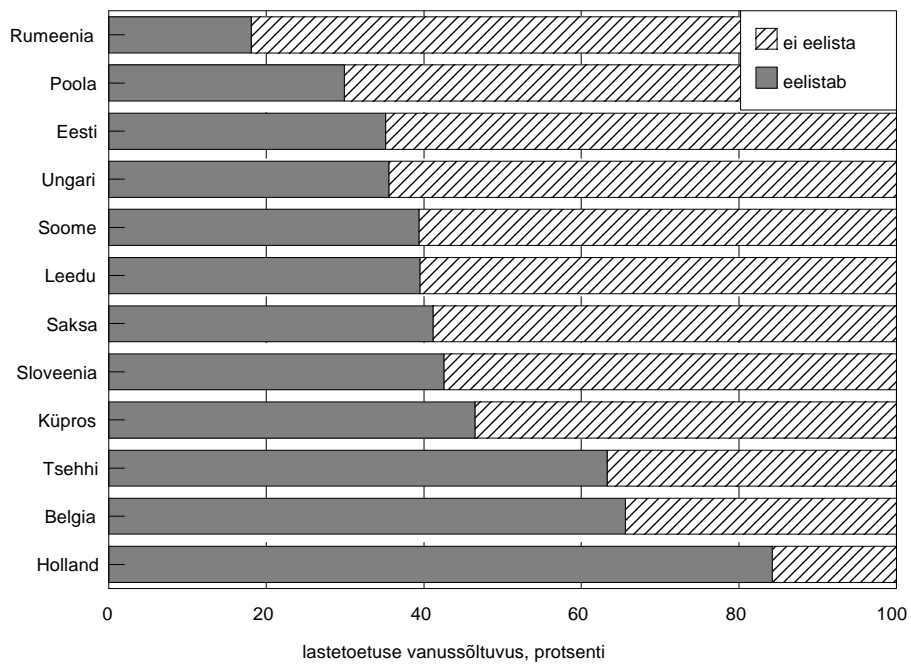


EESTI RAHVASTIKUSTATISTIKA  
POPULATION STATISTICS OF ESTONIA

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**RAHVASTIKUMÕJUNE POLIITIKA**  
Euroopa võrdlustabelid

**POPULATION POLICY ACCEPTANCE**  
International Comparative Tables



Tallinn 2006

EESTI KÕRGKOOIIDEVAHELINE DEMOUURINGUTE KESKUS  
ESTONIAN INTERUNIVERSITY POPULATION RESEARCH CENTRE

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International Comparative Tables

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## EESSÕNA

Demokraatlik riigikorraldus nõuab mistahes eluvaldkonda korraldava poliitika teostamisel rahva arvamuse kuulamist ja arvestamist. Käesolev raamat teenib kõnealust eesmärki rahvastikuarengu vallas, esitades Eesti Rahvastikupoliitika Sidusuuringu (RPU) rahvusvahelised standardtabelid.

Laiemas raamis moodustab Eesti RPU rahvusliku osa riikidevahelises koostöös üldnimetusega *Population Policy Acceptance Study* (PPA). Ettevõtmises osaleb Eesti kõrvuti neljateistkümne Euroopa riigiga, kus ühtlustatud metodoloogia abil luuakse võrreldav teabealus rahvastiku hoiakute, eelistuste ja ootuste kohta kaasaja rahvastikuarengu võtmevaldkondades. Osundatud sihiasetus peegeldab arusaama, et protsesside mõjutamise või nendega kohanemise tulemuslikkus sõltub kõige muu kõrval sellest, mil määral on kavandatud meetmed rahvale mõistetavad ja vastu võetavad. Uuringu eesmärgiks on seostada inimkeskne ja poliitikakeskne ehk teisisõnu kodanikkonna ja otsustustasandi vaatenurk rahvastikuarengule ja asjaomasele riigipoliitikale. Teaduslikus plaanis väärib rõhutamist asjaomaste hoiakute, arvamuste ja eelistuste käsitus riikidevahelises võrdlusperspektiivis, selleks otstarbeks sihipäraselt kogutud andmestiku põhjal.

Eestis kulges RPU metodoloogiline ja teostuslik ettevalmistus Pere- ja Sündimusuuringu Teadusnõukogu juhatuse all. Teadusnõukogu vaagis võimalikke teostusalternatiive küllalt põhjalikult ning pidas otstarbekaks ühildada rahvastikupoliitika alane andmestik riigiuringute sündmusloolise teabega. Sisulisest seisukohast määras otsuse eeskätt rahvastiku elukarjääre puudutava mitmekesise informatsiooni kasutusvõimalus, praktilisest vaatenurgast suunas valikut andmekogumiseks mõeldud vahendite säästlik kasutamine. Teadusnõukogu moodustas asjaomase töörühma, kelle ülesandeks oli koostada küsimustik ning läbi töötada uuringu teostusega seonduvad küsimused.

Käesolev raamat annab võimaluse võrrelda Eestit teiste programmis osalenud riikidega, uuringu metodoloogiaülevaade ning riigikesksed standardtabelid on ilmunud EKDK publikatsioonisarjas A (nr.43). Raamatu sissejuhatus sisaldab lühiülevaate rahvusvahelisest PPA programmist ja andmestikust, mis on järgnevate võrdlustabelite aluseks.

Eesti RPU andmelooma statistilised etapid on läbi viidud eelarvevahendite toel, vahendite eraldus on toimunud Rahandusministeeriumi haldusalas Statistikaameti kaudu. Metodoloogiatöö ja -analüüs on olulises osas teostunud sihtteema *Eesti rahvastikuareng: sajandilõpu pööre ja ühiskonna taastevõime* (nr.0132703s05) raames, toetust on osutanud Eesti Teadusfond (grant nr.5982).

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## PREFACE

It is generally recognised that in democracies public policies can be successful if they are accepted and supported by the population. To ensure this, the needs, preferences and expectations of the population should be considered when planning and implementing the policy measures and schemes. This volume serves the principle in the domain of demographic development, by presenting the international comparative tables of the Estonian Population Policy Acceptance Study (PPA).

In a broader framework, the Estonian PPA forms a constituent in the international Population Policy Acceptance Study, initiated by national population institutes across Europe. The international PPA brings together participants from 15 countries, covering the old and new EU member states with the aim to develop an harmonised database and undertake a systematic analysis of attitudes, preferences and behaviour of individuals regarding family building and children, reconciliation of paid employment and parenthood, old age and retirement, migration and integration of foreign-origin population on one hand, and expectations regarding public policies on the other hand. At the policy level, the program contributes to improved governance through the dialogue between policy actors, citizens; associations and individuals.

In Estonia, the PPA was guided by the national Family and Fertility Survey Working Group, in close cooperation with teams in partner countries. Survey activities have been prepared and implemented by the Estonian Interuniversity Population Research Centre.

This volume compares Estonia with other countries which have participated in the program. The methodological report and standard tables of the Estonian PPA survey have been published earlier in the EKDK publication series A (no.44). In the introduction to this volume, a short overview of PPA study and international database is presented.

The data collection and related stages of the survey were supported from the *Program of Estonian Population Data Comparability*, under the Ministry of Finance and Statistical Office. The analytical work has been carried out in the framework of target funded research project “Estonian population: recent transformation and societal sustainability” (no.0132703s05), the authors also gratefully acknowledge the support from Estonian Science Foundation (grant no.5982).

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## INTRODUCTION

### 1. Background of the PPA study

The background and impetus of the *Population Policy Acceptance Study* is demographic change and its related social problems. Europe is facing population trends with serious consequences like the low fertility in the first place, rising divorce rates, less families and more individualised living arrangements. Low fertility leads in combination with a welcome increasing life expectancy to population ageing. The problems associated with population ageing entail not at least challenges for the social security systems in the European countries.

The phenomenon of demographic change is not new and did not arise in the last years — it rather had begun decades ago. Nevertheless the alertness of science and politics boosted primarily in the recent past. Especially the challenge of population ageing is connected to urgent policy decisions and actions. It is not only the question how to safeguard the pension systems, but also to avert the risk of weakening intergenerational solidarity.

Another problem is the change of family and living arrangements. Beside the pluralisation of living arrangements which brings up a rise of non-family living situations, also the connection between marriage and parenthood seems to become rather a choice than a matter of course. More and more women and men decide to postpone the family formation to a later stage of their life course or eventually decide to have no children. The consequence of such decisions is a decreasing share of children, then young people, what leads on the one hand to a future declining working population and therewith to a loss of contributors for the pension systems. On the other hand the problem arises that more elderly people will be childless, what brings up the question who would care or who is responsible for them if they need help.

The quest for gender equality and a higher female labour force participation in tandem with low fertility calls for strategies how to reconcile work and parenthood. It also evokes the issue of responsibilities for family duties as homecare, the care for the children or elderly parents.

Demographic change hence entails numerous challenges to society, social policies and every individual. Politically spoken, demographic change has the advantage of developing slowly over decades (or generations) giving time to react and to adapt to the evolving ageing of population. Policy-makers will have to know the attitudes and expectations of citizens concerning having children (How many are desired? What can policies do to support these desires? Where are the constraints?) as well as attitudes and expectations of citizens about living as a senior person (How long do they want to be economically active? Which living standard do they expect? What do they expect from their own children or grandchildren, from their partner?). With that knowledge reform policies can be tailored to the liking of the populace and to adapt to demographic change.

Policy-makers may also wish to know whether and how it is possible to halt demographic ageing. As already mentioned immigration does not contribute very much to achieve such a goal if so desired. The main reason is that immigrants are ageing too and in the future will claim acquired rights for pensions and old age security as the resident

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population does. Therefore, the only *demographic* solution to the demographic challenge would be to increase fertility. The question whether it is possible to increase fertility requires at least some advice from demographers but certainly also has to consider the views and expectations of the citizens concerned.

## **2. Objectives of the PPA study**

The project with the full title „Population Policy Acceptance Study - The Viewpoint of Citizens and Policy Actors Regarding the Management of Population Related Change“ wishes to contribute both scientifically and in advising policy-makers in understanding and addressing low fertility (in the context of changing family forms and living arrangements, stability of couples, and gender relations), as well as aspects of population ageing (in the context of intergenerational transfers, living as an older citizen, and expectations for old age) in their interaction with population-relevant policies, that are policies with the potential to interact with having children, family life, partnerships, relations to the elderly family members and with background variables including policies already in place.

The viewpoint of citizens is captured by Population Policy Acceptance Surveys. The viewpoint of policy actors is collected through Delphi Study, conducted in all PPA countries. Both citizens and policy actors were invited to give their opinion on the management of population-related change. In the Delphi Study policy actors were confronted not only with demographic facts in their respective country and desirable political measures, but also with the results of the survey on citizens' expectations. The dialog did not only involve citizens and policy actors in this explorative stage.

There also was dialog between the demographers and researchers from institutes in 14 European countries. Already before the project started the questionnaire for the Population Policy Acceptance Surveys had been developed together and agreed upon. The data were collected with a likewise comparable sample design and at the expense of the participating countries. At the onset of the project a common database was developed, and with these data researchers in different countries

joined together to analyse and compare data and discuss their findings by phone, email and during consortium meetings. Finally all findings have or will be published in working papers, brochures, articles and monographs and widely disseminated through conferences with policy actors, civil society and the scientific community.

The overarching objective of the Population Policy Acceptance Study is the analysis based on cross-sectional survey data on Europeans' practices, attitudes and opinions concerning demographic changes, fertility behaviour, intergenerational exchange of resources and services, and population-related policies. The study aims to analyse values and attitudes affecting fertility decisions, perception of advantages and disadvantages of having children, meaning of family and parenthood, preferences and aspirations regarding gender roles, paid labour and family life, aspirations in life, opinions and attitudes towards seniors and population ageing, and the role of government in providing support to families and the elderly.

The project set up the infrastructure to improve methodologies for comparative research in view of data harmonisation, providing an international database based on the national Population Policy Acceptance Surveys of the participating countries, and comparative analyses.

Analysis of the micro-level data from the European comparative study of attitudes, experiences, preferences and evaluation of policies was implemented in five broad areas:



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general family-related policies and attitudes; gender roles in partnership, family life and work, and opinions about government policies with respect to gender-related rights; reconciliation of work and family life as it relates to the combination between employment, housework, childcare, and care of elderly; attitudes and experiences about having children and childfriendly policies; attitudes, experiences and expectations regarding intergenerational solidarity, elderly, one's own old age and population ageing.

Scientific benefits included broadening of the theoretical knowledge about the impact of population policies on individual behaviour and the interaction between attitudes, expectations and behaviour regarding family building, partner relations and care functions, and one's own old age. The benefits were supposed to relate both to empirical concerns and impetus for the verification and construction of theories concerning the inter-relationship between fertility behaviour, within-family transfers of resources and care, gender equity and public policies.

At the policy level, a systematic comparative analysis of the acceptance of existing population policy measures and expectations regarding future was to provide informed basis for the development of integrated population policies through active participation of citizens in shaping their own family-related choices in a more family-friendly environment. European added value was achieved both at the scientific level, through the production of deliverables, and at the level of logistics, through the system of co-funding at national and European levels.

European added value was expected to be achieved also at policy level by means of better understanding what impact and how policies might have an effect on fertility decisions and intergenerational solidarity and in understanding determinants of policy acceptance. This knowledge could contribute to the elaboration of European standard-setting principles for family-related policies.

In view of the enlargement of the European Union, joint research efforts to bring together old and new Member States and one candidate for EU membership lead to exchange models of good and bad practice from the viewpoint of individuals and families and to promote convergence towards greater empowerment of citizens and to informed dialog between citizens and policy actors at local, regional, national and international levels of governance.

### **3. Methodology and the international database**

The present volume of comparative tables relies on the international database, generated in the framework of the PPA study. The components of IPPAS are the national databases of the 14 European countries, which co-operated in the project. The related task was to produce the supporting tools and documents, such as the guidelines, the country overviews, the SPSS-datafile and the codebook.

The quality control of the basic variables in the database was preceded by a thorough examination of each of the national questionnaires. A file was composed with the original English core questionnaire and all the back-translated national questionnaires of the PPAS. The original questionnaire was translated in the participating countries into the national language. The back-translation into English language of the national questionnaires, made by independent translators not involved in the translation of the questionnaire into national languages, was carefully compared to the original questionnaire to control the international comparability of the national surveys. Consultations were held with each of the partners regarding country-based specificities.

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Next, the basic variables, country-specific variables, recoded variables and proposals for composite variables were defined in a codebook for inclusion in the database. The basic variables include the data from the core questionnaire and all of the topic-specific modules. The core questionnaire deals with attitudes on general social policies and demographic developments, attitudes on household and family structures and developments, attitudes about having children and policy measures supporting parenthood, and socio-demographic and socio-economic identification of respondents. The five modules deal with gender, values of life, caring, ageing, and childcare.

In addition to the basic variables from the core questionnaire, some other general variables, such as date of the survey, population base size, survey sample size, pooled weight, etc. were devised to be added to the database. Next to the basic variables, additional country-specific variables were added to the international database to illustrate country-specific phenomena or to allow for some more in-depth analysis of particular problems for groups of countries. A large number of recoded or regrouped variables were constructed to facilitate cross-country comparative analyses and the use of identical recoded variables in the different analytical and comparative parts of the project.

Suggestions for several composite variables based on variable batteries concerning attitudes on particular issues were formulated, but only some of them have been included in the database. The codebook, however, includes all suggestions of possible composite variables.

The following step consisted of creating an SPSS template for the database that was distributed among partners who prepared their national basic and country-specific variables to be inserted in international database. Wherever necessary, codes were harmonised for enhancing the international comparability of the data. Next, each one of the national databases was carefully examined, and adjustments made wherever needed. Finally, the national databases were merged into the international database and the frequency distributions for all of the basic variables compared by country to identify and correct possible distortions or errors such as inversions of variable value codes. Subsequently, the recoded variables were constructed and suggestions were proposed for possible composite variables as explained above.

The recoded variables consist in essence of two types of variables: corrected basic variables and combinations of basic variables. The latter group consists of a wide variety of variables, going from recoded variables in which the large number of codes have been reduced to a smaller, manageable number (e.g. age groups), variables constructed on the basis of the combination of different basic variables (e.g. total expected number of children; household composition), variables comparing actual data with PPA estimated data (e.g. percentage difference between the PPA estimated percentage of aged population and the actual one), and computed variables (e.g. equivalised income).

The international database comprises 336 basic variables from the PPA core questionnaire and some other basic variables, country-specific variables, and 145 recoded or regrouped variables. In the course of the project, the database and codebook have continuously been completed and refined, as the analytic work on the comparative study progressed. Several new recoded or regrouped variables have been added to the database.

#### **4. Structure of the tables**

The tables included in this volume present a systematic distribution of the variables contained in the international database. The data presentation relies on a set of standard characteristics

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that was applied similarly to all variables. Although for each variable a more specific set of variables could have been found, the comparability across the whole database and an aspiration for an broad picture outweighed other considerations.

The set of standard characteristics included five population variables — sex, age, place of residence, education and number of children.

Gender and age as fundamental individual variables in the demographic approach are stressed stronger compared to other variables. *Gender* is presented in the tables via systematic comparison of males and females, to which the figures regarding the total population as a sum representatives of both sexes is added. *Age* is operationalised via five aggregate groups (15-29, 30-39, 40-49, 50-59 ja 60+) in the tables that together cover the whole age scale of the adult population.

*Type of residence* mainly distinguishes between densely populated areas and low density areas, *resp* urban and rural population. Considering the international comparability, the PPA does not follow the current administrative division. The distinction between urban and rural settlements is based on the size of population, in compliance with the harmonisation recommendations of the project.

*Educational attainment* indicates the highest completed level of education that is in the tables gathered into three groups. Higher education refers to persons who have graduated from the university or any other educational establishment granting diploma. Secondary education refers to respondents who graduated from comprehensive secondary, vocational secondary or specialized secondary school and basic education includes all those who have not attained secondary education. It should be noted that the criterion of completion assumes exit from the educational system. Given a population group with a high number of students, this means a selective decrease in the educational attainment of this group. This phenomenon is relevant in the youngest cohort of which approximately one half continued their educational career during the PPA survey.

*Number of children* reflects the total number liveborn children of the respondent regardless of whether the respondent was co-habiting with them during the data collection period or not. While establishing the number of children also those who had deceased before the survey were taken into account. In the set of standard characteristics the number of children primarily represents the individual's contribution to the population replacement and activity in the respective field and therefore childless, one-or two child individuals and individuals with three or more children were identified while making respective computations. Similar to education, it should be noted that the parity distribution of the younger generations is particularly different from the survey average as at the time of the data collection period those cohorts were at the early stages of their reproductive career.

As to the subject areas the tables follow the structure of the PPA core questionnaire. First marriage and family are presented followed by tables containing data on fertility and children, combination of work and family and sex roles, population ageing and foreign-born population.

Percentage distributions were favoured to the absolute values, the absolute values of the respondents by variable layers can be found in the section addressing the sample in this report. In the distributions the percentage distributions are added up into aggregates by males, females and total population respectively (100 per cent in total).

The list of countries varies from one table to another as there was no strict commitment by countries to completely comply with the recommendations of the core questionnaire. Due to variation in national research agendas, research teams did not include all standard questions and modules in their survey. This resulted in some between-country variation in questionnaire coverage.



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## 5. Opportunities for analyses

The research opportunities of the PPA comparative data are manifold: international comparison of differences and similarities in attitudes and behaviour, analysis of national data from an international comparative perspective, analysis of socio-demographic and socio-economic within-country differentials in attitudes and behaviour, analysis of interrelations between various variables on the pooled data, study of small social sub-populations on the pooled data.

In the PPA approach, the international comparison of the results is obviously of central importance. European countries and cultures, although clearly showing trends towards increasing convergence, still show remarkable variation in attitudes, values and behaviour in population and family policy relevant or related issues, including policies. Cross-national or crosscultural comparison, consequently, offers rich opportunities to study important components of country or region related determinants of demographic behaviour and expectations on population and family related social policies. A scientifically particularly interesting and socially important aspect is the study of East-West differentials at this very point of European history with its shattering overall societal transition in the East, and the socio-economic transformations resulting from globalisation all over Europe.

However, not only between-country differences are interesting in this respect. Of equal importance are the increasing similarities in attitudes, preferences and expectations in demographic behaviour and population or family related social policies. One of the salient findings in PPA is the simultaneous presence of country differences and similarities in population(policy)-related attitudes, preferences and expectations.

However, international comparative studies are equally important for purely national study purposes. The broader picture, which appears from the international comparison, allows also a better understanding of the presence or absence of national specificities an advantage that national policy makers often fail to see.

Nevertheless, country differences and similarities are only one, albeit important, source of differentiation. A second important domain in the study of differentials in attitudes and preferences regarding family and population issues and their related policies concerns the within-country variation. All of the major themes studied in the project are analysed according to the socio-demographic and socio-economic characteristics of the respondents that could be recorded: age and sex, household and family characteristics, education, activity and income, religiosity, urbanisation of residence, values in life.

The PPA database allows the use of pooled and weighted data for several purposes. It may serve for exploratory purposes to investigate interrelations between various variables. This type of analysis allows formulating a series of research questions and hypothesis to be explored by using the IPPAS database and other sources.

Another reason for pooling data is the sample size, which is as a rule too small to address topical issues or specific population sub-groups. Whereas national survey samples are limited in size and usually too small to study the specificities of minority groups in the population, except if these have been over-sampled, the pooled data can encapsulate a few thousand respondents. The pooled database, hence, allow not only to compare nations but many small social sub-populations that often require special policy concern and care. In the field of demography, well-known minority or problem groups are one-parent families, large families, divorcees, widow(er)s, reconstituted families, childless couples, retired people, and immigrants. Many of those subgroups are experiencing various forms of material and non-material deprivations that require social policy responses. Considering such groups in large

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international databases often enables to isolate sufficient numbers, allowing for statistically justified problem and policy-oriented analyses.

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Table A8. Preferred retirement age.  
Table M3. Change in the proportion of foreign-origin population: respondent estimate.  
Table M4. Attitude towards the proportion of foreign-origin population.  
Table M5. Views: the presence of foreigners is positive, it allows cultural exchange.  
Table M5B. Views: foreigners are necessary to do the work native people no longer want to do.  
Table M5C. Views: increase of foreigners favours the spread of crime and terrorism.  
Table M5D. Views: foreigners take away jobs from native population.  
Table M5E. Views: the country belongs to native population and there is no room for foreigners.  
Table M5F. Views: foreigners should learn Estonian language and get used to our customs.  
Table M5G. Views: children of foreigners should attend school in the same classroom as natives.  
Table M6A. Government policies: apply immigration quota.  
Table M6B. Government policies: after 5 years, the right to vote in local elections.  
Table M6C. Government policies: support those who want to return.  
Table M6D. Government policies: expel all illegals from the country.  
Table M6E. Government policies: grant citizenship to integrated foreigners as quickly as possible.  
Table M6F. Government policies: impose large fine on companies which employ illegals.  
Table M6G. Government policies: give general amnesty to all illegal migrants from time to time.  
Table M6H. Government policies: promote the integration of foreigners.  
Table M6I. Government policies: return foreigners who are not interested in integration.  
Table M7C. Government policies: after 5 years the right to become elected in government.  
Table M7D. Government policies: after 5 years the right to vote in national elections.  
Table M7H. Government policies: promote immigration because population number is decreasing.  
Table M7K. Government policies: immigration should not be restricted at all.  
Table CQ2. Sex of respondent.  
Table CQ3. Marital status.  
Table CQ4. Living arrangement.  
Table CQ6. Household composition.  
Table CQ7. Number of household members.  
Table CQ9. Number of children.  
Table B1A. Views on children: it is good for a child if she/he is partly taken care by other persons.  
Table B1B. Views on children: children who are in daycare centre most time have difficulties.  
Table B1C. Views on children: the best childcare is by their own parents.  
Table CQ10. Affiliation to a church or religious movement.  
Table CQ11. Role of religion in life.  
Table CQ14. Employment status.  
Table CQ21. Educational attainment.



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*TABLES*



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*APPENDIX*