



A Private Matter

Activity 2

Strategies for Training and Orientation supporting professional inclusion of women within conciliation policies in Sweden



Contents

1. Presentation of women professional insertion related national policies in Sweden.....	3
1.1 Women professional insertion in Sweden	3
1.2. Existing systems and Governmental plans that improve women insertion	6
1.2.1. Gender mainstreaming.....	6
1.2.2. The Equal Opportunities Ombudsman and the Equal Opportunities Act.	7
1.2.3. Parental allowance	8
1.2.4. Child care	9
1.2.5. Right to full time employment.....	10
1.2.6. Discriminatory pay	10
2. How gender mainstreaming is reflected in women professional insertion.....	11
2.1. Mainstreaming integration	11
2.2. The National Labour Market Agencies.....	12
2.2.1. Appropriation directions.....	12



1. Presentation of women professional insertion related national policies in Sweden.

Gender equality means equal opportunities, rights and responsibilities for women and men. The quantitative aspect implies an equal distribution of women and men in all areas of society, such as education, work, recreation, and positions of power. The ratio of 40 percent women and 60 percent men has been considered as an equal distribution, but today we strive for 50 percent-50percent. The qualitative aspect implies that the knowledge, experiences, and values of both women and men are given equal weight and used to enrich and direct all areas of society.¹ Below is a description of the situation in Sweden today that shows an unequal distribution of women and men in different areas of the labor market as well as in executive positions. Existing systems and governmental plans of action aim to reduce these differences. These systems and plans of action are also referred.

1.1 Women professional insertion in Sweden

Education has been an important issue in the gender equality policy in Sweden because it has helped women to establish themselves in the labor market which has made them more economically independent and given them possibilities to work in political and other decision making positions.² 2004/05 women counted for 65 percent and men for 35 percent of the graduates from post-secondary education³ but still they perform more unpaid work than men and their salaries are on average lower than men's.

Statistics Sweden made a "Time Use Study" in 1990/91 and again 2000/01. A conclusion made from both studies was that women and men generally work an equal number of hours, but divide their time between paid and unpaid work differently. Out of 8 hours, women devote more time to unpaid work while men devote more time to paid work. Compared with the study 1990/91, women work as much as then with paid work, while men have reduced their share of paid work. Women have reduced their share of unpaid work but still they perform more unpaid work than men as shown in the table 1 and the diagram 1 on the next page.⁴

¹ SCB, Women and men in Sweden. Facts and figures 2006. (The Swedish version)

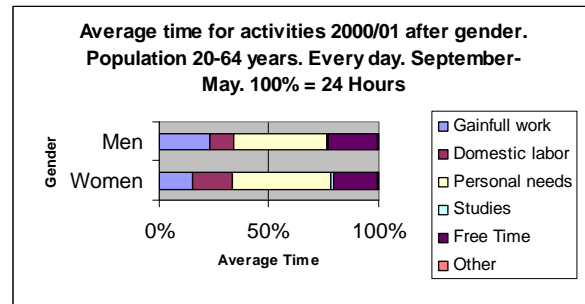
² Prop 2005/2006:155 <http://www.regeringen.se/content/1/c6/06/07/46/bc381acc.pdf>. 13 April 2006

³ SCB, Women and men in Sweden. Facts and figures 2004. (The Swedish version)

⁴ <http://www.scb.se/statistik/LE/LE0103/2003M00/LE99SA0301.pdf#search=%22Tid%20f%C3%B6r%20vardagsliv%22>, 26 August 2006

Table 1 and Diagram 1: Average time for activities 2000/01 and change since 1990/91 after gender. Population 20-64 years. Every day, September-May.

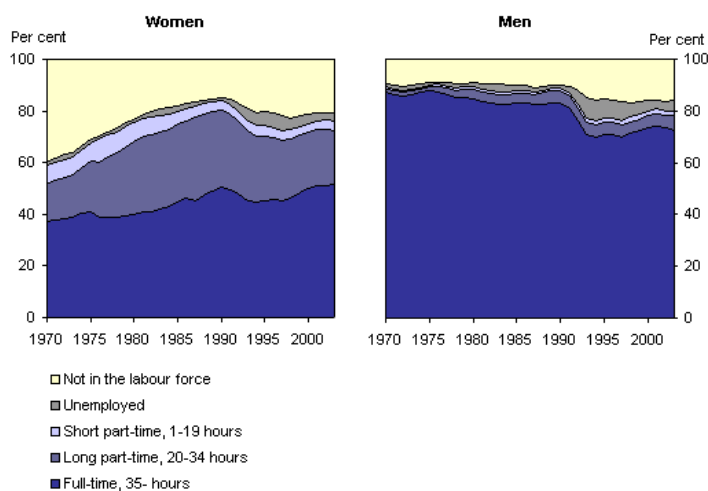
	Women		Men	
	Hr. Min.	Diff. min.	Hr. Min.	Diff. min.
Gainful work	3:49	-4	5:30	-24
Domestic work	4:08	-39	2:46	-7
Personal needs	10:25	14	9:59	12
Studies	0:34	13	0:21	3
Free Time	4:57	16	5:18	16
Other	0:07	1	0:07	0
TOTAL	24:00	0	24:00	0



Source: Translation from a publication from Statistics Sweden “Tid för vardagsliv” (Time for Everyday Life), p.20, <http://www.scb.se/statistik/LE/LE0103/2003M00/LE99SA0301.pdf#search=%22Tid%20f%C3%B6r%20vardagsliv%22> , 26 August 2006

Women can carry out more unpaid work because they to a larger extent work part time. 2004 women accounted for 42 percent of the market labor. 33 percent of the women and 10 percent of the men worked part time.⁵ See diagram 2 that illustrates the activity status 1970-2003.

Diagram 2: Women & men aged 20-64 by activity status and hr normally worked 1970-2003



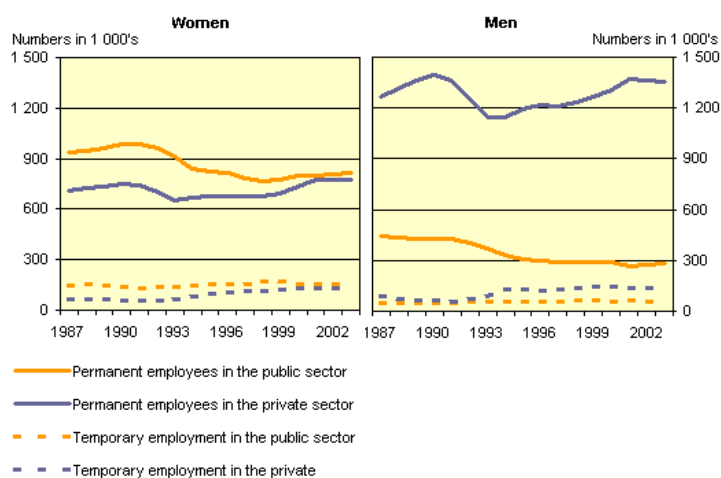
Source: Statistics Sweden, http://www.scb.se/templates/tableOrChart_27544.asp , 26 August 2006

⁵ Prop 2005/2006:1 enclosure 4, <http://regeringen.se/content/1/c6/04/98/13/1d782939.pdf>, 16 April 2006



Of all women, women who participate in the labor force count for 75 percent and is among the highest in the world. 50 percent of the women work in the public sector and 50 percent work in the private sector. The share for men is 20 percent and 80 percent. Men generally have higher positions in both sectors while women typically work to a greater extent in sectors and professions where salary levels are low and where part time work is more common. Women count for 80 percent of the total labor force in municipals and county councils while women and men are equally represented in governmental positions.⁶ See diagram 3.

Diagram 3: Employees aged 20-64 by sector and link to labour market 1987-2003



Source: Statistics Sweden, http://www.scb.se/templates/tableOrChart_27550.asp, 26 August 2006

The sex distribution 2004 among positions for board members in enterprises listed on the Swedish stock exchange was 15 percent women and 85 percent men. Four out of 300 enterprises listed on the stock exchange have women employed in permanent positions as managing directors. 2002 women counted for 20 percent of the managers in the private sector and 75 percent of the managers in the public sector. The Government plays as a role model and in 1994, for the first time in the history of Swedish democracy, the Government was made up of the same number of women as men. The percentage of female heads of government agencies has increased from 20 percent in 1994 to 34 percent in 2005 and the percentage of women on the boards of central government agencies has increased from 39 to 48 percent.⁷

The ten most common occupational groups include 43 percent of all employed women and 34 percent of all employed men. In nine of these ten occupational groups, women on the average have lower salaries than men.⁸ Women's salaries are on the average 92 percent of men's salaries. Women's lower labor supply and lower salary is to some extent compensated by redistribution of

⁶ Prop. 2005/2006:1 enclosure 4, <http://regeringen.se/content/1/c6/04/98/13/1d782939.pdf>, 16 April 2006

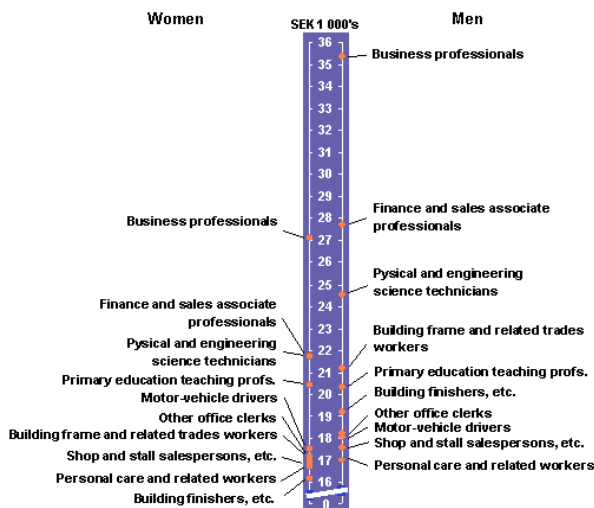
⁷ Government Office of Sweden <http://www.regeringen.se/content/1/c6/06/18/55/27113170.pdf>, 25 August 2006

⁸ http://www.scb.se/templates/tableOrChart_27556.asp, 26 August 2006



economical assets and lower taxes⁹. Average salary in the ten most common occupational groups 2001 can be seen in diagram 4 below.

Diagram 4: Average salary in the ten most common occupational groups 2001



Source: National Mediation Office Producer: Statistics Sweden,
http://www.scb.se/templates/tableOrChart_27556.asp , 26 August 2006

1.2. Existing systems and Governmental plans that improve women insertion

Despite the fact that women during the 1990 have increased their level of education, strengthen their positions on the labour market, reduced their share of part time work, reduced their unpaid work and increased their share of paid work, we can see that differences between paid work and salary levels still are a fact between women and men, detrimental to women. Existing systems and governmental plans of action aim to reduce these differences. These systems and plans of actions are referred next.

1.2.1. Gender mainstreaming

In 1993 the Swedish government adopted gender mainstreaming as a strategy for integrating equal opportunities between gender concerns into all policies and areas of decision making and at all levels.¹⁰ Gender mainstreaming is not just a question of equal rights and opportunities for men and women. It is also a matter of making efficient use of all the potentials of society. In the governmental bill 2005/2006: 155 the Swedish government accounts for the overall goal of equal opportunities policy that is to ensure that women and men enjoy the same opportunities, rights and responsibilities in all areas of life. An equal opportunities perspective must be present in all

⁹ Prop 2005/2006:1 enclosure 4, <http://regeringen.se/content/1/c6/04/98/13/1d782939.pdf>, 16 April 2006

¹⁰ Prop. 1993/94:137



areas and at every level and stage of the decision making process. Priority is given to the following five areas:

- Equitable distribution of power and influence. Women and men shall have the same rights and possibilities to be active citizens and to create conditions for decision making.
- Economical equality. Women and men shall have the same possibilities and conditions concerning education and paid work which gives economical independence in all walks of life.
- An equal share and responsibility of the unpaid domestic tasks and the task of taking care of children and elder.
- Freedom from violence committed by men against women.

1.2.2. The Equal Opportunities Ombudsman and the Equal Opportunities Act.

The Equal Opportunities Ombudsman, appointed by the Government, is head of a government body bearing the same name. The Ombudsman supervises the Equal Opportunities Act (1991:433), Act concerning the Equal Treatment of Students in Higher Education (2001:1286) and the Prohibition of Discrimination Act (2003:307).

The original version of the Equal Opportunities Act entered into force on July 1, 1980. The Act prohibits sex discrimination in the labor market and requires that all employers, whether in the public or private sector, shall actively promote equal opportunities for men and women in the working environment. Since 2001 all employers with a minimum of ten employees are required to prepare an annual equal opportunities plan as well as a plan of action for equal pay.¹¹ In 2004, a revised Equal Opportunities Act entered into force requiring that all companies with a minimum of 10 employees must report the gender distribution of their boards and management committees in their annual reports.¹²

The Equal Opportunity Ombudsman produces guidance material and arranges training.

In 2005 The Equal Opportunities Ombudsman made an opinion poll concerning how the intentions of The Equal Opportunities Act were obeyed among government bodies, county councils, municipalities (all three called authorities below) and organisations. The poll showed that 78 percent of the respondents with more than 200 employees had an equal opportunities plan. Among the respondents with less than 200 employees it was more common that an authority had a plan than an organisation. Authorities and organisations with more than 200 employees worked more actively with action plans for wage differences between women and men. Wage differences were lower in large organisations than among authorities. The poll also showed that 84 percent of the authorities and 61 percent of the organisations during the last two years had taken actions in connection with recruitment to bring about a more equal distribution of men and women. Furthermore it was more common among authorities to use the guidance material produced by The Equal Opportunities Ombudsman than among organisations. Among

¹¹ The Equal Opportunities Ombudsman , <http://www.jamombud.se/en/generalinformat.asp>

¹² Government Offices of Sweden <http://www.regeringen.se/content/1/c6/06/18/55/27113170.pdf> ,25 August 2006



organisations it was more common that the guidance material was used by those with more than 200 employees¹³.

Though the employers have a great freedom to employ who they wish, the employer must in their recruitment follow the statements in The Equal Opportunities Act. Section 7, 8 and 9 which states how employers in the recruitment process shall promote equal distribution between women and men as follows.

Section 7 states that “Employers shall, through training, skills development and other suitable measures, promote an equal distribution between women and men in various types of work and within different categories of employees.”

Section 8 states that “Employers shall endeavor to ensure that both women and men apply for vacant positions.”

Section 9 states that “At workplaces where there is not, in the main, an equal distribution of women and men in a certain type of work or within a certain category of employees, employers shall, in respect of new positions, strive in particular to recruit applicants of the underrepresented sex and shall seek a gradual increase in the proportion of employees of that sex. The provisions of the first paragraph shall not, however, apply where there is special cause not to implement such measures or where such measures cannot reasonably be demanded taking into consideration the employer’s resources and circumstances in general. ”

1.2.3. Parental allowance

In 1974, men accounted for 0.5 percent of days for which a parental allowance for caring of young children was paid, in 2005 for 19.5 percent¹⁴.

In 2002 an additional month of parental leave was introduced, reserved for the mother/father. This means that today 60 days of the parental insurance benefit are reserved for each of the parents. The total of paid parental leave is 480 days. The days are always shared equally between both parents. One parent may give up the right to parental benefit to the other parent, except for the 60 days.¹⁵ The government pays 80 percent of lost wages up to 652 SEK /day (69 Euro/day) for the first 390 days. A further 90 days can be taken for 60 SEK/day (6, 5 Euro/day). The leave can be used in a block, or be taken in batches before the child is eight. To be entitled to full paid parental leave (390 days) the parent must have worked at least six month before the child is born. Otherwise they only are entitled to the guarantee days which pay 180 SEK/day (19 Euro/day) for 390 days.¹⁶

¹³The Equal Opportunities Ombudsman, http://www.jamombud.se/docs/scbrapport_05.pdf#search=%22Hur%20fungerar%20i%20C3%A4mst%20C3%A4ldh%20etsarbetet%20i%20praktiken%3F%22 , 4 September 2006

¹⁴ The Insurance Office. <http://www.fk.se/omfk/analys/barnfamilj/foraldrap/> , 15 April 2006

¹⁵ The insurance office, <http://www.fk.se/sprak/eng/foralder/>

¹⁶ The insurance office, www.fk.se



On 1 July, 2006 the cap for parental benefit was raised. This may contribute to increased claims by men whose income at present is over the ceiling.¹⁷

The parental leave insurance is equal for everyone in the Swedish labour market. Some parents also receive compensation according to different labor market insurance schemes. The insurance schemes for governmental employees are the most advantageous with a total compensation that gives 90 percent of the salary both under and above the public insurance cap during the entire parental leave. For municipal and county council employees the compensation is 90 percent the two first months of parental leave and thereafter 80 percent of the salary above the public insurance maximum for 7 months. In the private sector there are variations but often the labor market insurance schemes give 90 percent of the salary under and above the maximum for three months. The employees in the private sector have the least advantageous conditions.¹⁸

1.2.4. Child care

The proportion of children aged 1-6 in municipal child care was 12 percent in 1972 and 83 percent in 2003¹⁹.

For almost three decades, child care has been an integral part of the Swedish welfare state and of most families' everyday lives. Swedish child care has dual aims. One is to make it possible for parents to combine parenthood with employment or studies (promoting equal opportunities) and the other is to support and encourage children's development and learning and help them grow up under conditions that are conducive to their well-being. Childcare has been a cornerstone of Swedish family welfare policy while at the same time having an explicitly educational orientation. In recent years, the educational policy aspects of child care have come increasingly to the fore, and in 1996 responsibility for public childcare were transferred to the Ministry of Education, Research and Culture.²⁰

The municipalities have an obligation to offer pre-school activities for at least 15 hours per week to children with unemployed parents and parents on parental leave. Pre-school free of charge for 4-5 years-olds was introduced 2003.²¹

A maximum fee for pre-school activities and care of school-age children was introduced 2002. This means that there is a maximum on the fees payable by parents for their children. For the first child parents pay a maximum of 1260 SEK per month (137 Euro), for the second child the

¹⁷ Government Office Of Sweden <http://www.regeringen.se/content/1/c6/06/18/55/27113170.pdf> , p.43, 25 August 2006

¹⁸ SNS, <http://www.sns.se/zino.aspx?articleID=1062>

¹⁹ Government Office of Sweden <http://www.regeringen.se/content/1/c6/06/18/55/27113170.pdf>, 25 August 2006

²⁰ The Swedish National Agency for Education, <http://www.skolverket.se/sb/d/354/a/944;jsessionid=DF019210A67EA2F41DDD0D61AC85541C#paragraphAnchor1> , 16 April 2006

²¹ Government Office of Sweden <http://www.regeringen.se/content/1/c6/06/18/55/27113170.pdf>, 25 August 2006



fee is a maximum of 840 SEK (91 Euro) and for the third the fee is a maximum of 420 SEK (46 Euro).²²

1.2.5. Right to full time employment

The percentage of women working full time has increased from 44 percent in 1994 to 59 percent in 2005. The Government intends to propose legislation to strengthen the right to full-time employment. In addition legislation (Employment Protection Act 1982:80) has been updated in 2006 to strengthen labor law protection for people on parental leave and prevent leave being used as a period of notice²³.

1.2.6. Discriminatory pay

In spring 2006 the Government presented a national action plan (skr. 2005/06:213)²⁴ to combat discriminatory pay differentials between women and men.

Some of the actions have already been carried out; legislation to strengthen the right to full-time employment, strengthen labor law protection for people on parental leave (2006) and raised maximum for parental benefit (July 2006).

Further actions will be implemented during a three year period. Some of these actions are legislation to strengthen the right to full-time employment, a review of the regulations in the Equal Opportunities Act concerning the pay issues, an equal pay inquiry, means to educate employers and union representatives and continuous invitations to dialogues with the representatives of the labour market.

²² The Swedish National Agency for Education, <http://www.skolverket.se/sb/d/383> , 16 April 2006

²³ Notisum AB <http://www.notisum.se/rnp/sls/lag/19820080.HTM> , 5 September 2006

²⁴ Government Office of Sweden, <http://www.regeringen.se/content/1/c6/06/51/09/0d5ad007.pdf> , 14 September 2006



2. How gender mainstreaming is reflected in women professional insertion.

Gender mainstreaming is a strategy for integrating equal opportunities between genders concerns into all policies in Sweden²⁵. This means that gender equality concerns are integrated into the areas of national labour market bodies. This is done by integrating appropriation directions from the Swedish Parliament into strategies and action plans and by annual follow-up. This is described below.

2.1. Mainstreaming integration

There is a gender mainstreaming support, called JämStöd, which help government agencies to be gender mainstreamed. JämStöd develops and test methods, provides training, provides guidance on gender analysis, act as a discussion partner in the work of drawing up strategies, provide coaching in the change process and create a forum for exchange of experience.²⁶ There are also manuals issued by the Equal Opportunities Ombudsman, for working with gender.

One model that facilitates and supports gender mainstreaming is described in “Just Progress! Applying gender mainstreaming in Sweden”²⁷ The model is called *Three stage model for gender mainstreaming*. The three stages are inception, development and application. The stages are described next.

The inception stage includes executive decision, initial management study and policy for gender equality: An executive decision to mainstream gender into the overall operation must be taken by the senior management. The responsibility for gender mainstreaming is given to those who are normally responsible for this field of activity. Management allocates time, money and staff for the work in hand. After this an initial study, commissioned by senior management, determines what gender equality will mean for the specific operation the organisation conducts. A description of the current situation may be needed as a basis. A policy for gender equality expresses both what management wishes to achieve and what its commitments are. The policy specifies the overall objective and the interim goals. It states the need to draw up operational goals and details the working methods to be used to achieve change. It also provides guidelines for how the work is to be followed up and evaluated and for absorbing the results into the organisation’s regular activities.

In the development stage the policy intention is translated into action, executed by the regular staff. This involves reviewing and raising levels of knowledge, creating a support organisation for

²⁵ Prop. 1993/94:137

²⁶ JämStöd <http://www.jamstod.se/content/pdf/Folder-engelska.pdf> , 1 September 2006

²⁷ Government Offices of Sweden <http://www.regeringen.se/content/1/c4/23/90/b2afba33.pdf> , 4 September 2006



the work ahead and ascertaining the various ways in which gender equality may be given concrete form and made a part of the policy control process. It should also include follow-up procedures, interim goals to be reported at a certain date, description of the tasks of the various members of the staff and the responsibilities of each organisational function. It may be necessary to call in experts to assist in the work. An important step in the development work is a gender review and analysis by staff of their particular part of operation. Forums where staff can exchange information and experience should be made available.

The application stage includes formulation of goals, follow-up and evaluation, and line integration. The goals are formulated and introduced into the organisation's regular policy control system, such as the operational plan or the policy documents. This work is performed by the regular staff. Goals have to be followed up and evaluated. This provides a basis for updating the gender equality policy, which is returned to senior management for a renewed decision. When the gender mainstreaming methods have been decided, each unit continues to draw up specific goals in policy documents that are to be followed up and evaluated. Gender analyses of the organisation's operation are included in the annual report. The responsibility for carrying the work forward and reporting on results lies with the senior management while the actual work of attaining the goals is now distributed through the organisation.

2.2. The National Labour Market Agencies

The Swedish Government and the Swedish Parliament have overarching responsibility for employment and overall labour market policy in Sweden. The National Labour Market Administration (Arbetsmarknadsverket - AMV) has an important role in translating policies into practice in order to facilitate a well-functioning labour market and to carry out the tasks with which they are charged by the Government and the Parliament.²⁸ The National Labour Market Administration consists of the National Labour Market Board (Arbetsmarknadsstyrelsen - AMS), which is the central authority, as well as 20 County Labour Boards and approximately 325 local public employment services.²⁹

2.2.1. Appropriation directions

Appropriation directions are issued annually to the various government agencies as guidelines for their work. They are based on the objectives adopted by the Swedish Parliament.³⁰

In the Employment Service responsibilities include to counteract and prevent discrimination in working life on the basis of gender.³¹ They do this by systematically involving all employees in

²⁸ National Labour Market Board <http://www.ams.se/go.aspx?A=63707> , 31 August 2006

²⁹ National Labour Market Board <http://www.ams.se/go.aspx?c=229> , 31 August 2006

³⁰ Government Offices of Sweden <http://www.regeringen.se/content/1/c4/23/90/b2afb33.pdf> , 4 September 2006

³¹ National Labour Market Board <http://www.ams.se/go.aspx?A=63707> , 31 August 2006



work to break the gender divided labour market. Conditions and terms are made visible and each matter that concerns an individual is considered from an equality perspective. A consequence analysis, regarding how changes may turn out for women respectively men, is made to support decisions.³² All operation planning, analysis and follow-up are made from a gender equality point of view as well. Statistics and indicators must reflect operational results from a gender equality viewpoint and thus the statistics is separated by gender³³.

A prerequisite for the systematical work is management attitudes and engagement, and thus they are told to “walk-the talk”. Another prerequisite is that all employees at the national labour market agencies must have basic knowledge about existing gender patterns and about the consequence of gender for development and learning. To support gender mainstreaming, gender perspectives are incorporated into existing courses in the internal training programmes. In addition, the regular courses are supplemented with special gender-related training³⁴. The training includes working with how values, conscious and unconscious, affect actions³⁵.

E-learning is a training method, commonly used today, when employers update their knowledge about the equal opportunity issues. E-learning is cost effective in the long run, with the ability to provide speedy and flexible training. At the public employment services e-learning is mandatory.

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³² National Labour Market Board <http://www.ams.se/admin/Documents/ams/strategi.pdf>, 31 August 2006

³³ National Labour Market Board <http://www.ams.se/admin/Documents/ams/strategi.pdf>, 31 August 2006

³⁴ National Labour Market Board <http://www.ams.se/admin/Documents/ams/strategi.pdf>, 31 August 2006

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Tables and diagrams

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