European Commission

The EU Mutual Learning Programme in Gender Equality

Gender segregation in the labour market and education

Denmark, 29-30 September 2015

Comments Paper - Croatia

Justice

This publication is supported by the European Union Rights, Equality and Citizenship Programme (2014-2020).

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Gender segregation in the labour market and education in Croatia

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1. Description and the main elements of the Croatian practice

1.1. Background and general policy context in Croatia

Currently, the general policy framework regarding improvement of women's position on the labour market has been designed to encourage the return of long-term unemployed women to the labour market and to promote women's entrepreneurship in all age groups. In accordance to National Policy for Gender Equality (NPGE) for the period from 2011 to 2015 the one of the most important goals in achieving full equality is to improve the status of women in the labour market by addressing the difficulties they face in employment and with their lower salaries, as well as in the various forms of discrimination in recruitment and in career promotion.

Women's employment participation (20-64) in 2014 was 54.2 % and 64.2 % for men. Also, in relation to entrepreneurship/self-employment, there was a decreasing trend for both but more for women reaching only 9.6 %, and for men 16.8 % in 2014.[1] Within the total of females, active population data for 2013[2] show their employment of 46.1 % compared to 53.9 % of men. Gender segregation in occupations shows an increasing trend of 0.3p.p. to 27.8% between 2013 and 2014, and is higher than the EU-28 average of 24.4%, ranking Croatia 9th. Gender segregation in economic sectors increased by 0.1p.p. to 20.4%) in the same period, ranking Croatia 12th with the EU-28 average at 18.9%.

In order to reduce gender segregation in the labour market, gender balance in the choice of employment and in the selection of educational fields in secondary schools and institutes of higher education needs to be encouraged, as it has been underlined within the Strategic frameworok of NPGE 2011-2015. In this sense the competent bodies and institutions should be acquainted with *Recommendation CM/Rec (2007) 13 of the Committee of Ministers to member states on gender mainstreaming in education*, aiming on introduction of gender-sesitive education in the entire education system, while eliminating gender stereotypes from textbooks and teaching curricula (measure 3.1.), as well as on rasinig awareness about gender equality for education providers (measure 3.2.). The special measure (3.3.) is related to the achievement of gender balance in selecting the field of education in

[1] Eurostat
[2] Women and Men in Croatia, 2015, Croatian Bureau of Statistics.

secondary schools and in higher education, aiming on increasing the involvement of the under-represented gender with gender-sensitive programme development.

1.1.1. Gender segregation on the labour market and in the education system

Young women today are better educated than young men. There is a continued positive trend in women's tertiary educational attainment, and particularly for women aged between 30 and 34 that increased from 29.7 % to 39.0 % between 2013 and 2014, and is close to the EU-28 average (42.3 %). Data for men are growing from 21.7 % to 25.6 % for those who attained tertiary education within the same age group for the mentioned period.[3] Concerning working-age population (20-64) there were 20.5 % of women and 16.6 % of men in 2014 with tertiary education.[4]

As it has been concluded by several surveys[5] about gender roles in Croatian society and in the family, the main expectations of men are not related to caring and rising children and consequently not to be interested in a professional position in the children care system. It is partly due to the current patterns of traditional culture of living and norms, and because of the fact that the professions of educators and teachers are not very appropriate socially validated. It is particularly obvious when we look at issues of wages and career opportunities for these professions that they are not attractive to the usual male expectations.
Men dominate in engineering and managerial positions, while women dominate in health and education, as well as in wholesale and retail trade and other service activities.

According to the latest available data (2013) relating to employed persons in the researches and development sector, 39.1 % of them were in the business sector, 51.8 % in government and private non-profit sector and 47.7 % in high education.
Many typical women's trades are still pronounced low-pay areas such as, inter alia, positions in education. Gender segregation in occupations shows an increasing trend achieving 27.8 %, and gender segregation in economic sectors has also increased and to 20.4 % in 2014.[6] Within the total of unemployed population there are 53.2 % of women in 2014.[7]

In the context of education for teachers in kindergarten and teachers in primary schools (1st to 4th grade) data show that even though public policies are very busy about gender equality promotion and development, and women's participation in achieving tertiary education attainments is increasing, there are very modest participation rates of men in education and engagement within professions in pre-

[3] Eurostat
[4] Eurostat
[5] Kamenov, Ž. & Galić, B. (eds.) (2011). Gender Equality and Discrimination in Croatia. Zagreb: Ured za ravnopravnost spolova Vlade RH (Office for Gender Equality, Government of the Republic of Croatia); Galić, B. & Nikodem, K. (2009). Perception of Gender Equality and Employment Opportunities un Croatian Society. The Perspective of Unemployed Women, Journal for Social Policy.
[6] Eurostat
[7] Women and Men in Croatia, 2015, Croatian Bureau of Statistics.

school and primary school education. Also, it is important to point out that there has been no campaign or initiative for promoting more male kindergarten pedagogues or male teachers in primary schools, i.e. for men's choice of education within appropriate BA or MA programmes related to such professions.

On the other side, there were a lot of opportunities and challenges for improvement of women's position on the labour market, with measures aiming at equal opportunities including encouraging women's entrepreneurship and for promotion women as politicians, managers, etc.[8], in accordance to NPGE 2011-2015. However, there is no significant progress in relation to changes with regard to greater participation of women in traditionally "female" occupations, including employment in education.

1.1.2. Data and statistic on women and girls in higher education and particularly in STEM

Data from institutions of higher education for 2013 and 2014 show that the majority of graduates are women within 23 of studying fields except computing, engineering and engineering trade, architecture and building, transport services and security services.[9] Related to women's participation within students who graduated from institutions of higher education in STEM studies there are data for previous five years such as following:

Women's participation in STEM studies[10]

		2010	*2011*	*2012*	*2013*	*2014*
Science	Life Science	81.3	82.6	78.4	80.7	77.6
	Physics	56.0	54.9	54.7	58.2	52.7
Technology (Computing)		16.3	15.5	15.3	16.4	19.5
Engineering	(Architecture & Building)	34.8	39.5	39.1	38.7	40.9
	Engineering & engineering trades	17.2	16.1	18.8	18.7	18.8
Mathematics		69.1	73.9	72.4	68.4	72.1

As it is evident, there is a vast majority of women who graduated in life sciences, physic and mathematics, but they are in the minority when we analyse the data for those who finished studies in the fields of technology and engineering. It seems that the perception of computer science and the career opportunities of education in this

[8] Act on Gender Equality; Strategies for Women's Entrepreneurship Development in the Republic of Croatia, 2010-2013' and 2014-2020; Measures Package for Women through financial supporting employers for hiring more women, by Croatian Employment Service; Strategy for combating poverty and social exclusion (2014-2020).

[9] Women and Men in Croatia, 2015, Croatian Bureau of Statistics.

[10] Women and Men in Croatia, 2015/2014/2013/2012/2011.Croatian Bureau of Statistics.

area present the last factor that affects the decision for study enrollment in computer science. However, there is an obvious increasing trend in these fields of studying in relation to women's participation, and data for 2014 show relatively high average of women participation in STEM selected studies (46.9%).

Graduates from institutions of higher education[11]

	Women	*Men*
2009	58.6	43.4
2010	60.8	39.2
2011	58.5	41.5
2012	59.5	40.5
2013	58.9	41.1

As it has been mentioned above, female students represented a majority of those who graduated from institutions of higher education during the last five years for which data were statistically analysed.

Also, the same trend was recorded during the previous years. Concerning last available data on students enrolled in institutions of higher education there were 56.8 % of women and 43.2 % of men in the academic year 2013/14.

1.1.3. The Croatian day-care system in general

Pre-school activity is regulated as a sub-system of education (pre-school education) including education, training and care for pre-school children, and is in charge of education programmes, training, health care, nutrition and social care for children from six months to school age. Counties and municipalities, as well as the central government make decisions based on the needs and interests of citizens to develop or promote community services, public or private, such as childcare and family services and facilities (*Law of Pre-school Education and Training*).

Local governments establish most formal childcare service institutions, such as kindergartens, but founders can be the state, the local government and self-government, or religious organisations and other domestic legal and natural bodies. During the 2013/14 school year, the total coverage of preschool children in regular childcare programmes (5 and 10 hours programme) was 65 % with a projection for including 95 % of early and preschool children in 2020, and in accordance to the measure *"Enabling the balanced development of preschool education for all children"* (Programme implementation of the *Strategy for Combating Poverty and Social Exclusion for the period 2014-2016*)[12]. In the pedagogical year 2013-2014 the mandatory programme with 250 hours per year for all children in the year before they start primary school started to be introduced (but 99 % of those children have already been covered with this programme).

[11] Women and Men in Croatia, 2015, Croatian Bureau of Statistics.
[12] Ministry for Social Policy and Youth, National Social Report, 2014 & National Social Report, 2015.

In accordance to *Law on Primary Education* and the *Croatian Pedagogical Standard* an extended stay for pupils after regular, mandatory attendance can be arranged in the elementary schools, with financial support of local governments and financial participation by parents. The latest data provided by the Ministry of Science, Education and Sport of the Republic of Croatia shows that 31.9 % of total schools organised extended stay and all-day school programmes for pupils attending 1st to 4th grade during the school year 2013/2014, and for 14.4 % of pupils. The highest coverage of pupils is recorded for the Capital city of Zagreb (41.6 %), Primorje Gorski Kotar County (31.4 %) and the Istrian County (29.0 %). This issue is closely related to the possibilities for women to make better use of opportunities in the labour market and of maintaining employment.

1.1.4. Data and statistic on male pedagogues

The share of male students in the study programmes for teachers in the primary schools (first four grades) and for pedagogues in kindergartens has increased slightly within the last 5 years, but is still low. Approximately not more than around 1.0 % of male students in the BA and MA programme are currently on studies of pre-school education except of Teacher Education Faculty University of Zagreb where there are around 3.0%[13], and it is expected that the numbers will continue to slowly increase in the future. Concerning graduates from institutions of higher education by field of teacher training (teachers in the primary schools and pedagogues in kindergartens) it was decreasing from 5.0 % to only 2.95 % of men between 2013 and 2014. There were 4.6 % in 2012, 5.6 % in 2011 and 4.3 % in 2010 men among those who finished high education for work in kindergartens and primary schools[14].

1.1.4.1. Employees in the day-care sector

According to mentioned data within previous section and as well as to data for school year 2013/2014, the vast majority of employees as educators in the day care sector of pre-school education are women (97,7 %).[15]

However, there are some cases recognised in public promotion of male educators, and particularly related to pre-school education. Recently, it was publicly promoted cases from areas of the small town Garešnica where they were as many as two male kindergarten teachers who expressed their good experiences but also their awareness about social unacceptability of this job for men caused by social prejudices. Also, two cases of men educators in kindergarten from city of Split encouraged professional public debate about this issue. Some professors from Department for pre-school education at University of Split took the opportunity to emphasise men as educators who can provide needed a father figure and that many studies scientifically prove that men as educators usually more play in working with while their female colleagues pronounce caring element.

[13] Data provide by university administration from University of Pula, University of Zagreb, University of Zadar & University of Split.
[14] Women and Men in Croatia, 2015, Croatian Bureau of Statistics.
[15] Ministry of Science, Education and Sport of the Republic of Croatia.

In this context it is also important to mention some positive practices in giving preferences for enrolment of men in pre-school educator study in the case of choosing between two candidates (man and woman) with the same number of needed points, as un formal practices, although this practice is legally established (Act on Gender Equality and Law on Labour).

2. The legal provisions to implement good practices

Act on Gender Equality as well as Law on Labour provided that special measures should be introduced until balance and special measures have been taken through acts and regulations. Ministry of Science, Education and Sport introduced criteria for enrolment in secondary vocational schools with opportunity to obtain for 2012/13 school year two points additionally for those candidates who are underrepresented in these schools. But it was abolished for the following year because it did not give the expected effect, as it was explained.

2.1. The legal and financial provisions to implement the good practice

Related to women in science Croatian Commission for UNESCO at the Ministry of Culture and L'Oreal ADRIA under the auspices of the Croatian Academy of Arts and Sciences, and with the support of the Croatian Rectors' Conference are awarding scholarship to young and successful women (from 2007). This year “For Women in science” scholarship of 5,000 euro was awarded to four young women researchers.

2.2. Institutional arrangements and procedures of implementation

Day of women and girls in ICT and the State Festival of student work at Faculty of electrical engineering and computing organised by the Croatian regulatory agency for network activities (HAKOM) with the partners of the project: Faculty of Electrical Engineering and Computing, University of Zagreb and the Ericsson Nikola Tesla company. The purpose of this annual event is to contribute to changing the perception of the importance of equal participation in the information-communicational sector and encourage activities aimed at popularising the employment of more women in this propulsive sectors of the Croatian economy.

Generally, in respect of possibilities to any institutional arrangement and procedure of implementation the existing legal opportunities it is necessary to align these with internal institutional (schools, universities, etc.) regulations, which does not happen regularly.

3. Transferability Aspects

3.1. Danish good practice – More men among preschool teachers

Danish experiences with municipalities' projects for promotion of more male kindergarten pedagogues with practical good samples from various municipalities are very inspirational. This approach is acceptable for Croatia also, and particularly in regard to the fact that pre-school education is under responsibility of local self-government. There are so many already implemented development projects that promoted gender equalities in employment through local partnerships (NGOSs, professional groups and local self-government) in Croatia, and this issue could be interesting as a new challenge. Also, Croatia has eight university centres with researchers and experts for pre-school education and they could support such action in designing projects as a part of their practical education. Before some practical actions it is also necessary to see something about male educators' attitudes and experiences, as well as about parents' expectations.

3.2. Netherlands's good practice - More women into STEM

In addition to general women's right policy (which is also presented in Croatian policy framework), National Technology Pact focused on choosing STEM career through education and opportunities on the labour market. Already established award "For Women in science" with scholarship that is under the auspices of several institutions in Croatia could be an example for initiatives for new national coalition aiming on promotion and support of women in STEM.

3.3. Northern Irish good practice - More women into STEM

The presented STEM Charter and STEM network activities are transferable to Croatia. Such actions and coalitions have been implemented through family friendly companies (MAMFORCE initiative and MAMFORCE Company Standard).[16]

[16] This initiative presents the first business model on flexible employment of highly educated personnel (MAMFORCE), with an emphasis on the employment of women and parents and promotion of family friendly policies. The MAMFORCE initiative assists employers in developing measures and encourages companies to achieve the MAMFORCE Company Standard awards (started in May 2013). To date, the project has been supported by ministries (Ministry of Economy, Ministry of Labour) and by some public institutions such as the Croatian Chamber of Economy and the Croatian Employers' Association. In 2015 this project continues to promote and encourage family friendly policy by awarding MAMFORCE COMPANY certification to companies that implement this policy.

4. Recommendation for actions

- To remind all institutions and employers about existing legal provisions to implement good practices, through campaigns, support for new projects, particularly because of already existing some acceptable legal provisions.

- Elaborate the existing legal regulations with promotion and implementation of new measures and actions for education and employment of those persons belonging to the underrepresented sex.

- In accordance to responsibilities for providing pre-school education, encourage and support local governments and other domestic legal bodies for the promotion of participation more men as educators in pre-school education. In this sense it could be useful to support such initiative within some entrepreneur project or as part of an already existing self-employment programme aiming on promotion the sector of education.

- Create action plans for implementing already adopted measures related to increasing the involvement of the under-represented gender with gender-sensitive programme development, to “encourage men” for choosing studies for educators.

- Implement research on the sample of male educators about their attitudes and experiences in their previous practice and in job searching, as well as on the sample of parents about their attitudes and expectation concerning promotion and inclusion of male educators in kindergartens.

- Include professionals and researchers from universities as well as NGOs in designing projects actions aiming on promotion and inclusion more men educators in kindergartens and primary schools, as a local partnerships programme.

- Already mentioned inadequate perception of opportunities for women in computer science could be improved by public campaigns and particularly including successful girls and women in this area. Namely, young girls are lacking female role models, and the media should show more examples of how computing can change people's lives. In this context it is also important to stress some hidden opportunities of this profession close to its social component (helping people, facilitating the daily life, the development of medicine, etc.)

- According to special measure (3.3.) of NPGE 2011-2015, continue with developing programms that would provide professional information for the population of students in their final years of elementary schools on the attractiveness of occupations sought in the labour market, in order to develop the interest of female students to enrol in secondary schools where traditionally and statistically the male student population prevails, and of male students to enrol in secondary schools where traditionally and statistically the female

- student population prevails. Recommendation for puting this measure again in NPGE 2016-2020.

- Initiate establishing the national coalition with programmes and actions for promotion and support women in STEM, both in education and on labour market.