

<http://global.finland.fi/gender/ngo/english/>
Ministry for Foreign Affairs of Finland
Development Cooperation

Internet-based training pack for the promotion of gender equality in NGO development cooperation

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I Preface

Gender equality is one of the most important aims of Finland's policy for the developing countries. Gender equality is an internationally agreed goal and the promotion of gender equality is a precondition for achieving sustainable social and economic development. All development cooperation projects must thus include a gender perspective that enables progress to be made towards gender equality.

This training pack provides NGOs engaged in development cooperation with basic information about gender perspective and practical advice about how gender equality can be promoted through cooperation projects. With the help of concepts, explanations, examples and exercises dealing with gender equality and project cooperation, NGOs are given the basic training that will improve the abilities of their own projects to reduce gender inequalities. The reduction of inequalities through projects also improves the quality and impact of development cooperation.

This training pack has been created by the Department for Development Policy's Unit for Non-governmental Organisations in Finland's Ministry for Foreign Affairs. It is part of the Ministry's Strategy and Action Plan for Promoting Gender Equality 2003-2007.

II Why gender equality in development cooperation?

Everyone has human rights

International human rights concern everybody in the world: men, women, girls and boys. But in no country in the world are human rights completely realised, nor do women and men have mutual equality of status. Gender inequality can be seen in all areas of life. Women still have a very low status in many developing countries. Women are not able to take part in political and social decision-making in society. They are more often undervalued and overworked than men and more susceptible to discrimination and violence.

Poverty is a gender issue

Poverty affects the lives of both men and women. All the same, the problems that are caused by poverty throughout the world affect women more often than men: 70% of the world's poor are women or girls. In many societies women suffer as a result of poverty through, for example, population growth, lack of education and low social

status. These problems are intertwined and feed off each other: poverty reduction and gender equality go hand-in-hand.

Men, too, suffer the consequences of gender inequality. They may feel that they cannot live up to the stereotypical expectations of gender roles and status imposed upon them by society or the local power structure.

Gender perspective improves the quality and sustainability of projects

A more equal status for women and men is an essential condition for achieving sustainable people-centred development. Attention must be paid to gender equality issues in all development projects, not just in those that specifically deal with gender matters. Consideration must be given in every project as to how the project benefits men on the one hand and women on the other. A project that no one imagines as having any influence on gender status may in practice discriminate against some group of society, for example against women. The project may then unwittingly deepen the inequality between women and men. Projects may also fail if attention is not paid to the gender roles and gender-based division of tasks practised in society.

Development cooperation is thus neither of good quality nor sustainable if it does not itself reduce gender inequality. Gender equality and the improvement of women's status can no longer be seen as an additional optional benefit to be considered in development work only when there is time, or resources or sympathy for it. Well-being is not increased nor is poverty reduced if the equal rights of women and men to participation and development are not promoted at the same time.

Commitments involve obligations

All states in the world have recognised human rights and are committed to gender equality and the promotion of the status and rights of women. The Beijing Platform for Action, drawn up at the UN's Fourth World Conference on Women in Beijing in 1995, and the UN's Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) are particularly important examples of agreements that bind countries throughout the world. These commitments also apply to us, the people who carry out development cooperation. For this reason, too, the rights of women and girls and the promotion of gender equality have been raised to a central position in Finland's policy for developing countries. Gender equality is one of the main aims of Finland's policy with regard to developing countries.

The Strategy and Action Plan for Promoting Gender Equality in Finland's Policy for Developing Countries 2003-2007, published by Finland's Ministry for Foreign Affairs, also requires Finnish people taking part in development cooperation and NGOs who receive financial assistance from the Ministry to make sure their activities and goals promote gender equality.

II 1. The aims of the training pack

This training pack provides you who are engaged in development cooperation work or planning in NGOs, with the opportunity to discover what is involved in promoting gender equality in projects. With the pack's help you can learn about the cross-cutting

aspects of gender equality and the empowerment of women in and through development cooperation.

One of the training pack's aims is to encourage each of you to think about the significance of gender in development cooperation and discuss it with others. By getting to know more about gender equality issues you can improve your possibilities to do better and more sustainable work in development cooperation. In this way you can develop the quality and sustainability of your organisation's projects and at the same time your organisation can contribute to Finland's overall strategy of promoting gender equality in policy for developing countries.

Participatory learning methods, including both group study and discussion, are very important in gender equality training because gender equality themes and gender-related attitudes are complex and bound up with cultures and individual personalities. An internet training pack for self-study cannot by itself provide group study and discussion, so you must bear in mind that this training pack acts in this respect as an additional channel for getting to grips with gender equality issues.

II 2. Who should use the training pack?

The training pack is intended for men and women who work in NGOs and want to learn the basics of promoting gender equality in development cooperation projects. It is most suitable for people with only limited knowledge of what is involved in gender equality issues. It should be noted, however, that the pack only offers basic information. For more advanced study use should also be made of other resources such as the gender equality training arranged by the Finnish Service Centre for Development Cooperation (KEPA).

If you are already well informed about gender equality issues, either in theory or through your work, you are probably quite familiar with the contents of the pack, which concentrates on various key basic matters. You can deepen and extend your knowledge by consulting the literature in specialised libraries such as those of the Department for Development Policy in Finland's Ministry for Foreign Affairs and KEPA (<http://www.kepa.fi/toiminta/kirjastopalvelut/>).

II 3. The authors of the training pack

Consultant Jonna Haapanen was responsible for planning and realising the contents of this training pack and it was adapted for the internet by Information Officer Marja-Leena Kultanen from the Department for Development Policy in Finland's Ministry for Foreign Affairs. The planning steering group also included Gender Equality Advisor Päivi Mattila and the NGO Unit Programme Officer Tanja Suvilaakso, both from the Ministry's Department for Development Policy, and training planners Anne Pönni and Maija Seppo, both from KEPA.

II 4. How does the training pack work?

The training pack is divided into six main sections, of which the first three specify the basic principles, concepts and methods connected with gender equality. The main part, Section V, then examines the successive stages of development cooperation project cycles particularly from the point of view of gender equality. The final

sections provide information about gender equality in organisations and suggestions as to the minimum that should be done in planning development cooperation in order to pay due attention to gender equality.

Each section starts by setting out the goal that we hope you will achieve in that learning phase. In the column to the right of many of the goals you will find links to training exercises or examples that are well worthwhile going through before you proceed to the following section.

HINT The exercises are also very suitable for group work. Gather together a group of people, for example your fellow-workers or volunteers, and discuss the subjects of the exercises with them. Group discussions bring different points of view to light and these can be very useful in project planning and implementation.

At the end of the pack you will find suggested links to other websites dealing with gender equality and the status of women.

II 5. Feedback

Do you yourself have any particular experiences, ideas or suggestions about gender equality work in development cooperation? Why not share them with other organisations? We would be happy to publish any good examples on this site later on, so that other people can learn from them.

Your comments and suggestions for improving this training pack are warmly welcomed. As a user of this training pack your point of view is particularly important. Please send any feedback to us at *globaltoimitus@formin.fi*.

III The basic concepts of gender equality

Aim of this section: Some of the basic concepts of gender equality are presented here. You should aim to understand these concepts and use the exercises to help you examine your own attitude to gender equality issues.

Gender equality

Gender equality means that women and men have the same rights and opportunities in all areas of life. It also means that all people are free to develop their personal abilities and to make choices without limitations imposed by strict gender roles. In a society that respects gender equality, the differences in the behaviour, wishes and needs of women and men are appreciated, valued and supported on the basis of gender equality.

Gender equality is one of the main aims of social policy in Finland. Gender equality does not mean a demand for identical similarity, but means that the differences between women and men do not lead to differences in status or how they are treated in society. For this reason Finnish gender equality thinking emphasises that the mere provision of equal opportunities for men and women is not enough. The end result of all activities must also be fair and in accordance with the principle of gender equality.

Since women have lower status than men all over the world, active measures are required to improve their position and achieve gender equality. All countries are also committed to this through the Beijing Platform for Action. To achieve gender equality it is necessary to act both at the grassroots level of everyday life and at the various levels of political decision-making.

Gender

Gender means the state of being male or female, what it means to be a man or a woman, and in a social context it refers to the social differences between men and women. Girls and boys learn these differences while they are growing up in society, in different ways in different cultures. The identities of women and men are formed differently because social surroundings impose different expectations on girls and boys from the moment they are born. Gender roles thus start to take shape already at a very early age. In Finland babies are dressed in pink baby clothes if they are girls, while boys are given light blue clothes. Girls are supposed to play with doll's houses and boys with computer war games.

Gender in the social and cultural sense is thus learned, as opposed to the biological, physical, sense in which the word is sometimes used. The attributes of gender in the social and cultural sense are also variable and differ between cultures and over time.

Gender roles

Gender roles are particular social behaviours associated with gender. They are behavioural models that have been learnt and they differ from one society or culture to another. Gender roles develop continuously and are thus products of particular times.

Gender roles are essentially bound up with the divisions of tasks in communities and societies. Such tasks can be divided into three areas of activity:

- Work connected with the family (“reproductive work”), for example household tasks, housekeeping and child-rearing, which is usually unpaid work.
- Work connected with production (“productive work”), for example the production of goods and services, which is usually wage-paid or salaried work.
- Community-related work, for example taking care of community services, activities and needs, which is usually unpaid work.

The lack of gender equality is often most clearly seen in the division of community and household tasks. In many communities women and girls traditionally take care of the work connected with the family and community activities while the men concentrate on work involving production. Nevertheless gender roles are changing and women in different parts of the world are moving over to paid work as well. Often, all the same, the women and girls engaged in production continue to look after family and community work. They thus play threefold roles within their communities. In many countries, too, women who work for wages are employed in the informal sector of the economy where working hours and conditions are very poor.

The relation between gender roles and the division of labour is closely tied to individual cultures. Gender relations form a power system of economic, social and political structures. The cultural identity of every society is shaped by everyday practice, by, for example, traditions, rules of behaviour, ways of talking and dressing, and so on. These practices express the values and attitudes of each community as to how people should live together and what it means to be a woman or a man in the community. The values, respect accorded and ways of expressing gender that are connected with being a woman or a man form the gender system. In most societies the ruling gender system is a patriarchy – men have a higher status than women.

Gender-related needs

As a result of the gender roles of men and women the real-life needs of many people are gender-bound. Development cooperation normally tries to have an impact on the actual conditions in which people live and thus to meet their needs, so it is important to understand the gender-relatedness of these needs. Gender-related needs can be divided into practical needs and strategic needs:

- Practical needs are the concrete, material needs that must be met in order to satisfy the basic needs of life. They can include, for example, the needs for nourishment, health care and shelter. Practical needs are met by concrete actions, such as providing services, education, credits, and so on. Practical needs are gender-related when their satisfaction is mainly the task of one particular gender.

For example in many communities it is the women's job to fetch water. In addition to their other work women may have to fetch water from far away and spend a lot of time on the journey. A development cooperation project can respond to this problem of a practical gender-related need by, for example, building wells closer to the community so that the women save time and energy. Building wells does not however in itself change the division of tasks between women and men in the communities and families.

Solving problems connected with practical gender-related needs does not change the power relations between women and men in a community.

- Strategic gender-related needs are connected with the status of women and men and the power structures within the community. Strategic gender-related needs include, for example, the right to own and inherit money and land, the right to the same wages for the same work, the right to make decisions about one's own body, the right to develop oneself on one's own terms, and so on. The satisfaction of such strategic needs requires structural and attitudinal changes in the community.

The participation of women in the community's political decision-making can, for example, be a strategic gender-related need. If women are able to take part in making decisions they can change their own status and have more control over their lives. A development cooperation project can support this strategic need in such ways as teaching women about issues concerning their own rights and the structure of political decision-making, and educating men, as well, in matters about women's rights.

Activities aimed at satisfying strategic gender-related needs lead to guided change of gender roles in the community and thereby to change in the whole gender-based system. In this way gender inequalities can also be reduced. Such changes require time to take effect but they are usually long-lasting and sustainable.

It is important to deal with both practical and strategic needs. Enduring and sustainable results with regard to gender equality are achieved by responding to strategic needs, but in many cases a response to practical needs is the first essential step in the process of advancing to the goal of gender equality.

Empowerment

Empowerment means increasing the resources and abilities of individuals or groups of people to influence and decide matters with regard to their own lives. Increasing people's power to control their own lives is a process of change that is both internal and external. It enables groups that were previously in weaker positions (for example women or disabled people) to become better prepared and equipped to take part in making decisions that affect themselves and their communities. From the point of view of gender equality the main groups that need empowering are women and girls because their position in society is almost always weaker than that of men.

An essential aspect of empowerment is that the members of the empowered group, for example the women of a community, must be conscious of their own worth and their ability to affect matters. All the other members of the community, too, must participate in the empowerment process so that the group of people to be empowered can in fact acquire the appropriate strengths. Empowerment is thus important not only as a goal but also as a process, because a great deal of learning and re-evaluation of gender roles is involved while it is happening. Empowerment, and particularly the empowerment of women, plays an essential part in reducing gender inequalities. Support for empowerment enables strategic gender-related needs to be satisfied.

Gender mainstreaming

Gender mainstreaming is a key method of reinforcing efforts to achieve gender equality. Gender mainstreaming means that attention is paid to the points of view, experiences and needs of both men and women in all activities and in all areas of the community. It means that the political, economic and social processes in the community are developed and evaluated in such ways that the parties and factors involved in different areas work to promote gender equality and reinforce the measures that eliminate observed inequalities. This helps to ensure that women and men benefit equally as a result of activities in different fields of society. Mainstreaming can affect the activities of organisations of all kinds, such as public administration, NGOs, development cooperation projects, and so on. With mainstreaming the promotion of gender equality is no longer a separate part of decision-making but becomes an integral part of all activities at all levels.

Mainstreaming is also called a cross-cutting principle, highlighting its presence as a driver at all levels of activity. It must always be remembered that mainstreaming is not an end in itself but a means of achieving an end. The end to be achieved is gender equality.

Ownership

Ownership concerns the relationship between the development cooperation project itself and its beneficiaries and others with an interest in it. Ownership means that the people who are in some way affected by a development cooperation project (its beneficiaries and other stakeholder groups) take part in planning and implementing it in ways that are meaningful and significant for them, so that they commit themselves to realising the project and achieving its goals.

It is essential to have as high a degree of ownership as possible in development cooperation that promotes gender equality. If a project aims to meet strategic gender-related needs, and thereby to change the ruling gender system and raise the status of women and girls, structural and attitudinal changes are required. These changes can be achieved only when the parties who are affected by the project feel that they own the project. The women and men concerned must be able to influence the planning and implementation of a project in significant ways that they themselves feel to be meaningful and necessary.

EXERCISE

Sometimes we hear people saying the following things about gender equality. What do you think? Click on the *Perspective* link as well!

1. Equality between women and men has been realised very well indeed in Finland compared with almost all countries in the world. *Perspective*
2. Since gender equality has been achieved in Finland, people there don't need to waste time talking about it. *Perspective*
3. Women know most about gender equality issues. Men don't really know about such things so it is best they don't get mixed up in them. *Perspective*
4. You can't talk about gender equality in an African village. It's not part of their culture. *Perspective*
5. Women certainly have a low status in many developing countries, but it's part of the culture there – if a development cooperation project intervenes in that respect it is cultural imperialism. *Perspective*
6. In poor countries we should concentrate first of all on the more important development problems like hunger or lack of clean water. Only after that can we think about such things as gender equality or the status of women. *Perspective*
7. Gender equality is fashionable in development cooperation at the moment. It's probably not worth putting too much effort into it because in a couple of years there will be some new subject on which the people with the money will want us to concentrate.
8. A good development cooperation project provides benefits for the whole community so women automatically benefit as well. *Perspective*

Perspective

1. According to studies covering every country in the world there is less gender inequality in Finland than in most countries. In 2002 Finland was in the group of ten countries with the greatest equality from a gender perspective. (UNDP Human Development Report 2002)
2. There are many myths in Finland about gender equality there. When they make comparisons with other countries it is easy for Finns to think that they have achieved gender equality because Finnish women participate actively in many areas of society, particularly in politics and the job market. Nevertheless inequalities between women and men can be seen in everyday life. Statistics show that there is a big gap in earnings between women and men: women on average earn only 82% of men's wages and salaries, even though women are more highly educated than men. Women are more likely than men to have limited and insecure periods of employment. Women bear the responsibility for looking after the

family and the home in addition to their outside jobs more often than men and to a greater degree. Surveys show that one woman in two in Finland has been the victim of violence committed by her partner or within the family. Women and girls are also considerably more likely to be victims of sexual violence than men and boys.

3. Gender equality is not a matter just for women, even though the promotion of gender equality is of course an essential part of improving the lower status of women. Gender equality is an objective for the whole of society. It is an issue of international human rights. So gender equality is a matter for everyone, for both men and women. The gender roles of both women and men must be changed for their mutual benefit. Many men, too, suffer from the expectations of stereotype masculinity which are directed at them. Men should also take part in the work of promoting gender equality more actively than at present. All in all, it is extremely important for the promotion of gender equality that men and women discuss the issues together, share their experiences, and exchange points of view.
4. Gender equality and the rights of women are international human rights and they apply to every person in every culture. According to Finland's human rights policy, culture and tradition can never justify the violation of human rights. Every person in the world must respect human rights, women's rights and thereby gender equality. It is true that the best way of promoting the status of women and gender equality in each community and working environment is related to the respective cultural context. That is why an understanding of the local culture is one of the keys to promoting gender equality as well.
5. Promoting human rights and improving the status of women are not new matters. All the countries in which Finnish NGOs engage in development cooperation have committed themselves to promoting gender equality and the status and rights of women and to implementing the Beijing Platform for Action. Most of their governments have also ratified the CEDAW convention outlawing all forms of discrimination against women. Most development cooperation partner countries have their own strategies for promoting gender equality and in many countries the local authorities and women's organisations do a lot of work to make sure that these strategies and action plans are also implemented in practice. Development cooperation that promotes gender equality can help to strengthen these efforts and commitments.
6. Both research and experience show that improving the status of women in any community also improves the status of the whole community. A key to the reduction of poverty often proves to be the increasing of women's possibilities to exert an influence in political, economic and social issues. All in all, in order to obtain sustainable results in development cooperation it is necessary to involve all the parties concerned and listen to all of them, both women and men. In this way a gender perspective is involved as part of every project, no matter what the project concerns.
7. Gender equality is not a matter of fashion. The role and rights of women in development have already been stressed for many years and particularly since the UN's Women's Decade 1975-85. The world has moved on a lot in 30 years and

much has been achieved as well. Promoting the status of women and gender equality has become an essential part of sustainable and high-quality development cooperation all over the world, especially after the UN's World Conference on Women in 1995. Even so, many projects are still carried out without being examined from the point of view of gender and equality. It is therefore still necessary to stress and to highlight the theme of gender equality. Gender equality has already been "fashionable" for at least 30 years!

8. A good development project really does pay attention to the whole community and benefits all the community members. But it must not be assumed that women always automatically take part in the planning and implementation. The active participation of all interested parties, women and men, must be specially ensured in order for the results to be sustainable. One way of examining the roles and requirements of women and men in the project area is to make a gender analysis. The information obtained by means of such a gender analysis is of help in making the decisions that lead to sustainable high-quality development cooperation

EXERCISE

An exercise in the use of time

The aim of the exercise is to get to understand gender roles through the division of tasks within society and the home. You have to think about the ways in which the time spent by women and men in different tasks reflects their gender roles.

Imagine the daily programmes of the women and men in the examples of families listed below.

Examples of families

- A younger Finnish family living in their own house with a mortgage in the metropolitan area of the capital, The woman is a nurse on shift work and the man is an electrician in a small company. The family has three children: one goes to school and two are still at day-care age.
- A rural Tanzanian family with six children. The woman works at home looking after the children and the family's food and water supplies, and also takes care of a small plot of land for growing crops. The man works for six months a year harvesting the crops of a big local landowner. He is unemployed for half the year.
- A family with four children living in the slum area of a rather large Mexican city. The woman does shift work in a big foreign corporation's factory that works in 3 shifts around the clock. She also takes care of the children and the great majority of the household work. The man sells newspapers on the street.

You can also take examples of people in other countries or contexts that you know, or think about how people spend time in your own family.

- What sort of tasks do the women and men have in these families?
- What tasks and activities do they carry out in 24 hours?
- In each family, how many hours a day does the mother spend in taking care of the family's food and clothing (fetching the food, cooking, washing the dishes, washing and repairing clothes, etc.)?
- How about the father?
- How much time is spent earning money?
- How is child care arranged?

You can see an example of a table of time spent here.

Example of a table of time spent

A family with four children, living in the slum area of a rather large Mexican city. The woman does shift work in a big foreign corporation's factory that works in 3 shifts around the clock. She also takes care of the children and the great majority of the household work. The man sells newspapers on the street.

Time	Woman	Man
04.30-05.00	Wake up, washing	
05.00-05.30	Prepare breakfast	Wake up, washing
05.30-06.00	Breakfast, clean the kitchen	Breakfast, leave for work with one child to help
06.00-06.30	Prepare lunch in advance for the family, send two children to school and a sick child to the neighbour to look after	At work
06.30-07.00	Walk to work	At work
7.00-12.00	At work	At work
12.00-16.00	At work (lunch at work)	Return home, eat lunch prepared by wife, rest
16.00-16.30	Walk home	
16.30-17.30	Visit the area health care centre with the sick child	
17.30-18.30	Bus to the market, shopping for food	Visit neighbours
18.30-19.30	Fetch household water from the local water point, prepare evening meal, take care of sick child	Visit neighbours, help to repair the neighbours' door
19.30-20.00	Evening meal	Evening meal
20.00-21.00	Cleaning, look after sick child	Rest, listen to radio
21.00-21.30	Recycle clothes with the neighbours, exchange information about the local water project	Look after sick child while wife visits neighbours

21.30-22.30	Washing and ironing, look after sick child	Rest and listen to radio
22.30-23.30	Prepare food for the next day	Rest and listen to the radio, prepare for sleep
23.30-00.00	Evening tasks, prepare for sleep	Sleep
00.00	Sleep	

In this example of a family the mother spent 7 hours on household and family tasks and 9 hours in paid employment while the father spent half an hour on household and family tasks and 7.5 hours in paid employment.

IV Ways and means of reducing gender inequality in development cooperation

Aim of this section: You learn different ways of promoting gender equality in communities.

Gender mainstreaming

Gender mainstreaming is one of the principal ways in which we try to work towards achieving the goal of gender equality. Sometimes in development cooperation it is mistakenly thought that mainstreaming the gender perspective is some kind of project goal. Paying attention to the opinions, experience and needs of both men and women in the work of a community or a project is not, however, a goal in itself but something that must be involved in all activities. The actual goal is gender equality.

You can find a more detailed definition of gender mainstreaming in the section about *basic concepts*.

Empowerment of women

An important way of making progress towards gender equality is by strengthening the position of women in all areas of life in different societies and communities. Therefore we must of course focus on women's experiences, needs and expectations. The empowerment of women is necessary as a particular means because the status of women is lower than that of men throughout the world and this is a reason why gender equality has not been achieved.

In development cooperation we often talk of a double strategy for achieving gender equality. This means precisely using both of the two ways referred to above in all activities: on the one hand gender mainstreaming and on the other the empowerment of women.

Participatory approach

A participatory approach in development cooperation is one of the means by which the experience and needs of women and men can be better utilised. A participatory approach means that the people carrying out development cooperation actively try to encourage the people that the cooperation concerns to take part in its activities. By taking a participatory approach, development cooperation workers can create a situation in which the people affected themselves decide how they wish their lives to develop on the base of their own knowledge. A participatory approach is also an important process because it provides all the parties involved in the cooperation activities with information and experience about the influence and rights that they themselves possess.

A participatory approach in promoting gender equality is a way of finding out the opinions of both women and men in each community and situation as to the best way to proceed in solving problems. Using a participatory approach, too, groups that would otherwise be forgotten or ignored can make their voices heard.

Gender analysis

Gender analysis is a method of clarifying gender roles within a community and how they affect the lives of women and men as well as their influence on, for example, development cooperation projects. At its best gender analysis provides information about a community's political, social and economic power structures and gender relations within them.

Gender analysis asks simple straightforward questions whose intention is to clarify the possibilities of different groups, women and men, to influence and control their own lives. Such questions can include for example:

- Who does what, and where and when do they do it?
- Who owns resources and what resources do they own?
- Who has the right to use the resources?
- Who benefits?
- Who loses?

The information obtained from a gender analysis brings gender-based inequalities to light. The material can also be used to analyse inequalities based on other aspects as well as gender, for example disability and ethnicity.

Carrying out the process of gender analysis can also shape people's own attitudes to gender equality. All in all the knowledge gained through gender analysis helps us make better and more sustainable decisions with regard to development cooperation projects.

Various tools have been developed for gender analysis and these can be adapted and combined together. Usually an examination of the answers to simple questions about the way the community works provides a ready basis for a gender analysis. It is

important to put the material that is available and the information that has been collected to good use in planning and implementing development projects.

You can find more about gender analysis in the section about *project pre-planning*.

Gender-disaggregated information

All development cooperation projects require basic information about the people who fall within the sphere of influence of the project concerned. A well-planned project is based on information that is as comprehensive as possible to provide the basis for making decisions connected with the project. From the point of view of promoting gender equality it is important that the information is gender-disaggregated. This means that all the information about the target groups of the project must be broken down by gender, split up according to whether it concerns women or men, girls or boys. Farmers are not just classed as farmers but as male farmers and female farmers. Households are not neutral units but composed of women and men, girls and boys.

Gender-disaggregated information helps us to see gender-related inequalities and to plan project activities and allocate resources in the right way. It helps us understand the nature of the gender system in the community or the society. The experience of many people engaged in development cooperation has demonstrated that collecting information and disaggregating it according to gender is a good and inexpensive first step in the process of promoting gender equality.

Gender-sensitive attitudes and behaviour

One easy and very fundamental way to try to increase gender equality in development cooperation is to think about your own attitudes and behaviour with regard to gender roles, and about those of your own organisation. How do you yourself relate to the roles of women and men? Does your own work and behaviour help to promote gender equality? How do you perceive the status of women in your own community and in other communities?

A gender-sensitive attitude is a way of seeing things, and understanding and dealing with society and communities. Gender and gender roles define people's identities and thereby their attitudes and the behaviour that results from them. So it is important to keep in mind that the individual attitudes to gender equality of everyone engaged in development cooperation have decisive effects on the quality and sustainability of that cooperation.

This applies to everyone involved, to the boards and managers of organisations as well as to individual workers. It is important to pay attention to gender-related matters in every organisations' own ways of working and, for example, decision-making procedures.

You can find more about this subject in the section about *gender equality in the organisation*.

EXERCISE

12 questions for self-examination. What are your answers?

1. Is gender equality a human right? Must it be respected in all cultures?
2. Is gender equality a feature of your own family / circle of friends?
3. What gender inequalities can you see in your own family / circle of friends?
4. Who decides about what work is done in your own workplace? Who decides about the division of tasks and responsibilities? What work do men do? What work do women do?
5. Do you know whether the women and men in your workplace receive equal payment for work of equal value?
6. How could you promote gender equality in your workplace?
7. What deficiencies do you see overall in your own country with regard to gender equality?
8. You work in development cooperation. Think about the area or community with which you work. What are the particular problems there? What matters or themes are involved in the cooperation activities?
9. Who takes part in making decisions when you work with the local people?
10. Do you experience or know about things in your area of cooperation that give rise to or affect gender inequalities. What are they?
11. How can you influence these deficiencies through cooperation?
12. Have you discussed gender equality issues with the men of the community? And with the women?

On this web site you can find answers or hints to help you with some of the above questions.

V Gender perspective at different stages of projects

Section V deals with the different stages of projects according to the principles of the project cycle model. In a project cycle the different stages of planning, implementation and evaluation are clearly distinguished from each other. Finland's Ministry for Foreign Affairs uses the project cycle model in its projects, and NGOs are also recommended to use it in their project planning and implementation. This training pack deals with the different stages of project cycles specifically from a gender perspective. If you need more general information about project cycles you can refer, for example, to the Project Support Handbook (Part II, Project Planning), published by the Department for Development Policy of the Ministry for Foreign Affairs of Finland and designed for use by NGOs, or to the EU Commission's handbook dealing with the management of development of development cooperation projects.

V 1. Starting up cooperation

Aim of this section: You learn to pay attention to the aspects of up starting development projects with a partner organisation that are particularly important with regard to gender equality.

Basic concepts in this section: Gender systems, gender equality, attitudes to gender equality issues

Everything starts from cultural understanding

New development cooperation projects start off in various ways. Sometimes the idea comes from a community or an organisation in the developing partner country, sometimes it is an organisation in a donor country that takes the initiative in a country or area in which it is interested. In any case, when cooperation starts up with regard to some development cooperation project you and your cooperation partner must get to know each other and each other's cultures.

Understanding a society's culture helps you see how the different aspects of that society, from political and economic decision-making to moral and ethical norms, fit together and influence each other. It is also good to be aware of the significance and impact of gender in these areas. The prevailing gender system is part of the society's culture and reflects the division of social tasks between women and men. In many countries it is more difficult for women than for men to take part in the society's activities and decision-making. This may lead to direct discrimination against women or, indirectly, to the result that the community's division of tasks does not allow women to use their time for other things than, for example, household duties.

You can start to develop a gender perspective by generally considering and finding out about the society where you intend to start work:

- What are the roles of women and men in their own culture and sphere of activity?
- What is the division of tasks between women and men, and between, for example, social classes. In other words, who does what?
- Who decides about what?
- Who takes part in making decisions in the society? Who, for example, are the politicians, voters, officials, or managers of resources?

We must be aware of our own culture

When you think about the above questions remember that, as well as requiring knowledge about the local culture, successful development cooperation requires all the cooperation partners to be aware of their own cultures. Being Finnish, for example, is an integral part of a Finnish person's identity. That fact often unconsciously guides Finnish people in their actions, choices, feelings, interpretations and behaviour both in Finland and abroad. Being aware of one's own cultural background is just as important as understanding a foreign culture.

The importance of gender in social cultures

When your organisation starts to plan cooperation with a partner there are many cultural and behavioural matters that have to be learned. As well as looking at the different cultures, languages, customs and values of different countries and regions, you should examine the internal working culture of each organisation. Both partners should consider at least the following questions:

- Who makes decisions within the organisation and how are decisions made?
- What work do women do? And what do men do?
- What impression do I give of myself my own opinions?
- What should I say aloud and what should I keep quiet about?
- How shall we settle disagreements?

Gender equality issues within the organisations can also be obstacles to reducing gender inequality in the project itself. It might be that men and women take part in the project but the women are not in decision-making posts or that their suggestions are ignored when decisions are made. This sort of inequality can appear both in Finnish organisations and in their partner organisations in developing countries. When starting cooperation it is important to clarify how decision-making and the division of tasks is to be implemented, both in your own organisation and in the partner organisation, and how gender might be of significance in procedures and operations. Remember that gender equality is not just a question of the relative numbers of men and women. You must also pay attention to the less visible aspects and influence of gender. Who decides? Who carries out the decisions?

Does your organisation need to know more about gender equality?

When starting up development cooperation it is important to check the ability of both your own organisation and the partner organisation to deal with the project, and the extent to which outside assistance may be required. Just as bookkeeping, for example, requires an understanding of the basics of finance, so too the issues involved in gender equality have to be learned in order for them to be taken into account in projects.

- Are there people in your organisation who have worked with gender equality matters or studied them before?
- Is your organisation interested in gender equality issues?
- Should joint training in some issues be arranged before project planning actually begins?
- Could some local women's organisation, or another body with specialist local knowledge about gender equality, arrange training in gender equality issues in the culture and social environment where the project will be carried out?

In Finland training in gender equality issues for development cooperation is arranged by the Service Centre for Development Cooperation (KEPA).

EXERCISE**GENDER EQUALITY IS A RIGHT AND AN OBLIGATION THROUGHOUT THE WORLD**

Four pillars of justification

You may have heard someone involved in development cooperation claiming that it is easy to talk about the status of women and men in the “gender-egalitarian” northern countries, but not in the countries of the South with their “different cultures”. Some people even claim that analysing the status of men and women is not part of the local culture in many countries and outsiders in particular should keep quiet about gender equality. Here are some clear perspectives in this respect:

1. Promoting gender equality and improving the position of women is nothing new or strange in the societies of the South. All countries in the world are committed to promoting the status of women and implementing the Beijing Platform for Action. Most states in which Finnish NGOs work have also ratified the CEDAW convention forbidding all forms of discrimination against women. Most cooperation countries have their own strategies for promoting gender equality and in many countries local women’s organisations do a lot of work to help ensure that these strategies and action plans are implemented in practice. It is true that strategies at a national level do not automatically reach the level of the villages and local communities, but that still does not mean that gender equality should not or cannot be promoted at all levels of society. There can be a great deal of ability, interest and desire to intervene in gender inequalities to be found in your project country.
2. Women’s rights are international human rights and they concern all people in all cultures. Nevertheless the best way of promoting gender equality and the status of women in each community and social environment depends very much on the culture concerned. For this reason local cultural knowledge is also a key factor in promoting gender equality. It is important, too, that the main responsibility for planning and implementing operations at the local level should lie with the local people and local expertise about the rights and status of women should be used as much as possible.
3. Both favourable attitudes to gender equality and resistance to it, conscious and unconscious, are to be found in Finland as elsewhere. Both experience and research show that at the grassroots level and in project work there are nevertheless many possibilities to influence the status of women positively when both men and women take part in planning along with the leaders of opinion right from the beginning and experience that they are benefiting from improvements in the status of women. Men also become interested in raising the status of women, at the very latest at the stage when the benefits to the community, the household or the women themselves start to become apparent. Gender equality work needs persistence and perseverance.
4. Relating to gender equality is a question of attitude. It is essential that when you are involved in development cooperation you identify and recognise your own

attitudes and those of your organisation and your partner organisation with regard to gender equality issues. Do you and your organisation really want to have an impact on promoting gender equality?

Basic gender perspective challenges

Starting up cooperation:

- Get to know the culture, history, and social and political systems of your partner country and the operating culture of your partner organisation.
- Be aware that since you have grown up in your own particular culture, you may understand some things differently from your cooperation partner from another culture.
- Try to analyse the challenges to promoting gender equality that may exist within your own organisation and the partner organisation.
- Together with your partner, consider whether you and your partner have adequate skills with regard to gender equality or whether you need further training.

V 2. Pre-planning the project

Aim of this section: You learn the basics of gender analysis, an essential part of preparing a sustainable and high-quality project before the project starts.

Basic concepts in this section: Gender analysis, gender roles, gender equality, gender-disaggregated information, attitude to gender equality, gender-related needs.

One of the goals of development cooperation is to reduce inequalities.

Development cooperation projects, whether big or small, generally aim at eliminating poverty and reducing inequality. Inequality means gender inequality as well as social and political inequality.

The pre-planning stage of a project is the stage when you and your partner organisation start to draw up ideas for a project based on some particular theme and it most important then to keep in mind the greater goal towards which you are working. Although the reduction of inequality may seem to be a far-off goal, and perhaps something impossible for an individual smaller project to help to achieve, you must never forget that it is one of the main objectives guiding your activities. Even small things that reduce gender inequalities contribute to the greater goal.

Define the stakeholder groups involved: for whom and with whom will the project be carried out?

When you are sketching out the project look carefully to see which people and organisations it will affect. Which stakeholder groups will be involved? By stakeholder groups is meant:

- All the different groups of people who are directly affected by the project, such as the women, men, boys and girls in the local community, the different ethnic and professional groups there, etc.
- All the different groups that have an effect or an influence on the project, such as officials, local religious organisations and leaders, other NGOs, other projects, etc.

Mapping out all these stakeholder groups is the first step in pre-planning the project. At this stage, too, it is useful to start to find out the views and feelings of these different groups as to the local problems and major issues so that you can also improve your understanding of their needs and expectations. You can do this by, for example, arranging group meetings, interviewing people and groups, or by means of participatory training sessions. There are many ways of doing this and you can find some of them in the section on *tools*.

It is important to listen to all stakeholder groups

To obtain a gender perspective it is essential that the points of view women and men, girls and boys, are all taken into consideration. Women and men nevertheless differ from each other. All women and all men also belong to other groups, on the basis of age, profession, ethnic origin, or some other characteristic. In order that the personal opinions and feelings of as many people as possible are heard, you should make sure that both women and men are able express themselves in meetings, seminars, workshops, discussions, interviews, and other occasions for collecting or exchanging information.

It may sometimes be necessary to arrange separate meetings for women and for men if there is a possibility that the cultural gender role of the women makes them keep quiet when men are present. The same can also apply to different age groups. For example, young women and girls do not always express themselves in the presence of older women. Young men, too, do not necessarily say what they want in the company of older men.

Women and men often also have different possibilities to spend time participating wholeheartedly in such things as planning meetings and workshops. Women and men have different tasks in their families and in the community, so they use their time in different ways. Often a woman works full-time looking after her home and family and has very little other time to spare. When you arrange meetings or workshops you must make sure that they take place at the most suitable time (and season) and that, for example, child care is arranged.

Gender analysis: Whose needs and expectations do we take as our starting-point?

Gender analysis is used to analyse the contents and impacts of a project from the point of view of women and from the point of view of men – from the gender perspective. With the help of gender analysis you can increase your understanding of what the gender roles of a community entail and what problems women and men meet in their everyday life and in the division work. You can use gender analysis to find out what women and men think it would be important to change in their lives and what they think it would be important to retain. Gender analysis gives you and others who are

involved in planning development cooperation projects answers to the questions of how it would be best to carry out a project and which goals should be set for it to ensure it really promotes gender equality.

Gender analysis is thus an important way of recognising gender-based inequalities. It provides information that can be used to good effect in reducing gender inequality. Gender analysis is a key part of programme planning, because amongst other benefits:

- It provides accurate information about the relations of men and women in different activities based on people's own experience.
- It brings gender-based inequalities to the forefront and reveals their causes and effects.
- It can transform the gender attitudes of the parties involved.
- It can prevent planning from giving rise to activities that increase inequalities and weaken the status of women.
- It helps people make better and more sustainable decisions about the contents of development cooperation projects.
- It increases the impact and quality of development cooperation.

Collecting background information on which to base a gender analysis

Gender analysis is always based on gender-disaggregated information about the community. This information may be already available from your project area. In that case you can make a gender analysis yourself using a report where the data is gathered together. Nevertheless in most cases NGOs are probably faced with a situation in which there is inadequate background information. Then you and your partner have to gather the information from the future beneficiaries of the project. The process of collecting information is very important in any case, because it helps you learn about the culture and how to interact with it.

Information is usually obtained at community level in meetings, workshops, discussions, interviews and similar situations. You can see more about the gender-analysis tools that have been created for collecting and analysing data in the section about *tools*.

It is not always possible for you to gather the information yourself, especially if your organisation does not have the necessary resources. Sometime "ready-made" material can be found in the project area because some other party has already collected it. So it is worthwhile asking NGOs working in the area, as well as local organisations, UN organisations and other project teams.

Note that gender analysis must not be based on assumptions. You cannot assume that because a corresponding project has progressed in a certain way in a neighbouring village you, too, can work in the same way. It is important that the different groups in the community take part in the analysis by contributing their unique knowledge about their own lives. Gender analysis based on real knowledge is the only kind that helps you to shape a forthcoming project so that it responds to real needs and expectations.

Gender analysis: Four steps to the starting post

Gender analysis does not necessarily involve a large-scale or complicated process that has to be carried out according to strict rules. If you feel that your own organisation does not have the resources to use ready-made tools for gender analysis, you can carry out a smaller-scale analysis when planning your project. The four following steps will help you start:

First step in gender analysis: Disaggregating information about people according to their gender

Collect information about the people in your project's target area. Break the collected information down (disaggregate it) according to gender. For example, if your project is going to be carried out amongst farmers, find out how many of them are men and how many are women. What is the division of tasks between men and women at different stages of the cultivation cycle? Who owns the farmland? Who is allowed to be an owner? If, to take another example, your project concentrates on improving the position of small businesses it is important to know whether the business people involved are men or women. Men and women may have different problems and needs in business. If, as yet another example, your project aims at educating schoolchildren about Aids, you should first of all find out whether the children are girls or boys. It may sometimes be necessary to arrange lessons for girls and boys separately and with slightly different approaches.

Gender disaggregation of information about project target groups helps you to understand how the project's aims, operations and results can be directed to the right groups. It also helps you to initially identify the activities and kinds of activity that will be best suited to reducing gender inequality. If most of the farmers are men, for example, it is worthwhile studying new farming techniques with them – and considering what part women play in farming. If most farming is done by women, however, training should be concentrated on them and not the men, even though the men might well be the family decision-makers

Second step in gender analysis: Clarifying gender roles

When the data about various stakeholder groups has been disaggregated according to gender, the actual clarification of gender roles can be undertaken by asking the questions such as:

- Who does what, where and when? In other words, what do women do and what do men do? What productive, family and household, and community activities are undertaken by women, on the one hand, and by men, on the other? How do they divide their time between the different tasks? For example, in some communities the women who have families fetch household water from a well every day so the time spent on family and household work in this respect, including the journey to the well and back, is two hours a day, every day.
- Who has the right to use resources and who has the right to control them? For example, in some communities the men earn the household income and give their wives part of it for food expenses. The men decide how the family's resources

(wage earnings) are used and the amount they give to their wives is intended only for buying the family's food. Thus the wives are not allowed to decide how the resources given to them are to be used. The wives therefore only have the right of use, not the right of control.

- Who gains and who loses? For example, in some communities raising the women's traditionally low status, perhaps through projects to improve their education and participation in decision-making, can make the men afraid that they will lose their power. By involving the men in the planning of projects of this type that are directed towards women you can find out the different groups' real needs and expectations and the possible conflicts between them.

In mapping out gender roles you are not just examining the roles of women and men at the community level but also within the households. One of the problems of development cooperation projects has in fact been that households have been seen as individual units and the different roles, resources and needs of women and men within the homes have not been analysed. Studies have shown that there can be clear differences within the households themselves, for example regarding poverty.

EXERCISE

A case example: Water buffaloes in Nepal

Some years ago a European NGO and a Nepalese environment organisation started to plan a project whose aim was to improve the level of health of the inhabitants of a small rural village in Nepal and increase their self-sufficiency. The enthusiasm of the partner organisation led to the project being planned as a project to raise water buffaloes. This idea was familiar to the organisation from elsewhere in Nepal. The European and Nepalese organisations were prepared to bring 20 water buffaloes to the village – one buffalo for every four households. With the help of the buffaloes raised by the villagers, the project managers thought the following results would be achieved:

- The water buffaloes' nutritious milk would improve the poor nutritional state of the village children.
- Because of the income from sales of surplus milk there would be less need for the children to work and most of them could go to school.
- Income from the sale of surplus milk could be used to raise the standard of living of the village.

The project plan was presented to the village leaders and it immediately received their approval. The buffaloes, too, were soon acquired and the villagers were taught to look after them. The project started up and was in operation with the participation of the villagers for a number of years.

In the fourth year an outside evaluation team arrived at the village to assess the impact of the project. The results were a surprise to the organisations that had been involved. The work of looking after the buffaloes and milking them had been left entirely to the women of the village and the burden of their tasks had thus grown enormously. The village men had taken part in the project by selling the buffalo milk at the Sunday market in the regional village centre. They had kept the sales income. Nor did the men know about the nutritional value the milk would have in the children's daily diet. Instead, having noticed that quite a good profit could be made from selling the milk, the men sold more and more of it in the local markets and the village was left with ever-smaller quantities of milk for the village families' own use. The children's state of chronic under-nourishment was not improved at all. Some men used part of the money to send a son to a better school. The village girls had to stay at home to help their mothers with the housework even more often, especially since taking care of the buffaloes took still more of the women's time.

Think through your answers to the following questions about this case:

- Why were the project's expectations not fulfilled?
- Were all the groups taken into the process when the project was planned?
- Were the women of the village able to take part in planning and implementing the

project?

- What would you have done differently at the project planning stage?
- What would you have done differently at the implementation stage?

Some gender aspects:

The different roles of the men and the women in the village were not analysed at the project planning stage. So nobody noticed that looking after buffaloes was women's work and added to the girls' workload as well as the women's. Nor was it noticed that the men's overriding right to use the proceeds from sales of the milk was a factor that would tax the sustainability of the project. No investigation was made of the knowledge and understanding of the men and women about health and education issues. The most important questions were thus left unasked: Who does what? Who uses the resources? Who owns or controls the resources? Who gains from the buffaloes coming to the village? Does someone lose something? Even a small-scale gender analysis at the project planning stage could perhaps have prevented the undesirable results that actually increased gender inequality.

Source: The Centre for Development and Population Activities CEDPA: Género, Salud Reproductiva y Defensa y Promoción. Manual de Capacitación. Washington D.C. 2000.

Third step in gender analysis: Clarification of gender-related needs

When you have obtained gender-disaggregated information about the people in the sphere of the project and have an adequate understanding of the gender roles in the community, you can find out what the gender-related needs are in the community and its households. It is always worthwhile asking the following questions:

- What are the needs of the different stakeholder groups? What are the needs of the women and what are the needs of the men?
- Which needs are connected with productive work, which with family and household "reproductive" work, and which with community work?
- Which gender-related needs do the different groups have? Are these needs practical or strategic?
- How can these needs be taken into consideration in planning the project?

Examples of practical and strategic gender-related needs

Example of a practical gender-related need:

An investigation has been made of the problems relating to food and water supply in a community. The women have suggested that the village should have its own well because the present well is far away and it takes along time to fetch water from it. In practice water supplies are also insufficient because it is impossible to carry large amounts so far. The less the water, the poorer the food as well. Building a well for the village will thus respond to a practical gender-related need. The women will have more time to spend on other work and more water to use for cooking and growing food as well. Fulfilling this need will not, however, change the traditional division of labour or the status of women.

Example of a strategic gender-related need:

The spread of HIV infection is a big problem in a community. Aids is the most common cause of death of both women and men there. Many of the men in the community do seasonal work in the banana plantations in the north and live away from their families for months at a time. During these periods many men have sexual relations with women other than their regular partners. Many believe that it is unmanly to use a condom, so they are exposed to the risk of HIV infection. When the men return home many women get infected with HIV from them because the women are unable to discuss the use of condoms with their men. Many of the men also want to have more children because they think that having a large number of offspring is a sign of their manliness in the eyes of the community.

Nevertheless it is the women who have too much work looking after the children for months at a time as lone parents, and their continual pregnancies are dangerous for their health. The women are in a subordinate position and they cannot themselves make the most important choices in their lives, such as deciding whether or not to have children. They cannot make decisions about their own sexual behaviour either. When they fall ill with Aids the women's ability to look after their families is drastically curtailed.

The strategic gender-related need in this case is the right of women to decide for themselves about their own bodies in matters of sexual relations and pregnancy. Women also have a need to discuss sexuality and family planning on an equal basis with men. Men, too, should therefore come to understand that these are matters that must be mutually agreed with their partners and that women have the right to make decisions about their own bodies. Men also need to learn to call into question stereotypical expectations as to manliness and not to think that protecting themselves from sexually transmitted diseases or limiting the number of children they father is somehow unmanly. A response to this need can be made by providing both women and men with education in sexual and reproductive rights and contraceptive methods. If men and women assimilate this knowledge and are also offered concrete contraceptive advice services, the status of women can be considerably improved.

Already at the pre-planning stage, therefore, you and your cooperation partner must think about whether the project aims at satisfying the practical gender-related needs of women and/or men, or at satisfying their strategic gender-related needs. Are you trying to solve problems that involve the needs of everyday life, such as food or clean water supply, or health care, which are practical needs? Or do you want to solve problems which involve the achievement of structural changes in people's lives, such as increasing the influence of women through education or promoting their rights of land ownership?

Fourth step in gender analysis: Advance assessment of the project's impact on different groups.

After you have mapped out the gender roles and gender-related needs, the time has come for you to think about how you can put the information you have obtained to good use in planning the project. At the heart of the matter lies the question of the impacts of the various project operations on the lives of women, on the one hand, and on men, on the other. Try now to make it clear for yourself in advance how the steps to be taken in the project, and the effects those steps will have, may seem and feel from the points of view of the different groups in the community. Who will benefit from the project? Who will lose if the results of the project are realised?

For example, changes in the traditionally subordinate status of women in a community – perhaps through education and activities dealing with matters outside the home – can give rise to men of the community becoming afraid of losing power and so mistrusting the project. If the likelihood of this threat materialising is examined before the project starts up and the men are involved in the project this mistrust can certainly be reduced.

Gender analysis when pre-planning or when planning?

Sometimes work with a cooperation partner starts with such a tight schedule that the pre-planning stage is very short and you have to start concretely planning the project itself even though you have only limited background knowledge. You can still carry out a gender analysis in connection with the actual project planning if there is not enough time at the pre-planning stage. It is very important, however, to do the analysis in good time so that the information it provides can be taken up as a fundamental part of the project planning and implementation. If the analysis is made at too late a stage of the planning there is a risk that many aspects of the project will have already been finally settled, so the new input from the analysis remains just an isolated and unrelated appendage of the finished plan.

Remember, too, that you can always recheck the project plan at all stages of the project cycle. So you can well make a gender analysis when a project is under way as well. It is never a waste of time to check the gender impacts of a project at any stage of the project cycle because the knowledge gained can always be used – when you are thinking of the next steps, if not before.

Gender analysis is a fundamental part of planning sustainable high-quality projects.

Basic gender perspective challenges

Pre-planning a project:

- When you and your cooperation partner are putting together your ideas for the project, you should reserve enough time for talking with both the women and the men in the community so that you can collect information, experiences, opinions and expectations from both points of view. Men's experience may differ greatly from women's and the experiences of both may vary from those in another reference group (specified by age, ethnicity, social standing, education, profession, disability, etc.)
- Discuss with your cooperation partner whether it is worthwhile for women and men to take part in planning meetings at the same time, or would they be better able to express themselves if they were in separate groups. Decide with your partner, or on the basis of the experience of local people, which is the best way to invite people to planning meetings.
- Break down the information about the project and target group according to whether it concerns men or women – gender-disaggregate the data. Don't just think of a project target group as being "farmers" or "small entrepreneurs" but find out the composition of the group in terms of gender!
- Analyse, with your cooperation partner, the impacts of gender roles and gender-related needs in the project's field of operations.
- Think about who gains from the project and who loses. In this way you can prevent the project from increasing inequalities instead of reducing them, and also prevent some group or groups feeling their position threatened because of the project.
- Only after working through the above processes should you decide what the aims, results and operations of the project are going to be!

Planning the project

Aim of this section: You learn the fundamental aspects of integrating gender equality in project planning.

Basic concepts in this section: Gender analysis, gender roles, gender-related needs, indicators.

Planning based on gender analysis

When your organisation has examined the project idea with your partner organisation and a preliminary outline of problems and stakeholder groups has been drawn up, you can start the actual work of planning the project itself. A gender analysis should also be made at this stage at the very latest, if it has not been done already during the pre-

planning stage. Refer to the section on pre-planning above to see how to conduct a gender analysis.

Remember to use the information obtained from the gender analysis when weighing up alternative solutions within the project or matters concerning the project as a whole. Gender analysis is a great help when considering solutions because the different perspectives of women and men either support or weaken different types of solution. When you know the significance of gender in the division of labour, the use of income, the right to control resources, and power systems, it is easier to make choices between different alternatives when implementing the project and easier, as well, to avoid mistakes. Gender analysis makes this possible.

Involving women and men in the planning

When there is a choice of solution models in a project, you should, together your cooperation partner and the beneficiaries, choose the alternative that best ensures the participation of both women and men in the project work and in decision-making. Try at the same time to recognise the possible obstacles that the cultural environment or the community may impose on, for example, participation or decision-making by women. In this way you can prevent in advance such problems as mistrust of the project arising in a particular group.

It is also important to listen to the different stakeholder groups, and to both the women and the men within them (and to the girls and the boys, too, if they are involved), in connection with the concrete activities and technical solutions in the project as well. For example:

- Where and when will training be arranged?
- Who will represent the participating groups in planning and follow-up meetings?
- Where exactly will the planned buildings be erected?
- How should the project operations be scheduled with regard to the seasons and times of day?

Focus on gender in the project aims

When the aim and intended results of the project start to take shape, as well as the steps that will lead to them, you must check how far, and in which ways, gender aspects and effects have been taken into account in drawing them up. The aims and results of the project must be specified separately for women, men and other project target groups selected on the basis of analysis. Remember to divide needs into practical needs and strategic needs at this stage, and think about the ultimate goal at which the project's objectives and expected results are aiming. Note that the objective of the project cannot be the improvement of the status of women if its results are only things that affect the fulfilment of women's everyday basic needs, such as clean water, food security or medical treatment. Think carefully: Can the project have an impact on the satisfaction of strategic needs and thereby on the reduction of inequality?

EXERCISE

“But surely our project doesn’t involve gender equality!”

It is clear enough that a goal such as the improvement of the status of women cannot be set as the aim of all projects. Many projects concentrate on themes that are very specific as to their objectives, results, and activities.

At first glance it may not seem that a water power project, for example, has any kind of connection with gender equality. Nevertheless in some places building a water power plant may increase male employment but at the same time be detrimental to traditional farming and in that way weaken access to food, the women’s area of responsibility.

No matter what the project is about in principle, it always affects the lives of women and men in some way. As we learned before, gender roles and gender-related needs are present in all fields of life. This means that it is vital that ALL projects set objectives and intended results aimed at reducing gender-based inequality in precisely those areas where the respective project activities are undertaken. Even though the aims might only be limited, the fact that they exist is most important. And at the very least the aim should be that there is no increase of negative effects, particularly on the lives of women and thus on inequality. For women are still today in the weakest situation in most cultures and communities.

Consider carefully what your project is really about. Is it connected in some way with people’s lives? If so it is also connected with gender. There is no such thing as a gender-neutral project.

How can you reduce gender inequality with the help of your project? How are you going to make sure that no increase in gender inequality occurs in connection with your project?

Gender analysis of the project’s target community provides you with the information that you can use in considering how to reduce gender inequality.

Indicators and gender perspective

Indicators are instruments that help you to monitor your achievement of development cooperation aims and results. Indicators measure or describe changes that have been achieved by the project in particular respects. Indicators can thus be either quantitative (measuring one or more factors) or qualitative (descriptive). The source of the data used in the indicators must also be specified. Indicators may be based on regular official statistics, questionnaires, or surveys, for example.

The project plan’s aims and results must be specified in terms of indicators. The changes that are expected with regard to the status of women and men must also be clearly seen in these indicators, so that the project’s success in reducing gender-based inequalities can be monitored over the course of the project. The choice of which

particular indicators to use naturally depends very much on the nature of the project. Qualitative indicators often tell us more about the wider impacts of project operations on people and their behaviour, but quantitative indicators, too, can be an important means of revealing and clarifying changes.

There are two kinds of indicators that measure or describe gender equality:

- Gender-disaggregated project indicators (as in examples 1 and 2 below)
- Indicators that directly measure or describe progress towards gender equality or improvements in the status and empowerment of women (as in example 3 below)

EXAMPLE

Differences between quantitative and qualitative indicators regarding gender equality are illustrated in this table:

Example	Project aim or result	Indicator (QT = quantitative (QL = qualitative	Indicator base data
1	EXPECTED RESULT: Increase in the knowledge of women and men about the importance of family planning	The numbers of women and men requesting contraceptive advice at the local health care centre before and after family planning education (QT) The views of women and men as to the importance of family planning before and after the arrangement of family planning education in the community (QL)	Statistics of visitors at the health centre Information obtained by interviewing the people who received family planning education
2	AIM: To increase local employment by reviving traditional handicrafts	The numbers of women and men who set up handicraft businesses (QT) The satisfaction expressed by women and men concerning the employment situation (QL)	Research carried out by the project coordinator Information obtained by interviewing the participants
3	AIM: To increase women's ability to exert political influence at the local level	The increase in number of women taking the opportunity to speak to meetings (QT)	Analysis of records of meetings, or direct observation Information based

		Women's views as to improvements in their power to make decisions (QL)	on interviews or questionnaires.
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Formulate indicators with the help of local people

It is important that the project beneficiaries and other stakeholder groups are involved when the indicators are being designed. There may be differences of understanding – perhaps even great differences – between you and the project beneficiaries as to which factors best describe or measure change and development. If the goal is to improve the quality of health care, for example, the doctors at the health centre may think that the best measure is the decrease in the incidence of specific illnesses in the area. The patients, on the other hand, may see quality best in terms of their receiving proper services and answers to the questions they have on their minds when they visit the health centre. In the end the indicator used will thus reflect what each group thinks to be important!

When formulating indicators it is important to remember:

- To plan and develop indicators with the participation of as many of the people involved as possible so that the aspects which are important for the various stakeholder groups are also brought to light.
- To gender-disaggregate the indicators
- To develop quantitative and qualitative indicators for the progress made with regard to gender equality and women's participation and empowerment.
- To use combinations of both quantitative and qualitative indicators.
- To make sure the indicators are based on reliable and appropriate sources and means of acquiring information. You can obtain the information either in ready-made form or by collecting it yourself.

Basic gender perspective challenges

Planning a project

- Make a gender analysis at the project planning stage at the very latest, if it has not already been done at the pre-planning stage.
- Use the information gained through the gender analysis to good effect when drawing up the actual project plan: in this way you can eliminate many risks from the implementation period!
- Specify the project's aims and intended results separately for women, for men, and for other selected target groups based on the analysis.

- Consider whether you can satisfy both practical and strategic gender-related needs.
- Draw up indicators for the project aims and results that describe or measure progress in gender equality, and specify indicators for describing or measuring other aspects according to gender.

V 4. Appraising the project plan

Aim of this section: You learn to check gender perspective in project plans that have been drawn up.

Basic concepts in this section: Gender roles, indicators

Appraising the plan helps to check the gender perspective

One of the most important stages in the project cycle is the appraisal of the project plan before its implementation. Appraising the project plan help you to examine the project's feasibility and the risks that are involved. If the plans have to be changed it is still easy to do so at the appraisal stage. With regard to gender perspective in plan appraisal, it is important to remember that it is not enough to just look at technical feasibility or measure cost-benefit ratios: the appraisal must also deal with the project's social and strategic effects and implications. How can the project help to reduce the inequalities between women and men? How can it improve the lower status of women? Appraising project plans also enables you to make changes in those projects whose implementation would have negative effects on the lives of women or men in the community.

All too often the project plans of NGOs are not assessed by outside appraisal teams because of lack of resources. Some NGOs nevertheless arrange for their plans to be appraised by another organisation or someone with specialist knowledge. Think about whether your own organisation knows another organisation with similar interests, or an organisation in the South with knowledge about your project area and/or themes, or any other organisation that could appraise the project plan you have drawn up. One possibility with regard to gender perspective could be to recruit a representative of one of the local women's organisations who knows about gender equality issues to help in appraising the plan. Women's organisations often possess wide experience and understanding of gender equality issues in their countries. Or could there be somebody who knows about gender equality matters in the local university who would be able to help?

Of course you can also appraise the project plan yourself. You can audit the inclusion of gender equality issues and aspects in the project plan with the help of the following checklist:

EXAMPLE

Checklist of gender equality questions for project plan appraisers

- What gender perspectives are there in the themes and contents of the project? Have they been taken into account in the project plan? Are they clearly written down in the project plan?
- Has the participation of the main groups of people that will be affected by the project been ensured? Has attention been paid to gender roles?
- Are the situations of men and women clearly and separately specified in the background information and justification of the project?
- Are women and men clearly and separately specified as beneficiaries and participants in the project?
- Have both women and men been considered in determining the aims of the project?
- Will both women and men participate in the project aims and activities? Has particular attention been paid to the participation of women? (In some cases, for example in health and reproductive health projects, it may also be necessary to take extra care that men participate.)
- Have gender-disaggregated indicators been drawn up for use in monitoring and evaluation such that they can be used to follow the participation of women and men in the project and its results?
- Are the project's aims clearly linked with cost budgets? Have separate resources been reserved and earmarked for the participation of women?
- Has attention been paid to gender equality issues in the job descriptions and remunerations of project workers, outside consultants and appraisers?

V 5. Financing the project

Aim of this section: You learn to understand that gender perspective must also be clearly evident in budgets and cost estimates.

Project finance involves a duty to promote gender equality

The financing of the project is naturally one of the cornerstones of the project plan. The great majority of Finnish NGOs obtain most of their project finance from the

Department for Development Policy of Finland's Ministry for Foreign Affairs. Many have also applied for European Commission support for their development cooperation projects. As the "Strategy and Action Plan for Promoting Gender Equality in Finland's Policy for Developing Countries 2003-2007" makes clear, the Ministry for Foreign Affairs requires an explanation of gender equality impacts and of the activities undertaken to promote gender equality in all applications for project finance. In that way the NGOs fulfil for their part, too, the obligations of international agreements and action plans and can at the same time improve the quality of their own work and the sustainability of development cooperation.

Gender aspects in budgets

Budgeting is an important part of any project plan. With regard to gender perspective it is important that cost estimations include resources reserved for all the activities that promote gender equality and empower women. Remember that if activities are to have gender-related impacts of any kind this must be reflected in the investments – and vice versa. Remember, too, that gender analysis is itself a part of the project planning and implementation costs, even if not a very big one. If your organisation or your partner organisation needs special gender equality training, that too is a significant item in the cost estimates.

With regard to project workers' wages and salaries remember that everybody must receive the same pay for the same work, irrespective of gender. Daily expense allowances and other employee benefits must also be distributed equally to men and women both in your own organisation and in your partner's. You should also make sure that both women and men take part in travel, training, visits, and other activities connected with the project.

Basic gender perspective challenges

Project finance

Ensure that resources are reserved in the budget in any case for:

- Gender analysis (collection and analysis of information)
- Particular activities for promoting gender equality
- Gender equality training
- Equal pay and coverage of expenses for women and men

V 6. Implementing and monitoring the project

Aim of this section: You learn basic matters concerning the importance of different groups participating in implementing a project, and the use of gender-related indicators in monitoring the project's progress.

Basic concepts in this section: Indicators, positive attitudes to gender equality

Indicators describe changes

The use of indicators is an integral part of monitoring and evaluating projects, but you must design them already at the planning stage. During the period in which the project is being implemented and monitored, the indicators help you see whether the project has carried out the planned activities, achieved the expected results, and advanced towards its goal. Realisation of the gender equality perspective is monitored either by special indicators for measuring and/or describing the advance of gender equality and the empowerment of women or by means of gender-disaggregated indicators.

For the indicators to be of use to the project they must measure or describe the changes that have been achieved in some relevant respects. In order to show a change there must be a clear baseline before the project starts. Information must therefore be collected right at the beginning of the project in order to specify the baseline. (You can find ways of collecting such information in the section on *tools*.) This information is obtained according to the sources and procedures specified for each indicator. These sources and procedures may consist of statistics or research results that are already available, or of studies, observations and analyses carried out by your own organisation or your partner's. It is always good to check whether there is any material your project could use that is already available from local or international organisations working in the area, or from UN organisations, national or local authorities, or other individuals and organisations engaged in development cooperation. It could be difficult to find "ready-made" information at the community or village level but it is worth trying.

In any case it is important that your project and all the people involved in it have as much information as possible already before the project itself starts to be carried out so that operations move in the right direction and answer the right needs.

Involve women and men in implementing the project

When carrying out the project and monitoring it you must make sure that both women and men participate throughout the whole of the project period. It is important that the project target groups are involved, not just as sources of information at the planning stage, but as participants on an equal level during the implementation of the project, making decisions as to what should be done within the project.

The participation of all beneficiary groups must therefore be monitored throughout the whole project life cycle. It can happen that a number of groups and individuals are present in the planning stage, but some fall away during the period of implementation. You must find out the reason for this.

- Has participation in the project proved too much of a burden for women who already work long days in any case?
- Have the other family or community members supported participation or opposed it?
- Does the project provide enough motivation and are its goals clear for the participants?

- Does the project respond to the needs of different groups, such as, for example, men's needs in a project to combat HIV/Aids?
- Has the operating environment in the area or the community changed as a result of changing infrastructure, know-how, or political or economic circumstances?

Remember, too, that mere participation in implementing a project is not necessarily a sure guide as to who makes the decisions about the project. Participation must not mean just providing labour. And even though, for example, a project's administration may have been given to a community of women and men to look after, it is not always self-evident that all of them can make decisions about matters. Your organisation and your partner's are responsible for the project and you must pay continuous attention to how it is managed and how decisions are made. Who makes decisions about what the beneficiaries' opinion really is?

A positive attitude to gender equality is the most important tool for carrying out a project

The attitude that project workers themselves take towards gender equality is one of the most important factors in implementing a project as far as promoting gender equality is concerned. Even if the project's goals and intended results are good and correspond well to the gender-related needs of women and men, the roles of the project workers and supervisors are still decisive. It is their attitudes and mindsets that finally determine how people talk about gender equality issues, and when and with whom, and how well the aims and results are achieved. Attitudes and the general level of know-how can indeed be influenced through training. It may well be useful to discuss with the project workers and/or the voluntary workers as to their need to take part in gender equality training.

Time must be reserved for specific gender equality work

The work plans for project workers must include tasks for promoting gender equality that are linked to goals and specific operations. Time for performing these tasks must also be earmarked in the work plans. What will be done in the project, and how the time is allocated, is normally seen most clearly in the actual work plans for each year. The same considerations also apply to the budget for the project.

Equal pay for work of equal value

Gender inequalities can be seen all over the world in the inequalities of wages and salaries. There is not a single country in which women and men are paid the same in all professions for work of equal value. Wage equality is nevertheless an important question of human rights, just like gender equality. In development cooperation projects that try to promote gender equality women and men receive the same wages for work of equal value. This equality in development cooperation also concerns other employment benefits, such as daily expense allowances, travel, visits, training opportunities and so on. Make sure that women and men take part equally.

Basic gender perspective challenges

Implementing and monitoring a project

- Monitor the project's accomplishment of its gender equality goals together with your partner organisation with the help of special indicators that measure or describe gender equality, or by using gender-disaggregated indicators.
- Ensure that the women and men in the beneficiary groups take part in the implementation of the project throughout the whole project period.
- Discuss with the project workers and voluntary workers about their attitudes to the status of women and men and how they relate to gender equality issues.
- Ensure that the tasks specifically involved from a gender perspective are included and accounted for in the project workers' work plans.
- Ensure that the women and men employed by the project receive the same pay and benefits for the same work.

V 7. Evaluating a project

Aim of this section: You learn to understand the importance of gender equality skills in project evaluation.

When planning a project evaluation it is extremely important to take into consideration the gender equality expertise of the people who will make the evaluation, and to specify the gender perspective aspects very clearly in their terms of reference. This must be done to ensure that the evaluation examines the project with regard to women and men and gender equality.

You must think about what kind of evaluation, and what kind of evaluators, would be most appropriate for the project. One possible alternative from a gender equality perspective would be to recruit a representative of a local women's organisation who knows about gender equality matters to the evaluation team. Women's organisations often have wide experience and understanding of gender equality issues in their own countries.

It is important that throughout the whole project cycle close attention is paid to everything that has been decided to be done in the project with regard to promoting gender equality and improving the status of women, and full records must be kept in this respect. The formulation of aims and intended results and the creation of indicators measuring and/or describing them are especially important for the purposes of evaluation. Measurement and/or description of the baseline at the start of the project is also fundamental. Only in this way can a real evaluation be made of the project's quality in promoting gender equality and the impacts it has had on gender issues.

And still another thing: the results and findings of the evaluation should not just end up in some file in your organisation's office. By making use of the lessons that have been learned from your own project in particular, whether they involve good results and impacts or obstacles and problems, you can learn to carry out still better development cooperation, of higher quality and still more favourable to gender equality.

EXERCISE

If your organisation, or some other organisation you know, has carried out projects that have been evaluated, it is well worthwhile to have a close look at the evaluation results. Pick up an evaluation report and find the answers to the following questions:

- Has the promotion of gender equality and the empowerment of women been included in the project's aims and in its operations?
- If it has, does the evaluation report deal with the achieving of the aims?
- If there was no gender equality perspective in the project, has its absence been remarked in the evaluation report?
- Does the report comment on the project's impact on the status of women or the promotion of gender equality?
- Does the evaluation report say how the different stakeholder groups have participated in planning the project and carrying it out?
- Have the respective participations of women and men been pointed out in the report?
- What questions would you yourself have put if you had been evaluating the project?

Basic gender perspective challenges

Evaluating a project

- Try to ensure that a comprehensive number and range of aims, results, and indicators for them is created already in the planning and implementation stages so that they can be used in the evaluation stage to measure and/or describe the project's ability to promote gender equality.
- Ensure that the teams or individuals carrying out the evaluation pay close attention to gender equality when evaluating the project.
- Learn from the evaluation results and share your experience with other organisations!

VI What is the least you can do to include a gender equality perspective in your project?

Perhaps by now you have some sort of picture of what can be done to take the gender perspective into account in projects. The promotion of gender equality in development cooperation projects is a long process in which there are many different stages and alternatives. On the other hand this process offers a wealth of opportunities from which every organisation can choose exactly the ones that are appropriate for its resources at any given moment. The key thing is to remember the goal of reducing gender inequality in all development cooperation and to create quantified goals for your own activities. Not everything can be changed at once and to change peoples' attitudes especially requires a lot of time and patience. Even so it is important to determine goals and operations aimed at gender equality, small as well as large!

Perhaps, too, your own organisation has already been engaged in project work that involved a gender equality perspective, at least to some extent. You may have planned a project in cooperation with different groups and noticed differences amongst different partners or beneficiaries in different roles and tasks. Some organisations are already further ahead than others and may well have also conducted gender analyses and taken the significance of gender into account at all stages of their projects.

In any case it is important to review what you have already done in your organisation and benefit from your skills and experience in the future. Including gender equality perspective in a project does not necessarily mean making excessively great efforts but being systematic and analytic in your work.

The personal attitude of every person working in development cooperation is decisive. If you think gender equality is a human right and an important goal in all walks of life, you will find its inclusion as a theme in development cooperation motivating and interesting.

Remember, however, that paying attention to the gender perspective in all projects is also obligatory for Finnish NGOs because both Finland and our partner countries are committed in international agreements to promoting human rights and gender equality. The promotion of gender equality is also a fundamental precondition for high-quality and sustainable development cooperation. Development cooperation that does not pay any attention to reducing gender inequalities cannot be recommended.

Every NGO should start to include a gender perspective in its operations if this has not yet been done. You could start, for example, by deciding that your organisation will fulfill the following minimal requirements as soon as possible:

- Information concerning the project and the project area is gender-disaggregated.
- During the project planning and implementation, representatives of your organisation and of your partner's discuss with, and listen to, both women and men from the beneficiary groups.
- Your organisation's project workers and voluntary workers examine their own personal attitudes to gender equality (refer, for example, to Exercises III 1 and IV 1)
- The project goal is such that it promotes gender equality, or at least that it does not increase inequality.
- The work plans of project workers and voluntary workers, and short-term consultants, facilitators and other parties involved, all include the promotion of gender equality in their specifications of tasks.

Checklist for project visits

1. Make sure that as far as possible that both women and men are included as representatives of your organisation on project visits.
2. Always speak with both women and men about project-related matters.
3. When planning a project set aside enough time for gathering the knowledge, experiences, opinions and expectations of as many different groups in the local community as possible. The respective experiences of men and women can be very different and can also vary between different reference groups (according to age, ethnicity, social status, education, profession, etc.)
4. Learn to understand the gender-related division of tasks in the local community where you are working. Pay attention to household and family work, productive work, and community work. Who does what? Who owns what? Who has the right to use what?
5. Discuss with your partner organisation as to whether women and men should take part in planning meetings together or whether it would be easier for them to express their views if separate meetings are held.

6. As well as discussing the project's own particular themes with the participants, talk with them about other problems, too, such as possible inequality and its causes.
7. In the country where your project operates there are certainly NGOs that work to improve the status of women and promote gender equality, many of them women's organisations. Find out where they are operating and contact them. Women's organisations are often prime sources of information about gender equality issues in their own countries and can perhaps help projects with gender equality aims, insofar as their resources permit.
8. Make sure that the information you obtain from the community and other sources is put to good use in your project planning and implementation.
9. Make sure that both women and men take part in project implementation and monitoring.
10. When the project is evaluated make sure that the people doing the evaluation pay proper attention to gender equality issues in their work and their report.

VII Gender equality in the organisation

Aim of this section: You learn to recognise your organisation's strengths and weaknesses in gender equality work.

Basic concepts in this section: gender equality, mainstreaming gender perspective, positive attitudes to gender equality

Importance of the organisation's approach to gender equality

The gender equality perspective in development cooperation is not only important for the project itself and for the project area in the South, but is also necessary in NGOs' own internal organisational structures. It is essential that the NGO or other organisation that is responsible for managing a project has a positive attitude to gender equality. The personal attitudes of every individual within the organisation to the importance of gender equality have decisive effects on the quality and sustainability of development cooperation.

An organisation's own internal practice with regard to the roles of women and men can also be an obstacle to the reduction of inequality in the projects themselves. It can happen that men and women both take part in activities but the women are not in decision-making positions or their suggestions are ignored when decisions are made. This sort of inequality appears both in Finnish organisations and in their partner organisations in the South. When starting cooperation it is good to clarify how decisions are made and tasks divided both in your own and in your partner's organisation, and what significance gender has within the organisations' activities. Remember that gender equality does not just concern the relative numbers of men and women. Pay attention to the internal effects of gender on work and in the work place.

All of us together or a single expert?

A common commitment to mainstreaming the promotion of gender equality is not always self-evident in everyday work. Gender equality matters are not always seen as being everybody's task and focus of attention, but are often thought of as a separate area of responsibility. Practical experience also shows that when organisations do appoint someone to be responsible for gender equality matters, that person is often a woman who is young in both years and seniority and so is thought "suitable" for the purpose. And just as often organisations do not appoint anyone at all to take responsibility for gender equality issues.

It is important to mainstream gender equality thinking throughout the organisation and in all its activities. On the other hand, internalising gender perspective in the organisation also calls for special skills and it is good to have somebody who can work to guide and facilitate mainstreaming. This justifies the individual appointment of a gender equality specialist, or even a specialist group, within the organisation. At the same time all the members of the organisation must promote gender equality in and through their own work. The leaders of the organisation play a key role in making the promotion of gender equality a priority. They must show in their own actions and attitudes that promoting gender equality is a matter of deeds, not just words.

Is gender equality in the workplace just a dream?

Gender equality in the workplace can be expressed in many ways and at many levels. In the first place gender equality, or the lack of it, is revealed in the attitude of the organisation towards the people in the workplace community. When there is gender equality in the workplace, the differences between and amongst women and men are valued and encouraged. Women and men are not quantitative representatives of particular quotas in various jobs and positions, but gender equality can be clearly seen as the resolute wish of the organisation's leaders as a policy and as a goal. One expression of such a driving vision is equal pay for women and men, another is the equal division of responsible tasks. In a workplace with gender equality it is not only the women who do the work and not only the men who are managers. When there is gender equality in the workplace decisions are made as democratically as possible. Gender equality can also be seen in taking a positive attitude to combining work and family life for both men and women. Gender equality includes the appreciation of differences and does not mean forcing everyone into the same mould. The appreciation of differences is a particularly important aspect for everybody who works in organisations engaged in development cooperation, where issues, aims and tasks often have to be examined from very different points of view, for example because of cultural differences.

EXERCISE

The following hints can help you in your own organisation:

- **Commitment!** The first requirement of long-lasting and successful gender equality work is the commitment of workers and managers to promoting gender equality. This commitment must be in deeds as well as in words.

- **Training!** The first step is often to change the attitudes and behaviour of project workers and managers so they become more favourable to gender equality. Possession of the skills required for promoting gender equality in practice is also essential. Attitudes and skills can be learned with the help of gender equality training, both in the South and in the North.
- **Knowledge!** The significance of gender roles in working life can be learned by obtaining gender-disaggregated information about the organisation's working environment and the roles of its stakeholder groups. How do women and men behave? Who decides? Who does things? Who can provide feedback?
- **Discuss!** Gender equality and its promotion in all activities will be a fundamental theme in working with the partner organisation; positive attitudes and knowledge will be required at all levels. In this respect, too, it is important to know the working environment of the partner organisation.
- **Openness!** Gender equality must be the common objective for everybody. Share your knowledge and experiences freely and openly with your partner organisation and with other organisations. Say what you think and what your position is in the organisation.
- **Make it official!** Changing the organisation's official policy to make it more favourable to gender equality is also a worthwhile goal. To achieve permanent change also means changing individual attitudes.
- **Be prepared for resistance to change!** Remember, and remind others, that gender equality is a matter of human rights and that promoting gender equality enables more sustainable and higher-quality results in development cooperation.
- **Allow time for change!** Promoting gender equality requires patience, realism and flexibility. Attitudes and ways of behaving cannot be changed overnight. You cannot expect your partner organisation to work on a faster schedule than your own.
- **Talk to the institutions that finance the activities!** You must also explain to the people and organisations that provide finance about the stage that has been reached in promoting gender equality. Financial institutions must also be able to assess whether they are willing to support a persistent but time-consuming process.

APPENDIX 1: More tools

Gender analysis requires information to be collected about the women, men, girls and boys that the project affects. There are many different ways of gathering such information. It can be done, for example, through interviews, observation, participatory group work and discussions, informal conversations, and so on. The information that is obtained must also be analysed so that it can be useful for planning and the project and carrying it out.

On this page you can find links and suggestions for reading that provide different gender analysis tools to help you collect and analysis information. Although the tools you find below are often designed for bigger development cooperation projects, particularly in the case of the internet links, you can nevertheless put the information to good use in smaller projects as well. The tools can be combined and adapted for your own needs.

“Navigating Gender”, a publication of Finland’s Ministry for Foreign Affairs in 1999, puts forward three particular tools to use in making a gender analysis.
http://global.finland.fi/julkaisut/taustat/nav_gender/index.html

The gender equality training pack of the International Labour Organisation (ILO) contains some very important gender analysis tools in the form of tables. They can be used to help in arranging and analysing the information collected.
<http://www.ilo.org/public/english/region/asro/mdtmanila/training/unit1>

The World Bank has two toolkits, for gender analysis of agricultural and water projects. From these you can get suggestions for data collection and gender analysis.
<http://www.worldbank.org/gender/resources/agtlkit.pdf>
<http://www.worldbank.org/gender/resources/wstlkt4.pdf>

The UNDP gender equality pack includes examples of questions that can arise in gender analysis during the project cycle.
<http://www.undp.org/gender/capacity/>

In participatory development cooperation it is essential that the project’s target groups, the people whose lives are expected to improve in the end result, take part in determining the operational procedures at the different stages of the project. Participation can take place in many ways, depending on the project’s quality, duration and aims, and the circumstances surrounding it. The starting point of participatory development cooperation planning is respect for the traditions of the local people in the developing country and for local knowledge born of experience. Participation does not come about because the organisation carrying out the project arranges it so that people can influence its form or take part in its implementation. Instead the whole framework is changed so that the people themselves determine and decide about matters. Participation is thus an important process in itself.

There are many participatory approaches, including Participatory Rural Appraisal (PRA), Training for Transformation (TfT), and Participatory Learning and Action (PLA)). Tools available vary from theme mapping to resource analysis and drama-

based exercises. Literature about participatory procedures that you can make use of in gender analysis include:

Laitinen Hanna: Kenen ehdoilla? Osallistaminen kehitysyhteistyössä. Kepa ry, 2002. (In Finnish)

Laitinen, Hanna; Voipio, Timo; Grönqvist, Maria: Yhteisön ääni. Osallistavien menetelmien opas. Kehitysyhteistyön Palvelukeskus ry, 1995. (In Finnish)

Chambers, Robert: Participatory Workshops. A sourcebook of 21 sets of ideas and activities. Earthscan Publications. London 2002.

Chambers, Robert: Whose Reality Counts? Putting the first last. ITDG Publishing. London 1997.

Slocum, Wichhart, Rocheleau, Thomas-Sleyter (ed.): Power, Process and Participation. Tools for Change. ITDG Publishing. London 1995.

Mikkelsen Britha: Methods for Development Work and Research. A Guide for Practitioners. Sage Publications. New Delhi 1995.

APPENDIX 2: Links

International agreements binding Finland and the great majority of cooperation countries include:

The Platform for Action of the UN's 1995 Beijing World Conference on Women:
<http://www.un.org/womenwatch/daw/beijing/platform/>

Website of the Beijing Conference's follow-up meeting, "Beijing+5":
<http://www.un.org/womenwatch/confer/beijing5/>

UN Convention on the Elimination of All Forms of Discrimination Against Women:
<http://www.un.org/womenwatch/daw/cedaw/>

Programme of Action of the UN's Cairo International Conference on Population and Development:
<http://www.unfpa.org/icpd/index.htm>

Development Goals of the UN's Millennium Declaration:
<http://www.un.org/millenniumgoals/index.html>

OECD / DAC Guidelines for Promoting Gender Equality:
<http://www.oecd.org/dac>

Information about gender equality and women's rights on international NGO websites:

<http://www.un.org/womenwatch/>
<http://www.undp.org/gender/>
<http://www.awid.org>
<http://www.worldbank.org/gender>
<http://www.cedpa.org>
<http://www.oxfam.org.uk/policy/gender/links.htm>

The Canadian International Development Agency gender equality website has a lot of material about gender analysis and links to different gender equality publications:
<http://www.acdi-cida.gc.ca/equality>

The Swedish International Development Agency's gender equality programme:
<http://www.sida.se/Sida/jsp/polopoly.jsp?d=192>

The Institute of Development Studies in Sussex has Eldis and Siyanda sites with a lot of country and theme information, links, publications and discussion forums, including gender equality in development:
<http://www.eldis.org/gender/>
<http://www.siyanda.org/>

The ILO's site has a practical training pack for gender equality in development cooperation:
<http://www.ilo.org/public/english/region/asro/mdtmanila/training>

The Engender Health website's practical training pack concerns sexual and reproductive health and rights:
<http://www.engenderhealth.org/res/onc/index.html>

Some Finnish links about gender equality and women's rights in development cooperation:

Department for Development Policy of the Ministry for Foreign Affairs of Finland:
<http://global.finland.fi/gender/>

Finland's Unifem:
<http://www.suomenunifem.fi/>

Finnwid – Finnish Women in Development
<http://www.saunalahti.fi/finnwid/>

KEPA - Service Centre for Development Cooperation:
<http://www.kepa.fi/teemat/tasa-arvo/>

Mainstreaming gender equality as a part of the Government of Finland's gender programme:
<http://www.eurofem.net/valtavirtaan>

Finland's Council for Equality, Ombudsman for Equality, and Gender Equality Unit:
<http://www.tasa-arvo.fi/>

Gender equality tool pack from the Office of Finland's Ombudsman for Gender Equality:

<http://www.tasa-arvo.fi/julkaisuja/tyokalupakki.html>

Amnesty International's Finnish branch – Women's rights group:

<http://www.amnesty.fi/akkaryhma/>

The "maailma.net" portal also contains gender equality information in Finnish:

<http://www.maailma.net>

Appendix 3: Sources

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www.eurofem.net/valtavirtaan

<http://www.undp.org/gender/>

<http://www.ilo.org/public/english/region/asro/mdtmanila/training>

<http://www.acdi-cida.gc.ca>

<http://www.awid.org>

<http://www.engenderhealth.org>