, trust and family relations. There are cases where women were sold by their close friends, neighbours, former husbands, stepfathers, lovers or former colleagues. For example:

*"My husband is a professional sportsman and has many friends. One of his friends is a de facto husband of Raisa - a citizen of Russia. Our families maintained close friendly relations and they were well aware of our problems. Raisa proposed that I take a job in Switzerland. She knew that my elder child was ill and I sought additional sources of money to pay for medical treatment..."*

*"A neighbour of my mother, whose husband is a Serb national, proposed that I work as a waitress in a local restaurant in Montenegro."*

*"I divorced my husband this July. After the divorce I lived in my mother's flat. I was unemployed... Once, my former husband called me and proposed a job abroad. His new wife promised to arrange the job for me ..."*

*"A cousin of a fellow-student told me about her friend who had emigrated to Germany a long time ago and had managed to open a restaurant of his own. He was looking for dancers and I agreed..."*

These victims' stories demonstrate that in many cases women are the traffickers. They "successfully" identify and recruit their potential victims. A woman-trafficker may more easily establish relations of trust and obtain psychological control over a victim by exploiting traditional gender roles; the fact that women tend to trust other women more than men makes them particularly vulnerable to female traffickers.

**Victims of trafficking are reluctant to cooperate with police, fearing revenge by their traffickers**

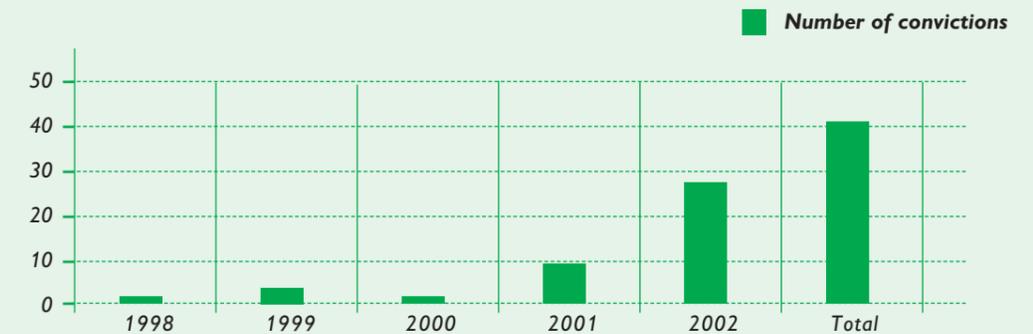
Furthermore, IOM studies on the mechanisms and means of trafficking revealed that these female traffickers were often themselves prior victims of trafficking<sup>45</sup>. After their traumatic experience they become accustomed to, and familiar with, criminal environments and cynically cash in on this knowledge by recruiting and trafficking other victims for financial gain. Moreover, it is also worth noting that there are even "family-based" criminal groups such as "mothers and daughters" and "husbands and wives"<sup>46</sup>.

### The Governmental response

The Ukrainian Government has significantly increased its efforts to combat trafficking in human beings over the past four years. Today, Ukraine is one of Europe's most active countries in the fight against trafficking. A series of governmental actions and new legislation have been adopted in this regard. The Ukrainian law enforcement response to trafficking is increasingly being brought into accordance with international standards; however, governmental assistance to victims is still inad-

Figure 3.1

### Number of convictions for trafficking in Ukraine (under both the previous Art. 124 and the current Art. 149 of the Criminal Code)



equate. Ukraine still faces problems such as: limited financial resources, limited international and national inter-agency cooperation, overly complex bureaucracy and sporadic cases of corruption. Therefore, in spite of the Ukrainian government's achievements, it still does not fully comply with international standards.

### The legislative response

The Ukrainian government is either party or signatory to several international instruments which address specific problems directly linked to trafficking, such as: forced labour, slavery and slavery-like practices, discrimination against women, children's rights, and migrants' rights to name but a few<sup>47</sup>. The most recent international instrument addressing the issue of trafficking in human beings is the United Nations Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, Supplementing the United Nations Convention Against Transnational Organised Crime (the so-called Trafficking or Palermo Protocol)<sup>48</sup>. The Government of Ukraine signed the UN Organized Crime Convention on 12 December 2000 and the Trafficking Protocol on 15 November 2001, however, both are still open for ratification by the Ukrainian legislature (the Verkhovna Rada.)<sup>49</sup> Efforts are being made to ratify these international instruments and to bring domestic legislation into accordance with these documents. These efforts are being supervised by the Parliamentary Committee of the Verkhovna Rada on Organized Crime and Corruption.

In March 1998, the Verkhovna Rada amended the Criminal Code of Ukraine by adopting Article 124, making Ukraine one of the first countries in Europe to formally criminalize this offence by adopting a discrete "Trafficking" provision. Subsequently, in April 2001, the

legislature adopted a new criminal code, which came into force in September 2001. According to Article 149 of this new Criminal Code, trafficking in human beings is an indictable criminal offence. Although this new article is more in accordance with the definition of trafficking and other international standards stipulated in the Trafficking Protocol than the previous one, Ukraine still has to amend Article 149 and other parts of its legislation in order to fully comply with its international obligations<sup>50</sup>. A working group has currently drafted new legislation in this respect, which will be submitted to the Verkhovna Rada.

The Criminal Code of Ukraine also includes several other provisions pertaining to the prevention and prosecution of trafficking, such as: Coercion to Prostitution<sup>51</sup>, Coercion to Prostitution Committed against a Minor<sup>52</sup>, Illegal Confinement<sup>53</sup>, Pandering, Brothel Keeping<sup>54</sup>, Organised Crime<sup>55</sup>, and Fraud<sup>56</sup>. (This does not represent an exhaustive list of crimes related to trafficking.)

Since the adoption of counter-trafficking legislation in 1998 through 30 June 2003, 465 trafficking cases have been filed by the Ministry of Interior and many other cases are under active investigation<sup>57</sup>. In addition, the number of prosecuted cases is steadily growing, demonstrating the political will of the Ukrainian government to fight against this phenomenon.

As of the end of 2002, there had been 41 trafficking convictions. While a total of 41 convictions is quite low, most of these convictions have been recent: 10 convictions in 2001, and 28 – more than half – in 2002, showing a clear improvement in the situation. The lengthiness – sometimes a year or more – of the criminal procedure in trafficking cases that often involve transnational issues may help explain the lag in convictions

compared to cases filed. Other reasons include the lack of evidence, the lack of jurisprudential precedents, the absence of a clear legislative base, the lack of experience of law enforcement and judicial agencies in regards to trafficking, and the lack of interagency and international cooperation. Because of these different problems, a number of cases are being prosecuted only under related crime definitions and not under "Trafficking." Nevertheless, as public awareness increases, and law enforcement bodies and the judiciary receive training, this trend is diminishing and a greater number of cases are being prosecuted under the "Trafficking" statute.

A major problem in bringing trafficking cases to court is the reluctance of victims to cooperate with the police and subsequently testify in court. Usually, victims of trafficking are reluctant to cooperate with law enforcement bodies for fear of threats or revenge by their traffickers, corruption or inefficiency of law enforcement and prosecutorial bodies or simply the undesirable publication of their involvement in prostitution. This inability to protect a victim's privacy that is associated with criminal proceedings can be a great obstacle. In response, NGOs and IOM Rehabilitation Centre staff inform victims about legal options available to protect them as witnesses, whether it is appropriate to cooperate with law enforcement bodies, the possibility of serving as witnesses in criminal cases, as well as the possibility of pressing civil charges against their traffickers for the restitution of their assets and compensation for damages. Proper guidance and assistance helps bridge the gap of trust and confidence between victims and law enforcement, thus encouraging victims to cooperate in the identification of traffickers and to testify in criminal proceedings.

Article 52 of the Criminal Procedure Code of Ukraine allows for victims who act as witnesses in criminal proceedings to be represented by an attorney at trial in order to ensure the protection of the victim's rights and freedoms, as well as to respond to any potential infringements of the victim's rights by the defence or the prosecution. Because most victims cannot afford their own legal representation, organizations like IOM and Winrock International are working to assist in this matter. And trafficking victims receiving legal assistance are increasingly agreeing to cooperate with Ukrainian law enforcement agencies and to testify in court on a voluntary basis, thereby increasing the number of criminal cases brought against traffickers. Statistics from 12 cities<sup>58</sup> show that while in 2001 only 84 victims of trafficking provided testimony to law enforcement, in 2002, that number had risen to 202.

### The Government can be said to be at the forefront of criminalising trafficking

*The only form of victim protection currently in existence in Ukrainian law is the support and assistance directly related to criminal proceedings, such as witness protection<sup>59</sup>. And while these protections are extensive in theory, in reality they are rarely utilized due to a lack of resources. Similarly, while the creation of a relatively safe environment during court proceedings<sup>60</sup> is contemplated by the law, implementing these mechanisms is hindered by a lack of resources and any protection provided will certainly end with the culmination of the trial. Additional mechanisms need to be incorporated into Ukrainian legislation to help finance and facilitate the existing witness protection legislation.*

*Finally, according to the Civil Code of Ukraine, Ukrainian private international law and the Criminal Procedure Code of Ukraine, victims of trafficking are theoretically entitled to civil liability lawsuits against their aggressors, with compensation for damages. These civil charges can be initiated independently or within the framework of criminal proceedings.*

### The executive response

*The Ukrainian government has made serious and sustained efforts to combat trafficking and to comply with international minimum standards. The Government does not condone trafficking and has taken a set of concrete measures in order to respond to this severe problem in Ukraine, and can now be said to be at the forefront of criminalizing trafficking in Europe.*

*On 25 September 1999, the Ukrainian Government adopted Decree No. 1768 (Ukrainian Programme for the Prevention of Trafficking in Women and Children.) This programme consisted of 35 points of action, including a set of measures directed towards gathering national and international knowledge on the issue of trafficking in order to move towards conformity with international law, experience and best practices. Since then, this programme has been superseded by Decree No. 766 On approval of Comprehensive Programme for Combating Trafficking in Persons for 2002-2005, which was approved by the Cabinet of Ministers of Ukraine on 5 June 2002 and came into force on 1 July 2002. This updated programme aims at three main objectives: 1) Prevention of Trafficking, 2) Protection of Victims/Witnesses and 3) Prosecution of criminals involved in trafficking. Another subsidiary objective consists in the future allocation of financial resources to various organisations for the relocation, rehabilitation and reintegration of victims of trafficking.*

*Of special relevance is the Inter-Ministerial Coordination Group (ICG), which was established in the spring of 2001 and is chaired by the Vice-Prime Minister of Ukraine. The*

*ICG was created at the initiative of the Ukrainian government and IOM to co-ordinate the governmental response to prevent and discourage trafficking, and to strengthen the capacities of relevant government authorities.*

In May 2002, the Ukrainian government trained and established specialised counter-trafficking law enforcement units. Currently over 170 counter-trafficking officers work within the framework of the Criminal Investigation Directorate of the Ministry of Interior (Mol) of Ukraine. These units, which consist of between three and thirty officers, depending on local crime rates, operate at the local level in all administrative regions (oblasts) of Ukraine. These Ministry of Interior counter-trafficking units are made up of police or co-called "operational officers". Their work is overseen by a Ministry of Interior "investigator," a lawyer responsible for reviewing all the evidence and preparing the criminal case for the prosecutor.

As of November 2001, investigators responsible for trafficking cases have also been designated in each oblast. Since the approval of the counter-trafficking legislative provisions in 1998, the operation of the newly established specialised counter-trafficking service, and the designation of specialized counter-trafficking investigators there has been a progressive increase in the number of cases investigated and filed. Many offenders have also been prosecuted for offences closely associated with trafficking.

The Consular Division of the Ukrainian Ministry of Foreign Affairs (MFA) has officially instructed its foreign offices to accelerate procedures for confirming the

identity and citizenship of Ukrainian victims of trafficking and for processing their documents from abroad, through direct contacts with the Passport and Visa Departments of the Mol. The consular offices were also provided with the locations of IOM Missions in their respective countries. Simplified procedures have recently been introduced to assist victims of trafficking, and to facilitate the return of Ukrainian victims from abroad to Ukraine.

### Civil society's response

National non-governmental organizations (NGOs) are crucial partners for the Government of Ukraine in its overall strategy to combat trafficking in human beings. These NGOs include members of Ukrainian society who are concerned with the serious proportions trafficking has taken on in recent years in Ukraine and who are willing to actively take part in the fight to stop this phenomenon. In 2001, IOM organized these NGOs into a national network trained to provide reintegration assistance to victims of trafficking coming back to Ukraine. The majority of NGOs in this network have been active in combating trafficking in Ukraine for at least three years. Today, this national network of 22 NGOs covers almost the entire territory of Ukraine.

The main type of activities NGOs carry out for combating trafficking and ensuring the dignified and humane reintegration of victims in society, includes: medical/psychological examination and treatment/counselling to victims of trafficking in their place of residence; moni-

### Revival of the Nation, Ternopil: Example of a national NGO programme

Revival of the Nation is a non-profit organisation in Ternopil. It was registered at the Ministry of Justice of Ukraine in February 1998. The purpose of this organisation is the protection of women's rights. It carries out educational, social, awareness raising, legal and health improvement activities for women in crisis situations. Revival of the Nation works in close collaboration with a series of partners such as IOM, OSCE/ODIHR, Winrock International, the regional Directorate for Family and Youth, the Security Service of Ukraine and Counter-Trafficking Units of the Mol of Ukraine, for the implementation of its programmes.

The organisation's programme to combat trafficking and reintegrate victims of trafficking includes activities such as:

- Lectures on prevention of trafficking in persons in secondary and higher education facilities of Ternopil and Ternopil region;

- Medical, psychological and social assistance to victims of trafficking;
- Operating an emergency and informational telephone hotline. The Hotline provides information for women, who go abroad for employment or education purposes;
- Publishing information materials on the prevention of trafficking in women in the organisation's newspaper "Your Rights". The newspaper is distributed free of charge;
- Maintaining the presence of volunteers in two local Militia operational facilities for the security of victims of trafficking and of women in general;
- Awareness raising and training activities on matters of biased attitudes towards female victims among officers of law enforcement bodies of the Oblast ("What is violence", "Myths and realities", "I choose a violence-free life");
- Implementing a media-campaign for the prevention of trafficking in women in local newspapers, radio and television;
- English language, computer, psychology and business management courses for the reintegration of victims of trafficking and women in crisis situations; and
- Legal assistance.

Table 3.2

**Ukrainian victims of trafficking provided with assisted voluntary return and reintegration assistance by IOM Kyiv in cooperation with the national NGO network:**

Country from which victims were returned	Number of victims/ year				
	2000	2001	2002	2003 (through 1 September)	Total
Turkey	1	55	56	42	154
Macedonia	11	29	45	13	98
Russia	–	17	28	51	96
Italy	5	20	19	34	78
Kosovo	6	23	22	5	56
Poland	–	5	17	34	56
Greece	2	4	31	13	50
Bosnia Herzegovina	11	16	15	2	44
Germany	–	6	16	13	35
Within Ukraine	–	18	4	8	30
Yugoslavia	–	6	14	9	29
Portugal	–	2	11	12	25
Czech Republic	–	–	8	14	22
Israel	–	9	2	9	20
Spain	–	7	8	4	19
Bulgaria	1	12	1	2	16
United Arab Emirates	–	2	10	4	16
Syria	–	9	1	–	10
Belgium	–	2	4	1	7
Albania	2	4	–	1	7
Cyprus	–	–	5	2	7
Netherlands	–	–	5	1	6
Slovak Republic	–	–	2	2	4
France	–	–	–	4	4
Egypt	–	1	1	2	4
Finland	3	–	–	–	3
Sweden	–	–	–	3	3
Slovenia	–	–	2	1	3
Lebanon	–	–	–	3	3
Hungary	–	–	–	3	3
Romania	–	2	–	–	2
Japan	–	2	–	–	2
South Korea	–	1	1	–	2
Croatia	–	–	2	–	2
Switzerland	–	–	2	–	2
Georgia	–	1	–	–	1
Monaco	–	1	–	–	1
Malta	–	–	–	1	1
<b>Total</b>	<b>42</b>	<b>254</b>	<b>332</b>	<b>293</b>	<b>921</b>

toring victims' reintegration process in their place of residence; employment counselling for victims; and developing vocational programmes; and ensuring victims' security by keeping in regular contact with them. NGOs also offer legal assistance to victims with civil issues (divorce, retrieval of property, civil liability) as well as legal consultation and representation for victims serving as witnesses in criminal cases. Another impor-

tant aspect of the work is the maintenance of emergency and informational telephone hotlines and conducting local information awareness raising events such as publishing and disseminating counter-trafficking leaflets and talking in schools. These organisations finance their activities with the support of various donors and partners such as ILO, IOM, OSCE, and Winrock International. (See page 91 for Appendix 1.)

## Gender-Based Violence: Threats and Remedies

Nobody knows how many there are of them. But every week a number of women in Ukraine are murdered by the very person they trusted the most, the man they loved. To get all the facts, and understand the full extent of gender-based violence is of the utmost importance; adequate measures can then be taken to combat it.

Important steps in this direction are now being taken. Since official statistics still do not fully reflect the situation the Ministry of Interior has gathered its own. These show that, starting from March 2002 when the Law on Prevention of Family Violence came into force, the Ukrainian police have registered 41,063 cases of domestic violence.

Violence is a serious threat to the health of women as well as men. However, the shape and form of violence shows important gender differences. For men the danger basically comes from other men and mostly occurs outside the family and home. For women the danger too often comes from men to whom they are close or actually live with. In this chapter the focus is on gender-based violence against women.

In every country in the world too many women's experience show that the most dangerous place is their own home, the one place that should be safe. Gender based violence has been singled out as one of the most serious threats to women's health worldwide. In the Beijing Platform of Action, adopted at the Fourth UN World Conference on Women in 1995, violence was identified as one of the twelve critical areas of concern.

### A question of power

Violence is always a question of power. One should not ignore the cases where men are the victims of violence from women. However these cases are extremely rare

compared to the opposite type. Gender based violence is in reality about men's power over women, men's need to dominate and control. (see box below)

As written in a report published by the European Parliament 2002: "this in turn is rooted in the organisation of society, itself based on inequality between the sexes. The meaning of the violence is clear; it is an attempt to maintain the unequal relationship between men and women and to perpetuate the subordination of women. Violence against women is endemic, in the industrialised countries and the developing countries alike. Victims and perpetrators are found in all social classes"<sup>62</sup>.

### Secrecy does not help

The above is true also for Ukraine. Widespread types of violence are seen in our country, such as beating and physically cruel treatment including constant economic control, humiliation, swearing, sex under coercion, prohibition to work, as well as others. The initiator of violence does not see his subordinates, usually his wife or children, as individuals who may have their own rights, wishes and inclinations and therefore constantly violates their rights.

Secrecy, shame and lack of knowledge are roadblocks that work against the development of a society free from violence.

Violence in families is often unknown by law enforcement authorities and thus not reported in statistics. There are several reasons for this:

- Feelings of shame by the victim;
- The process of normalization which leads victims of violence to believe that what they experience is normal;
- Fear of the offender;
- The tradition not to submit family problems to public consideration which leads to underreporting;
- Lack of knowledge among those who meet the victims, for instance hospital staff.

However, it is stated in the Ukrainian Report on fulfillment of the Beijing Declaration and the Platform of

### Declaration on the elimination of violence against women

In 1993, the United Nations adopted the first international definition of violence against women. That declaration stated that violence against women includes:

"Any act of gender-based violence that results in, or is likely to result in, physical, sexual or psychological harm or suffering to women, including threats of such acts, coercion or arbitrary deprivations of liberty, whether occurring in public or private life."<sup>61</sup>

By referring to violence as "gender-based", this definition

highlights the need to understand violence within the context of women's and girls' subordinate status in society. The UN document goes on to describe specific kinds of violence against women, including trafficking of women, forced prostitution, rape during warfare, spousal battering and rape.

Within this broader definition of gender-based violence, researchers have defined and sub-categorized violence in many different ways. For example, violence can be physical, sexual, psychological, emotional or economic. (What is Gender-Based Violence? Basta!, No. Spring 2000 (Published: 2000.03), p. 2.

Action (1995–2000) and also according to official statistics that there has been a growth in the number of offenders registered by the police.

During the five years since the Beijing Conference in 1995, reported violence grew by 16 per cent. On January 1st 2000 the number of convictions for domestic violence was 67,000.

How high the real numbers are in Ukraine is still unknown. Cases reported by the police as well as the number of people sentenced are only the top of the iceberg. In order to combat domestic violence with proper means it is vital to know its extent. Statistics must be improved to give a clear picture of its prevalence, to enable identification of resources addressing it and to enable the evaluation of initiatives to tackle it. This has been acknowledged by the government of Ukraine. The work that has been done all

over the country is an important contribution to deeper knowledge.

### The law on prevention of domestic violence: the police response

The collection of data started with the implementation of the Law on Prevention of Family Violence in 2002. In most cases it is the district police inspectors who handle issues of domestic violence so they are responsible for collecting the data. Table 3.3 shows that the information gathered is very detailed. It also shows that measures are taken against the offenders, including official warnings and protection orders that forbid an offender to follow, approach or call a victim. The police authorities are also able to inform the local authorities, for instance social services, about the situation.

Table 3.3

#### Statistics of the Ministry of Interior reflecting the implementation of the law on prevention of domestic violence, January – June 2003

Oblasts	Domestic violence	Family violence	Officially registered cases	Beating	Sexual violence	Physical	Economic	Official warning to aggressor	Official warning for victim-like behavior	Court order	Information to local administration
Crimea	6311	284	173	134	0	37	2	588	0	69	24
Vynnyts'ka	3471	727	727	601	0	122	4	831	412	157	77
Volyns'ka	1542	451	185	165	0	20	0	202	133	11	29
Dnipropetrovs'ka	4035	1504	601	522	1	77	1	1363	13	24	75
Donets'ka	5328	4308	1613	1562	0	49	2	2819	159	137	123
Zhytomyrs'ka	4691	812	288	166	1	102	19	384	36	25	165
Zararpat's'ka	1032	512	197	197	0	0	0	197	78	84	103
Zaporizhska	2711	995	389	377	0	12	0	511	24	201	61
Ivano-Frankivska	4861	3143	1474	1231	0	227	16	1789	168	83	370
Kyivska	8521	1440	679	597	0	51	31	1308	102	239	61
Kyiv, city	23202	12729	2670	1403	0	940	327	2879	376	157	158
Kirovohrads'ka	2491	781	447	387	1	54	5	427	48	104	64
Luhans'ka	14967	3658	730	592	8	123	7	1609	82	58	158
L'vivs'ka	2858	2232	274	226	0	48	0	274	109	15	171
Mykolaiivs'ka	2069	1272	886	660	0	181	45	1184	96	92	55
Odes'ka	1886	688	688	544	0	93	51	849	22	69	49
Poltavs'ka	8295	922	922	863	0	59	0	1573	51	117	37
Rivnens'ka	2010	2010	245	89	0	150	6	274	26	21	41
Sevastopol, city	575	575	98	92	0	2	4	98	15	18	15
Sums'ka	1679	507	120	61	7	33	19	1294	754	544	157
Ternopil's'ka	3782	643	101	73	0	16	12	220	29	13	27
Kharkivs'ka	15262	1806	931	590	0	327	14	1063	196	126	128
Khersons'ka	2627	471	230	142	0	84	4	419	65	56	77
Khmelnys'ka	2117	606	422	305	0	39	78	422	27	25	39
Cherkas'ka	3951	2130	280	201	1	72	6	466	133	172	139
Chernihivs'ka	5417	978	182	155	2	22	3	514	31	60	62
Chernivets'ka	1632	983	365	213	0	83	69	229	83	46	65
<b>Total</b>	<b>137323</b>	<b>47167</b>	<b>15917</b>	<b>12148</b>	<b>21</b>	<b>3023</b>	<b>725</b>	<b>23786</b>	<b>3268</b>	<b>2723</b>	<b>2530</b>

As is reflected in the table there are substantial regional differences. The rate of domestic violence is high in areas that have suffered from industrial and economic decline, such as the Donets'ka, Ivano-Frankivska and Luhans'ka oblasts.

Unfortunately the statistics are not disaggregated by sex. Soon, however, they will be since the system is about to change. Even so, experience from policemen in the field is clear. The absolute majority of the cases describe men's violence against women.

Evaluations carried out by the Ministry of Interior show that the number of attempted murders and serious attacks have decreased by 35 per cent when comparing the first six months of 2002 with the same period 2003. This can be seen as a result of more preventive work.

Starting from March 2002, 41,063 persons have been registered as having initiated violence in the family.

During the period January-June 2003, according to statistics from the ministry, 23,786 family aggressors received an official warning; in 2,723 cases a protective order was issued and in 2,530 cases other authorities were informed. Even though these numbers seem high, the real numbers are in all probability much higher due to the problem of hidden statistics.

There is a need to improve official statistics. Since there is no gender disaggregation when it comes to victims of criminal cases it is not even possible to see the number of murders caused by gender-based violence.

### Why doesn't she leave?

The damage caused by domestic violence is enormous both on a physical level – bruises, disability and death, as well as on a psychological level – fear, depression and absolute distrust.

There is nothing accidental about domestic violence. The acts of violence are not sporadic or isolated, on the contrary. As a rule the violence is intrinsically repetitive which makes it possible for experts to talk about a cycle of violence which sometimes lasts for decades.

But why do victims of domestic violence not simply leave their offenders?

There are very specific reasons, such as fear of the offender who might very well do what he promises, find the woman, wherever she tries to hide, and kill her.

There is also the cruel reality of housing. A woman who leaves her apartment or house with her children may very well find herself on the street while her abuser stays in the former family home.

But there is also the psychological process of normal-

isation. The offender often manages to convince the victim that everything is her fault, that she is the one to blame, not he. Had she put the dinner on the table at the right time, cleaned the house properly, or combed her hair in another way – had she not failed with any of these seemingly unimportant details the violence would not have happened. In fact, he was forced to abuse her, she provoked him to do it. Is this not where the beginning of the notion of 'victim-like behaviour' comes from?

### Gender based violence is one of the biggest threats to women's health globally

It turns out that a significant proportion of society, including Verkhovna Rada deputies who passed the law "On Prevention of Domestic Violence" in March 2002, are convinced that the provocative behaviour of the victim may, to some extent, justify the offender performing an act of violence.

Some Ukrainian legal professionals and NGOs such as the Charity Fund for Protection of Victims of Violence criticised this controversial wording. Their voices were, however, not considered.

The attitude that the victim in any way is to blame is a serious threat to the successful struggle against domestic violence. The lack of enforcement mechanisms is even more harmful.

This is the reality of the situation in 2003:

- There are only two shelters for victims in all of Ukraine, one in the capital, administered by the Kyiv Centre for Women with capacity for 15 persons and one in Kharkiv, run by a NGO.
- Even though the first steps have been taken to protect the victims, many more are needed.
- Social services housing does not exist. Fear of becoming homeless stops many abused women from leaving their offender.
- The cooperation between medical, social and legal authorities must be substantially increased. Too many victims find that cooperation in reality does not exist.
- There is rehabilitation for abused women in Kyiv at the same Centre for Women, and organised by the NGO Rozrada (Consolation) and the Fund for Protection of Victims of Violence. 300-400 victims every year receive help through the centre, including vocational training in order to obtain financial independence.
- No rehabilitation programmes for the perpetrators exist in Ukraine.

### Partnership in families

The development of a strategy to prevent gender-based violence is impossible without an analysis of the level of gender partnership in the family, in particular the role of

the male in family life and the social and psychological aspects of husband and wife relations at a family level. Experts distinguish between two basic types of families: dominating (totalitarian) and partnership (democratic). It is considered that a society where totalitarian relations in the family prevail can easily become totalitarian whereas a society where partnership families prevail has a better chance of becoming democratic.

Gender-based violence is a reality in every country in the world. Certainly the violence in Ukraine cannot be blamed solely on the Soviet regime. Still it is important to have the historical background and specific context in mind.

In the 15th-19th centuries, not only Ukrainian men, but also women, had the right to property inheritance, while parental legacy was divided between all members of the family including daughters. A woman could propose to a future husband, something which at that time was unthinkable in almost any other country in Europe.

Unlike many other countries Ukrainian women were also literate at that time<sup>63</sup>. Totalitarian relations among family members therefore did not prevail whereas for instance, in Russia, 'domostroï', the first official moral code introduced in the 16th century stated that husbands should beat their wives with a lash, "beat skilfully for every fault: this is painful, terrifying and, at the same time, not harmful for the health"<sup>64</sup>.

When at the end of the 18th century Ukraine became part of the Russian Empire and later, in 1922, a part of the Soviet Union, the country experienced all the metamorphoses of the collapse of the family and, during Stalinism, the creation of the puritanical, totalitarian family which has prevailed even after Independence and which until the present is an obstacle for the prevention of gender-based violence.

Soviet ideologists wanted to ruin the bourgeois family, separate the family from power and thus claim equal rights for men and women, attracting women to socially worthwhile work. On the one hand, women were invited to teach and to actively participate in the production process. On the other hand nobody released them from or shared their domestic obligations.

The best type of husband was considered one who would help run the household, because a woman was responsible for everything. The exhausting manual domestic work neither drew women closer to public positions nor to the freedom of self-expression. At the same time men traditionally did not find themselves in the midst of their families: they neither made

important decisions in the household nor had much contact with their children.

During the period after World War II the family remained under the management of the woman. She fulfilled all roles, both male (the earning of money and decision-making) and female. Some men in such circumstances turned into individuals who on a subconscious level carried within themselves a feeling of protest against women as a source of constraint to and disrespect of their private lives and personal opinions.

On the other hand, boys were conditioned to think that women were responsible for everything in the family starting with all household work.

On the basis of these conflicting feelings, and the realities of Soviet life, men's attitude towards women, on the one hand, developed into perceiving them as inferior, and on the other hand, as reliable means of support, capable of giving them security. Unfortunately, the majority of these men, even those pursuing a career in the Soviet society, earned very little.

As a result, the male in the family had lost practically all his roles and assumed the position of a 'nobody', a person who contributed some money but had no other responsibilities. He practically did not participate either in domestic matters or in raising children.

This is very clearly illustrated in a survey conducted in 1989 in Moscow. In reply to the question "Who do you want to be like when you grow up?" eight to nine year-old boys usually replied "Mother".

The same study shows that the father was seen neither as an example to follow, nor as a role model who hands over his experience and knowledge.

Women in Ukraine still do not possess equality in public life but have assumed the main role on a family level. This has very old roots, starting from the 16th century when wives of 'kozaks' ran the household while the men were fighting, often staying away from their families for years.

In modern history this has been the custom since wartime - first the woman was compelled to take responsibility for everything herself and later she handed over this baton to her daughters and grandchildren as a norm and duty.

Now the third generation of women in Ukraine has assumed the burden of being the main manager and arbitrator in the family, as well as the role of main domestic workforce and child-raiser.

As mentioned earlier, domestic violence takes place in all kinds of families. It occurs in every social group and class, in families with high levels of education as well as in those with low, in families with alcoholism as well as in families without addiction problems. This is very clear in the following testimonies from women in Kyiv who have decided to break the walls of silence.

**Halyna:**

'I had a lot of admirers when I was younger but Andriy was the most persistent. He courted me for three years before I agreed to marry him. Everything was fine until my father helped him to get a job in a prestigious foreign company. Andriy did well, he worked a lot, started making big money, being popular with women and began to feel important. I was at home, taking care of our child and feeling isolated. When I complained he said, 'you should be happy that I haven't left you already.'

One day, when I tried to discuss our marriage again he gave me a box on the ear. I was shocked! But this was only the beginning. As soon as he thought something was wrong he would beat me. And it got worse and worse. He would use the broomstick or the tube from the vacuum cleaner. He went crazy, sometimes he completely lost control.

One night I really feared for my life. I took my child and ran from the house. I spent the night at a girlfriend's home and

then I moved to the shelter. Now I have spent one month here and I don't know what to do. Where can I go?'

**Nadia:**

'When the reforms started I managed to get a new job with a better salary than before, but Olexander stayed at his old workplace where conditions got worse and worse. The salary was poor and sometimes wasn't paid at all. I think he felt that his status had sunk and he began to take it out on the children. Each day he would give endless lectures about how much he was working, and how lazy everyone else was.

Finally the children stopped talking to him. When I tried to stop this he wouldn't listen, all I met was an angry face. Then he started to threaten me, if I wouldn't do as he told me he would beat me.

Eventually he kept this promise. He started to physically abuse me and sometimes it was so bad that I had to escape to the neighbors. I often had to stay home from work because of the bruises on my face. You can't really come to the office with a blue face, can you? Fear became the norm in our family.'

**Tatiana:**

'When Ivan was having trouble at work we decided that he would quit his job and rebuild the house instead. Since I had a new and demanding job I hoped that he would also do more housework and spend more time with our two children.

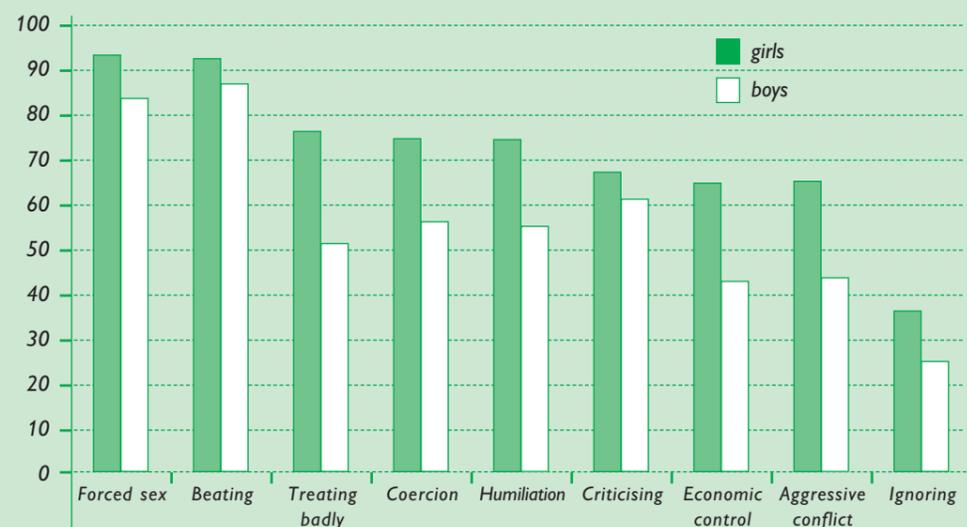
Table 3.4

**Comparative features of patriarchal and partner families**

Totalitarian, patriarchal family	Partnership family
Absence of equal rights among the members of family, especially children	Cooperative structure, equal opportunities for family members
Severe family daily rules, which are obligatory	Flexible rules
Gender specific roles are prescribed to all members	Roles of family members are derived not from gender but by wish, inclination and talents
Lack of sharing family duties and housework	Housework and other obligations are shared on a basis of justice and equality
Economic difficulties are not shared	Sharing of economic responsibilities
Lack of respect for members' private lives	Full respect for privacy
Conflicts are solved in a "I won, you lost" way	Conflicts are solved in a peaceful way
Not all family members participate in decision making on important issues.	All members take responsibility for problems arising
Parental responsibilities are not shared	Parental responsibility is equally shared
Discipline is maintained by force and humiliation	The basis of discipline is respect and trust
Mistakes are not accepted, excuses not asked	Mistakes are accepted
Feeling of defencelessness and vulnerability to violence	All members feel safe in the family
Laughter and joy are absent, instead the feeling of fear dominates	The family is a source of joy and happiness

Figure 3.2

### Comparison of understanding of domestic violence by girls and boys



*This did not happen. Ivan only cared about the construction but neglected the children, saying that this is not a man's business.*

*It wasn't possible to talk about this. Ivan would never discuss it. When the children argued he would tell them to obey or he would teach them a lesson. After a while he started to talk to me in the same way. "If you don't like this, I have a belt". When he actually took the belt I felt real fear. I remembered how my father used to beat me, and how my mother also got hit trying to protect me.*

*Our life is really miserable. I don't understand why this curse has fallen upon us.'*

### Gender equality as a tool against domestic violence

Gender equality, which is in fact another word for democracy, is the most important way to combat domestic violence.

In a democratic relationship a couple is capable of coming to an agreement; they are flexible in their response to the situation. Both parties can discuss problems, they are living in a partnership. Men in such families don't feel ashamed to do housework since they understand its importance. They also, which is even more important, understand their role as parents and enjoy taking care of children. Unfortunately such families are still rare in Ukraine.

Research shows that in Soviet and post-Soviet models of family relations in Ukraine totalitarian relations dominate. The results of a survey conducted by the NGO Rozrada in which 400 men and women plus 200 boys

and girls participated, show that substantial differences of opinion exist between adults and young people towards violence. The survey was conducted all over Ukraine, every oblast being represented.

While 98 per cent of the adults considered beating a form of violence, only 61 per cent of them felt that ignoring another person's interests was a form of violence.

The results of the questionnaire completed by boys and girls were even more remarkable.

Only 88 per cent of the boys and 93 per cent of the girls thought that beating is a form of violence.

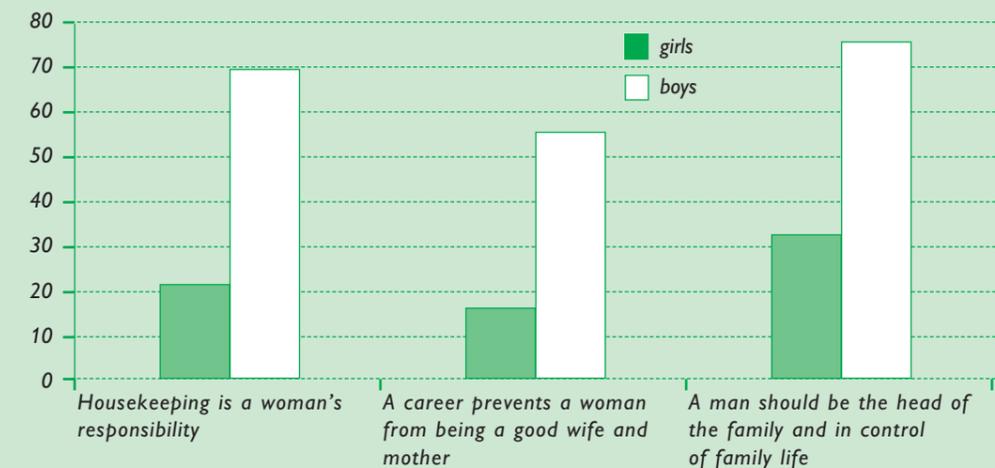
Verbal abuse or bad language generally has become a common phenomenon for young people: only 35 per cent of the girls and 33 per cent of the boys answered that verbal abuse is a form of violence.

Generally, the boys showed a pattern where inadmissibility of violence is decreasing. This is important to know when developing strategies to motivate men in violence prevention (Figure 3.2).

It is necessary to progress from a totalitarian type family to a partnership type family in which the roles are chosen and divided voluntarily, decisions are taken jointly and conflict is resolved without a winner. One of the roads to violence prevention is the transition to partnership relations within families. Boys and girls raised in a partnership family have the chance to attain parity (Figure 3.3).

Figure 3.3

### Comparison of girls' and boys' attitudes to female and male roles in the family



### The role of men in violence prevention

In order to start building a non-violent society a multitude of actions must be taken in many different spheres and at many different levels of society.

It is important to state that men in general are not violent. The majority of men would never lift their hand against anyone they love. These normal, decent and good men play a crucial role in the work against domestic violence. In fact, the effective combat of domestic violence

depends on the contribution from men in all spheres of society. We already see positive examples of men's organisations, working for gender equality and non-stereotype gender roles. One of those is the NGO 'Courageous Fathers' which unites men who are single fathers as well as the NGO 'Men against Violence' with branches in three Ukrainian cities (see the box below).

In Ukraine, positions of power in society, in media, in education, in public administration, are still to a large extent in the hands of men. It is extremely important that these men become aware of the social importance

### Men against Violence, Vinnytsia

There are also NGO initiatives on the men's movement against violence. With support from UNDP and the Swedish Development Co-operation Agency (Sida) three 'Men against violence' centres launched their activities in Ukraine in Zhytomyr, Vinnytsia oblast and Kyiv.

The Vinnytsia-based NGO 'Men against Violence' started in the summer of 2001 with the aim of uniting men for the prevention of violence and achieving gender equality in society. This group of men strives to change stereotypes in the behaviour of men, realizing their role in modern family and society as well as bringing social attention to men's gender issues and to the problem of family violence in Ukraine.

'Men against Violence' conducts regular consultations for men in crisis situations and plans to open a permanent hotline for men who need help. Currently, this NGO carries out quite an innovative project to start men's gender education in the villages of Vinnytsia oblast financed by the Canada-Ukraine Gender Fund.

According to project leader Volodymyr Martseniuk, this work is a real information breakthrough, it opens the eyes of rural men to existing gender education. It equips them with basic gender knowledge and techniques for avoiding violent conflict resolution. Students of local village schools are one of the focus groups in this work.

In the future 'Men against Violence' plans to start working with young men who are becoming fathers for the first time about what it means for a man to be a real parent and what the role of being a father really means.

Fatherhood education will not miss important issues such as communication between husband and wife during pregnancy, why it is important for men to take paternal leave or how it is possible to bring up sons and daughters freedom of gender stereotypes.

Vinnytsia men believe that their efforts and initiatives will contribute to the building of a society without gender-based violence.

of gender equality and gender justice and that they engage in the issue of gender-based violence.

Men are needed at many levels to successfully implement the 'Law on Prevention of Family Violence' adopted by Parliament in November 2001.

One of the key actors is the police force. The district police officer (who is highly likely to be a man, since policewomen are extremely rare) is often the first person that the victim meets. How this representative of authority treats the victim is crucial.

If police officers don't know the mechanisms of domestic violence, for instance why victims so often recant their accusations and return to the offender, they will not handle the case correctly. Chances are that they will treat the victim with contempt, thus increasing the victim's distrust of authorities.

On the other hand, police authorities can start building the bridge of trust that is necessary for recovery. They can also work on violence prevention. In order to do so they need education programmes and resources.

The Department for Work with Women at Kyiv State Administration, as well as the Ministry of Interior of Ukraine conducts educational work with district police officers on implementation of the law. Currently, methodological recommendations on how to treat domestic violence are being developed and distributed. This is a good starting point, but more work is needed.

Police officers are, however, not the only ones who deal with victims. Battered women often seek medical help and therefore doctors and nurses are other key actors. It is not unusual that they misjudge the injuries of an abused woman since she, because of shame, may give other reasons for them. Instead of saying that she was hit she may say that she walked into a door, or fell down the stairs.

Medical personnel need training to enable them to identify victims of violence. So do public prosecutors, judges and lawyers.

Raising public awareness is another important task. In other countries successful campaigns have managed to increase the understanding that domestic violence happens to people just like ourselves and in families that on the surface look perfectly normal. The news media also plays a crucial role in raising public awareness of this issue. Gender training of media staff can have an important impact.

Unfortunately, there are no special rehabilitation programmes aimed at violent men in Ukraine. Aggressors

are not very interested in participating in such programmes as they consider themselves to be perfectly normal. They can also be sceptical of the result of rehabilitation.

The experience of other countries, among them the United States, Norway and Sweden demonstrates significant difficulties, but also good results. Cognitive therapy has proved to work in many cases, even when it is a part of a court order and therefore, not voluntary. Centres for men, as described in the box on page 69, are other important steps towards a society where men and women, boys and girls, live in partnership and without violence.

## ■ Women's and Men's Health Issues

The period of transition has led to increase in gender inequality and a hampering of socio-economic progress. Crumbling health care, pension and education systems have contributed to poverty in all the Eastern European and Central Asian region countries.

In Ukraine the average life expectancy for both men and women has continued to fall during the past four years. The burden of transformation seems to have fallen disproportionately on men who, on average, die more than ten years earlier than women. This is one of the most alarming health issues in the country and needs to be taken seriously.

### Life expectancy: both sexes have lost a whole year

As shown in Table 3.5, the average life expectancy for men has fallen from 63.3 years in 1998 to 62.3 years in 2002, according to the latest statistics from the Ministry of Health.

Women have also lost a year of life expectancy. In 1998 the average life expectancy for women was 74.0, while four years later it was 73.0.

This shows that measures need to be taken in order to improve the health for both sexes. Ukraine is, together with Russia, Belarus, the Baltic States and Kazakhstan, one of the countries where women outlive men by more than ten years. Yet often, when women do survive to old age, they face poverty and hardship because the support system that existed during the Soviet period either has diminished or disappeared altogether.

Table 3.5

### Average life expectancy<sup>66</sup>

	1998	2000	2002
Men	63,3	62,5	62,3
Women	74,0	73,0	73,0
Average for both	68,6	67,7	67,6

### Decline in births is a serious sign

Another serious sign of the poor health situation is the decline in births. The development of this over the past four years shows that even though it seems to have come to a stop the figures are still very low. (Table 3.6)

In order for a population to stay stable and neither increase nor decrease, women of fertile age (15-49) need to give birth to, on average, 2.1 children in their lifetime.

In several western European countries (Italy, Spain, and Germany, among others) a decline in the fertility rate has also been observed. This has been explained by the tendency among women to postpone their first pregnancy. Another reason that has been broadly discussed is that this might be a silent female revolt against unfavourable conditions in the workplace and a lack of quality childcare. In countries with more 'family friendly' legislation and working environments, for example Sweden, the fertility rate has not shown the same negative development.

In Ukraine the statistics show that if nothing is done, the population will continue to decrease. In 1998 the fertility rate was an average of 1.19 children per woman. In 2000 the rate was even lower, at 1.09, which is among the lowest in the world. During 2002 a rise to 1.13 children per woman was observed, according to the latest and still unpublished statistics from the Centre of Medical Statistics at the Ministry of Health, which are used throughout this chapter.

In order to increase the health status of the population, reliable and sex-disaggregated data must be available and easily accessible. This is not the case in Ukraine today.

### A crisis in men's health

There is also a need for raising public awareness of important health issues, one of the most serious being the health situation for men.

In September 2002, the World Bank released 'Gender in Transition', a report highlighting differences between men and women in the 27 countries of Eastern Europe and Central Asia. In the report the mortality crisis for men is explained by a sharp increase in mental illness and risk-taking behaviour among men:

"Many factors contribute to this peak but injuries, including suicide, violence, cardiovascular disease and other illnesses directly or indirectly related to consumption of alcohol and tobacco, are the most common in the ECA region. The male suicide rate is between two and six times that of women, compared to 2.4 times in the U.S."

The crisis in men's health is however an international problem. In a recent issue of 'Men's Health Journal'<sup>68</sup>, two doctors raised the provocative question, "Is being a man a disease?" Another article in the medical journal 'The Lancet'<sup>69</sup> stated that all over the world men die earlier than women in all age groups, are more likely to take their own lives (up to eight times the rate of women in some age groups) and have higher morbidity from all cancers that are not sex related. In addition men are the overwhelming majority of those injured and killed in work environments and are almost twice as likely to be the victim of a homicide.

In Eastern Europe mortality in young men is rising, driven to a large extent by injuries and other alcohol related causes as well as by the effect of HIV/AIDS<sup>70</sup>.

Table 3.6

### Birth rates<sup>67</sup>

Year	Births in figures	Per woman
1998	419.238	1,19
2000	385.126	1,09
2002	390.688	1,13

Mortality rates<sup>71</sup>

Table 3.7

	1998		2000		2002	
	Actual	Per 1000	Actual	Per 1000	Actual	Per 1000
Men	355009	15,2	382260	16,6	385885	17,3
Women	364945	13,6	375822	14,2	369526	14,3

The mortality rates for both men and women, as shown by the latest statistics from the Ministry of Health in Ukraine are rising as well. (Table 3.7)

Topping the list of main causes of death for both sexes continue to be diseases of the blood circulation system, malignant growths, fatal accidents, injuries, poisoning and diseases of the respiratory organs.

What really gives ground for anxiety is the high mortality rate of men of employable age. In 2000 the number of men who died aged 25 to 29 was four times higher than the number of women in this category; in 2002 it was 3.6 times higher. In the age group 30 to 39 the difference is smaller, 2.6 times (compared with 3,6 times in 2000).

Diseases of the blood circulation system account for more than half the cases of male mortality (51.4 per cent). Injuries and poisoning are the second biggest cause of male mortality (15.2 per cent) followed by malignant tumours (14.5 per cent).

Most of the poisoning and trauma cases, including those from workplace and car accidents, result from abuse of alcohol. Alcohol is the most widely used drug among Ukrainian men. Frequently, the overuse of this drug causes alcohol poisoning and the results can be deadly.

The main causes of female mortality are also diseases of the blood circulation (71.1 per cent), followed by malignant tumours (11.3 per cent) and injuries and poisoning (4.1 per cent). (Table 3.8)

### Sad statistics: death rates for women and men

In the ranking of causes of ill-health for both men and women the first three places in 2002 were:

- Diseases of the blood circulation system (31.9 per cent for men and 33.7 per cent for women)
- Diseases of the respiratory organs (17.1 per cent to 14.2 per cent accordingly)
- Diseases of the digestive organs (10.2 per cent and 9.3 per cent)

A comparison of the indices of diseases of the nervous system, respiratory organs and digestive system shows that they are nearly the same for men and women. At the same time fundamental gender distinctions are apparent with respect to other diseases.

For instance, the level of women falling sick with diseases of the genito-urinary system in 2002 was 4.8 times higher than the analogous male index (in 2001 it was 3.8 higher). 1.6 times the level of neoplasm or malignant tumours were registered in women. The number of women suffering from endocrine pathologies is 2.2 times higher in 2002 than men.

At the same time women suffered almost half as much (1.9) than men from mental and behavioural disorders. These are primarily related to alcohol, alcoholism being 6.6 times more common among men. Cases of injury and poisoning were recorded 1.8 times more among men than women. Here the situation in 2002 was the same as in 2001. (Table 3.9)

Deaths caused by injuries, poisoning and consequences of certain other factors (radiation, environmental factors)<sup>72</sup>

Table 3.8

	1998	2002
Men (per 100 000)	6632,4	6231,3
Women (per 100 000)	3659,0	3397,1
<b>Ratio</b>	<b>1, 81 (181%)</b>	<b>1, 83 (183%)</b>

Number of women and men diagnosed for the first time 1998 - 2002<sup>73</sup>

Table 3.9

In per cent and 100 000 population	1998		1999		2000		2001		2002	
	Women	Men								
Syphilis %	52,2	47,8	52,4	47,6	53,4	46,6	52,5	48,0	52,5	47,5
per 100 000	135,4	143,0	111,9	117,1	91,7	92,1	75,8	81,4	62,9	66,1
Gonorrhoea %	36,3	63,7	34,0	66,0	32,6	67,4	33,5	66,5	33,6	66,4
per 100 000	37,9	76,5	33,4	74,8	32,2	76,8	32,0	73,9	29,4	67,5
Active tuberculosis %	28,3	71,7	29,3	70,7	28,8	71,2	28,8	71,2	27,8	72,2
per 100 000	29,3	85,7	29,9	83,1	32,5	92,6	37,3	107,2	47,2	119,2
Cancers %	49,5	50,5	49,6	50,4	49,6	50,4	50,2	49,8	50,0	50,0
per 100 000	293,6	345,6	295,1	345,4	294,8	344,6	300,3	345,7	302,5	351,3
Alcoholism %	12,0	88,0	13,0	87,0	13,9	86,1	14,3	85,7	14,9	85,1
per 100 000	23,5	197,3	25,3	194,0	27,3	194,8	28,9	200,8	30,1	200,0
Drug addiction %	19,2	80,8	21,8	78,2	19,9	80,1	17,6	82,4	17,8	82,2
per 100 000	7,8	37,8	8,8	36,2	8,9	41,1	8,3	45,0	7,8	41,7

In comparison with 1998 women have started to suffer 22.7 per cent more from diseases of the genito-urinary system; 31.6 per cent more with diseases of the blood and blood-producing organs; and 170 per cent more with problems of blood-circulation system. During the same period of time (1998 – 2002) evident in men was the growth in disease of the blood circulation system (by 36.3 per cent), endocrinology problems – 37.5 per cent, and eye disease – 20.8 per cent.

### The HIV/AIDS situation

In Ukraine the situation concerning HIV/AIDS is at a critical state. If powerful action is not taken now, there is a risk that the country will face an epidemic increase in infection. The statistics already show that the disease is not restricted to intravenous drug users and that the male-female ratio is rapidly changing meaning that women are increasingly being affected.

In 1997 the number of registered cases of AIDS was 96. A year later the number had risen to 303 and in 2002 it reached 1,353. In 2002 the reported number of new cases

of HIV-infection was 8,756; 3,478 women and 5,278 men. However the real figures are probably even higher. Last year UNAIDS (United Nations Programme on HIV/AIDS) estimated that 250,000 people (174,000 men and 76,000 women) in Ukraine were HIV-positive. The figure corresponds to one per cent of the reproductive population<sup>74</sup>. (Table 3.10)

From 1987 to 1996 the ratio of men to women with HIV/AIDS was 4:1, while in 2001 this ratio stood at 2:1. This means that the number of women infected is growing. Intravenous drug use is still the predominant source of transmission but sexual transmission is increasing. This makes women more vulnerable since they, due to thinner mucous membranes, have a greater risk of contracting the virus.

The level of drug dependency among the infected decreased from 83.4 per cent in 1997 to 52.4 per cent in 2002 (Table 3.10). Meanwhile the proportion of women grew from 26.3 per cent in 1997 to 29.9 per cent in 2002, regarding newly reported cases of HIV infection, with an increase in the number of pregnant women diagnosed HIV-positive and in the subsequent birth of their HIV-positive children.

Gender distribution of new HIV-infection cases reported in 2002

Table 3.10

	Heterosexual	Men who have Sex with Men	Injecting drug user	Blood transfusion	Children born to HIV+ mothers	Unknown	Total
Males	831	2	3546	1	733	165	5278
Females	1668	-	1041	1	638	130	3478
Total	2499	2	4587	2	1371	295	8756

### Living for Tomorrow

For everybody who works in the field of HIV/AIDS prevention the 'Living for Tomorrow' project can be a valuable resource. This three year action/research project, funded by the Nordic Institute for Women's Studies and Gender Research, has, in cooperation with researchers in Estonia, worked to build up a gender-slanted HIV prevention strategy.

The project, which is listed as a best practice project in the UNAIDS Resource Pack on Gender and HIV/AIDS has recently produced a practical workshop guide. Documents can be accessed through the web site: [www.nikk.uio.no/forskningsprojekt/livingfortomorrow/index](http://www.nikk.uio.no/forskningsprojekt/livingfortomorrow/index)

When dealing with HIV/AIDS a gender perspective is necessary. Do women have the possibility to negotiate their sexuality? What about access to condoms for both men and women? What are the attitudes of women and men towards contraceptives and HIV prevention? What attitudes does the general population have towards people with HIV/AIDS? Are there gender differences? These are all important questions that need to be answered.

### The reproductive health of the population

In recent years the reproductive health of the population has deteriorated. According to data from the Centre of Medical Statistics at the Ministry of Health, the number of complications registered during pregnancy, delivery and in the post-natal period increased from 1993 to 1998 by 16.5 per cent and from 1998 to 2001 by 9.5 per cent.

### Definition of Reproductive Health

Reproductive health is defined by WHO (World Health Organisation) as a state of physical, mental and social well-being in all matters relating to the reproductive system at all stages of life. "Reproductive health implies that people are able to have a satisfying and safe sex life and that they have the capability to reproduce and the freedom to decide if, when, and how often to do so."<sup>75</sup>

From 2000 to 2002 their level only grew by 7.5 per cent. In 2002 in Ukraine 622 thousands of such complications were registered, which makes 4960.5 cases per 100,000 women of fertile age (15 – 49 years).

The number of diseases complicating pregnancy, delivery and the post-natal period, have also grown during the last five years. Most often these are diseases like late-pregnancy toxicosis, pregnancy anaemia, blood-circulation diseases and those of the genito-urinary system. (Table 3.11)

The level of maternal mortality is one of the most important criteria in evaluation of the work of women's clinics and maternity hospitals. Maternal mortality is defined as death caused by pregnancy, which occurs either during the pregnancy or within 42 days of delivery. As registered by the Centre of Medical Statistics of the Ministry of Health, maternal mortality decreased from 2,3 in 1998 to 1,6 in 2002 (calculated per 10 000 children born alive).

### Infertility is increasing

Infertility (the state of being unable to produce offspring; in a woman this is defined as inability to conceive, in men it is the inability to impregnate) is another acute issue of reproductive health, which concerns both women and men and affect the demographic situation in Ukraine.

As the State Committee of Statistics reports, 40,631 cases of infertility were registered in Ukraine, among them 36,274 among women, i.e. 89.3 per cent. The frequency of men's infertility was only 10.7 per cent or 4357 cases. (Table 3.12)

During the last couple of years the registered level of infertility has grown from 2.9 to 3.1 per 1000 women of fertile age, which is far behind the infertility statistics in the countries of Western Europe. This demonstrates the need for improvement in services and centres of family planning.

The huge difference between statistical data on infertility for men and women cannot be explained by the fact

Table 3.11

### Frequency of registration of some common complications among pregnant women (per 100 pregnant women)<sup>76</sup>

	1998	1999	2000	2001	2002
Late toxicosis	9,4	7,7	9,3	10,0	10,0
Diseases of genito-urinary system	10,4	11,4	12,8	14,1	15,5
Blood circulation deceases	6,4	5,4	5,8	6,2	6,5
Anaemia	39,4	38,4	39,1	39,3	39,4

Table 3.12

### Infertility, 2002<sup>77</sup>

Sex	First time registered	Per 100,000	per cent	First time registered	Per 100000	Frequency per cent	Accumulated (during previous years)
Women	12 070	96,2	89,3	13 103	96,0	87,7	36 274
Men	2 141	16,1	10,7	1 839	12,6	12,3	4 357
<b>Total</b>	<b>14 211</b>		<b>100</b>	<b>14 942</b>			<b>40 431</b>

that men in reality suffer from infertility nine times less than women. The truth is that men very rarely seek medical advice for this problem. This situation demands the improvement of medical care for men suffering from infertility and most of all, progress in access to this kind of health service as well as changing negative behaviour stereotypes, which prevent men from seeking help.

### Abortion rate in decline

The abortion rate is another important sign of reproductive health. In this respect there has been a positive development in Ukraine with a substantial decrease over the past four years. (Table 3.13)

Ministry of Health experts explain the decline of abortions in terms of more active educational work broadly conducted by medical institutions as well as the wider availability of contraceptives. Together with lower maternal mortality these are positive changes in the area of women's health.

Through monitoring conducted by the Institute of Hygiene and Medical Ecology of the Academy of Medical Sciences, it has recently become obvious that a dominant factor in the fall in reproductive health is the deterioration of the environment, including the Chornobyl catastrophe and the socio-economic crisis.

### Cancer of the reproductive organs: an alarming situation

The reasons and components affecting health and causing death in men and women are different for men and women. In particular it is worth noting that cancer of

the reproductive organs and breast cancer remain the second biggest causes of death for women in the age group 16 to 55.

During the last four years this worrying situation has, unfortunately, remained stable: 56.2 cases of breast cancer per 100 000 women registered in 2002. By comparison, the figure was 56.4 cases in 1999. (Table 3.14)

It is alarming that 40 per cent of breast cancer cases are detected at the late, and often neglected, stages. In western Europe and the USA the number of neglected cases is not more than 5 to 7 per cent. As a result every year 20 per cent of women with breast cancer die in Ukraine. A low level of information for women and society about the disease and a lack of modern equipment for early diagnosis in medical institutions can be blamed for this shocking situation. According to the Ministry of Health Centre of Medical Statistics, there are 300 mammography machines in the whole country. Out of these only 15 per cent can be considered modern. As for prevention measures like annual examination of female reproductive organs and lacteal glands more than 30 per cent of women simply ignore this recommendation.

### Governmental measures

With the aim of improving health care in the country, in January 2002, the Government adopted the joint multi-agency programme 'Health of the Nation 2002-2011'. The programme comprehensively raises all issues of poor health care in Ukraine including medical services in rural areas, improvements in hospital treatments, the need to introduce family doctors and many other important issues.

Table 3.13

### Abortions<sup>78</sup>

Years	Absolute number	Per 1000 women (15-49)
1998	49 8621	39,0
2002	32 3343	25,8

Table 3.14  
**Women developing malignant tumors of the reproductive organs and lacteal glands<sup>79</sup>**

	1998		2000		2002	
	Absolute figures	per 100 thousand women	Absolute figures	per 100 thousand women	Absolute figures	per 100 thousand women
Cancer of female reproductive organs	15 646	58,6	15 682	59,7	15 985	61,7
Breast cancer		56,4	14 806	56,4	14 581	56,2

Much attention is dedicated to the health problems of women and children, such as implementation of screening programmes for early detection of various gynaecological conditions, pregnancy complications and an upgrading of obstetrical services. Men's health problems are addressed indirectly in the elements dealing with improving mental health, preventing suicides, organizing anti-alcohol campaigns and introducing healthy lifestyle (spiritual, physical and mental) education in schools.

As often happens with national programmes (see chapter on gender budgeting) no financial resources were allocated for this programme. According to a Ministry of Health source, some funding was provided for the Academy of Medical Sciences for scientific research in 2003. This means that the implementation of the programme mostly depends on budget allocations of local governments.

The Institute of Public Health under the Ministry of Health of Ukraine, which monitors the implementation of the programme, reported that during 2002 progress was achieved in various regions of the country where seven rehabilitation centres, five medical genetics centres and two mammography centres were opened. A majority of oblasts developed a network of hospices for treatment of patients in the terminal stages of cancer. Screening diagnosis for detecting oncological diseases was implemented in seven oblasts, while new technology for purifying water was introduced in six oblasts from Kyiv to Sevastopol.

From an economic point of view local governments allocated 5 239 billion hryvnia for different health pro-

grammes which, on average, is 11 per cent more than the previous year.

In the frame of international cooperation Ukraine joined Europe in the project 'Europe without Smoking', which has already involved more than a thousand schools in an anti-smoking campaign (1116, as of August 2002).

With the support of the American International Health Alliance almost 3000 doctors and nurses were trained in the intensive care of newborn children during 2002. Along with this strategic health programme, which outlines the main directions, there are more focused ones, like, for instance, the 'Reproductive Health 2001–2005' programme (adopted by a presidential decree in March 2001), which is, in fact, the second stage of the programme on Family Planning (adopted by the Cabinet of Ministers at the beginning of 1995).

The first programme proved successful as it established family planning centres and increased awareness of contraception. As a result, compared to 1995, the number of abortions fell 1.5 times and among teenage girls – two times. Maternal mortality as well as the number of deaths caused by abortions decreased.

The new reproductive health programme has been developed with a modern gender approach at its core and it concerns both men's and women's reproductive problems. Its slogan aims to foster the idea of a circle of health: "healthy parents – healthy children – healthy youth, healthy future parents – healthy new generation – healthy nation."

In the opinion of Ministry of Health experts, the hard work of health professionals is not enough of to achieve this goal. It also demands efforts from teachers, lawyers, social workers, different governmental institutions and NGOs. To overcome the economic crisis is crucial if a healthy society is to be built. This can be seen as a kind of Catch 22 as if health does not improve, the risk is that the economy will continue to be an obstacle. If the economy does not recover, neither will the health of the population.



## 4. Society's Gender Mirrors

### ■ Monitoring the Media

Judging by the global news media there are hardly any women on the planet. It is no coincidence that the media was highlighted as one of the 12 critical areas of concern at the 1995 Beijing Conference on Women. How the media reflects the world has an impact, whether we are aware of it or not. It is important to bear in mind that the media is much more than just news reporting. The images we are confronted with in magazines, advertisements, billboards, movies and tele-

vision commercials are equally, if not even more, important in shaping our picture of the world.

In commercial media there is no lack of women. On the contrary. Young, slim and smiling women greet us everywhere. There is no doubt that sexualized, often pornographic images of women are affecting not only young people. The same goes for the extreme gender stereotypes that characterize the images of both men and women.



Table 4.1

## Number of male and female writers in the media

Newspaper	Number of articles analysed	Women	per cent	Men	per cent
1. <i>Holos Ukrayiny</i>	199	75	37.6	124	62.3
2. <i>Den'</i>	133	55	41.3	78	58.6
3. <i>Zerkalo Nedely</i>	71	27	38.0	42	59.1
4. <i>Sils'ki Visti</i>	89	40	51.3	38	48.7
5. <i>Uryadovyy Kuryer</i>	124	46	37.0	78	62.9
<b>Total</b>	<b>616</b>	<b>243</b>	<b>40.3</b>	<b>360</b>	<b>59.77</b>

In the news media though, it is the dominance of men that is striking. In every country, including Ukraine, the media plays an important role because of its capability of increasing public awareness of various issues. One of these, as said in the Beijing Platform of Action, should be increasing gender awareness.

### The print media

To get a picture of where we stand an analysis of major Ukrainian national news media with top circulation figures was conducted. The study reflects the situation in the week beginning 23 and ending 29 November 2002. Included in the study were:

- *Holos Ukrayiny*, (Voice of Ukraine), circ. 121,000;
- *Uryadovyy Kuryer* (Government Courier), circulation 105,774;
- *Sils'ki Visti* (Rural News), circulation 535,500;
- *Den'* (Day), circulation 62,500;
- *Zerkalo Nedely*, (Weekly Mirror), circulation 42,500.

### Who is writing in the press and about whom?

A quantitative analysis of the writers in these publications demonstrates that the number of men and women among journalists is relatively balanced: 40.3 per cent female reporters and 59.7 per cent male reporters. (Table 4.1)

Regardless of authorship nearly 85 per cent of the names mentioned are male. An analysis of the articles shows that women are mentioned 5.5 times less frequently than men (Table 4.2).

As to the appearance of women and men in the press in terms of thematic context, then only 3.6 per cent of those who appear in the political sphere are women. This means that 96.3 per cent of politics is male.

The share of women is even lower than the actual representation of Ukrainian women in the political life of the country. It is no exaggeration to say that in this respect the news media is worse than reality itself.

Second in priority in terms of topics is culture. This too is an area dominated by male images by as much as 77 per cent. The gender division is also similar in subjects covering social themes: men, who are featured and quoted in connection with traditionally feminine branches of public life (health, education, childcare etc), comprise 77 per cent of the references and women 23 per cent.

At first glance, sports activities seem gender neutral. But male sporting achievements are featured three times more often than female.

Moreover, when male sports award ceremonies are presented the exact names of the winners are given while in the case of female sports awards the tendency

Table 4.2

## Average number of women and men mentioned in the print media

Sex	Number of times mentioned	per cent
Women	1 128	15.4
Men	6 230	84.6
Total	7 358	10000

Table 4.3

## Gender division of the areas of professional activity of women and men in the print media

Context of appearance (by theme)	Women: (number of references)	% women	Men (number of references)	% men	Total (number of references)	Total (%)
1. Politics, economy, law, international relations	122	3,6	3 224	96,3	3 346	<b>45.5</b>
2. Culture, art, show-business	322	22,6	1 100	77.3	1 420	<b>19.3</b>
3. Health, science, education	319	23,0	1 065	76.9	1 384	<b>18.8</b>
4. Family, consumerism	214	48,0	231	52,0	445	<b>6.0</b>
5. Sport	96	23.5	311	76.4	407	<b>5.5</b>
6. Crime, emergency situations	55	15,5	299	84,4	354	<b>4.8</b>
<b>Total</b>	<b>1128</b>		<b>6 230</b>		<b>7 358</b>	<b>99.9</b>

is to name the winner's team as a whole and its overall achievements. (Table 4.3)

### Women's and men's values and priorities through the eyes of the media

There is a structure of priorities for the national print media when it comes to covering events. Number one on the list is politics. This topic dominates all the analysed media. Its importance is proved by the fact that publications in the area of politics tell stories about the most interesting personalities.

Politics is followed by cultural events, social topics (in third place), private family issues (fourth), sports (fifth) and, finally, crime. Their importance is demonstrated by the percentage of articles in the national media on this topic (Table 4.13, last column).

### Men...

Since readers are both men and women, one might assume that these priorities are common to all people. However, the media mainly reflects the areas where men are most active, not the areas where women are most involved. This is demonstrated by a comparison between the six

theme blocks with priorities for articles where men are the main players. (Table 4.4)

Politics remains the absolute priority among Ukrainian men (about 52 per cent of references). Cultural issues and social problems are almost equally filled with men as subjects (17.6 per cent and 17.0 per cent references). Family issues, according to media coverage, are the least interesting for men. Only 3.7 per cent of the subjects in these articles are men.

### ...Women

The pyramid of women's interests in the media coverage appears totally different. As a result, women's priorities and interests are quite far from what media considers the 'common' interest of the people in Ukraine (again, as identified by the media itself).

Women's interests are almost equally divided between show-business, cultural events (28.5 per cent) and social issues (28.2 per cent). The biggest number of references to women's names, 322, is related to the area of culture, in particular information about art exhibitions, theatre performances and cinema and show business events. These are mostly names of actresses and singers. Occasionally historical women like Jeanne d'Arc or Roksolana appear. Almost as many references are

Table 4.4

## Men: priorities by theme

Theme	Number of references	%
1. Politics, economy, law, international relations	3 224	51.8
2. Culture, art, show-business	1 100	17.6
3. Social issues: health, science, education	1 065	17.0
4. Sport	311	4.99
5. Crime, emergency situations	299	4.8
6. Family, consumerism	231	3.7
<b>Total</b>	<b>6 230</b>	<b>99.9</b>

Table 4.5

## Women: priorities by theme

By theme	Number of references	%
1 Culture, art, show-business	322	28,5
2 Social issues: health, science, education	319	28,2
3 Family, consumerism	214	18,9
4 Crime, emergency situations	122	10,8
5 Sport	96	8,5
6 Politics, economy, law, international relations	55	4,8

found in traditionally feminised social areas such as health and education. (Table 4.5)

As this study shows, the image of women and men in the national press differs substantially. If the pyramid of 'male interests' is presented as 'common to mankind', then the opposite is true for what are considered to be 'female' news issues.

### How women and men are portrayed by the media

The ways in which men and women are represented is essential for gender analysis. In 80.5 per cent of cases, men appear in the capacity of experts and competent commentators, regardless of their profession. This gap is particularly big in Den' (whose editor, incidentally, is a woman) and Holos Ukrainy, where legislation makers and parliamentarians are often invited to comment on various issues.

Due to the poor representation of women in politics this contributes to an extreme dominance of men in the newspaper.

This study shows that, regardless of topic, men are the subject of news stories in 87 per cent of articles. During the survey period, interviews with female specialists appeared nearly seven times less frequently, comprising less than 13 per cent of all articles published in this genre.

Men and women are not represented equally in the Ukrainian media. Men dominate in spheres where gender disparity exists in reality, for example in politics, just as in areas where both women and men are professionally present (sport). In media, men even dominate in spheres that are overwhelmingly dominated by women, such as education, health care and consumer services.

Table 4.6

## Priorities of TV news coverage with number of references to gender

Channel	UT-1		1 + 1 (UT-2)		Inter (UT-3)		ICTV		Total	
	number	%	number	%	number	%	number	%	number	%
1. Politics, economy, law, international relations	1013	81.7	1047	47.5	1344	79.8	2506	67.9	5910	66.8
2. Crime, emergency situations	17	1.4	339	15.4	134	7.9	608	16.5	1098	12.4
3. Social area	204	16.4	668	30.3	153	9.0	456	12.3	1481	16.8
4. Culture, art, show-business	6	0.4	49	2.2	69	4.0	9	0.2	133	1.5
5. Family and day-to-day life	—	—	100	4.5	—	—	112	3.0	212	2.4
<b>Total</b>	<b>1236</b>	<b>100</b>	<b>1988</b>	<b>100</b>	<b>1678</b>	<b>100</b>	<b>4036</b>	<b>100</b>	<b>8834</b>	<b>100</b>

Table 4.7

## Coverage of politics

Channel	Men mentioned	%	Women mentioned	%	Together	%
1. UT-1	1003	99.0	10	0.9	1013	100
2. 1+1 (UT-2)	1008	96.3	39	3.7	1047	100
3. Inter (UT-3)	1311	97.5	33	2.4	1344	100
4. ICTV	2394	95.5	112	4.5	2506	100
<b>Total</b>	<b>5716</b>	<b>96.7</b>	<b>194</b>	<b>3.3</b>	<b>5910</b>	<b>100</b>

### Television: Gender neutrality is a myth

The specific quality of television makes it particularly suitable for providing information about the most common phenomena of people and society. As an all-pervasive medium, television has come to assume a particular importance, becoming one of the main institutions for socializing the growing generation as well as adults.

During periods of social transformation television news plays a vital role in raising public awareness of important issues. As the most informative genre on TV it has also become the most influential.

In spite of the popular interpretation of news being the transmission of neutral information, gender neutrality is, in fact, absent.

Components of gender disparity present in the media are not only textual. They are also audio-visual, including the on-screen location of women and men, the milieu in which a person appears on the screen, the studio setting and the subject's placing within it.

The current stage of this study of TV news has only paid attention to an analysis of news items. There is no doubt that this is only scratching the surface of the problem in question. For this selective survey of television, broadcast information programmes and news programmes were chosen from four national channels: UT-1, 1+1 (UT-2), Inter (UT-3) and ICTV, which were transmitted during the course of the week 20-27 January 2003.

Although the concept of news slots on different channels varies, it is still possible to observe general patterns. (Table 4.6)

On four national TV channels women appear in television news in any capacity 7.5 times less frequently than men.

The biggest disproportion in the representation of women and men on the TV screen is in news slots of

the state television channel UT-1, 94% of which is represented by male names. The number of references to women in information programmes on this TV channel is only 6 %, that is, women are referred to 15.5 times less than men (Tables 4.7 and 4.8).

As in print media, the most disproportionate aspect of female and male activity is found in political coverage. On average 96.7 per cent of political news is presented by male names, while women comprise 3.3 per cent of all references in the news on this subject, nearly thirty times less, therefore, than men. It should be noted that this does not even reflect the proportion of women and men in Parliament (Table 4.7).

Subjects featuring extraordinary situations and crime, which make up the main components of information slots on various channels, are also very male dominated. 84.1 per cent of the news subjects are men.

In spite of the widespread image of women usually being victims of criminal and extra ordinary situations, the statistics for this subject in Ukrainian television news shows only 15.8 per cent female references. Men appear in this role nearly 5.5 times more.

Social subjects covering problems like health care, education, science and employment agencies, are more balanced from a gender equal point of view. Even so, men are referred to 1.5 times more often than women (Table 4.8).

The same goes for culture. 89 per cent of anything new in this area, featured on Ukrainian television during the period of the survey, was presented by men.

The prevailing impression after watching the news from four national TV channels is that women are inferior to men in all areas.

The most expressive male personalities are to be found in political news and events (73 per cent of male references belong to this sphere) and in social and criminal events (11.9 per cent and 11.7 per cent).

Table 4.8

## Coverage of social issues

Channel	Men mentioned	%	Women mentioned	%	Together	%
1. UT-1	143	70.1	61	29.9	204	100
2. 1+1 (UT-2)	507	75.9	161	24.1	668	100
3. Inter (UT-3)	69	45.1	84	54.9	153	100
4. ICTV	190	41.7	266	58.3	456	100
<b>Total</b>	<b>909</b>	<b>61.4</b>	<b>572</b>	<b>38.6</b>	<b>1481</b>	<b>100</b>

Politics, the economy and international events are a priority in terms of the number of male references in news programmes of all four TV channels. Men are the subjects in 84 per cent of UT-1 information programmes, 86 per cent of INTER news, 74 per cent of ICTV news and 54 per cent on 1+1.

In the hierarchy of 'female' interest, social problems occupy the first place on all four TV channels. In the news programmes of 1+1, 46 per cent of references in the context of social problems are female, 49 per cent on INTER, 58 per cent on ICTV and 80 per cent on UT-1.

The second subject where women's names are mentioned, particularly on 1+1, is that of unusual and criminal events, 24 per cent.

### Gender imbalance in the way women and men are presented

Generally an analysis of the Ukrainian media confirms a significant gender imbalance in the representation of the public roles of women and men. This can be observed in the presentation of traditionally 'male' topics – politics, economics and international relations just as in highly feminised social spheres such as health, education, medicine and consumer services.

No matter which topic or area of public life, men appear much more frequently as experts and subjects of interviews than women.



The tendency to depersonalise women is striking. Men are presented with their full name, position and professional background. Women are presented as the 'wife of such-and-such' or 'the mother of'.

Both print and broadcast media re-create the hierarchy of gender inequality which exists in Ukrainian society. In fact the media does not mir-

ror the gender inequality that does exist; in fact the media makes matters worse.

### How do we get the full picture?

In order to get the full picture, much remains to be done.

- Professional monitoring groups for the news media have proved very effective, for instance in the Netherlands.
- The introduction of an ethical code for journalists, which includes chapters on gender issues. Here the United Kingdom serves as a good example.
- Instead of spontaneous and irregular gender training, planned and regular training for journalists, news editors, producers, cameramen and photographers is needed all over Ukraine, for national and local media.
- Including gender courses into all journalism schools at universities goes without saying. The first steps in this respect have already been taken in Ukraine, as is shown in the next chapter on gender education.
- For several years Ukrainian gender activists have talked about creating an easy-to-use data base of women experts in all fields of science, economy and politics. Unfortunately, as the saying goes in Ukraine, 'the cart remains in its old place' (nothing has changed). But the truth is that a list of highly qualified female experts could save a lot of time for journalists. It would also kill the argument that there are no qualified women to interview.
- Those who do succeed in performing balanced gender reporting in print media as well as in electronic media must be noticed and rewarded, if not by state bodies than at least by NGOs. Their positive examples will encourage others.
- Even though laws do not solve every problem, legislation for combating negative gender stereotypes of women and men in the media could be of value. Such laws are being considered in other countries as well, for instance in France and Norway.

With all these measures in place Ukraine will have a chance to quit the fantasy land of the 'curved mirror' and both women and men will obtain a chance to receive accurate coverage in the media.

## Women and Gender Studies

All over the world Gender Studies is a subject increasing in value in the academic world. Even though this field is not considered quite as exotic or strange as before, many still ask the question: What exactly are Gender Studies? And is there really a need for them?

Gender Studies were started in the 1960s-70s by women who found that traditional science did not take into account that such a thing as gender exists. The core of this field is the investigation and analysis of the way gender and biological sex influences individuals, societies and cultures. Gender studies cover all fields of traditional academic sciences, such as Sociology, Economics, Political Science, History, Psychology and many more, including Mathematics and Architecture. In Ukraine the first gender centres in Odesa, Kharkiv and Kyiv were launched only in the mid-90s.

In less than 10 years really huge progress has been achieved. It is due to the persistency of gender scientists as well as technical support of the UNDP Equal Opportunities Programme that the draft of the first Basic Gender Course for universities received official endorsement of the Ministry of Education in July 2003 and after it is published will be integrated into high education curricula all over Ukraine.

### Understanding women and men

It is also necessary to point out that Gender Studies is not about women. It is about women and men and the relations between them. However Gender Studies do deny biology as an explanation for the differences between men and women in social life and what they can achieve in their lives. Researchers in this field never forget that living conditions are different for men and women, because of the patriarchal organisation of society.

In recent years, as more attention is being brought to the damaging effects of male stereotype gender roles (for instance shown by lower life expectancy) focus has partly shifted towards examining what it means to be a man. In many countries, all over the world, various forms of masculinities are being studied, among them the concept of fatherhood.

At present, there are 22 scientific research centres of women and gender studies operating in Ukraine. They have become important for coordinating research and education in the issues of gender, sex and sexuality in all courses of study. Each of these centres has passed its own period of development, and sometimes the path

Table 4.9

Geography of gender centres in Ukraine<sup>80</sup>

Cities of Ukraine	Number of women +gender centres
Vinnitsia	1
Donets'k	1
Kyiv	10
Lviv	2
Mykolaiv	1
Odesa	2
Simferopol	1
Sumy	1
Ternopil	1
Kharkiv	2
<b>Total: 10 cities</b>	<b>22 centres</b>

from establishment to official legal registration has been quite long.

Today we have not only a wide variety of gender centres in Ukraine in geographical terms, but also a diversity of scientific priorities chosen by them. (Table 4.9)

### From women and gender studies to gender education

During their ten years of existence the Women and Gender Centres have managed to develop a feminist discourse and implement this into scientific application as well as into official documents. A lot of effort has been put into the incorporation of a gender component in the Ukrainian educational system. The centres have prepared quite a few programmes for education and also produced text books which have challenged the existing educational system.

Gender researchers have published hundreds of books and scientific articles on gender issues. By doing this they have managed to, at least to a certain extent, change the attitudes towards gender research in academia as well as in society as a whole.

The publications represent a wide range of topics. They cover fields as diverse as parity democracy, family, labour, management and history but also include gender monitoring of different areas of legislation that affect the lives of women and men.

Centres of women and gender studies have also helped prepare young scholars defending their theses on different aspects of gender related problems. There is a growing interest of young researchers in gender issues due to innovative ways for creating awareness and interest in this field, such as summer schools and 'readings'.

The last summer school was organized by the School of Equal Opportunities NGO in Crimea in August 2003 for almost 100 children aged 12–16, from secondary schools from all over Ukraine. The most prominent gender researchers, including Tamara Melnyk PhD in Law, adviser to the State Committee on Family and Youth and one of the contributors to this publication, were invited to lecture at this school.

Other achievements include periodicals, virtual libraries and databases, the establishment of the All-Ukrainian Association of Gender Scholars and contests among students, and, certainly, development of the first Basic Gender Course for universities by a team of the best qualified and experienced gender scholars. The team leader and scientific editor of this unique text book, long awaited by Ukrainian students and academia, is Natalya Chuhym (1955 - 2003), PhD in Philosophy, head of the Kyiv Gender Studies Institute and lecturer at Kyiv State University.

### Challenging traditional attitudes

Women and gender studies as an educational project aims to reduce traditional methods of teaching, which are based on patriarchal and gender stereotyped values and ways of communication. In scientific literature this is called a 'covered educational agenda'.

Administration of educational institutions, gender relations at universities as well as the subjects taught and methods of study can be also be attributed to this covered educational agenda. These three dimensions reflect not only gender stereotypes but also support gender inequality, giving preference to men as a societal norm and treating women as abnormal.

Women and gender research started as a result of criticism from both students and teachers at traditional universities. They felt the need to update Ukrainian education systems by increasing gender awareness within them. Even though progress has been made, much still remains to be done.

Gender mainstreaming in education demands the introduction of new subjects and special courses on gender issues, monitoring of existing study programmes, text books and curricula, methodological manuals and other appliances for educational institutions at all levels. Integration of these programmes into the system of university education of Ukraine will change the sciences. The entrance of educated specialists with gender knowledge into society will change society. The development of women and gender research in Ukraine demonstrates essential progress in this direction. At the

same time it is necessary to recognise that this is still a marginal area in Ukrainian science.

The ambiguity of the situation is caused, first of all, by the domination of patriarchal power structures and traditions; secondly, by the novelty of this problem in academic science in the post-Soviet era; thirdly, by the necessity of conceptual and practical self-determination of gender research in contemporary conditions.

There still is no national body for coordinating gender studies in Ukraine. As in many other countries, there is a need for such a body here. A national centre should work with information and coordination of research. Its tasks might be to:

- Obtain an overview of gender research in Ukraine
- Actively distribute research results both within and beyond universities, for instance to the media and relevant authorities,
- Increase awareness of the significance of the gender perspective and
- Analyse the status and development opportunities of the gender perspective in all areas of society.

Researchers who are active in this field face serious problems with lack of financing. This makes it hard to carry out work in a field that still is quite new. Without the support from international organizations, especially the UNDP Gender in Development programme, gender research would be doomed to remain on the outskirts of scientific research.

Today there is no national programme to support and promote gender research. Such a programme would mean a lot, not only for improving the conditions of researchers and students in this field. It would also help increase the knowledge that is necessary in order to promote gender equality in society.

## ■ Gender Statistics

Knowledge is the key to change. This is especially true when it comes to developing a society that is good for both men and women. National statistics play a crucial role in this. They provide decision makers with relevant facts about the situation in question. Since living conditions differ for men and women there is a need for these facts, these statistics, to be disaggregated by gender.

This was pointed out during the first UN Conference on Women, in 1975. Since then many countries, including Ukraine, have changed, or begun to change, their systems of national statistics. Development of gender

statistics is important not only for planning but also for monitoring and evaluating state policies.

Gender statistics is still a relatively new branch, but it is relevant to all traditional areas of statistics and is a part of the whole system of statistics. It is due to cooperation between users and professional statisticians that the area of gender statistics was launched and developed in Ukraine. The aim was to identify problems that needed to be solved and to obtain the necessary statistics to do this.

There was a great need for educated developers of statistical data who fully understood the importance of gender; at the same time it was crucial to study the demands in the area of gender statistics. On the other hand, users of gender statistics have been learning how to use statistical data more effectively and how to formulate their needs and requests, so that they can be implemented by statisticians.

During the last five years the national system of statistics has been developing gender statistics data on the basis of the goals and tasks that are set up in the frame of national policy and national planning. Statisticians, in cooperation with politicians and other groups of users have, with the help of international consultants, studied gender issues, problems and tasks, which were formulated at the national level.

Much attention was paid to the stages of development, presentation and dissemination of statistical data dealing with gender aspects of societal development. Statistical data is viewed as an instrument for awareness raising, something that can stimulate gender changes in policies, programmes and projects but also contribute to the monitoring and evaluation of the impact of different political actions and events.

The first stage of Ukrainian gender statistics development was the defining of all statistical data regardless of its availability or even a complete absence of development in the country. Only at a later stage were those indices, which were previously developed in Ukraine, defined and their quality evaluated. The difference between available and required statistical indices provided information about the gap in data.

This knowledge is the most important factor in the further development and improvement of gender statistics.

Gender statistics needs in Ukraine were defined after studying strategic national documents of gender equality policy; regional and international documents of gen-

der policy; publications of other countries on the issues of gender statistics as well as other sources.

When Ukrainian statisticians started to work on the development of gender statistics they faced some new challenges related to production and use of gender statistics. In particular, it became clear that the linkage and communication between users and producers was insufficient, that the users of gender statistics were not fully aware of the gender issue related statistics they could obtain from the state statistics system.

At the other end, the producers were not well informed of the users' problems and their real needs in gender statistics. During events organized to bridge statisticians and users it was understood that even those limited gender statistics were not being used effectively enough. Also, it was quite clear that some issues needed to be reworked, especially definitions, concepts, measures, classifications, and filling data gaps.

### Women and men in Ukraine: Monitoring their progress

In 1998 and 2001, the State Committee of Statistics published booklets called 'Women and Men in Ukraine', the first visible achievements of the development of gender statistics in Ukraine. Statistical data and indicators containing basic information on the situation of women and men in all spheres of social life were presented in a reader-friendly manner and distributed among a wide audience. As a result of these gender statistics publications and feedback from readers, recommendations were developed on how to strengthen collaboration between producers and users. This creative cooperation will help to improve the level of reliability and adequacy of the state statistics system in reflecting the gender situation in Ukraine.

Since the first stages of development, gender statistics have provided an opportunity to concentrate attention on different situations of women and men in key areas of life.

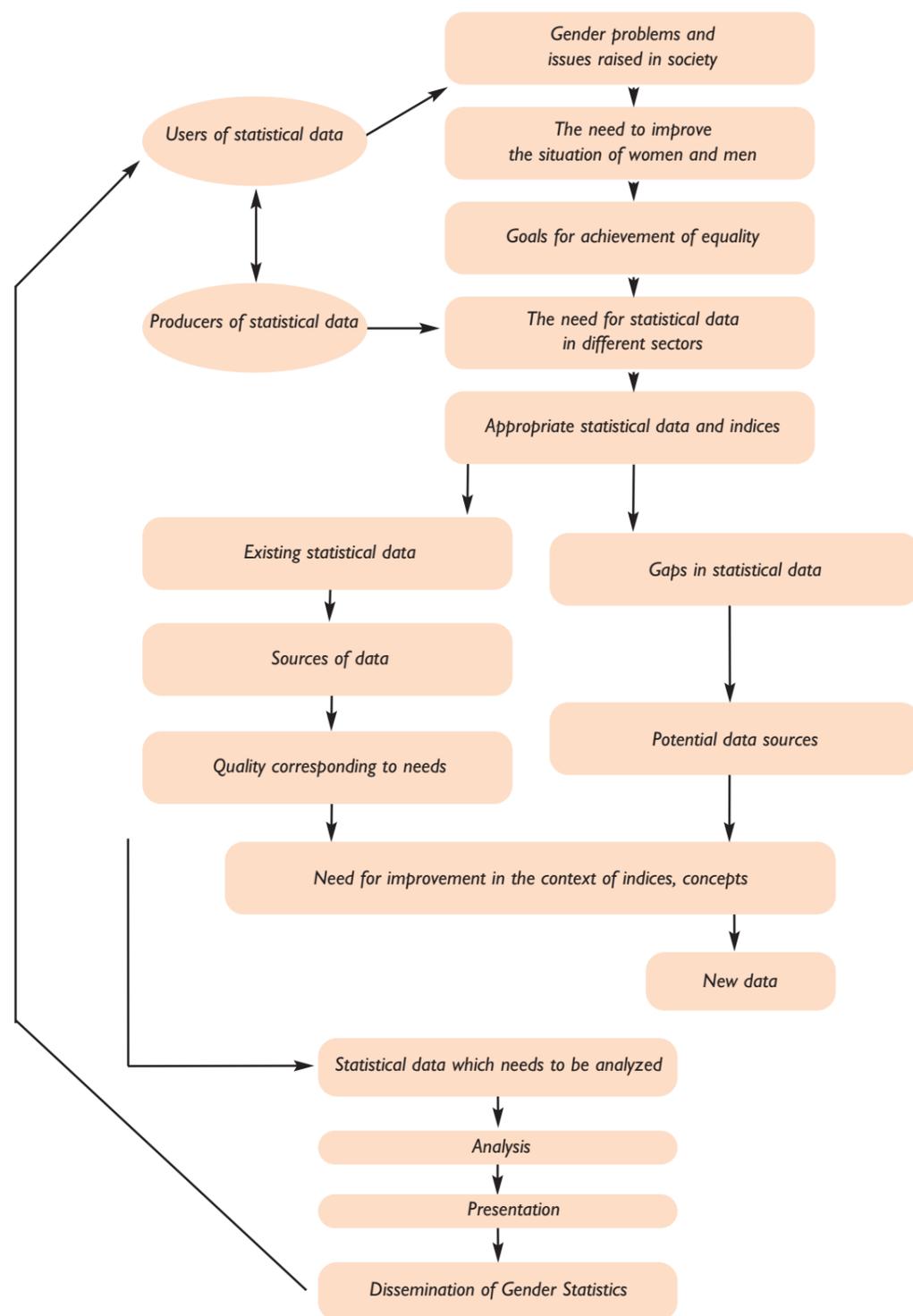
**Decision making** Women and men do not take equal part in making decisions. There are few women at the highest level of governmental structures. The level of women's participation in decision making is low even in the branch ministries and departments responsible for areas where women dominate (education, culture and social protection).

**Economic life** Women and men have different obligations, participate in different kinds of economic activi-

**Statistical data is an awareness-raising tool and can stimulate policy change**

## Gender Statistics Development Scheme

Figure 4.1



Source: State Statistics Committee of Ukraine

### Gender Statistics Database

The UNECE/UNDP Gender Statistics Database has been developed recently. The Database is accessible from the following address: [www.unece.org/stats/gender/web/database.htm](http://www.unece.org/stats/gender/web/database.htm), the overall Website address is: [www.unece.org/stats/gender/web/](http://www.unece.org/stats/gender/web/).

The Website is the result of fruitful collaboration between the UNDP Regional Bureau for Europe and the CIS (RBEC), National Statistical Offices (NSOs) in member states of the UN Economic Commission for Europe (UNECE), and the Statistical Division of UNECE, with inputs from other international organisations.

ties, occupy different posts and receive different salaries. Women are more often employed as office clerks and in the services, on the contrary they rarely involved in transport or manufacturing industries. Even within the same professional group women always occupy less prestigious and less paid posts. Almost always women receive a lower salary than men for doing a similar job. Provided that women and men are employed in different branches of economy, have different professions as well as the fact that family obligations influence them differently one can conclude that they are also differently affected by unemployment at various stages of life.

**Education** Ukraine has achieved important progress in education. The proportion of women with a university education and those who study in different educational institutions is quite significant. The proportion of university-educated women is higher than the proportion of men. For women, however, education is not enough to open the doors to well paid jobs and good careers.

**Health** Gender statistics demonstrate that women and men's attention to the health in general and to their own health differs greatly. Women and men have different lifestyles and different needs in the area of health care. Diverse factors influence the level of morbidity of women and men, means of prevention of diseases, their treatment and even access to health care institutions. Many diseases and risks influencing women's health are connected with childbirth while others deteriorate as a consequence of pregnancy. For men the most serious factor is low life expectancy. On average men die ten years earlier than women.

**Violence.** Statistics state that men are more likely to be victims of crimes like murder and street violence. Women are more often victims of sexual crimes. The other form of widespread violence against women is forced prostitution.

### Planning effective strategies

Statistical data tells us that women and men fulfil different roles in society and have different access to resources and decision making. Without taking this into account, and without analysing the full extent and consequences, it is impossible to move towards a more gender equal society. In fact there is even a risk that political decisions not only preserve but even deepen the level of inequality.

Statistics provide the basis for action. Statistical data on gender issues allows society to resist the influence of negative stereotypes and traditional concepts. In

Ukraine, where the legislation guarantees equality and human rights, the population tends to presume that factual equality is already achieved, thus underestimating the real extent of discrimination. Gender statistics promote change, helps break stereotypes and assists in improving the level of gender awareness in society.

Decisions in economic and social politics are made on the basis of the available statistical data and national accounts. Therefore it is necessary to have statistics that are disaggregated by gender. If this is not done it simply is not possible to know which actions need to be taken.

There is, in fact, no area where gender disaggregation is not needed, even when it comes to a seemingly gender neutral issue like heart surgery. It was statistics that in mid 90s showed that women all over Europe did not recover as well as men from heart surgery. Due to the statistics deeper investigations were made to discover the cause. It turned out that one of the reasons was that women in general have smaller hearts. This in turn led to the development of new surgical instruments and operational techniques.

This example shows that gender statistics can help save human lives and that there is an absolute need for all statistical data to be disaggregated by gender.

The fact that the production and disseminating of gender statistics is a never-ending process with many stages of development should be emphasised. Every new step in this process is extremely important. In Ukraine it is necessary to focus on improving gender statistics in a number of ways:

- Interaction between producers and users
- The context of statistics
- The use of gender statistics
- The statistical methodology for the application of gender issues into the state statistics system.

Work on improving gender statistics has received official status in the frame of Ukrainian bodies of national state statistics. This is of course very positive. However, it must be pointed out that there is a need for continuous updating of gender statistics, at the same speed as any other national statistics.

It is very important that gender statistics are easily available for a broad audience, no matter who needs the information; politicians, health care institutions, police officers, journalists or teachers and students at schools and universities, the statistics must be easy to find.

Therefore the 'Women and Men in Ukraine' statistics booklet should be published on a regular basis, preferably annually or every other year.



## Footnotes

### 1. Gender and Governance

- 1 Calculation was made according to the lists of candidates published in the newspaper 'Ukrainska Pravda' (Ukrainian Truth). The lists were later a little changed but, on the whole, this did not influence the general picture of the candidates' gender distribution.
- 2 Calculated by the author
- 3 [http://europa.eu.int/comm/employment\\_social/equ\\_opp/rights\\_en.html](http://europa.eu.int/comm/employment_social/equ_opp/rights_en.html)
- 4 Decision on the Programme of Activity of the Cabinet of Ministers of Ukraine, 15 March 2003, No.344
- 5 Millennium Development Goals, Ukraine. Ministry of Economy and European Integration of Ukraine. Kyiv, 2003
- 6 Millennium Development Goals, Ukraine. Ministry of Economy and European Integration of Ukraine. Kyiv, 2003
- 7 Human Development Report 2003. Published by the United Nations Development Programme (UNDP). New York. Oxford University Press. 2003
- 8 Gender Empowerment Measure (GEM) A composite index measuring gender equality in three basic dimensions of empowerment – economic participation and decision making, political participation and decision making and power over economic resources.
- 9 Human Development Index (HDI) A composite index measuring average achievement in three basic dimensions of human development – a long and healthy life, knowledge and a decent standard of living.
- 10 Gender Related Development Index (GDI) A composite index measuring average achievement in the three basic dimensions captured in human development index – a long and healthy life, knowledge and a decent standard of living – adjusted to account for inequalities between men and women.
- 11 According to the results of a study of the economic activity of population (IOM Methodology) in 2001; in 2002 the professional structure of women's and men's employment was not developed

### 2. Gender Challenges in the Economy

- 12 International Labour Organisation (ILO). Current International Recommendations on Labour Statistics, 2000 Edition. Geneva, 2000.
- 13 The Institute of Economic Forecasting has chosen 'household' as a theme for study. A household is one or a number of people who live together and keep house together; family relationship are not necessary. In the text 'family' is used as a synonym for 'household'.
- 14 J. Sean Curtin, Professor, Japanese Red Cross University. Family Trends in 2003: Declining Birthrates, Fewer Marriages, More Divorces.
- 15 Main Socio-demographic characteristics of households in Ukraine in 2002. Statistical bulletin (according to data from a selective study of living conditions of households of Ukraine). Kyiv: State Committee of Statistics, 2002. - page 23.
- 16 'Expenditures and revenues of Ukrainian households 2000', Kyiv: State Committee on Statistics, 2001, 2002 and 2003.
- 17 'Expenditures and revenues of households of Ukraine in 2000', Kyiv: State Committee of Ukraine on Statistics, 2001. " Same publication for 2002 and 2003
- 18 Calculated according to: 'Expenditures and revenues of households of Ukraine in 2000', Kyiv: State Committee of Ukraine on Statistics, 2001, page 182, 239. Same publications for 2003, p.276-77. 335
- 19 Calculated according to table 48: 'Expenditures and revenues of households of Ukraine in 2002', Kyiv: State Committee of Ukraine on Statistics, 2003. - Part 1. - page. 276.
- 20 Calculated by the author according to: Statistical Annual of Ukraine for 1998 . – Tekhnika, 1999. page 404; for 2001, page. 428. Expenditures and revenues of households of Ukraine in 2002, Kyiv. State Committee of Ukraine on Statistics, 2003. page 196

- 21 Calculated by the author according to: Ukraine in figures 1998. Kyiv. State Committee of Statistics, 1999. page 159. Statistical annual of Ukraine for 2001. .Tekhnik, 2002. page 421. Expenditures and revenues of households of Ukraine in 2002. – Kyiv: State Committee of Ukraine on Statistics, 2003. – P. 116.
- 22 Novikov V. Gender and Poverty. Employment and Labour Market. –Kyiv: Council on Study of Productive Forces of Ukraine. National Academy of Sciences of Ukraine, 2002.-Issue 16, page 73-81
- 23 Yakuba K.I. Women in Village Labour Potential. – Kyiv.: Agrarian Science, 1998. – p. 209.
- 24 Data was provided by the Poltava oblast administration, Department of Land Resources

### 3. Gender Aspects of Social Problems

- 25 See International Organization for Migration, Migration Trends in Eastern Europe and Central Asia 2001-2002 Review (Geneva: IOM, 2002) 149.
- 26 Ibid.
- 27 Ibid.
- 28 Ibid.
- 29 United States, Department of State, Trafficking in Persons Report (Washington D.C.: United States Department of State, 2003) 7.
- 30 The youngest victim of trafficking (for forced begging) treated in IOM Kyiv's Rehabilitation Centre was 4 years old; the oldest victim of trafficking (for forced labour) was 56 years old.
- 31 International Organization for Migration, Information Campaign Against Trafficking In Women from Ukraine, Research Report July 1998 (Geneva: IOM, 1998) 11.
- 32 Ibid. 14.
- 33 All italicized personal quotations throughout this article are true stories from victims of trafficking assisted by IOM.
- 34 Sergey Krivosheev, Vitaliy Kuts, and Vasiliy Sobolev, Review of the Mechanisms, Means and Law Enforcement Response to Trafficking in Persons in Ukraine (Kyiv: IOM, 2002) 26-29.
- 35 Ibid. 18.
- 36 Ibid.
- 37 Ibid. 19.
- 38 Ibid.
- 39 Ibid. 20.
- 40 Ibid. 20-21.
- 41 On 8 February 2002, with funding from the Swedish International Development Agency (Sida), IOM opened a Rehabilitation Centre in Kyiv for the effective treatment of victims of trafficking. The Centre was opened in cooperation with ICG and the Ukrainian health authorities in Kyiv. The Centre staff consists of a general medical practitioner, gynecologist, psychologist, twelve nurses, and two cooks. The Centre also gives lessons on reproductive health, and counsels victims to identify realistic employment goals and vocational training necessary to achieve such goals.
- 42 "Prostitution laws of the majority of European countries, including all EU Member States – with the exception of the Netherlands – are based on what is called the abolitionist model. A central feature of this model is that prostitution in itself is not an offence, but any 'exploitation of the prostitution of another person' is criminalized, that is, any involvement of a third party. Prohibitions include recruitment for prostitution, aiding and abetting, managing a brothel, rental of premises for prostitution, procurement, pimping and living on the earnings of prostitution. The prostitute herself is not penalised as she is considered to be a victim." Roelof Haveman and Marjan Wijers, Review of the Law on Trafficking in Persons in Ukraine (Kyiv: IOM, 2001) 35.
- 43 Information provided by psychologist working at the IOM Rehabilitation Center for victims of trafficking.
- 44 Krivosheev, et. al. 17-18.
- 45 See e.g. Krivosheev, et. al. 22-23.
- 46 Ibid. 22-23.

47 These include: the Universal Declaration of Human Rights (entered into force 1948); the International Covenant on Civil and Political Rights (entered into force 1966); the International Covenant on Economic, Social and Cultural Rights (entered into force 1966); the Slavery Convention (entered into force 1927); the Supplementary Convention on the Abolition of Slavery, the Slave Trade, and Institutions and Practices Similar to Slavery (entered into force 1956); the Convention for the Suppression of the Traffic in Persons and of the Exploitation of the Prostitution of Others (entered into force 1951); the Convention on the Rights of the Child (entered into force 1989); the Optional Protocol to the Convention on the Rights of the Child, on the Sale of Children, Child Prostitution and Child Pornography (entered into force 2000); the Convention on the Protection of the Rights of all Migrant Workers and Members of their Families (entered into force 1990); Convention (n. 182) on the Prohibition and Immediate Action Against the Worst Forms of Child Labour (entered into force 1999); the Forced Labour Convention (entered into force 1932); the Abolition of Forced Labour Convention (entered into force 1959); the Convention against Torture (entered into force 1987); and the Convention on the Elimination of All Forms of Discrimination of Women (entered into force 1981).

48 The UN Convention Against Transnational Organised Crime is supplemented by two facultative protocols: the Protocol against Smuggling of Migrants by Land, Sea and Air and the Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children.

49 While the Trafficking Protocol has yet to enter into force because it has not yet attained the necessary 40 state ratifications required under its Article 17(1), the Organized Crime Convention entered into force on 29 September 2003, in accordance with its Article 38 following the deposit of the fortieth instrument of ratification with the UN Secretary-General on 1 July 2003.

50 Article 149 of the Criminal Code of Ukraine (new) stipulates the following:

Article 149. Trafficking in persons and other illegal deals with regard to transfer of a person

i. Sale, other paid transfer of a person, as well as any other illegal deals concerning the legal or illegal transfer, with or without that person's consent, across the state border of Ukraine for further sale or other transfer to another person (persons) for the purpose of sexual exploitation, use in the porno business, engagement in criminal activities, debt bondage, adoption for commercial purposes, use in armed conflicts, labour exploitation – are punishable by a term of imprisonment of three to eight years.

ii. The same acts, if committed against a minor, several persons, repeatedly, by a group of persons upon prior conspiracy, with abuse of official powers, or if committed by a person on whom a victim was materially or otherwise dependent – are punishable by a term of imprisonment of five to twelve years with or without confiscation of property.

iii. Acts, stipulated by paragraph one or two of this Article, if committed by an organized group, or acts concerning the transfer of children abroad or failure to return them to Ukraine, or for the purpose of removal of the victim's organs or tissues for transplantation or forcible donor purposes, or if these acts resulted in grievous consequences – are punishable by a term of imprisonment of eight to fifteen years with confiscation of property.

51 Criminal Code of Ukraine (new) Art. 303(2).

52 Ibid. Art. 303 (3).

53 Ibid. Art. 146.

54 Ibid. Art. 303(4).

55 Ibid. Art. 302.

56 Ibid. Art. 190.

57 Cases "filed" by the Ministry of Interior must still be approved and brought to court by a prosecutor.

58 Luhansk, Donetsk, Kyiv region, Sevastopol, Kharkiv, Odessa, Mykolaiv, Ternopil (Khmelnitsky), Kirovohrad, Chernovtsy, Rivno, and Simferopol.

59 Witness protection is contemplated by Article 52-1 of the Criminal Procedure Code; if the victim agrees to testify and is under a real threat then Article 7(1)(a) to (i) and Article 9 of the Law on Protection of Individuals Involved in Criminal Proceedings set out a range of security measures that can be considered.

60 Protective conditions for testifying victims are governed by the provisions of Article 20 of the Code of Criminal Procedure and Articles 7 and 16 of the Law on Protection of Individuals Involved in Criminal Proceedings.

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[http://www.rho/html/definition\\_.htm](http://www.rho/html/definition_.htm)

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77 Centre of Medical Statistics, Ministry of Health of Ukraine

78 Centre of Medical Statistics, Ministry of Health of Ukraine

79 Centre of Medical Statistics, Ministry of Health of Ukraine

#### 4. Society's Gender Mirrors

80 Women's organizations in Ukraine: Directory / O.I. Sydorenko. – page 376; web-pages of scientific centres; archive of Odessa Scientific Centre of Women's Studies)

## Territorial Coverage of the IOM National Network of NGOs providing Return and Reintegration Assistance to Victims of Trafficking in Ukraine



'Progressive Women', Vinnytsya

'Women for Women', Donetsk

'Successful Women', Kherson

'Volyn Perspectives', Lutsk

'La Strada Ukraine', Kyiv

'Women's Consortium of Ukraine', Kyiv

'Faith, Hope, Love', Odessa

'Regional Women's Information Service', Kirovograd

'Women of Donbass', Luhansk

'Youth Centre for Women's Initiatives', Sevastopol

'Hope for Future', Simferopol

'Women for Women', Dnipropetrovsk

'Salus', Lviv

'Women's Perspectives', Lviv

'Lyubistok', Mykolayiv

'Woman's Centre', Chernovtsy

'Women's Information-Consulting Centre', Zhitomir

'Road to the Future', Kharkiv

'Women's Community', Kharkiv

'Woman for Woman Centre', Rivno

'Revival of the Nation', Ternopil

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