

Strategy and Action Plan for Promoting Gender Equality in Finland's Policy for Developing Countries 2003-2007

Ministry for Foreign Affairs of Finland

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USERS' GUIDE

Something for everyone

Are you an official with country-specific responsibilities, preparing for country negotiations? Refer to page 26, "Country negotiations".

Are you going to represent Finland at the board meeting of a multilateral organisation? Refer to page 32, "Multilateral cooperation".

Are you an information officer wanting to promote equality through your work? Refer to page 37, "Information and publicity":

This publication consists of two parts. Part I (pages 1-19) covers strategy and Part II presents the action plan for promoting gender equality and the status of women in society. Part I contains basic background knowledge necessary for everyone who works with developing country policy. Part II includes the appropriate steps to be taken in day-to-day work by everyone involved and is designed to be a guide for active use.

FOREWORD

The majority of poor people in the world are women and girls. Many women still lack the means to influence choices that affect their own lives. Women in developing countries are often the main providers of family livelihoods and have the prime

responsibility for feeding their families and taking care of the water supply. In this way the whole family's health and ability to work is often in the hands of women. But women still do not always have authority to make choices in matters affecting the family economy. Women's social resources also remain underused and economic growth suffers.

In many developing countries women still lack equal rights in law, for example with regard to inheritance or division of matrimonial property in case of divorce. When her circumstances change, a woman often has to submit to losing her ownership of the house where she lives with her children, or the produce of the field that she cultivates. In the most discriminatory social systems a woman is not treated as an independent economic individual at all, and she needs the approval of the male head of the household just to open a bank account. The internationally recognised right of women to make decisions, including decisions about having children, is still not generally implemented in practice. Girls may be denied the right to choose with whom they marry and the right to equal education is not always put into effect. Being in a position of economic and family dependence makes women susceptible to violence within the family and within society.

The improvement of the status of women is a matter of the human rights that belong to every human being. Improving the status of women and girls is also one of the most effective ways of eliminating poverty and promoting economically and ecologically sustainable development.

Women's and girls' economic and social rights, and their rights of participation, can be promoted through Finland's policy towards developing countries. Political dialogue and norms about discrimination in international law play their own parts. Globalisation of the world economy is also changing the structures of developing countries' economies. Such changes always have a social dimension and while women may become the beneficiaries of new opportunities, they may equally come to suffer because of the changes.

It is most important for us to be able to target part of our development cooperation on the elimination of gender inequality in particular, and to plan other aspects of development cooperation and our whole developing country policy in such a way that its impact on the status of women and girls is known and utilised to the greatest possible extent. The mainstreaming of gender equality is thus important for the activities of the whole of the Ministry for Foreign Affairs. Mainstreaming is nevertheless not an end in itself, but a means of improving the status of women and girls. For this reason, too, it does not replace programmes aimed particularly at women and girls.

I personally see the Strategy and Action Plan for Promoting Gender Equality as a process through which the quality and impact of all the work done for developing countries is improved, to the benefit of women and girls. The Action Plan includes concrete goals, steps to be taken and schedules for different administrative organs within the Foreign Affairs and for all actors implementing development cooperation activities. I hope that the strategy will be in skilled hands.

Suvi-Anne Siimes, Minister for Development Cooperation

Introduction

Why is it that challenging gender inequalities is seen as tampering with traditions of culture, and thus taboo, while challenging inequalities in terms of wealth and class is not?

Mehta (1991)

The status of women has improved in many ways in the last decades. Yet there is no country in the world in which women and men are equal. Gender inequality appears in every field of life. For example women have fewer opportunities than men to take part in political and economic decision-making, have access to resources or receive quality education. Nevertheless considerable advances have been achieved in recent decades on international, regional and national levels. And this communicates the important message that gender equality is attainable.

The UN and the international conferences that have been held under its auspices have had an important role in drawing up goals that are jointly agreed by the countries of the world and obtaining political commitment to them. All countries all around the globe are today committed to gender equality and improving the status of women. On the national level, the progress made to date has required political will, the focusing of resources on the elimination of gender inequality, and changes in laws as well as their implementation and monitoring. National, local and international women's and non-governmental organisations have played a particularly significant part. All around the world these organisations have demanded and supported government action, and worked to promote the status of women in concrete ways. Continuous activity and support is necessary in order to maintain and strengthen achievements because progress made can also relapse.

The promotion of the rights of women and girls and of gender equality has become a central theme of Finland's developing country policy. There are two reasons for this:

1. Gender equality is one of the main goals of Finland's development country policy. Promotion of women's and girls' rights is also one of the priorities of Finland's human rights policy and a goal that has been agreed by all countries of the world.
2. More equal relations between men and women are a precondition for sustainable people-centred development. The promotion of women's rights and gender equality is essential for the reduction of poverty and the achievement of democratic development.

The main goal of development is to increase people's well-being. This may seem obvious but "people" are still often sidelined as a secondary consideration in discussions about development goals. The understanding of the different roles of women and men, girls and boys, and of the overall continuously changing social and cultural roles of different people, creates the foundation on which to build sustainable development.

Gender equality as one of the goals of Finland's developing country policy is a manifestation of Finland's long tradition of promoting gender equality. The Government of Finland is committed to mainstreaming gender equality in all its activities in developing country policy. All Finland's cooperation partner countries are also committed to promoting gender equality. The starting point for activities connected with Finland's development cooperation is partnership and the developing countries' responsibilities for their own development, including the promotion of gender equality.

The aim of this Strategy and Action Plan is to develop activities in the different fields of developing country policy in order to better achieve international gender equality goals and the goals set out by cooperation partners and the Finnish Government. The Strategy and Action Plan specifies goals for Finland's developing country policy, the general principles applicable, and the measures by means of which Finland can increase its impact on promoting gender equality and the rights of women during the years 2003-2007.

The preparation of the Strategy and Action Plan has been an extensive process, involving discussions with most of the Units in the Department for Development Policy and the Geographical Regional Divisions, and comments from other departments of the Ministry for Foreign Affairs. Many other bodies have also commented on the Plan, including the Council for Equality (TANE), the Advisory Board for Relations with Developing Countries (KESU) and the Gender Equality Unit of the Ministry of Social Affairs and Health, as well as the Service Centre for Development Cooperation (KEPA) and other NGOs. The broadly-based nature of the preparatory work provided appropriately wide possibilities for exchanges of views and ideas.

Putting the Action Plan into practice will also be a process of joint effort and a learning process for all the organisations and individuals who are involved in implementing Finland's development country policy.

Different sex means different status

- The majority of the 1.2 billion poorest people in the world are women and girls
- Of all the world's parliamentarians and administrative and industrial leaders, 14% are women and 86% are men.
- Only 30% of the work done by women is paid. Only 25% of wage workers are women, 75% are men. Women nevertheless put in over half of the total working hours in the world.
- In the formal labour market, women's earnings are 77% of those of men in industrialised countries, 73% in developing countries.
- As many as 80% of workers in the informal sector are women. They are

excluded from most legal and social services and their input is not seen in any statistics.

- In sub-Saharan Africa, where most of Finland's long-term cooperation partnership countries are situated, women are estimated to be responsible for as much as 80% of the food production but own only 1% of the land.
- About 60% of illiterate people in the world are women and about 40% are men.
- Every year more than half a million women die of complications arising during pregnancy or childbirth. Most of these mortalities could easily be prevented.
- Women and girls are more often the victims of sexual or physical violence than men and boys. It is estimated that a third of the women in the world suffer from violence committed by their partners.

PART I: The Strategy for promoting gender equality

1 International and Finnish legal and political commitments.

The CEDAW Convention the Beijing Platform for Action and the UN Millennium Declaration

The most important agreement binding governments to promote women's rights is the UN Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) that was established in 1979. The Convention was ratified by Finland in 1986 and by 2002 it had been ratified by 170 countries. The UN Committee on the Elimination of Discrimination against Women monitors the implementation of the Convention by means of the periodic reports that every state that has ratified it is obliged to make to the UN.

Finland's long-term cooperation partners are committed to removing all forms of discrimination against women.

All Finland's long-term development cooperation partners have ratified the UN's Convention on the Elimination of All Forms of Discrimination Against Women:

Egypt	1981	Zambia	1985
Ethiopia	1981	Tanzania	1986
Nicaragua	1981	Nepal	1991
Peru	1982	Namibia	1992
Vietnam	1982	Mozambique	1997
Kenya	1984		

Another important intergovernmental agreement is the Declaration and Platform for Action for improving the status of women approved at the UN's Fourth World Conference on Women in Beijing in 1995. The Beijing Platform for Action includes goals and steps to be taken in twelve critical areas of life to improve the position and influence of women and girls. All member countries of the UN are bound by the

Platform for Action, including all Finland's development country policy partners. In addition to governments, the Platform for Action also concerns international organisations and NGOs.

Critical areas of concern identified at the Beijing World Conference on Women 1995:

1. Persistent and increasing burden of poverty on women
2. Inequalities and inadequacies in and unequal access to education and training
3. Inequalities and inadequacies in and unequal access to health care and related services
4. Violence against women
5. The effects of armed or other kinds of conflict on women, including those living under foreign occupation
6. Inequality in economic structures and policies, in all forms of productive activities and in access to resources
7. Inequality between men and women in the sharing of power and decision-making at all levels
8. Insufficient mechanisms at all levels to promote the advancement of women
9. Lack of respect for and inadequate promotion and protection of the human rights of women
10. Stereotyping of women and inequality in women's access to and participation in all communication systems, especially in the media
11. Gender inequalities in the management of natural resources and in the safeguarding of the environment
12. Persistent discrimination against and violation of the rights of the girl child

The UN "Beijing + 5" Follow-up Conference in 2000 approved a Political Declaration and Outcome Document committing governments to take effective steps to enhance the implementation of the Beijing Platform for Action. Governments also affirmed their commitment to new measures during the next five year period to meet new types of challenges, such as trafficking in women and children and the particular effects of HIV/AIDS on women. The inadequacy of resources allocated to implementing national gender-equality programmes was also emphasised and increased funding was agreed.

The Programme of Action of the Cairo International Conference on Population and Development in 1994, at which governments affirmed their commitment to the right of all people to make decisions concerning their own bodies and sexualities, is also of fundamental importance for advancing women's rights.

The United Nations Millennium Declaration was approved at the 55th session of the General Assembly in September 2000. The Millennium Declaration is a comprehensive political statement of international commitment in which the leaders of countries pledge to work to ensure peace, development, protection of the environment and human rights. The Declaration also includes concrete development goals to be attained by 2015.

The Eight Development Goals of the Millennium Declaration:

1. Eradicate extreme poverty and hunger
2. Achieve universal primary education
3. Promote gender equality and empower women
4. Reduce child mortality
5. Improve maternal health
6. Combat HIV/AIDS, malaria, and other diseases
7. Ensure environmental sustainability
8. Develop a global partnership for development

In order to measure the achievement of the third of these goals, “Promote gender equality and empower women”, the member countries of the UN have mutually agreed the following indicators:

- The ratio of boys to girls in primary, secondary and tertiary education
- The ratio of literate women to men aged 15 - 24
- The share of women in wage employment in the non-agricultural sector.
- The proportion of seats held by women in parliament .

The starting point of the Millennium Declaration is to ensure the possibility of development for all individuals and peoples. The Declaration states that securing equal rights and opportunities for men and women and improving the status of women are preconditions for achieving sustainable development and for combating poverty, hunger, sickness and lack of education. All the Millennium Development Goals are connected with each other. Unless the status of women and girls is improved the rest of the Millennium Development Goals cannot be realised.

In order to make real progress towards the Millennium Development Goals, Finland too must evaluate its present work and shape it in the ways required to conform to the aims that have been mutually agreed. Increasing Finland’s impact on the promotion of gender equality will help to achieve all the goals of the Millennium Declaration.

In addition to the UN conventions, declarations and programmes of action, Finland is also bound as a member country by the goals and guidelines of the EU and the OECD’s Development Assistance Committee (DAC) with regard to development cooperation and the promotion of gender equality.

Finland’s Equality Act stipulates that gender equality must be actively promoted

Finland’s Act on Equality Between Women and Men stipulates the duty of authorities to promote gender equality purposefully and systematically and to change any circumstances that prevent the achievement of equality. The Government of Finland is committed to promoting gender mainstreaming in all its activities. The purpose of mainstreaming is to create a political and administrative procedural culture in which the principles of equality promotion lead to practical action. The Equality Act is

binding in all the different areas of administration, including those of the Ministry for Foreign Affairs.

Mainstreaming does not replace a particular and specialised equality policy or a separate organisation dealing with equality. Nor does mainstreaming make projects that concentrate on women become no longer unnecessary. And in just the same way, activities that focus only on men may also be necessary, provided that their goal is to promote gender equality.

The promotion of gender equality is one of the main aims of policy regarding developing countries

Policy towards developing countries forms an essential part of Finland's international relations as a whole. In February 2001 the Government made a new Decision-in-Principle On the Operationalisation of Development Policy Objectives in Finland's International Development Cooperation. This most recent Decision-in-Principle is based on the goals agreed for development cooperation and developing country policy in 1996 and 1998. Both the Decision-in-Principle on Development Cooperation of 1996 and the Policy on Relations with Developing Countries of 1998 stress the importance of development cooperation as a part of foreign policy. According to the Decision-in-Principle, the main aims of developing country policy and development cooperation are:

- The alleviation of widespread poverty
- The prevention of global environmental threats
- The promotion of equality, democracy and human rights
- The increase of global security
- The increase of economic interaction

It also states that with regard to long-term partner countries:

“The main objective of cooperation with long-term cooperation partner countries is to reduce poverty. To attain this objective, the promotion of gender equality will be accorded a central role in all cooperation.”

Operationalisation of Developing Country Policy Goals, 22.2.2001

The Strategy and Action Plan presented in this document involves all areas of developing country policy. In terms of quantity, however, the greatest number of concrete measures to be taken are connected with development cooperation. This is because Finland perhaps possesses the greatest number of possibilities of making direct impacts through this channel, and because an abundance of knowledge now exists as to how to act to improve women's status through development cooperation. There is, for example, less information and experience available as to the connection between trade and the promotion of gender equality. One of the tasks of this Strategy is indeed to assist in further follow-up work.

Work to date: progress and challenges

Progress in developing countries

A lot of progress in eliminating gender inequality has been made in the countries of the world during recent decades. The continuous series of UN conferences aimed at improving the status of women (Mexico City 1975, Copenhagen 1980, Nairobi 1985 and Beijing 1995) has also had an effect in making the governments of member countries take steps to promote gender equality within their own countries. From the point of view of developing country policy it is very important to know that in almost every country in the world (thus also including Finland's development cooperation partners) and particularly since the Beijing Conference of 1995, a special responsible authority has been established and a national plan drawn up to promote gender equality. However, these authorities usually have very few resources for their operations.

The number of women's organisations and other NGOs has also increased rapidly in developing countries in particular. These organisations have done a great deal of work and networking to promote the status of women in the different fields of life.

Gender or women?

As recently as about ten years ago people involved in international cooperation talked mainly about women and about promoting the status of women, and not about men. During the 1990s the concept of 'gender' was taken into widespread use. Gender refers to the customs, roles and status that arise from being male or female. In every society, people are the focus of expectations, obligations, norms and attitudes that differ according to whether we are men or women, boys or girls.

The concept of gender came into general use in international cooperation above all because an understanding of different gender roles and of existing inequalities could better serve to promote the status of women, which was lower than that of men in all areas of life. It was noticed that if attention was paid only to women it was not possible to achieve any really big changes. It became a matter of understanding the status and situation of both sexes – of men as well as of women.

The governments of the world committed themselves to promoting gender equality in all their work by mainstreaming it into all their activity. Mainstreaming is thus a means, not an end. Nevertheless, in development cooperation project planning it is sometimes mistakenly thought that "mainstreaming gender aspects" is a goal in itself. It is sometimes written into the project plan as "mainstreaming gender in the whole project". Yet in all the rest of the plan there is not necessarily any reference to women or men or their status in society and no plans with regard to, for example, increasing the participation of women or strengthening their rights. The misunderstanding of "mainstreaming" has also sometimes led to projects that neither actively promote the status of women nor remove structural gender inequalities. For example the representatives of women's organisations working in developing countries have also sometimes been afraid that with mainstreaming "women are forgotten again".

Gender mainstreaming is an internationally agreed, tried-and-tested means of promoting the status of women but a good deal of training is required for it to be properly assimilated and internalised. National governments have agreed that particular measures to improve the status of women will continue to be taken in addition to mainstreaming. Such measures can be focused according to need on women and girls and on men and boys.

The concept of gender is an important tool in understanding the structures of societies and communities and the roles of men and women. Other human characteristics, such as age, ethnicity, class, sexuality, disability and caste, are also relevant.

Mainstreaming requires more resources

One lesson from the time following the Beijing Conference is that far from requiring less resources, gender mainstreaming requires more, both human and financial. Sometimes the resources intended for promoting gender equality have been cut back in organisations or the national authorities of different countries on the grounds that in mainstreaming there is no longer a requirement for people with specialist skills in gender issues. Experience has however proved that exactly the opposite is true. If there are no specialist personnel resources, mainstreaming may fade away and change “from mainstreaming to disappearing”.

Policy evaporation

The term 'policy evaporation' has already been used for some time in international organisations' discussions about putting gender equality commitments into practice. One after another, evaluations of gender mainstreaming in the work of donor countries have shown that strong political commitments have somehow "evaporated" or been forgotten at some stage in the planning and implementation process. Amongst their other findings these evaluations have shown that:

- High-level government commitments are not reflected in sector policies.
- The concept of mainstreaming is not sufficiently well understood.
- “Women” are sometimes still seen as a separate sector so systematic work to eliminate gender inequality is not undertaken within other sectors.
- In projects “gender mainstreaming” still usually means small and isolated components dealing with women.
- The promotion of gender equality is not systematically included in the Terms of Reference of consultants or of the donor countries' own staff.
- Knowledge about inequalities between women and men is not necessarily transformed into practical action, and surprising deficiencies in knowledge have been observed.

All donor countries have room for improvement

In 2000 the OECD's Development Assistance Committee (DAC) evaluated the success of development cooperation donor countries with regard to gender mainstreaming. Progress had been made in all the donor countries since the 1995 Beijing World Conference on Women, but enough challenges still remained for all of them. According to the evaluation, the main challenges for donor countries and organisations with regard to promoting gender equality are as follows:

- Promote positive attitudes and visible commitment in middle and senior management
- Ensure adequate personnel resources for promoting gender equality
- Develop effective operational tools and make more active use of present ones
- Emphasise the promotion of gender equality in dialogues about measures to be taken
- Systematically monitor and report on the progress of gender equality
- Develop quantitative and qualitative indicators concerning the progress of gender equality in different sectors (such as poverty reduction and good governance)
- Allocate sufficient funds to equality work, including training
- Shift the main weight of gender specialists' work towards dialogue and programme cooperation at the partner country level.

2 The Objective, Lines of Action and Overall Principles of Strategy

The Objective

The objective of this Strategy and Action Plan is to achieve a fundamental increase in the impact of Finland's developing country policy with regard to gender equality and women's rights by the year 2007.

Lines of Action to Achieve the Objective

- 1) Mainstreaming gender equality in all the processes, procedures and operations of Finland's policy regarding developing countries. This requires:
 - Developing instruments, processes and procedures for developing country policy (Chapter 4)
 - Specifying personnel responsibilities (Chapter 5)

- Developing the skills of personnel to fulfil each of the specified responsibilities (Chapter 6)
- 2) Directing activities towards the promotion of gender equality and women's rights
 - 3) Supporting the implementation of the present gender equality objectives and strategies of partner countries and their citizen groups and those of multilateral cooperation organisations

What do we mean by gender mainstreaming?

- Mainstreaming is a means of trying to help to achieve the goal of gender equality.
- All countries approved the mainstreaming of the promotion of gender equality as a strategy in the Beijing Platform for Action in 1995.

How is it carried out?

- The opinions, experiences and needs of both men and women are taken into account in all processes and operations.
- It is ensured that both sexes benefit equally from the results of activities in the various areas of society.
- The above requires an increase in information about gender-related matters, as well as changes in laws and administration, the taking of the necessary measures, and personnel resources and financing.

General Principles

- **Gender equality is an essential part of all Finland's developing country policy.** Promotion of gender equality is not a separate sector but permeates all the fields of activity within developing country policy. It is a central driver in development and a fundamental part of political development and of the objectives by which human rights and democratic governance can be ensured.
- **All Finnish activities include the aim of promoting gender equality.** Mainstreaming gender equality shall affect the choice of cooperation sectors and projects, the targeting of activities within the sectors and projects that are supported, and the methods and procedures to be employed. Gender equality means that the views, interests and needs of women and girls shape the development agenda just as much as those of men and boys.
- **Every policy, strategy, programme, project or other activity affects women and men in different ways. It is essential to acknowledge this in order to achieve gender equality.** Women and men usually have different perspectives and different experiences, needs, interests and resources. There are also differences between women and between men, partly as the result of other defining factors as age, status, class, ethnicity, caste, disability and sexual

orientation. These factors must be recognised alongside with gender differences since they may weaken the drive to gender equality and increase poverty and discrimination.

- **The achievement of gender equality does not mean that men and women become the same.** To realise gender equality, it is essential that the rights and opportunities of human beings are independent of their sex.
- **The achievement of gender equality requires specific measures planned to eliminate inequalities.** In today's situation of inequality just treating women and men in the same way is not enough to promote gender equality. Special measures and resources are required that can be used to correct unfairness and discrimination in existing laws and programmes as well as in habits and attitudes.
- **The empowerment of women, extending their spheres of activity and possibilities to affect decisions, is crucial for achieving gender equality.** Strengthening the status of women increases their self-confidence and knowledge of their own position in society so that they can themselves participate in improving it.
- **To achieve gender equality men and women must participate in economic, social and political life on an equal basis.** Participation on an equal basis is not the same as participating in equal numbers. It means women and men having the same possibilities to make their opinions known, to take part in making decisions, and to express their interests and views about the development of society. Cooperation between organisations promoting the status of women and gender equality is essential.
- **The equality of women and men in law is a precondition for realising gender equality.** Equality in law requires, amongst other things, that laws are applied to men and women in the same way and a person's sex does not affect his or her possibilities to receive equal treatment before the law. Equality in law also requires that equality between men and women is to be one of the objectives of legislation. Men and women must have the same possibilities to take part in legal decision-making in all fields of legislation, judgements and execution of judgements.
- **Gender equality can only be achieved by cooperation between men and women.** The whole of society benefits from increasing the possibilities available to women and girls. Putting gender equality into practice is a matter for everybody, requiring cooperation to change attitudes, behaviour, roles and responsibilities, at home and in the workplace, in local and national society, and in national and international organisations.
- **The participation of both men and women in work to promote gender equality must be systematically encouraged.** In order to advance the status of women, some measures must be taken that particularly involve men.

Involving men in the promotion of gender equality

Men and women are partners in promoting gender equality. So far this work has been viewed as, and has also been in practice, very much a women's field of activity. The role of men in this work should be strengthened and more use made of it. The gender roles of both women and men must thus be changed to the benefit of both sexes. Many men, too, suffer from real or imaginary stereotype expectations of masculinity

imposed on them.

3. Gender and the main goals of Finland's policy for developing countries

This chapter provides background information about the principle gender-related issues involved in each of the main goals of Finland's policy for developing countries. The measures by which the promotion of gender equality can be mainstreamed into the activities connected with those goals are described in Part II, the Action Plan, pages 24-25.

The alleviation of widespread poverty

Gender and the dimensions of poverty

Today poverty is understood as a multidimensional phenomenon that comprises a multitude of issues, not just income levels and wealth. Poverty means:

- Insecurity and vulnerability
- Lack of possibility to influence matters
- Cultural exclusion and lack of respect
- Lack of possibilities for personal development

Gender has an effect on all these dimensions of poverty. Other individual features relating to men and women, such as ethnicity, race, class, age, possible physical disability and sexual orientation, also have impacts at the same time. The poorest people, and especially the poorest women and girls, often suffer from multiple discrimination. For example a poor young woman who belongs to an ethnic minority or is physically handicapped probably meets with discrimination for several different reasons at the same time.

Level of income is also still used as one of the measures of poverty. It is estimated that about 1.2 billion of the world's people live below the poverty level of one dollar, or one euro, a day (1999 figures). According to most assessments, about 70% of the world's poorest people are women and girls. Other estimations have also been put forward and, for example, the Food and Agricultural Organisation (FAO) estimates that about 55% of the poorest people are females. The measurement of poverty in relation to gender should be developed further. Such measurement is certainly possible if common indicators are agreed to, but up to now the measurement of incomes has not generally paid attention to gender. Consumer surveys, for example, usually concern households rather than individuals, but women and men, or girls and boys, within the same household may be quite differently placed from the point of view of poverty.

Amongst poor women, the old, the single, the disabled and widows are more probably poor than others. The number of poor single-parent families headed by women is growing and families of this type are estimated to form as many as 45% of the world's households.

Research shows that the poorest people have systematically less access to basic infrastructure and services such as health care and education. Being deprived of educational possibilities also closes off many other possibilities for participating in social activities thereafter. This particularly concerns women and girls. The possibilities of women in the job market, and their possibilities to obtain loans, and own or inherit property, are also considerably less than those of men. Women also have few possibilities to take part in the various levels of political or economic decision-making.

The amount of paid work done by women has increased quite rapidly in many countries of the world. For all that, only a quarter of the world's wage earners are women. This does not mean that women do not work. On the contrary, according to statistics women, and poor women in particular, work more hours than men. They usually take care of most or all household work such as childcare, cleaning and cooking, looking after domestic animals, fetching water and wood, and so on, even when they also work outside the home or participate in agriculture.

The term "time poverty" is often aptly used with regard to the situation of women. It means that women often have very little time left over after the work they have to do inside and outside the home, and this in turn imposes limits on their participation in education as well as other activities in society. In poor families children, and especially girls, have to help their mother with domestic chores from a very early age and this can prevent their attending school. Then, when women do take part in paid work they receive lower wages than men everywhere in the world, are in temporary or part-time employment, or work in the informal sector.

Women are increasingly responsible for feeding their families and providing suitable nourishment. Rural areas, where the majority of the world's poor live, have in many places many more female than male inhabitants as the men move to the towns and cities. Women, who have already traditionally been responsible in many countries for most of the work involved in food production, have more and more often to take on complete responsibility for running the family economy. Women's possibilities to plan and use available resources are a decisive factor in efforts to reduce the number of hungry people in line with the Millennium Declaration.

Since women often depend on men's earnings, they are particularly vulnerable to sudden changes in circumstances, such as the death of a husband or a divorce.

Women are victims of violence in every part of the world. For women poverty often also means limitation of opportunities because of violence or fear of violence, or that they cannot make their own decisions about their own sexuality or how many children to have and when to have them. As far as many women are concerned these are some of the main manifestations of poverty. Sexual and reproductive health is a fundamental part of every individual's well-being and of poverty reduction work.

The effects of HIV/AIDS in deepening poverty have already in many areas reached a catastrophic scale. Investigations have shown that gender inequality is one of the main reasons for the rapid spread of the virus. In many cases women and girls are unable to refuse sexual intercourse or demand the use of condoms.

According to an estimation by the World Health Organisation, at least one fifth of the women in the world have either been raped or been the victim of an intended rape. It is estimated that 40-60% of all sexual violence is directed at girls who are under 16 years old.

HIV/AIDS also increases the burden of work on women and girls: they are responsible for most of the increased work of community and family care and this still further limits their possibilities to benefit from education or wage earning. In some of the sub-Saharan countries HIV/AIDS has had an effect on regional agricultural production when the women who look after the crops have had to spend time taking care of family members or have become ill themselves. Of the world's population in 2002, about 48% of those afflicted with HIV were women. And of the people afflicted in sub-Saharan Africa about 55% were women. The majority of new cases of HIV infection are found in women. In some African countries infection is spreading six times as fast amongst girls and young women in the 15-24 age group as amongst boys and young men in the same age group.

Promotion of gender equality reduces poverty

The promotion of gender equality is an important precondition for reducing poverty. This does not mean, however, that all activities to relieve poverty automatically reduce gender inequalities. Political will, in particular, is a key factor in gaining equality. Not is it true that the poorer the developing country, the greater the inequality between women and men. In some relatively wealthy countries there is a great difference in status between women and men, while in some poor countries or regions great advances have been achieved through political action.

In recent years much has been learnt about the links between gender and poverty from research dealing with the correlation between gender status and economic growth. According to World Bank studies, for example, countries that have not invested in the education and health of women and girls, for example, are today noticeably poorer than they would have been if they had made such investments. The same studies also show that the total agricultural production of sub-Saharan Africa would increase by 6-20% if women had the same possibilities as men to utilise the appropriate productive resources.

Long-term sustainable development and reduction of poverty can be achieved only by improving the economic, social, political, juridical and cultural status of women and respecting their human rights. The reduction of poverty requires the full participation of women in economic life. This in turn requires improvements in women's access to education and good health, progress in women's rights regarding ownership, inheritance and tenure, and the advance of good governance.

When insufficient attention is paid to gender the contributions and problems of women often go unnoticed. The workings of economic policies may thus at worst

increase inequalities between men and women more than ever. At present there are considerable differences between men and women as to the amount of power they can exert in the economic structures of their societies. In the greater part of the world there are very few women, or none at all, taking part in macroeconomic decision-making processes with regard to such matters as financial, monetary, trade, tax or wage policies. The policies followed in these areas nevertheless have crucial impacts on the success or failure of poverty reduction and it is also essential that both women's and men's views and expertise are taken into consideration in, for example, national planning and implementation of poverty reduction. Where progress has been made in taking gender aspects into account, there too, research shows, economic growth has accelerated.

The prevention of global environmental threats

Over 60% of the world's poor live in regions that are threatened by environmental catastrophes or where the environment is otherwise vulnerable. In poor communities women and girls generally have to fetch the water, gather the firewood and take care of most of the crop-growing activities. Women naturally often have a great deal of knowledge about the variety of possibilities offered by nature and the suitability of different species for nourishment and medicine.

Migration from the countryside to towns and cities has become a general trend and in many countries it is still increasing. Even though the movement of women to the cities in search of wage earnings is widespread particularly in Asia and Latin America, the movement of men looking for work is still greater. Women are still the members of society who most remain in one place.

Environment protection, the sustainable use of natural resources, the reduction of poverty and the promotion of gender equality are closely connected with each other. Women play a great part in their environments but they do not have the same possibilities as men to take part in making decisions that concern the environment and natural resources. Even though women produce most of the world's food (as much as 80% of it according to some estimates), they own only one per cent of the land. Unequal rights of land ownership, inheritance and ways of making a living are major barriers, not only preventing improvements in women's economic status but also and at the same time preventing the sustainable utilisation of natural resources. This is more than ever the case when the proportion of female single parents is increasing. Often women do not have the power to make decisions about the productive use or protection of the fields, woods and waterways around their own homes. The prevention of environmental problems, environmental protection and sustainable development are only possible if both men and women participate equally in planning, deciding, implementing and evaluating matters concerning the environment and the use of natural resources.

The promotion of equality, democracy and human rights

Finland's human rights policy emphasises the rights of women and children, especially girls, who are members of minorities or indigenous peoples. In development cooperation Finland also attaches great weight to improving the status of

the disabled. The goals of promoting human and democratic rights are also connected to promoting the rule of law and respect for the law, good governance and democracy.

The human rights of women and girls are an inalienable part of universal human rights

All the most important international documents on human rights mention gender as one of the aspects that states are not permitted to use as a basis for discrimination between citizens. Governments do not just have to refrain from violating women's human rights, they must also use all means to promote and protect them. All form of discrimination against women and girls violates their human rights.

In the same way human rights include the right to development and to education and health. Reproductive and sexual health encompasses the right of all individuals to determine their own sexualities and their right to obtain information and services relating to reproduction and sexuality. Finland has worked actively in UN conferences on behalf of women's rights, including sexual rights. In the view of the Nordic countries, amongst others, sexual health and rights constitutes a wider concept that includes reproductive health.

What is meant by reproductive and sexual health and rights?

The 1995 Beijing Platform for Action adopted by all governments states as follows:

“Reproductive health is a state of complete physical, mental and social well-being and not merely the absence of disease or infirmity, in all matters relating to the reproductive system and to its functions and processes. Reproductive health therefore 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. Implicit in this last condition are the right of men and women to be informed and to have access to safe, effective, affordable and acceptable methods of family planning of their choice, as well as other methods of their choice for regulation of fertility which are not against the law, and the right of access to appropriate health-care services that will enable women to go safely through pregnancy and childbirth and provide couples with the best chance of having a healthy infant.

In line with the above definition of reproductive health, reproductive health care is defined as the constellation of methods, techniques and services that contribute to reproductive health and well-being by preventing and solving reproductive health problems. It also includes sexual health, the purpose of which is the enhancement of life and personal relations, and not merely counselling and care related to reproduction and sexually transmitted diseases.”

Beijing Platform for Action, §94

Human rights issues are also factors that limit the abilities and opportunities of women to realise their own social and political rights. From the point of view of women's rights it is essential that the legal system be developed. It is important to note, however, that the *de jure* or theoretical implementation of equality and its *de facto* or actual implementation in practice often contradict each other. In many countries the laws ensuring women's rights are not respected or upheld in practice.

The unequal status of women also has a negative impact on the status of children. For example high rates of maternal mortality and the poor health or lack of education of mothers directly affects children's lives. Furthermore, girls often suffer from gender discrimination from the moment they are born and grow up as women used to a lower status. Boys on the other hand become used to having a superior status from a very early age. The transformation of habits and attitudes requires a change of patterns of thought in men and women, in boys and girls. Changing traditional ways is often a slow process, but no culture is immutable. On the contrary, cultures change continuously, whether we like it or not. Respect for different cultures is a key principle in the context of development cooperation. It must however be remembered that 'culture' is never a justification for violating human rights.

In planning and implementing developing country policy and development cooperation, there must be more active consideration than before of the methodical and systematic nature of discrimination against women that underlies poverty and often makes it even worse. The cooperation partner countries' own legislation and international commitments regarding women's rights must also be raised to play a more leading role.

Violence against women and girls

Women and girls become victims of physical, sexual and psychological violence in all societies because of their gender, no matter what their economic status, the culture of the society or their status in the society. Men, for their part, constitute a majority of the people who commit acts of violence in every country precisely because of reasons connected with gender roles. Acts or threats of violence against women give rise to fear that in turn continually limits women's possibilities to express themselves, participate and act. No matter whether acts of violence occur in the home or in the community or at the order of the state or with its approval, they are always obstacles to achieving gender equality. Violence against women gives rise to great social and economic costs both to the community and to the whole of society, including health care costs and lost working time.

<p>Violence against women and girls includes:</p> <ul style="list-style-type: none"> · Physical, sexual and psychological violence occurring in the family and family circles, including dowry-related violence, marital rape, female genital mutilation and other harmful traditional practices
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- Physical, sexual and psychological violence occurring outside the home, including rape, sexual abuse, sexual harassment and intimidation at work and in educational institutions, trafficking in women, forced prostitution and forced child labour
- Physical, sexual and psychological violence perpetrated or condoned by the State, such as rape as a tool of war, and legislation or its enforcement that allows or leaves unpunished violence within relationships and rape within marriage.

Women, decision-making and democratic processes

More than half of the people in the world are women and girls. Although most countries have moved towards democracy in public administration, women are still very much under-represented at all administrative levels. Only about 12.7% of legislative representatives are women, and of these only 8.7% are to be found in developing countries. Only four per cent of the world's government ministers are women – about 96% are men. It is vital to increase women's participation in decision-making in order to achieve good and fair governance and representative democracy. The participation of women in legislation, the drafting of laws and jurisdiction is a key part of this work. Democracy can be truly representative only when women take part in decision-making at all levels according to internationally agreed principles. Programmes to promote democracy and good governance are to include support for special measures to increase participation of women in the decision-making.

The increase of global security

While the concept of 'global security' was previously examined mainly in terms of conflict-related issues, in recent years it has been increasingly treated in a much wider frame of reference. The broader concept of 'human security' was first put forward in the UNDP's 'Human Development Report' of 1994. Today the concept of 'security' goes beyond physical and state boundaries and extends in many dimensions: political, social, economic, health-related and environmental, at the level of the individual and at the level of the community. Political actions in all these dimensions affect the security of men and women differently. The causes of discord and conflicts have also changed over time. Conflicts and insecurity are increasingly caused by poverty, differences in standards of living and deterioration of the environment, and population movements that result from them.

Gender has not traditionally been a consideration in dealing with security policy in relation to armed conflicts. Recent years have however seen the start of a wide discussion on the particular significance of conflicts with regard to gender difference. Although entire communities suffer as a result of armed conflicts, such conflicts often have a more severe impact on women and girls because of their unequal position in society. The parties involved in armed conflict and ethnic cleansing increasingly use systematic rape and forced pregnancies as a means of waging war without being brought to justice for their acts.

The role of males in conflicts is known quite well. The role of women, on the other hand, has been little appreciated until quite recently. But women play an important role both during the time of armed conflict and afterwards. Women work to preserve the social systems and to keep the economy running in the midst of turbulence. During the period of conflict they are alone in looking after their children and households, and in caring for aged relatives and wounded combatants. In some cases women have also taken part in as combatants, but this has not always been taken into consideration in the disarmament and rehabilitation programmes that follow periods of conflict.

In recent years the central role of women has been identified and more widely recognised. In 2000, the UN Security Council adopted Security Council Resolution 1325 on Women, Peace and Security. The Resolution calls for such measures as the prevention of violation of the rights of women and girls in conflicts and prosecution of any such violations, increased participation by women in decision-making about conflict resolution and peace processes, and training in gender-related issues for personnel who take part in peacekeeping and peace-building operations.

Even though the role of women in resolving conflicts and peace building has gradually strengthened, women are still very much under-represented in decision-making bodies and positions. The equal participation of women in activities and processes that aim to prevent and resolve conflicts is essential for the maintenance and reinforcement of peace and security.

The increase of economic interaction

Finland supports the integration of developing countries in the global economy and international trade system as one of the ways to help those countries in their development efforts. Increasing economic interaction and politico-commercial activity in different sectors does not, however, automatically benefit different groups in the same way. The domestic policies practised by governments for the distribution of incomes between different groups, in a wider sense, too, have the greatest effect on how the benefits are shared. Studies in recent years have also provided information as to the effects of trade from the gender point of view in particular, and, conversely, on the effects of existing gender inequalities on the possibilities for economic interaction between countries. This is still an area that internationally requires more research and analysis.

Because men and women have very different possibilities to control economic resources or make decisions about them, both locally and nationally, they benefit from trade policy activities in different ways and to different extents. Institutional gender inequality, whether in individual households or in government administration, may be reflected in trade policy operations in the home country and abroad. Increasing the volume and freedom of trade have proved to be key factors in increasing the prosperity of some poor countries, but because of their inherent inequalities they are not necessarily able to give the desired results unless other reforms that specifically benefit women are also implemented at the same time.

In sub-Saharan Africa, for example, where women are largely responsible for food production, deregulation of trade in agricultural products and the change from self-

sufficiency to a monetary economy can weaken the position of women relative to men. Trade liberalisation usually benefits the large and medium-sized producers more than small producers because of their size and cost-efficiency. Women's limited ownership of the resources and means and tools of production and their weaker opportunities of obtaining loans can restrict their opportunities to benefit from trade liberalisation. And when women crop-growers change to cultivating cash crops at the expense of growing food for their family consumption, the families' own food security may suffer and thereby, for example, the state of the children's health. Research shows that inequality at the level of the individual household is an ongoing cause of weakness in production ability in the sub-Saharan African economies.

In many Asian and Latin American countries, increased industrial production of products for export has helped women to enter the job market. Having a paid job has sometimes raised women's status in the family and the community. The large-scale participation of women in export production is not however a purely positive matter. Increased export production in developing countries often depends on the cheap labour and poor working conditions of women in particular, and in some cases of children as well. In a number of countries women have entered the job market through what are known as Export Processing Zones. These are areas in which companies benefit from numerous tax concessions and freedom from labour law restrictions. Working conditions in such sectors or industries can generally be described as poor, in spite of efforts to improve them in recent years. Furthermore, women's going out to work more does not usually involve any reallocation of the tasks of looking after children and other domestic and care work. There are no public services available and the men's share of the work inside in the family does not usually change at the same time as the women enter the job market.

Increasing freedom of trade is normally linked to wider economic reforms such as privatisation and market deregulation. However countries that are in the process of implementing economic reforms do not necessarily have the ability or political will to respond to the social consequences of the changes, such as the increased need for new arrangements for child care and other domestic work, changes in food prices and so on. Reforms can also have all sorts of different effects from the gender point of view. Finland, too, supports economic reforms in some developing countries. A gender-impact analysis is of the first importance already at the planning stage of reforms. This requires increasing cooperation between the different authorities in the partner country.

The links between economic interaction and gender function in different ways in each country and production sector. Each case calls for individual analysis, including analysis of the kind of role a country like Finland can play in implementing development policy.

PART II: Action Plan for Promoting Gender Equality

4. Developing Finland's activities and procedures: The promotion of gender equality through instruments of policy for developing countries

The main instruments of developing country policy are bilateral and multilateral political dialogues, bilateral and multilateral development cooperation, NGO cooperation, humanitarian aid, concessional loans and economic, industrial and technical (EIT) appropriations, together with informational functions and recruiting. This chapter will specify the measures that Finland can take in using these instruments to help improve the effectiveness of its work to promote gender equality. The administrative or executive body that is responsible for the each step is noted alongside the action to be taken, as is the schedule for implementation. Most of the measures naturally require continuous activity while others are development steps to be taken once and for all.

Bilateral cooperation

Political dialogue

Finland promotes its policy goals regarding developing countries through continuous long-term political dialogue with all partner countries. Staff from the Ministry for Foreign Affairs and from the Finnish Embassies abroad take part in this dialogue, as do political decision-makers. As well as involving officials from the cooperation country itself, the dialogue also includes country-level discussions with representatives from other countries and with international organisations.

Political dialogue helps strengthen cooperation with partner countries in promoting gender equality. At the same time, the different forms of dialogue offer opportunities to emphasise Finland's own commitment to the promotion of gender equality. The main form taken by political dialogue in the case of long-term cooperation partner countries is that of bilateral consultations, which are treated in a special section of this publication on page 26. The themes and the measures to be taken that are described in this chapter are also important for bilateral consultations and the preparations for them.

Aim: To increase the impact of political dialogue

Responsible party	Measures to be taken	Timetable
Regional Divisions, Embassies, Political leadership	Engage in continuous political dialogue about promoting gender equality in the different areas and sub-sectors with representatives of the cooperation country.	Continuous
Regional Divisions, Embassies	Include the issues that are most important from the point of view of gender equality and women's rights in political dialogues, including country-level Consultative Group meetings, EU meetings and Round Table conferences. Amongst these issues	From 2003

	<p>are the Millennium Declaration indicators of gender equality and the progress that they have shown:</p> <ul style="list-style-type: none"> · The proportion of seats held by women in the parliament · The share of women in wage employment in the non-agricultural sector · The ratio of boys to girls in primary, secondary and tertiary education · The ratio of literate women to men aged 15-24. 	
Regional Divisions, Embassies	Ensure that men and women are relatively equally represented in all Finnish delegations, the aim being to have at least 40% of each. Encourage an equal participation of women and men in Finnish-financed delegations from partner countries invited to Finland (trade, policy and development cooperation delegations).	Continuous
Embassies	Coordinate country-level dialogues to promote gender equality with other donor countries through the Finnish Embassies.	Continuous

The main aims of Finland's development country policy and the promotion of gender equality in political dialogue

Poverty reduction	Encourage partner countries to incorporate a gender perspective in their macro-economic and social policy programmes and in their poverty reduction strategies, and to ensure that the programmes correspond to the countries own gender-equality plans.	Continuous
	Encourage and support women's organisations to take part in the planning, implementation, monitoring and evaluation of national poverty-reduction programmes.	Continuous
	Encourage the directing of public funds towards the promotion of economic opportunities for women and the elimination of inequality.	Continuous
Prevention of global environmental threats	Draw attention to the importance of gender equality in discussions about sustainable development and the use of natural resources.	Continuous
Promotion of equality, democracy and human rights	Ensure that women's rights are a main theme in political dialogues with cooperation countries about good	Continuous

	governance, democracy and human rights.	
	Follow the implementation of the UN's CEDAW convention in cooperation countries, especially in long-term partner countries.	Starting 2004
	Encourage cooperation countries to ratify the UN Convention against Transnational Organised Crime and its protocol to prevent, suppress and punish trafficking in persons, and the UN Convention on the Rights of the Child and its protocols on the involvement of children in armed conflict and the sale of children, child prostitution and child pornography.	Starting 2003
	Draw attention to the main issues of violence against women in the countries and sectors concerned.	Continuous
	Monitor the situation concerning the participation of women in decision-making at different levels through political dialogue, and encourage increased participation of women in decision-making and leadership at all levels.	Continuous
Increase of global security	Finland actively backs the implementation of Security Council Resolution 1325 and supports the increased participation of women in decision-making about peace-building and reconstruction.	Continuous
Increase of economic interaction	Encourage partner countries to help their gender-equality authorities and NGOs (including women's organisations) to take part in planning and implementing their countries' economic policies and reforms, and also to take part in discussions on trade economy themes at home and abroad.	Starting 2003
	Encourage partner countries to ratify the relevant ILO conventions on international core labour standards and its Conventions 177 on Home Work and 183 on Maternal Protection.	Starting 2004

Operational and financial planning

The promotion of gender equality, and the implementation of this Action Plan, is part of the strategic work of Finland's Ministry for Foreign Affairs. It is also central to the implementation and follow-up of Finland's plan for the operationalisation of developing country policy.

The planning of activities and of the use of resources has a considerable impact on where and how Finland directs its development cooperation funds. Conscious

decisions can be made at the planning stage in the direction of promoting gender equality, as much through bilateral as through multilateral cooperation. The allocation of Finland's development cooperation funds must be in line with the government's Decision-in-Principle on the Operationalisation of Development Policy Objectives in Finland's International Development Cooperation (2001) and with the eight development goals of the UN's Millennium Declaration.

In 2001 the promotion of gender equality was the main aim in 3.8% of Finland's sector-specific¹ bilateral commitments. It was a significant part of the aims of 34.2% of bilateral commitments. The importance of gender-equality promotion in Finland's bilateral aid has increased in recent years. The trend is clear, since the sum of both percentages was ten percentage points higher in 2001 than in 1999 (see Table 1). The percentages do not tell the whole truth because in some projects or programmes – for example in many educational sector programmes – part of the rest of the budget may also be earmarked for promoting gender equality.

The Ministry's Unit for General Development Policy and Planning, and the Department for Development Policy and its units for implementing regional and global development cooperation policies, must systematically take care that the Ministry's operational and financial plans, annual plans, financial objectives, budget proposals, proposals for allocating authority for approving and agreeing budgets, and other strategic plans and assignments for procedures concerning the use of resources, reflect the Operationalisation Decision-in-Principle and its implementation plan as well as other strategies. The planning unit is also responsible for arranging the systematic monitoring of the use of resources from the point of view of promoting gender equality and for making recommendations on that basis. Information about the actual use that has been made of funds is particularly useful for planning new cooperation. National statistics are made of the use of funds, and their use is reported to OECD/DAC and in connection with the respective reports of the Ministry's administrative organs. The challenge today is to sharpen up this reporting in the light of the Millennium Development Goals.

The task of the units responsible for implementing development cooperation and for operational area policies is to ensure that gender impact evaluations are made in preparing the bilateral programmes and projects financed by Finland and that their main recommendations are integrated in those programmes and projects. Proper attention must be paid to this, at the very latest when the project is presented to the project committee to deal with. It is the duty of the project committee to make sure that this happens. A gender-equality perspective must be attached to the project identification instructions.

Table 1

The promotion of gender equality as a percentage of the objectives of sector-specific commitments in Finland's bilateral development cooperation 1999-2001

¹ Sector-specific bilateral commitments do not include such components as, for example, emergency aid, debt forgiveness and administration costs, for which goals are not normally prescribed. For this reason, in following the promotion of gender equality – as in monitoring the achievement of goals of activity generally – it is most appropriate to check sector-specific activities as best reflecting the emphases of development cooperation policy tasks.

Year	Main objective	Significant part -objective	Total
1999	1.7%	25.9%	27.6%
2000	2.2%	33.8%	36.0%
2001	3.8%	34.2%	38.0%

Aim: To develop operational and financial planning

Responsible party	Measures to be taken	Timetable
KEO-11, KEO-12	Include the promotion of gender equality in all preparatory work for development cooperation strategies, policies and guidelines, including in electronic and internet-based guidelines	Continuous
KEO-11, KEO-12	Check material relating to current strategies and instructions when it is to be reprinted and make the necessary changes to bring it up-to-date.	2003-2005
Leadership, KEO-11, Regional Divisions	Ensure that projects whose main aim is to promote gender equality and women's rights have a quantitative share of Finland's total budget that corresponds to the principles of Finland's developing country policy.	Starting 2003, continuous
Leadership, KEO-11, Regional Divisions	Systematically monitor the allocation of resources for achieving goals and disseminate the relevant statistics.	Continuous

How to negotiate about the promotion of the status of women with people who are reluctant to discuss the issues?

During the preparation of this Action Plan, there were discussions at the Ministry for Foreign Affairs about how to talk about gender equality and the status of women with people who are not receptive to the idea. Some points to bear in mind:

- All Finland's cooperation partners are committed to promoting the status of women and implementing the Beijing Platform for Action. Most countries have ratified the CEDAW convention forbidding all forms of discrimination against women.
- Most partner countries and organisations have their own strategies for promoting gender equality, to which reference should be made in discussions with Finnish and other cooperation partners.
- The indicators that were agreed in the UN, and the development that they have recorded, should be taken up for discussion in negotiations. In difficult cases emphasis should be placed on the economic benefits that research has shown to arise from promoting gender equality. Promoting the status of women and girls is a worthwhile investment.
- Both favourable attitudes to gender equality and conscious and unconscious opposition to it are to be found in Finland as well as in other countries. It is

important to search out the people and organisations with positive attitudes in cooperation countries and support them in their work.

- Gender training can have an effective impact on our own attitudes and on those of other people. It is important to be aware of one's own attitudes towards men and women.
- According to both experience and research there are often many possibilities to exert a positive influence on the status of women in project work and at the grassroots level when ordinary men and women and local opinion leaders take part in planning right from the start and experience for themselves the benefits that arise from promoting the status of women. Men, too, often become interested in promoting the status of women, at the very latest when the benefits start to be seen in society, the household and the women themselves. Promoting gender equality is not a zero-sum game.
- In some situations promoting the status of women can meet with powerful resistance. It is very important that the main responsibility for planning and implementing measures at local levels lies with the local experts on women's rights and status.
- Sometimes men and women working at various levels in the administration, both in Finland and abroad, use "culture" or "tradition" as excuses to cover up their own reluctance – in those cases, too, training is of the first importance.
- Gender-equality work requires tenacious perseverance and effective strategies for overcoming obstacles.

Allocation of financing and identification of operations

The priorities and lines of approach for planning Finland's operations for all the main goals of Finland's developing country policy are listed below, so that the activity to achieve each goal at the same time works to promote the status of women and gender equality.

Aim: To increase impacts through allocation of financing

Developing country policy goal: Reduction of poverty

Measures to be taken

- In the selection of activities, support is to be given particularly to projects and programmes in which women participate equally in planning, implementation and supervision, and which consciously aim at eliminating gender inequalities.
- Support is to be given to legislative and judicial reforms that aim at eliminating inequality and promote women's possibilities to make use of economic resources.
- Support is to be given to tax reforms and other reforms that aim at making income distribution more equitable, ensuring, too, that the gender impact of these reforms is evaluated.
- Women's economic rights are to be promoted, including the rights to own, administer and inherit land and other property.
- Support is to be given to developing women's access to credit and saving facilities.

- Support is to be given to programmes that improve poor women's possibilities of employment and earning a living.
- Support is to be given to efforts to evaluate the gender impacts of national and local budgets ("gender budgeting").
- Within Finnish-supported sector programmes in the field of education, Finland shall emphasise the promotion of gender equality and the development of inclusive schooling as well as the need to ensure adequate expertise and resources.
- Within Finnish-supported sector programmes in the field of health, Finland shall emphasise the promotion of gender equality as well as the need to ensure adequate expertise and resources.
- Ensure that sexual and reproductive health receives adequate resources from health-sector budgets and staff.
- Increase support for work to prevent HIV/AIDS as part of the wider promotion of sexual and reproductive rights.
- Direct funds to promote equality of educational, social and health services for women and girls.
- Support the development and organisation of childcare services (case by case as part of bilateral projects as well).

Developing country policy goal: Prevention of global environmental threats

Measures to be taken

- Those environment, forestry, energy, water and rural development projects and programmes are to be identified, whose goals also include poverty reduction and the elimination of gender inequality.
- Women's possibilities to participate in decision-making about environmental matters and natural resources are to be promoted at all levels.
- Women's possibilities to take part in planning public services, land use and infrastructure are to be promoted.
- Support is to be given to training women as professionals in agriculture, forestry and water supply and distribution.
- The know-how of women and indigenous peoples about the environment is to be protected, promoted and utilised, including in planning of projects and programmes.
- Knowledge about the connection between gender relations, the environment and poverty is to be increased.

Developing country policy goal: Promotion of equality, democracy and human rights

Measures to be taken

- Support long-term partner countries in preparing their national reports under the CEDAW convention on women's rights.
- Support partner countries in developing legislation in order to remove gender-based discrimination in laws and in judicial processes, both as part of administrative and legislative reform and with the help of special projects.

Elimination of violence against women and girls

- Support initiatives by the authorities of partner countries and local women's and men's organisations that are aimed at eliminating violence against women and girls.
- Support the comprehensiveness of the partner countries' basic school networks, particularly with regard to ensuring that girls living in rural areas are able to attend school regularly and safely.
- Support projects to fight trafficking in women and children. Investigate and monitor the situation with regard to trafficking in women and children in the partner countries.

Women, decision-making and democratic processes.

- Support national and local projects that aim to increase women's participation in politics.
- Support measures in the judicial sector that help women to become prosecutors and judges and help women take part in legislative procedures, in drawing up laws and in jurisdiction in the courts.
- Ensure the inclusion of concrete gender-equality goals in projects for developing local governance and administration.
- Support efforts to improve women's legal and economic literacy.
- Ensure that electoral supervision processes supported by Finland guarantee men and women equal opportunities to participate as candidates, voters, election supervisors and so on.

Developing country policy goal: Increase of global security

Measures to be taken

- Call for attention to be paid to the experience and needs of both women and men in planning and implementing the use of support provided for post-conflict reconstruction.
- Support the participation of women and women's organisations in decision-making with regard to conflict prevention and solutions and post-conflict reconstruction by helping to develop their leadership and negotiation skills and possibilities to obtain information.

Developing country policy goal: Increase of economic interaction

Measures to be taken

- Support women in their pursuit of independent professions, development of small businesses, and networking.
- Promote women's opportunities to obtain work and contracts in public sector investments.
- Support commercial training in urban and rural communities that is based on women's needs, as well as projects that offer women marketing assistance and technology.

- Strengthen women's possibilities to take part in production also when changing from self-sufficiency to commercial production.
- Evaluate gender impacts when planning private-sector reform programmes supported by Finland, and ensure that there are no effects that increase gender inequality.
- Support the development of labour legislation and its implementation, paying attention to any differences in status, needs and opportunities involving gender.
- Support projects that promote better knowledge and utilisation of the Generalised System of Preferences (GSP) and its benefits.
- Support information and training projects that increase the capacities of NGOs and women's organisations to take part in discussing and planning commercial and economic matters.

From practical needs to strategic interests

Over the last few decades development cooperation has had a noticeable effect with regard to the practical needs of women and men, girls and boys. Now the challenge is to have an enhanced impact with regard to their gender-related strategic interests, particularly those of women, as a means of dealing with structural inequalities in society. Having an impact on women's strategic interests often means influencing women's legal rights, for example firmly linking the right of land ownership to project planning and identification. It also affects the kind of projects that are to be financed.

A. Practical needs

- Are usually immediate and short-term
- Particularly affect just some women
- Concern everyday needs: food, housing, income, health, children, etc.
- Are easily identified by the women themselves
- Can be relieved by putting efforts into material well-being, for example distributing food and water-pumps and building hospitals.

Paying attention to practical needs and positively affecting the status of women:

- Results in women being usually seen as beneficiaries, sometimes as participants
- Can improve the physical living conditions of women
- Does not usually change traditional gender roles and the relations between men and women.

B. Strategic interests

- Are usually long-term
- Affect almost all women
- Concern the lower status of women, for example lack of education and resources, gender-related poverty and violence against women
- Are not always easily identified by the women themselves
- Can be increasingly satisfied by strengthening women's self-esteem and self-confidence, improving women's education, strengthening women's organisations and encouraging women to take part in political activities.

Paying attention to strategic interests and positively affecting the status of women:

Results in women being seen as competent and responsible individuals

Can improve the status of women in society
 Can increase women's opportunities and powers of decision and change the relations between men and women.

Bilateral consultations

In addition to the continuous dialogue, bilateral consultations are arranged in long-term cooperation partner countries at regular intervals. These consultations determine the extent, goals, emphases and direction of resources of bilateral development cooperation. Setting gender equality as one of the main goals of Finland's developing country policy and development cooperation provides a guideline for decision-making in bilateral consultations. The posing of questions related to gender equality will come to be taken up more than ever right from the earliest stage of cooperation. Finland shall inform the representatives of the partner countries about its own latest gender-equality strategy and its interest in supporting the partner country in implementing that country's own gender-equality strategy. Mainstreaming gender equality requires that the decisions to be made have a positive effect on gender equality and the promotion of the status of women.

Aim: To develop bilateral consultations

Responsible party	Measures to be taken	Timetable
Regional Divisions, Embassies	Ensure the inclusion of gender-equality issues in the preparatory work for bilateral consultations and in the consultations themselves (both Consultative Group and Round Table conferences).	Starting 2003
Regional Divisions, Embassies, Advisers	Preparatory work for consultations must include familiarisation with the following material: <ul style="list-style-type: none"> · The national strategy for promoting gender equality · Statistics and reports about gender equality in each individual country, including the national report on implementation of the CEDAW Convention · Country level donor reports and analyses concerning gender equality · Partner countries' poverty reduction strategies, particularly from the view of promoting gender equality. 	Starting 2004
Embassies	As part of the preparatory work for bilateral consultations, the Embassy is to discuss with national gender-equality authorities and experts, and with other officials, about the main points of focus in promoting gender equality.	Starting 2003, continuous
Delegation of the Consultations	The main issues regarding gender equality in different fields of activity are to be taken up in bilateral consultations. (See also "Political	Starting 2003, continuous

	dialogue” above.)	
Regional Divisions	The bilateral consultations' mandate, minutes and report are to contain a record of the discussions concerning gender equality, an assessment of the gender-equality situation based on those discussions, and an analysis of the impact on gender equality of decisions made.	Starting 2004

Two ways of generating information about the situation with regard to gender and equality:

Quantitative information disaggregated by sex

- Quantitative statistically-based information concerning differences and inequalities between women and men
- The statistics break down information according to sex, for example with regard to school attendance, lifespan, voting, employment and loans received.

Qualitative information analysing gender-related aspects:

- Qualitative information concerning gender differences and inequalities
- The aim is to understand the cultural aspects (such as customs, norms and attitudes) that influence gender inequality in one way or another.
- The process of producing analytical information starts after gender-related differences have been found in the statistics. The cause of these differences is sought, their nature and importance with regard to establishing equality analysed, and possible ways of eliminating them explored.

Programme cooperation

Finland’s development cooperation funds are increasingly used to support programmes that aim at economic and sector reforms to reduce poverty in the cooperation countries. The development of national sector programmes and individual sector strategies is frequently supported by several donors at the same time.

Aim: To develop programme support

Responsible party	Measures to be taken	Timetable
Regional Divisions	Make it a standard requirement that the impacts of programmes on men and women are investigated at the planning stage and the results of the investigation are used in the cooperation programme and its implementation (including the setting of goals and indicators for promoting gender equality).	Continuous
Regional Divisions	Ensure that the allocation of public sector funds in programmes supported by Finland promotes	Continuous

	the elimination of gender inequality.	
Regional Divisions, Embassies, Advisers	Ensure that sufficient resources (expertise, funds, etc.) are reserved for promoting the status of women at the planning, agreement and programme implementation stages , and monitor the use of resources.	Starting 2003
Regional Divisions, Embassies	Support the drawing up of gender-equality plans in each sector and monitor their implementation.	Starting 2004
Regional Divisions, Advisers	Ensure that sector experts employed by Finland are sufficiently competent in gender-equality issues.	Starting 2004

Project cooperation

Bilateral projects are still an important part of Finland's developing country policy even though other forms of development cooperation, such as programme cooperation, have risen alongside them to a more central position. In order for bilateral projects to be able to eliminate gender inequality and promote the status of women more effectively than today, present procedures must be revised and actively monitored.

The Ministry staff and advisers involved must ensure that at all stages of the project cycle (identification, planning, appraisal of the project document, implementation, evaluation):

1. The promotion of gender equality is included in the Terms of Reference of individuals and of teams to be contracted.
2. Information presented in project documents is broken down by sex (sex-disaggregated data).
3. The contracted persons have the required amount of knowledge, will and competence to promote gender equality.

Other concrete measures to develop project cooperation and thereby improve the quality and the impact of Finland's work are specified in the following part of this section.

Aim: To develop project identification

Responsible party	Measures to be taken	Timetable
Regional Divisions, Consultants, Embassies	Identify the particular projects in different sectors and fields by means of which poverty and gender inequality can be reduced in concrete activities. (See page 24 above, "Allocation of financing".)	Starting 2004
Regional Divisions,	Identification must include an assessment of impact on gender equality, the results of which	Starting 2004

Consultants, Embassies	can be taken into consideration when comparing project alternatives and in project planning.	
Regional Divisions, Consultants, Embassies	During the period of identification, discussions must be held with local gender-equality experts and officials, and with other international organisations that are actively involved, about the requirements connected with gender equality and the current gender-equality situation.	Starting 2004
Regional Divisions, Consultants, Embassies	Identification reporting must include an assessment of the effects of the different proposals on gender equality.	Starting 2004
Project Meeting	The Project Meeting of the Foreign Ministry must check that the project or programme proposed will be able to promote gender equality.	Continuous

Aim: To develop project planning

Responsible party	Measures to be taken	Timetable
Regional Divisions, Advisers, Consultants	Planning must be guided by the gender-equality impact assessment made at the identification stage.	Starting 2004
Regional Divisions, Advisers, Consultants	The background analyses made as part of the planning (concerning beneficiaries, problems, resources and opportunities) must be checked with regard to gender considerations.	Starting 2003
Embassies, Regional Divisions, Consultants	Cooperation countries' national goals regarding the status and participation of women (for example the proportion of women in water committees) must be integrated into project and programme planning.	Starting 2003
Embassies, Regional divisions, Consultants	The project's objectives, results and operations must promote gender equality.	Starting 2003
Embassies, Regional Divisions, Consultants	Quantitative and qualitative indicators relating to goals, results and operations to promote gender equality must be specified in the project documentation (the "Logical Framework").	Starting 2004
Embassies, Regional Divisions, Consultants	The responsibilities of project workers with regard to promoting gender equality must be specified in their job descriptions. Some projects require experts who are specialised in gender-equality issues.	Starting 2003
Embassies, Regional	Gender-equality training is to be included in the project document to the extent that it is required.	Starting 2003

Divisions, Consultants		
Embassies, Regional Divisions, Consultants	Sufficient personnel and budget resources must be reserved for promoting gender equality.	Starting 2003
Embassies, Regional Divisions, Consultants	The promotion of gender equality must be mainstreamed throughout the whole of the project documentation as a cross-cutting principle, not just treated as a separate issue.	Starting 2003
Embassies, Regional Divisions, Consultants	Ensure the inclusion of the needs and the participation of local women and of local men in the project planning.	Starting 2003
	<p>Planning must be based on a command and active use of the following material:</p> <ul style="list-style-type: none"> • The national strategy for promoting gender equality of the country involved • Finland's strategy for promoting gender equality in developing country policy and development cooperation • The Beijing Platform for Action • The UN Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) and its national reports • Gender analyses for individual countries drawn up by the main donors. 	Starting 2004

Aim: To develop appraisal of the project document

Responsible party	Measures to be taken	Timetable
Regional Divisions, Advisers, Consultants	The appraisal must examine the appropriateness of the project (whether it corresponds to the needs of all the beneficiaries), whether its objectives, results and operations promote gender equality, and whether these goals, results and operations have specific quantitative and qualitative indicators in the project document (the "Logical Framework").	Starting 2003
Regional Divisions, Advisers, Consultants	The appraisal must ensure that gender equality is mainstreamed throughout the whole of the project documentation as a cross-cutting principle.	Starting 2003
Regional Divisions, Advisers, Consultants	Discussions must be held with national gender-equality authorities and other responsible parties to ensure that the planned measures are in line with national gender-equality plans.	Starting 2003
Regional	Ensure that the material specified above	Starting 2004

Divisions, Advisers, Consultants	concerning gender equality and women's rights in the country involved, and Finland's own principles, have been used as a basis in the project planning.	
Regional Divisions, Advisers, Consultants	In drawing conclusions and making recommendations about the project document appraisal, the way in which the project promotes gender equality must also be assessed.	Starting 2003

Aim: To develop tendering procedures and the drawing up of agreements and contracts

Responsible party	Measures to be taken	Timetable
Regional Divisions, KEO- 12 Legal advisers	Assess the need to include a special clause about promoting gender equality in drawing up the intergovernmental agreement.	Starting 2003
Regional Divisions, Advisers	The approach to promoting gender-equality, competence with regard to gender-equality issues, and the representation of both men and women, are to be used systematically as criteria in the bids and to be noted in the invitation to bid and in the tender instructions.	Starting 2003
Regional Divisions, Advisers, Bid evaluators	In the tender interviews it must be ensured that the consultant, particularly in the case of a project coordinator or team leader, has the competence and skills to promote gender equality. Test questions in this respect, drawn up in cooperation with the representatives of the partner country, must be systematically included in the tender interviews.	Starting 2003
Regional Divisions, Advisers	Feedback given to the consultants is to include information about the effect of competence in matters of gender equality on the results of the tender.	Starting 2004
Procurement team	Formulate the requirements of the tender and the consultants' procurement guidelines such that they are in line with the principles of the gender-equality strategy.	2003-2004

Example of a tender

When planning for the tender for the Northern Province Rural Development Programme, a cooperation project of Finland and South Africa, the representative of the South African Ministry of Agriculture wanted questions to test competence with regard to the promotion of gender equality to be included in the interview questions. Attention was also paid to this competence in evaluating the offers. The following is an example of the question asked of the candidates for the post of Chief Technical Advisor for the project:

“What is your perception of the situation of the land reform in South Africa during the fact-finding mission? What kind of gender-related issues are relevant to the land reform process?”

Aim: To develop the quality of project implementation

Responsible party	Measures to be taken	Timetable
Regional Divisions, Embassies, Advisers	A project's annual work plan is only to be approved if it includes plans for promoting gender equality (objectives, measurements, resources).	Starting 2004
Regional Divisions, Embassies, Consultants	A gender analysis is to be made as part of the project implementation if this has not been done at the planning stage. The analysis is to be used to guide the setting of goals.	Starting 2004
Regional Divisions, Embassies	Make it a requirement that the project coordinator and/or the group leader takes overall responsibility for the promotion of gender equality as part of his or her other responsibilities and reports on the progress made.	Starting 2003
Regional Divisions, Embassies, Consultants	Try to make sure that gender equality prevails at all levels of project decision-making.	Starting 2004
Regional Divisions, Embassies, Consultants	Ensure that the project experts who are responsible for gender equality can take part in project planning and decision-making and that they have sufficient funds available and the support of the project leadership.	Continuous

Aim: To develop the quality of project monitoring

Responsible party	Measures to be taken	Timetable
Regional Divisions, Embassies, Advisers	In the project monitoring meetings (Supervisory Boards and Steering Committees), reports are required on the promotion of gender equality according to the goals set out.	Starting 2004
Regional Divisions, Embassies, Advisers	Women's organisations and gender-equality authorities are to be encouraged to take part in Steering Committee meetings if they are interested and have the possibility.	Starting 2004
Regional Divisions, Embassies, Advisers	Representatives of the Embassy and the Ministry shall pay attention to gender-equality issues when they pay visits on the spot. During the visits they shall hold active discussions	Starting 2003

	with representatives of both women and men.	
Project Implementers, Regional Divisions, Advisers	The implementation of the goals relating to the promotion of gender equality that are contained in the project document and the Logical Framework should be monitored as a part of other monitoring activities. The development achieved in this respect should be reported using qualitative and quantitative indicators.	Starting 2005
Project Implementers, Regional Divisions, Advisers	There should be sex-disaggregated information in project reports.	Starting 2003

Aim: To develop project appraisal and evaluation procedures

The task of appraisal of individual projects and of wider evaluation is to assess how far the promotion of gender equality has been successful in activities supported by Finland. Until now a problem in many bilateral and other projects is that goals relating to gender-equality promotion have not been created, so gender-equality issues have not been included in Logical Frameworks, work plans or reports. It is difficult to assess the realisation of goals in project appraisals or wider evaluations if the goals have not been set out in the first place.

In future, evaluations must examine how Finland's activity has served to eliminate gender inequality and make follow-up recommendations in this respect. The recommendations made in evaluations are to be integrated into future action plans, otherwise evaluations will not achieve the desired impact on quality.

Responsible party	Measures to be taken	Timetable
KEO-08, KEO-12, Consultants	The assessment of gender-equality promotion as a central criterion of success is to be included in all evaluations concerning Finland's development cooperation.	Starting 2003
KEO-JORY, KEO-08, Consultants	Evaluation teams must include concrete recommendations about gender equality in their evaluation recommendations.	Starting 2003
KEO-JORY, KEO-11, KEO-12; Regional Divisions	The evaluations' main recommendations about gender equality must be used as a basis for future planning.	Starting 2004

Women become gradually more involved in Nepal's water and sanitation project

The Lumbini water and sanitation programme is a project that started up in 1990 with the aim of improving the conditions of the rural population of the Lumbini area with regard to water supply and sanitation by developing systems and processes in

cooperation with the Nepalese local authorities and the local population. Finland is financing the projection and the Finnish consulting company Plancenter Ltd provides expertise for the project.

The involvement of women has been an important aim right from the start. Favourable developments have also taken place, both in the project itself and in the Nepalese administration. According to a recommendation of the Government of Nepal, there must now be two women on the water-users committees. This recommendation is not always followed – reasons often given are that the women are not interested, or they do not want to be “in the public eye”, or they do not have the time or the ability. These are nevertheless men’s views of things. The recommendation for the Lumbini project is that half of the water-user committees’ members should be women. And in the committees connected with the project this is indeed often the situation nowadays. But questions as to who actually goes to the meetings and, most important of all, who makes their views heard there, are quite another matter.

According to a gender analysis made in connection with Nepal’s water and sanitation project, women are more willing and ready to participate than is supposed. In the analysis 89% of the women interviewed thought that the men – to whom the information always seems to go first – had not told them about their possibilities. No less than 95% of the women wanted to see more women undertaking “public” duties and wanted more women on the water committees. Only 2% were against the idea, and 3% didn’t know. With regard to the men who were questioned, 69% wanted more women involved in these tasks, 19% were against the idea, and 11% were don’t-knows. An interesting aspect that also came to light in the 1997 survey was that, of the people interviewed, 68% of the men knew about the water project but only 24% of the women.

The analysis made in the project showed that men and women view their social, cultural and physical environments differently from each other. They also prioritise problems differently. It is important to understand these differences. With the help of a gender-equality plan based on an analysis made, more women have become involved in water and sanitation development and in the activities of the supporting organisation in the Nepal project. One of the aims of the community’s own plans, drawn up as part of the project, is nowadays to divide tasks between men and women so that important duties are allocated to each of them but neither is overburdened. Much still remains to be done over a wide field of activities. The local gender adviser working on the project continues the work of implementing the gender-equality plan and ensuring that all parties understand the importance of women’s participation in all stages of water and sanitation development: planning, decision-making, implementation and development work.

Local cooperation funds

Local development funds are used to support the achievement of the goals of Finland’s policy for developing countries. According to the new norm (18/2002) for these funds, particular attention must be paid to initiatives that reinforce the development of a country’s civil society in ways that increase social equality, gender

equality, openness of citizen participation and human rights. Local cooperation funds are in fact very suitable for supporting projects that aim at promoting gender equality and the rights of women and girls. Support should be directed towards organisations that work on political and legal issues at the national level, as well as to grass-roots organisations that have widespread support and promote the organisation and participation of women.

In addition to particular projects for women's rights, attention must be paid to the perspective of promoting gender equality as an essential aspect of all projects involving local cooperation funds.

Aim To promote gender mainstreaming in the use of local cooperation funds

Responsible party	Measures to be taken	Timetable
Embassies, Advisers, Regional Divisions	Ensure that the Embassy staff who are responsible for local cooperation funds have enough know-how and receive any training that may be required.	Starting 2004
Embassies, Advisers, Regional Divisions	Develop the criteria for allocating local cooperation funds so that the promotion of gender equality is one of the conditions set on the local organisations that receive them.	During 2003
Embassies	Make it a requirement that information in project reports be disaggregated by sex.	Starting 2004

Multilateral cooperation

Multilateral political dialogue

Finland conducts multilateral political dialogues on many levels. The most important of these include the UN and its operational organisations and specialised agencies, the EU, the WTO, the OECD, the World Bank, the IMF, regional development funding institutions, international environment groups and funds, the Geneva Conference on Disarmament, and regional dialogue mechanisms such as the EU-Africa dialogue, the New Partnership for Africa's Development (NEPAD) and the Asia-Europe Meeting process (ASEM). Nordic cooperation also often provides an important forum for discussions.

Finland's tasks include the promotion of gender equality and the rights of women and girls in all multilateral cooperation, working nationally, in cooperation with the other Nordic countries and as part of the EU. This can be effected through political dialogue in, for example, the UN General Assembly, the UN Economic and Social Council (ECOSOC) and its functional commissions and other subsidiary bodies, by monitoring processes for preparing and holding UN conferences, and by actively promoting the gender perspective in the work of UN development programmes and funds and UN specialised agencies.

Influencing the policies of UN organisations, international financing institutions and global environmental funds

Finland has good possibilities to exert an influence on the work of the international organisations and funds that it finances. Of the UN operational organisations, Finland allocates most support to UNDP, UNFPA, UNICEF and WFP. Amongst the financing institutions, Finland allocates support to and through the World Bank and the African, Asian and Latin American Development Banks.

All the UN organisations and financing institutions that Finland supports are committed to the gender mainstreaming principle of the Beijing Platform for Action. The organisations and institutions have succeeded in their efforts in this respect to varying degrees. Most of them have their own gender-equality strategies. Finland has cooperated with other Nordic countries in working actively to promote gender equality in the UN organisations and in the development finance institutions.

Finland can help to promote gender equality particularly through Board memberships, annual meetings and country strategy discussions. Gender equality must be systematically kept to the forefront in the operational work of organisations and banks, as well as in issues regarding their own personnel, such as earning and career possibilities.

In addition to mainstreaming, organisations supported by Finland also support the elimination of gender inequalities through specific activities, for example UNFPA with regard to sexual rights and UNICEF with regard to the promotion of girls' education. Finland also supports the United Nations Development Fund for Women (UNIFEM) in preventing violence against women. Finland can also support banks' special funds. Financial support for the gender-equality work of banks or UN organisations must nevertheless always be linked to their own financing. Seminars on particular themes or topics are also channels of influence. One example is the "Poverty and Gender" seminar, arranged by the Nordic countries and the Inter-American Development Bank (IDB) in 2002. Another is the seminar on girls' education, held in connection with Finland's preparatory meeting for the UN Special Session on Children in 2001.

Aim: To increase Finland's impact in multilateral work

Responsible party	Measures to be taken	Timetable
GLO Division POL-20, OIK-30	Finland must systematically stress the inclusion of the promotion of gender equality in all UN processes and conferences. This also applies to conference monitoring and to the documents drawn up.	Continuous
GLO Division, KEO-11, Regional Divisions, OIK- 30	Strengthen cooperation between Finland's policy concerning the UN and its policy on developing countries to enhance systematic promotion of women's human rights.	Starting 2003
GLO Division,	Finland requires effective action from the UN in	Continuous

POL-20	preventing and intervening in any abuse of human rights by UN peacekeepers (including trafficking in women, rape, commercial and sexual exploitation of children)).	
GLO-52, GLO-53	Monitor the implementation of the gender-equality strategies of the UN and its organisations, specialised agencies and operational programmes and funds, and of the development financing institutions.	Continuous
GLO-52, GLO-53	Require that the promotion of gender equality is included in appropriate and sufficient ways in the country strategies of the organisations and financial institutions that are supported.	Continuous
GLO-52, GLO-53	The preparatory work of delegations to Board meetings and annual meeting shall include their becoming familiar with the strategies and action plans for promoting gender equality of the respective organisations.	Continuous
GLO-52	Take part in the internal evaluations and field missions of the UN's operative organisations and programmes. Require that the organisations include the promotion of gender equality in their evaluations in a professional way.	Starting 2003
GLO-52, GLO-53	Systematically require the UN organisations and international financing institutions to promote gender equality with regard to their own personnel and monitor the development of the situation.	Continuous
GLO-53, KEO-11	Monitor the effect of the activities of the financing institutions on the status of women and girls.	Continuous
Ministry for Foreign Affairs	Make sure that there is a reasonable balance of men and women in all Finland's delegations, aiming to have at least 40% of each sex.	Continuous
KPO, GLO-52	Finland follows closely and takes part in discussions about the development of regulation of international labour standards..	Continuous

EU relations with developing countries

Based on its own policy, Finland takes part in drawing up EU policy relating to developing countries. In its EU policy Finland stresses the same major goals as in its own developing country policy. Finland also has an impact on EU activities at the country level in those countries where it has an Embassy or a Representative.

Attention has been paid to gender equality in drawing up the lines of EU policy and sometimes in structuring the committees working on development cooperation projects and programmes. The most important particular matters in recent years have been the Cotonou Agreement and the Declaration of the Council and the Commission about EU development cooperation policy. Working together with the other Nordic

countries and countries with similar views, Finland had an influence on the resulting Cotonou agreement, in which gender equality is one of three cross-cutting themes.

The EU also takes a clear position on the infringement of individual rights for reasons of gender. Finland has tried and continues actively to try to influence the making of such declarations and to shape them in accordance with Finland's own policy for human rights.

Finland will continue to take a strong line within the EU about the promotion of women's rights, including sexual and reproductive rights. An important chance to have an influence from Finland's point of view will come with the next Finnish Presidency of the EU in 2006.

Aim: To increase Finland's impact on EU cooperation

Responsible party	Measures to be taken	Timetable
KEO, GLO Division. Regional Divisions, KPO, POL	Bring gender-equality issues systematically forward in preparing the relevant parts of EU standpoints and activities connected with developing countries.	Starting 2004
KEO-11	Monitor the implementation of the EU's Action Plan for Mainstreaming of Gender Issues in Development Cooperation and keep the questions involved systematically to the forefront in dialogues.	Continuous
KEO-11, Regional Divisions, Embassies	Monitor the EU's country strategies from the point of view of gender equality.	Continuous
Regional Divisions, Embassies	Monitor EU projects and sector strategies from the point of view of gender equality, especially with regard to Finland's long-term cooperation partners.	Continuous
KEO-11, Regional Divisions	Support initiatives to analyse the gender impact of trade.	2004-2006
KEO-11, Regional Divisions, KPO, POL	Include a gender-equality strategy in the strategy for the period of Finland's next Presidency of the EU.	2004-2006

Humanitarian aid

Humanitarian aid usually has to be provided quickly and in difficult conditions. Nevertheless it is increasingly recognised that this should not prevent gender equality and women's rights being considered right from the start.

In the context of humanitarian crises the needs of women and men, girls and boys, are both the same and different, and they also have different possibilities. The effects of humanitarian aid on these groups can be very different and at worst they can increase inequalities between these groups if the differences are not understood or taken into consideration. Attention must be paid to such differences in analysing the need for humanitarian aid and making plans for providing it.

In recent years there have been very disturbing reports from refugee camps in which humanitarian aid workers have been guilty of crimes of sexual exploitation and violence against women and children.

Finland's humanitarian aid is channelled through NGOs and multilateral organisations. The ability of these organisations to mainstream gender equality in their operational policies, strategies and dialogues is essential for the promotion of gender equality. Women are still noticeably under-represented in the ranks of humanitarian aid workers and Finland aims to correct this imbalance.

Aim: To increase Finland's impact on the quality of humanitarian aid

Responsible party	Measures to be taken	Timetable
GLO-56	Make it a requirement that humanitarian aid organisations ensure the participation of women as well as men in planning and implementing their activities, and that the organisations supported by Finland include the promotion of gender equality in their programmes and projects.	Starting 2003
GLO-56	Finnish officials must systematically bring up gender-equality issues in negotiations and dialogues with the humanitarian partner organisations, including such matters as the organisations' own codes of conduct and implementation of equality strategies.	Continuous
GLO-56	Require humanitarian partner organisations to have gender expertise and to mainstream gender in their work.	Starting 2003
GLO-56	Take up with the organisations the particular needs of refugee women and girls for protection, including protection against violence and sexual violence.	Continuous
GLO-56, Recruitment	Support increases in the numbers of women working in all areas of humanitarian aid and civil administration.	Starting 2003

NGO cooperation

NGOs play an important part in carrying out Finland's development cooperation. A significant proportion of Finland's development cooperation is implemented through

Finnish and international NGOs and the NGOs of partner countries. The NGOs that make use of Finnish government development cooperation funds are bound by the commitments Finland has made in national and international agreements. A great number of all kinds of organisations are engaged in development cooperation. A considerable part of the funds that the Ministry for Foreign Affairs channels to Finnish organisations are directed to what are known as “framework organisations”, of which there were seven in 2002, whose activities are supported on the basis of framework agreements.

In 2001, Finnish NGO activities were divided between different sectors as follows: 30% social development; 19% education and training; 27% health care; 9% social services; 9% agriculture, forestry and the environment; and 6% other areas.

From the point of view of gender equality, the quality of project planning and implementation varies very much in practice. The promotion of gender equality has been specified as a goal in only a small proportion of projects. On the other hand an impact on structural inequality has sometimes been achieved even though the improvement of the status of women was not originally specified as a project objective. According to recent evaluations, such as the Kenya NGO cooperation evaluation of 2002, women are often the primary beneficiary group of NGO projects, for example health and education projects. However the projects have not consciously tried to make an impact on gender inequality. In developing the quality of NGO projects, attention has been paid in recent years to such matters as developing the project guidelines. The Ministry for Foreign Affairs and the Service Centre for Development Cooperation (KEPA) have also laid great weight on project planning training, particularly with regard to participatory planning methods.

Some NGOs are professional-type organisations with salaried personnel and several big projects. Others are small organisations, entirely dependent on voluntary work. The basic requirements for promoting gender equality apply to all organisations. In evaluating projects, officials nevertheless use their judgement as to the depth or degree of capacity and expertise that is to be demanded.

Finland also supports many international NGOs and other organisations in thematic areas and sectors that fit in well with Finland’s goals. Of about 50 organisations that were supported in 2002, some 4-5 were the kind that principally concentrate on promoting gender equality and improving the status of women.

Promoting gender equality more purposefully than before is a common challenge and learning process for the Ministry for Foreign Affairs, the NGOs and the partner organisations.

Aim: To promote the mainstreaming of gender equality in NGO cooperation

Responsible party	Measures to be taken	Timetable
KEO-33, Advisers	Require that NGO project proposals include an analysis of the projects’ possible effects on gender equality and of the ways in which they affect different sexes.	Starting 2003

KEO-33	Require framework organisations to mainstream the promotion of gender equality in project plans and, where they exist, in the logical frameworks.	Continuous, starting with new agreements from 2003
KEO-33	Require that the basic information in project plans and reports concerning people be broken down by sex (women, men, girls, boys).	Starting 2003
KEO-33	Require project reporting to include assessment of success in achieving gender-equality goals.	Starting 2005
KEO-33	Encourage the organisations to specify which parties / individuals are responsible for promoting gender equality in projects.	Continuous
KEO-33	When supporting the participation of NGOs in conferences and training seminars, require that both women and men participate, as far as possible in equal numbers.	Starting 2003
KEO-33	Require the organisations to participate in the gender-awareness training arranged by KEPA or other bodies, or to obtain training in other ways (for example using material from the Internet and other sources).	Starting 2003
KEO-33	Support joint gender-equality training occasions for Finnish and cooperation partner organisations as a part of project implementation.	Continuous
KEO-33	Mainstream gender in the Ministry for Foreign Affairs Guidelines for NGOs.	Spring-summer 2003
KEO-31, KEO-33	Inform the organisations about the new practice in the annual NGO- seminar.	August 2003
KEO-33, KEO-31	Set up an Internet-based training package for NGOs and the officials involved.	During 2003
KEO-33, KEO-31	Distribute relevant publications widely to the cooperation organisations, for example the Ministry for Foreign Affairs' publications, including "Navigating Gender", and KEPA's "Kuka pelkää genderiä".	Continuous
KEO-30, KEO-31, KEO-33	Develop an awards system with KEPA for projects that are especially good from the point of gender equality.	2003
KEO-33	Pay increased attention to the promotion of gender equality in the INGO strategy, including the criteria for selecting international NGO partners.	During 2003
KEO-33, KEO-12	Give priority in international NGO cooperation to partners who have gender-equality strategies for their own activities and whose projects have goals and procedures that promote gender equality.	Starting 2003, continuous
KEO-12 legal	When drawing up agreements about activities	Starting 2003

advisers	with international NGOs, evaluate the need to include a special clause about promoting gender equality.	
KEO-33, KEO-12	Monitor the inclusion of gender-equality issues in international NGO reports.	Starting 2003

Interest support and economic, industrial and technological cooperation

Finland grants subsidised loans, e.g. concessional credits, mainly to the social and environment sectors. The rules for concessional credit projects state that all such projects are to be assessed with regard to their fulfilment of the main goals of Finland's development cooperation, including the perspective of promoting of gender equality. Impacts in this respect have not yet been actively evaluated. Concessional credit projects are by their nature investment projects, and investment projects, too, can have different impacts on women and men. Women and men may also have different priorities with regard to investment targets.

The EIT mixed commissions, established to promote economic, industrial and technological (EIT) cooperation, offer instruments for businesses. Companies can apply for EIT appropriations for use in starting up projects that involve technology transfer and economic cooperation in developing countries. EIT mixed commissions are based on about 40 agreements with a developing country concerning EIT cooperation.

In order to be supported, projects must be commercially profitable. The rules for EIT appropriations state that in evaluating projects attention must be paid to the main goals of development cooperation and to the projects' developmental, social and environmental impacts.

In every EIT project it must be ensured that the project has no negative impact on the lives of women or men, and that the project does not increase inequality. In addition to this, planning and evaluation procedures are to be developed in such ways that gender inequalities can be reduced with the help of interest subsidies and EIT appropriations.

Aim: To develop the quality of interest subsidy (and EIT) activities

Responsible party	Measures to be taken	Timetable
KEO-11, KPO, Regional Divisions	Develop the relevant parts of the concessional credit and EIT guidelines, including the rules for pre-evaluation and evaluation, and project appraisals, so that they also take into account the goals of reduction of poverty and promotion of gender equality.	2003-2004
KEO-11, KPO, Regional Divisions	Make it a requirement that interest subsidy evaluation teams include women as well as men.	Starting 2004

Informational functions

Development cooperation information functions have the task of making Finland's policy for developing countries and its development cooperation more widely known, and providing material for public discussion. Issues related to gender equality and women's rights have featured prominently in development cooperation publications, both in print and on the Internet. The Ministry for Foreign Affairs' development cooperation library has compiled catalogues of materials relating to the topics and their importance has been reflected in new acquisitions. Attention has also been paid to gender-equality issues in, for example, the information provided for schools and decisions about travel grants for journalists.

In addition to the information provided by various bodies in Finland, support has been given to developing the media in some partner countries. In these contexts Finland can actively support initiatives that influence the media's portrayal of men and women and that promote media content that fosters gender equality.

Aim: To promote gender equality through providing information

Responsible party	Measures to be taken	Timetable
KEO-31	The mainstreaming of gender-equality issues shall be emphasised more systematically than before in information relating to each and every sector. This includes the traditionally "hard" sectors.	Starting 2003
KEO-31	Active efforts shall be made through the provision of information to eliminate stereotypes relating to women and men and to bring the special needs and perspectives of women to the forefront.	Continuous
KEO-31	Information must be actively provided about the progress being made in implementing the Strategy and Action Plan described in this publication.	Starting 2003

Recruitment

The main aims regarding international recruiting are to develop Finnish human resources and promote the assignment of Finnish experts to perform international tasks. Development cooperation funds are used to support Associate Expert and UN Volunteer programmes and partly also for training and recruiting for civil crisis management.

In Finland's multilateral recruiting for 2001, about 70% of recruits for UN tasks were women and about 30% were men. This was roughly the same as the percentages of women and men applicants. Some officials who are responsible for monitoring and carrying out recruiting think that Finland's exceptionally high percentage of women may well be welcome from the point of view of the international organisations

because it cosmetically improves their statistics. It can even unintentionally lead to other countries not having to pay similar attention to gender balances in their own recruiting and reduce pressures to increase the percentages of women recruited in those countries. This aspect requires further investigation. In any case it must be remembered that Finnish recruits form only a small proportion of total recruitment.

In recruiting for civil crisis management, somewhat more men than women have been recruited from Finland.

Through providing information and holding discussions the Ministry for Foreign Affairs can encourage men and women to apply for posts in areas in which there is a deficit in people of their own sex.

Aim: To promote gender equality through recruitment

Responsible party	Measures to be taken	Timetable
KEO-32, GLO-52	Try to influence the recruitment policy of international organisations and require cooperation organisations to increase equality between women and men at all levels.	Continuous
KEO-32, GLO-52	In all recruitment systematically encourage people to acquire at least a basic knowledge of the main gender-equality challenges that are relevant to their jobs.	Starting 2004
KEO-32, GLO-52	Encourage cooperation organisations to promote people to apply for posts in areas in which their own sex is clearly under-represented. Encourage cooperation organisations to identify the barriers to men or women participating in such areas and to take active action to remove them.	Starting 2004, continuous
KEO-32, GLO-52	Keep regular statistics about the gender balance in the Finnish recruiting and set goals as required on the basis of these statistics.	Starting 2003, continuous

5. Tasks and responsibilities of the various parties

The implementation of this Strategy and Action Plan requires the clear support of political and administrative leaders, the commitment of all officials and civil servants to promoting gender equality, and the broadening of the professional skills of all the personnel. Mainstreaming the promotion of gender equality in Finland's developing country policy means that *everyone at every level must be responsible for promoting gender equality in and through his or her own work*. Mainstreaming does not mean that gender matters belong to some particular body looking after gender issues.

Organisational studies in recent years have drawn increasing attention to the interrelation between gender, power and organisations. The operational work of the bodies carrying out development country policy is also affected, often unconsciously, by the administrative cultures of each of those bodies and gender-equality issues related to their personnel. These aspects are monitored within the Ministry for Foreign Affairs by TASAKO, the Ministry's gender-equality group. Finland's incomes policy agreement for 2003-2004 includes the responsibility of public administration employers to make gender equality work more effective. The work of promoting gender equality in developing country policy can for its part help to draw attention to issues involving gender in other parts of the Ministry's administrative work as well.

This chapter specifies the duties and responsibilities of different bodies (leadership, civil servants, Finnish Embassies, advisers and consultants) to increase Finland's impact in promoting gender equality.

Leadership

Strong purposeful leadership is a precondition for the effective implementation of this Strategy and Action Plan. The heads of the units, departments and divisions that are responsible for implementing developing country policy have overall responsibility for seeing that the Action Plan is carried out. They are also responsible for monitoring its implementation and taking any additional steps that are required. The leadership must reward staff who perform successfully and must act as positive role models.

Aim: Directors at different levels to take active responsibility for promoting gender equality and set appropriate examples to others

Leadership responsibilities and actions to be taken by directors at all levels	Timetable
Monitor the implementation of the gender-equality Strategy and Action Plan systematically and communicate the results.	Continuous
Bring the goal of promoting gender equality up regularly at high-level discussions, in the media, in presentations and in discussions with the units' personnel and with cooperation partners.	Continuous
Ensure sufficient human and budget resources to implement the Strategy and Action Plan.	2003-2005
Ensure that personnel are aware of their responsibilities for carrying out the Action Plan.	2003
Set minimal requirements and goals with regard to personnel know-	2003

how.	
Ensure that the levels of skills and know-how of the directors and the rest of the staff are raised through appropriate training.	2003 and 2004
Heads of Units should ensure the creation of indicators for the action plans of their individual units.	During 2003
Ensure that the promotion of gender equality is part of the basic know-how required of personnel, and that this is reflected in work evaluation and salaries.	Starting 2003
Systematically monitor the increase of skills and know-how as part of the staff's personal development discussions.	Starting 2004
Monitor budget proposals, decisions as to the conferring of powers of approval and agreement, project meetings, and, with the help of statistics, the overall position of the channelling of Finland's assistance to promote gender equality in accordance with the Government's Decision-in-Principles.	Starting 2003
When moving to take up a new post or new tasks, ensure that the responsibilities, knowledge and experience related to the gender-equality Strategy and Action Plan are successfully transferred to the person who take over the duties that are being relinquished.	Starting 2003

Civil servants

Every member of the civil service who is involved in the preparation and implementation of developing country policy, including bilateral, multilateral and NGO cooperation, must actively promote gender equality in and through his or her own duties.

As well as higher managers and directors, all other civil servants who are engaged in preparing developing country policy and operational and financial planning have a particular responsibility for systematically monitoring that progress is being made under the Action Plan.

Civil servants who are involved in administering bilateral and multilateral cooperation are for their part responsible for cooperation being implemented in accordance with strategic policy. In bilateral cooperation their responsibility for selecting consultants provides excellent opportunities for making sure that the basic conditions are fulfilled for promoting gender equality in project and programme work. Civil servants are also responsible for guiding and evaluating the consultants' work.

Aim: To increase civil servants' activity in promoting gender equality

Responsibilities and actions to be taken	Timetable
Actively monitor matters relating to the status of women and the situation concerning gender equality in cooperation countries and organisations.	Starting 2003
Ensure that there is sufficient gender-equality expertise in bilateral and multilateral cooperation and obtain further expert assistance whenever necessary.	Continuous

All civil servants have a duty to require that the delegations and study groups whose visits to Finland are financed with Finnish funds include men and women in as equal numbers as possible.	Continuous
Promote gender equality in all individual tasks and areas of personal responsibility with regard to developing country instruments according to the Action Plan measures specified in chapter four.	Starting 2003
Require consultants to implement the Action Plan measures specified for project and programme cooperation.	Starting 2004

Embassy officials

Embassy officials and other staff are in a key position to ensure that Finland's activities in cooperation countries and organisations promote gender equality and are based on adequate knowledge of the country involved. Embassy staff should follow the development of the national gender-equality situation and should be able to make suggestions as to appropriate action to take. Embassies should clarify the responsibilities of the staff as to promoting gender equality and ensure that their personnel are able to follow the gender-equality situation in programmes and projects, as well as on the national level. *Embassy officials must be required to have a high degree of skill and know-how in gender-equality issues.*

In missions to organisations for multilateral cooperation, officials must monitor the work of the cooperation organisation to promote gender equality, both within the organisation itself and in its operational work.

Aim: To increase the impact of Finnish Embassies and missions in promoting gender-equality in cooperation countries

Responsibilities and actions to be taken	Timetable
Engage in continuous high-level dialogue to promote gender equality.	Continuous
Incorporate gender-equality promoting activities and goals in Annual Plans.	Starting 2004
Include information and explanations about steps taken and goals achieved in Embassy reports and descriptions of activities.	Starting 2005
Monitor the main indicators of gender-equality at the national level (the ratio of boys to girls in primary, secondary and tertiary education, ratio of literate women to men aged 15 - 24, share of women in wage employment in the non-agricultural sector, proportion of seats held by women in parliament) and bring them to the forefront in political dialogues as well as in programme and project planning.	Starting 2003
Keep in active contact with the people and organisations that promote gender equality in the cooperation country and follow discussions in the local press.	Continuous
Make sure that the consultants who are employed by Finland work according to this Action Plan and monitor their fulfilment of it.	Starting 2004
Add the responsibility for promoting gender equality to employees'	2003

job descriptions.	
The Head of the Embassy or Mission must ensure that all staff have an adequate level of skill and know-how to promote gender equality, and systematically monitor its improvement in personal development discussions.	2003 and 2004
Employ experts as required, on short-term or long-term bases, to make sure that progress is made under the Action Plan as a key part of the Embassy's work.	Starting 2004

Advisers

Advisers working in different sectors in the Ministry for Foreign Affairs have relatively good possibilities to promote gender equality as part of their activities. Advisers take part in the planning and development of developing country policy strategies, in the preparation, implementation, monitoring and evaluation of bilateral projects and programmes, and as specialised experts in multilateral cooperation. Their tasks also include sector development, networking and training.

Aim: To increase the impact of the Sector Policy Unit

Responsibilities and actions to be taken	Timetable
Advisors must systematically incorporate gender-equality promotion into their own work and into the monitoring of sector and area development.	Starting 2004
Basic skills and know-how concerning gender equality must be included in selection criteria for advisers when recruiting and in job interviews.	Continuous
The promotion of gender equality and the status of women is to form part of every adviser's personal goals and development discussions.	Starting 2004
Advisers are to increase their skills and know-how with regard to promoting gender equality so that they can actively promote it in bilateral cooperation throughout the entire project cycle, and in multilateral cooperation.	2003 and 2004
Gender-equality training for advisers is to be systematised.	2003 and 2004
Every adviser is to include the gender-equality point of view when following the international processes in his or her own sector and specialist field. Ensure that this matter is given the necessary priority in the unit's work plans and time allocation.	Starting 2003
Advisers are to bring up issues relating to the promotion of the status of women systematically when visiting cooperation countries and projects, and are to discuss matters with both women and men workers and beneficiaries.	Starting 2003

Consultants and other suppliers of support services

Consultants and other suppliers of supporting services, such as research institutes and NGOs, are in key positions where the implementation of Finland's development

cooperation is concerned. It is therefore important to specify the role and responsibilities of consultants as promoters of gender equality. Consultants must also be aware of their responsibilities as parties implementing the national and international agreements that Finland has signed.

Consultants must act according to the following guidelines in line with the section on “Bilateral Cooperation” of this Action Plan:

- Include the promotion of gender equality in their tender documents.
- Demonstrate their competence in promoting gender equality in the bidding competition.
- Actively work to promote gender equality at all stages of the project.
- Mainstream the promotion of gender equality in all planning and budgeting, and in the progress reports that are made together with cooperation institutions.
- Develop qualitative and quantitative measurements of gender–equality promotion for activity goals together with the cooperation institutions.
- Disaggregate data by sex in reports and information.
- Ensure that their project personnel have received, or will receive, gender training.
- Ensure that the project personnel are informed of, and understand, the partner country’s national plan for promoting gender equality.
- Ensure that study visits to Finland made using project funds include equal numbers of women and men as far as possible.
- Bring up issues connected with promoting the status of women in visits to cooperation countries and projects, and hold discussions with both women and men workers and beneficiaries
- Always act according to Finnish law and try in their personal behaviour to promote the rights of women and men and more equal relations between them.

6. Skills that must be required and skills that must be developed

Skill requirements and capacity-building needs

The preceding chapter has specified the responsibilities of various parties for carrying out the gender-equality strategy. In order to realise the strategy, the skills of personnel must also be improved. This in turn requires adequate personnel and financial resources. The experience of other countries and organisations has also shown that implementing this sort of action plan and mainstreaming gender equality calls for increased resources.

All personnel who are involved in developing country policy and development cooperation must possess the following qualities:

- The ability to bring up gender-equality issues in discussions held in bilateral and multilateral cooperation circles and to discuss matters in a professional way.
- Sufficient grounding in the basic documentation connected with gender equality (the Beijing Platform for Action, the CEDAW convention, Finland’s own

documents, and the gender-equality policies and programmes of partner countries and organisations).

- An understanding of why the promotion of gender equality is essential for achieving all the goals of developing country policy.
- The ability to assess different project, programme and other proposals from the point of view of promoting gender equality, identify areas of cooperation that promote gender equality, and call on expert assistance when necessary.
- The ability to promote equal treatment for women and men through personal behaviour in the workplace, and when travelling, and through discussions with both women and men workers and beneficiaries when visiting cooperation countries and projects.

Aim: To specify the required skills and increase the level of competence

Responsible party	Measures to be taken	Timetable
Directors, Special project on capacity building	Specify the gender-equality skills profiles required for personnel at different levels in different units and in the Embassies, as part of the Ministry's Skills Project.	During 2003
KEO, GLO, Regional Divisions	In discussions about the objectives of units implementing developing country policy, take up the personnel's gender-equality skills and the steps that should be taken to improve them.	Starting 2004
KEO-12, HAL-14	Ensure that gender-equality promotion is integrated into training programmes for developing country policy and development cooperation administration right from the very beginning.	During 2003
KEO-11, KEO-12, HAL-14	Arrange effective special training sessions for the different units and divisions about implementing the gender-equality strategy. Make use of the cooperation countries' gender-equality experts as trainers as well when this is possible.	2003-2005
KEO-11, KEO-12, KPO	Produce information about the connections between trade and trade-related matters and gender (for example by ordering studies of the relevant issues) and integrate the appropriate parts into the Ministry's strategies and plans.	2003-2004
KEO-12, HAL-14	Arrange sector-specific training in gender-equality promotion for consultants and organisations (particularly with regard to education, health, forestry, water and budgeting).	2003-2005
Entire personnel	Civil servants and advisors should participate in seminars on gender-equality themes in their own areas or sectors.	Starting 2003
KEO-12, KEO-31, HAL-14	The working tools required to carry out the Action Plan should be developed to the required	2003-2004

	extent as tool packs on the Internet and/or in printed documents.	
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“The conference dealing with the status of women in armed conflicts was an excellent learning opportunity.”

It is important that civil servants and sectoral advisers take part in seminars dealing with women’s rights and gender equality in their own fields of activity. Such seminars also act as training sessions that help people to promote gender equality in their own work. Lars Backström, Head of the Humanitarian Aid Unit at the Ministry for Foreign Affairs, describes one of his experiences:

“In 2001, USAID arranged a conference on the status of women in conflicts. Experts described how women suffer from insecurity in civil conflicts and the traumas, deep depressions and chronic fatigue that result. In war situations women are often the victims of sexual exploitation and violence. These aspects must be taken into consideration in humanitarian work more than they are today. The international community also has a duty to safeguard better possibilities for women to participate in national decision-making processes for conflict resolution and the reconstruction of devastated areas. Taking part in a conference like this was a really mind-broadening experience and an excellent learning opportunity, and I can warmly recommend meetings of this kind to all my colleagues and not just to those working in the field of gender equality.”

Personnel resources for promoting gender equality

The principle of mainstreaming means that the entire personnel are responsible for implementing this Strategy and Action Plan. But mainstreaming does not exclude the need for specialised expertise in gender-equality issues. Adequate specialist resources must be available within the organisation in order to achieve the goals of the Strategy and Action Plan.

Aim: To strengthen personnel resources for promoting gender equality

Responsible party	Measures to be taken	Timetable
KEO-01, other directors, HAL-11	Ensure continuously adequate personnel resources to deal with issues regarding gender equality and women’s human rights.	Continuous
Directors, KEO-11, KEO-12, Regional Divisions	Ensure that gender-equality experts are available for all the main strategies and development processes that are under way.	Continuous
HAL-14, KEO-11, Directors	Ensure the availability of the necessary additional funds and personnel resources for training personnel and producing new gender-equality tools.	2003-2005
Embassies, KEO	Employ regional or country-specific experts on	2003-2005

	gender equality and women's rights, on short-term or long-term bases, to develop the work of the Embassies located in long-term partner countries.	
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7. Monitoring and evaluation

The directors of the Ministry units for implementing developing country policy and the people responsible for gender-equality issues have the task of systematically monitoring and evaluating progress made towards the goals of this Strategy and Action Plan. Finland also reports to OECD/DAC on progress made in promoting gender equality just as on progress concerning other development goals.

Evaluations must be carried out using both internal and external monitoring mechanisms. Monitoring and evaluation of impacts requires the setting of quantitatively and qualitatively measurable goals and the development of appropriate indicators and procedures.

Aim: To monitor the implementation of the measures to be taken under the Action Plan actively and effectively

Responsible party	Measures to be taken	Timetable
All units and Embassies	Incorporate evaluations and reports about the progress being made under the gender-equality Action Plan into the overall reports and evaluations made by units, divisions and Embassies.	During 2003
All units and Embassies	Develop unit and sector-specific indicators to enable thorough evaluation.	During 2003
KEPO, UM-JORY, OPERO	The implementation of measures to be taken under the Action Plan should be monitored every year by the Management Group.	2003-2007
GLO-52, KEO-11; KEO-12	Develop the monitoring and reporting systems to follow progress in achieving the UN's Millennium Development Goals.	2003-2004
Leadership	Conduct an interim review of progress being made in implementing this Strategy and Action Plan.	2005
Leadership	Carry out the final evaluation of the implementation and achievements of this Strategy and Action Plan.	2007

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Useful Links

The Department for International Development Cooperation of Finland's Ministry for Foreign Affairs maintains an Internet site with a large number of useful links, providing useful and more detailed further information on such topics as:

- International agreements to which Finland is a party (for example the Beijing Platform for Action).

- Navigating Gender / Explorando género / L'Exploration de la problématique homme-femme.
- Sector-specific background material (for example Gender and Poverty; The Environment, Gender and Poverty; Gender and Armed Conflict; Gender and Development Cooperation in the Forestry Sector) and sector-specific checklists.

<http://global.finland.fi>

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