| REPORT 2005:1 | Ex-Ante Evaluation of Finnish Development Cooperation in the Mekong Region |
| REPORT 2004:4 | Refocusing Finland’s Cooperation with Namibia |
| REPORT 2004:3 | Evaluation of the Development Cooperation Activities of Finnish NGOs and Local Cooperation Funds in Tanzania |
| REPORT 2004:2 | Evaluation of Finland’s Development Cooperation with Bosnia and Herzegovina |
| REPORT 2004:1 | Evaluation of Finnish Education Sector Development Cooperation |
| REPORT 2003:3 | Label Us Able – A Pro-active Evaluation of Finnish Development co-operation from the disability perspective |
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| REPORT 2002:2 | Evaluation of the Bilateral Development Cooperation between Mozambique and Finland |
| REPORT 2002:1 | Evaluation of the Development Cooperation Programme between Nepal and Finland |
| REPORT 2001:9 | Evaluation of the Bilateral Development Co-operation between Finland and Zambia |

| REPORT 2005:4 | Gender Baseline Study for Finnish Development Cooperation |
GENDER BASELINE STUDY FOR FINNISH DEVELOPMENT COOPERATION

By
Maija Sala Tsegai
Una Murray

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2005
Photo on the cover: Kari Rissa
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ABBREVIATIONS

AUSAid Australian aid agency
CEDAW Convention on the Elimination of All Forms of Discrimination against Women
CTA Chief Technical Adviser
DAC Development Assistance Committee
EC European Commission
EFA Education for All
EU European Union
FOMEVIDAS Rural Development Strengthening and Poverty Reduction Programme in Boaco and Chontales provinces in Nicaragua
GAD Gender and Development
GAP Gender Action Partnership
GDI Gender Development Index
GEM Gender Empowerment Measure
GoF Government of Finland
HPWSCO Haiphong Water Supply Company
INIM Nicaraguan Women's Institute under the Ministry of Family
JFA Joint Financing Arrangement
MDG Millennium Development Goal
MFA Ministry for Foreign Affairs (of Finland)
NCFAW National Committee for Advancement of Women (ref. Vietnam)
NFP-ISP National Forest Programme Implementation Support Project (in Tanzania)
NGO Non-Governmental Organisation
OECD Organisation for Economic Co-operation and Development
OVI Objectively Verifiable Indicator
PARPA Action Plan for the Reduction of Absolute Poverty (in Mozambique)
PPA Participatory Poverty Assessment
PROGESTION Municipal Management and Local Development Strengthening Programme
PRSP Poverty Reduction Strategy Paper
PYM (Paikallisen yhteistyön maararaha (Local Co-operation Funds)
RWSEP Rural Water Supply and Environment Programme in Amhara Region
SADC Southern African Development Committee
<table>
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<tr>
<td>SARED</td>
<td>Health Programme in Nicaragua financed by Finland</td>
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<td>SDC</td>
<td>Swiss Development Co-operation</td>
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<td>SEAM-N</td>
<td>Strengthening of Environmental Administration and Management at the Local Level (in Nepal)</td>
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<td>SIDA</td>
<td>Swedish International Development Agency</td>
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<td>STAKES</td>
<td>National Research and Development Centre for Welfare and Health (in Finland)</td>
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<td>SWAP</td>
<td>Sector Wide Approach</td>
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<td>TA</td>
<td>Technical Assistance</td>
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<td>TOR</td>
<td>Terms of Reference</td>
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<tr>
<td>UN</td>
<td>United Nations</td>
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<td>WAO</td>
<td>Women's Affairs Office (in Ethiopia)</td>
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<td>WEEF</td>
<td>Women's Equality and Empowerment Framework</td>
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<tr>
<td>WHO</td>
<td>World Health Organisation</td>
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<tr>
<td>WID</td>
<td>Women-in-Development</td>
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<tr>
<td>WSDMMP</td>
<td>Water Supply, Drainage, Sewerage and Sanitation Management Programme in Haiphong</td>
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<tr>
<td>WSPST</td>
<td>Water and Sanitation Programme for Small Towns (Vietnam)</td>
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<tr>
<td>HPWSCO</td>
<td>Haiphong Water Supply Company</td>
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SUOMENKIELINEN TIIVISTELMÄ

1. Selvityksen tavoitteet

Tämän selvityksen tarkoituksena on tarkastella sukupuolten tasa-aron toteutumista ja sukupuolinenäkökulman valtavirtaistumista suomalaisessa kehityspoliitikassa ja -yhteistyössä. Samalla se toimii vuonna 2003 valmistuneen Sukupuolten tasa-aron edistämisen strategian ja toimintaojelman tilannekartoituksena.


2. Selvityksen tulokset

2.1 Positiiviset asenteet ja johdon tuki


2.2 Valtavirtaistaminen käytännössä epäselvää


Ministeriön tasa-arvostrategia perustuu ajatukselle sukupuolinäkökulman valtavirtaistamisesta kaikkeen kehityspoliitikkaan ja -yhteistyöhön. Noin puolet kyselyyn vastanneista tiesi, mitä valtavirtaistaminen tarkoittaa, mutta enemmän kuin puolet ilmoitti epävarmuutensa siitä, miten valtavirtaistamista tulisi edistää käytännössä.

Naiset ja kehitys (Women in Development) ja Sosiaalinen sukupuoli ja kehitys (Gender and Development) -lähestymistapojen erilaisuus on jäänyt monille epäselväksi. Selvityksen mukaan monissa hankkeissa ja ohjelmissa noudatetaan edelleenkin naiset ja kehitys-ajatteluun perustuvaa suunnittelua. Tämä kuitenkin johtaa siihen, että tasa-arvoasiat helposti eristetään omaksi (nais-)-komponentiksi, tai esimerkiksi projektiyksikön sisällä erilliseksi osaksi, sen sijaan

1 PYM = Paikallisen yhteistyön määräraha
että ne nivoutuisivat oleelliseksi osaksi kokonaisanalyysia ja nostettaisiin esiin jokaisen relevantin teeman kohdalla. Tasa-arvoasioiden erottaminen erilliseksi komponentiksi marginalisoi ne ministeriön keskeisistä toiminnosta ja päätavoitteista. Noin 40 prosenttia virkamiehistä arvioi, ettei tasa-arvoa käsitetty riittävästi sektori- ja budjettituen tai yhteistyöneuvotteluiden yhteydessä.


Selvityksessä ehdotetaan, että valtavirtaistamisen lisäksi Suomi selkeyttäisi omat tasa-arvo tavoitteensa ja pohtisi, mitä konkreettisia tasa-arvotavoitteita Suomi asettaa kunkin maan yhteistyölle. Tässä yhteydessä maastategioiden luominen voisi helpottaa tavoitteiden asettamista pitkäaikaisen yhteistyömaiden osalta.

2.3 Hankedokumenteissa ei selkeitä tasa-arvo tavoitteita


2.4 Puutteelliset resurssit ja vastuumekanismit


Selvitys toteaa, että mekanismeja, joilla varmistetaan, että henkilöstö kantaa vastuuta tasa-arvoasioiden edistämisestä tulisi ministeriössä vahvistaa. Tasa-arvokysymysten integrointi mi-
nisteriön toimintaan on pitkälti yksilöiden hyväntahdon, tietotaidon ja motivaation varassa eikä instituution sisään rakennettuna, systemaattisena prosessina. Ei ole olemassa esimerkiksi selkää ohjetta tai käytäntöä siitä, miten tasa-arvokysymysten edistymisestä tulee raportoida esimiehelle. Yli 80 prosenttia vastaajista totesi, että he raportoivat tasa-arviosoihin asioista vain harvoin tai ei koskaan. Työnarviontien yhteydessä ei yleensä oteta huomioon sitä, miten hyvin henkilö on edistänyt tasa-arvosaihtia.


2.5 Kouluutus, ohjeistus ja kapasiteetin nostaminen


Monet aiemmin tehdyistä ohjeista ja materiaaleista ovat vanhentuneita. Tasa-arvo-ohjeistus kaipaa uusimmista myös sitä, että olemassa olevat oppaat eivät ota huomioon tärkeitä tukimuotoja, kuten esim. budjettitukea ja sektori-ohjelmia. Selvityksessä esitetään, että kehitettäisiin tasa-arvon suunnittelua ja tarvittavat tukimuotoja kysyä esim. budjettimuotoja, kuten mm terveysryhmä, hallintoyhteistyö, maatalous ja maaseudun kehitys.

Olemassa olevia kansainvälisiä materiaaleja kannattaisi hyödyntää entistä enemmän. Viime vuonna valmistuneen budjettitukiosa on valtavirtaistettu ja tarvittavaa tukimuotoa kuitenkin kallista. Sektoritukiosa on tarvittavaa tukemiselle yhteistyöllä asioiden ja arvopohjaisen tukimuodon yhteydessä.

EXECUTIVE SUMMARY

In 2003, the MFA adopted a Strategy and Action Plan for Promoting Gender Equality in Finland’s Policy for Developing Countries for 2003-2007, with the objective of fundamentally increasing the impact of Finland’s development initiatives. In order to promote effective implementation of the Strategy and Action Plan and to adopt a coordinated approach to gender equality, the Ministry of Foreign Affairs (MFA) decided to conduct a Gender Baseline Study. The overall objective of the study is to help operationalise the Strategy and Action Plan and establish the current status of gender mainstreaming in Finland’s development co-operation.

Finland, being one of the countries in the world where advancement of gender equality is relatively exemplary, potentially holds a comparative advantage in promoting gender equality through its development co-operation initiatives. The Baseline team agrees with the view expressed in one of the reviews on development co-operation: “The issue of gender in development is a new phenomenon in most developing countries and Finland, despite its explicit reference to this in its development cooperation, is yet to show leadership and commitment to the integration of these issues in broader economic, social and cultural terms”.

The attitudes towards gender equality in development co-operation of the MFA were found to be very positive. Particularly young staff appears to take for granted that gender equality is an important development issue. The current situation provides a fertile ground on which to build upon. There was also strong support for the relevance of gender mainstreaming within MFA activities.

Nearly all Questionnaire Survey respondents appear to be aware of the phrase ‘gender mainstreaming’ and understand what it means, yet over half of respondents expressed their uncertainty on how to actually mainstream gender. Although aware of the phrase gender mainstreaming, most of the development initiatives reviewed still tended to adopt a Women-in-Development (WID) approach instead of the Gender-and-Development (GAD) approach. A GAD approach is promoted through the Gender Strategy and Action Plan. In documents reviewed, gender is nearly always mentioned, but any elaboration on gender equality issues is often contained in a separate section, rather than integrated or ‘mainstreamed’ throughout the documents. It was also noted that gender issues can be routinely excluded from key areas of MFA development activities. Over half of MFA officials indicated in the Questionnaire Survey that gender issues are typically not included in such development dimensions as sectoral support, budgetary considerations, political deliberations and country negotiations.

It was noted that in the MFA, gender mainstreaming is left, to a considerable extent, to the personal interest and good will of individual staff members. This does not promote the institutionalisation of gender mainstreaming. For example, there seems to be no laid-down requirement for MFA-related staff to report on their integration of gender issues to their supervisors. Over 80% of respondents indicated that they rarely or never do such reporting. In-built mechanisms for monitoring of gender mainstreaming within MFA activities require much more attention.

1: Improving Effectiveness of Finnish Development Cooperation Perspectives from the South, May 2003.
There is good support for the Gender Strategy and Action Plan by MFA staff which however, in terms of implementation is undermined by inadequate financial and human resources, as well as inadequate accountability. Despite the support for the Strategy and Action Plan, it does not appear to be widely consulted.

Task/job descriptions for consultants and technical contracts do not systematically include gender equality issues. Although gender is nearly always mentioned somewhere in Terms of Reference (TOR), what exactly is expected by the MFA is not specified. This is often the case also for management related task descriptions, where the ability to manage the process of integrating gender into the projects is critical.

Gender training pays off and much has already been achieved in relation to capacity building. While capacity is reportedly strong within the MFA regarding gender mainstreaming, there remains a significant proportion of MFA-related staff that requires skill-base strengthening in terms of gender mainstreaming across a range of areas. Key capacity building needs are related to gender concepts and gender mainstreaming in practice, but also to integrating gender into sectoral support, budgetary considerations, political deliberations and country negotiations. In future, capacity building needs to be tailored to the requirements of the individuals and units.

During the Baseline Survey interviews, several MFA staff proposed that Finland should start preparing country strategies, at least together with the eight long-term partner countries. From gender point of view this could have the benefit of strategically determining together with the partner countries what is to be achieved in terms of gender equality. Therefore, the Baseline team proposes that the MFA would consider introducing Country Strategies.

The MFA does not currently have practical gender mainstreaming checklists for the major sectors it is involved in, such as for health, education, good governance, agriculture and rural development. The need for providing more practical gender related materials was noted throughout the different components of the Baseline Study. A compendium of fact sheets and checklists on sectoral gender related topics should be prepared and made easily available to relevant staff in MFA, Embassies, consulting firms, NGOs and projects/programmes.

There are several Gender Focal Points nominated in the MFA, the Embassies and projects/programmes. They present a valuable institutional resource in enhancing gender mainstreaming. Advantage should be taken of this network, and it should be further coordinated by the Gender Adviser. New Gender Focal Points should be nominated in relevant teams/projects/programmes where this has not yet been done, especially in the larger development initiatives in the eight long-term partner countries. TORs for Gender Focal Points should be developed so that all are clear regarding their duties, and they receive recognition for what they do.

The Gender Adviser needs to annually undertake four missions to the selected long-term partner countries in order to support the Embassies, projects, programmes and budget support at a hands-on detailed level together with national consultant(s). The starting point could be the four countries where the need is greatest. This arrangement would require revising the Gender Adviser’s task priorities.

In order to improve the quality of project/programme documentation, it is recommended that those commissioning project/programme preparation should give more consideration to the time and resource requirements for gender mainstreaming. The gender-related goals and objectives should be more clearly stated and information on gender equality systematically followed through in the logical framework, with gender disaggregated indicators for the overall objectives, project/
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programme purpose, results and activities. This applies as well to the final project/programme documents prepared during an inception/start-up phase, equally requiring human and financial resources.

According to the Questionnaire Survey, NGO staff appears to be doing well regarding training in gender mainstreaming, perhaps because of the excellent MFA NGO Unit on-line gender mainstreaming capacity building package. However, NGOs, for some reason, do not apply the guidance given in the information pack in their actual project applications. NGOs should improve in this area. More hands-on exercises are needed for NGOs to enable them to mainstream gender in practice. Modification of gender related questions in the application form for NGOs could also improve gender mainstreaming in the proposals.
1. INTRODUCTION

1.1 Background

Finland has a long tradition in promoting Women-in-Development and gender equality in development co-operation. Its importance, as one of the main goals, is highlighted in the various Finnish development co-operation policy documents and strategy papers. The continued commitment towards gender mainstreaming has been reaffirmed in the White Paper on Development Policy of the GoF as recently as in February 2004.

In 2003, the MFA adopted a Strategy and Action Plan for Promoting Gender Equality in Finland’s Policy for Developing Countries for 2003–2007\(^1\) with the objective of fundamentally increasing the impact of Finland’s development initiatives in the policy area of gender equality and women’s rights by the year 2007. While the long-term goal is gender equality, the strategy to achieve this is mainstreaming gender equality in the development initiatives. The prerequisite for the successful implementation of the Strategy and Action Plan is engagement and commitment of the concerned personnel involved in development initiatives.

1.2 Objectives of the study

In order to promote effective implementation of the Strategy and Action Plan and to adopt a coordinated approach to gender equality, the MFA decided to commission a Gender Baseline Study. The overall objective of the Gender Baseline Study is to help operationalise the Strategy and Action Plan in order to contribute towards improved gender equality and women’s empowerment in the partner countries. Therefore, it was necessary to establish the current\(^2\) status of gender mainstreaming in Finland’s development co-operation, and based on that, set up measurable and realistic targets for change.

The specific objectives of the baseline study were to:

1. Establish a sound, quantitative and qualitative baseline by assessing the current gender mainstreaming performance, focusing on the following:
   • Assessing the extent to which gender issues have been currently integrated in the on-going bilateral programmes, NGO-projects, budget and sectoral support, local cooperation funds, and country specific political dialogue;
   • Assessing the competence of the staff in MFA, Embassies, NGOs and consultancy companies for gender mainstreaming, and the relevance and adequacy of the existing policy guidance, guidelines and tools;
   • Assessing the effectiveness of the existing institutional arrangements, management level support and follow-up, accountability mechanisms and human resources, available for implementing the gender strategy.

---

1 Later referred as ‘the Strategy and Action Plan’, or ‘the Plan’.
2 The baseline refers only to the present situation, not to an earlier situation in Finland’s development co-operation when WID started taking root.
2. Develop a limited number of core quantitative and qualitative indicators (or other tools/systems) to be used for accurately measuring the changes over time and enabling comparisons to be drawn between the countries and different units.

3. Identify key opportunities, constraints and development needs for promoting gender equality in MFA and make recommendations for further improvement.

The full TOR are attached as Annex 1.

1.3 Methodology and implementation

The Baseline Study has been undertaken in accordance with the TOR during November 2004-January 2005 by two consultants, Una Murray, and Maija Sala Tsegai (the team leader). The team has utilised participatory self-assessment methodologies for studying how to operationalise the strategy.

The work involved the following steps:

• familiarisation with the work of MFA, and the most relevant documents;
• finalisation of methodology for the study;
• preparation of the Inception Report with a detailed work plan for the approval by the Steering Group;
• preparation and sending out survey questionnaires to the target group;
• analysis of relevant documentation;
• in-depth interviews of MFA staff in Finland;
• a half-day Gender Baseline Workshop in Helsinki for NGOs and consulting company representatives respectively, and a half-day Workshops in Nicaragua and Mozambique;
• in-depth interviews of selected Embassy staff, NGOs, implementing partners and agencies in Nicaragua, Mozambique and Vietnam;
• analyses of returned survey questionnaires, in-depth interview materials and information from Workshops;
• collation of the four parts of the analysis (documentation, questionnaires, interviews, workshops);
• development of core indicators, and formulation of recommendations;
• writing the draft Gender Baseline Study, and finalising it, based on comments.

The Baseline Study is a synthesis of all the methodological steps which have been undertaken. One of the overall findings is that the document analysis, interviews, workshop results and the survey results to a large extent appear to converge.

The team wishes to sincerely thank all those who contributed with valuable information, insights and recommendations. Special thanks go to the staff who allocated their time to interviews and organized workshops, meetings and prepared documentation for the study.

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3 The TOR did not cover multilateral co-operation, neither donor harmonisation.
Without the proactive enthusiasm of the Gender Adviser guiding the work, making relevant materials available, organising the programme and workshops, and continuously being available for comments and discussions, the team could not have been exposed to such a wide range of information sources and perspectives on gender equality mainstreaming in the MFA.

2. GENDER CONCEPTS

2.1 Gender, women, sex

“Gender” refers to the different norms and expectations attributed to men and women in different societies, the ways these shape relations between women and men, and the allocation of rights, roles, resources and decision-making powers. “Gender” and “women” are not interchangeable terms. Neither are “gender” and “sex”. The terms ‘Gender’; ‘gender equity’; ‘paying attention to gender issues’, ‘incorporating gender dimensions’ are mentioned repeatedly, and at times somewhat inaccurately, in many MFA development co-operation documents, including log frames, and annual work plans.

2.2 WID or GAD

“Gender issues are too often understood to relate to women's problems only”.

Survey Respondent

Finnish development co-operation initiatives that adopt a Women in Development (WID) approach are targeted at women and treat women as a separate and often homogeneous group. In contrast, Gender and Development (GAD) projects do not focus on women as an isolated group, but on the roles and needs of both men and women and how gender affects the distribution of resources between men and women. Hence projects that adopt a GAD approach move away from addressing women's issues in isolation towards involving men in the search for solutions to women's problems. Men often can constrain or expand women's options and hence should be involved in identifying problems and solutions.

GAD approaches include examining both men's and women's relations with institutions (such as the government, donors, NGOs, financing institutions etc.) and how their different relations with institutions affect the distribution of resources. The GAD approach also focuses on structures and rules that mitigate against women, leading to an unequal distribution of resources and power. GAD initiatives require inputs from both sides (donors and partners) in order to effect the changes needed to achieve greater equality between women and men.

Examples of documents that read as adopting a GAD and WID approach are outlined below:

Reading through the RWSEP programme document for Ethiopia, the approach taken appears to be GAD. One of the indicators for the successful achievement of the programme purpose is that communities are able to prepare participatory gender sensitive development

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4 Rural Water Supply and Environment Programme in Amhara Region, Phase III Ethiopia
plans. Another indicator is that there is gender equitable participation in fulfilling the Programme purpose. It is also outlined in the programme document that gender should not be seen as a separate component, but integrated in every activity undertaken.

In contrast, the wording in the Nicaraguan FOMEVIDAS Programme Framework Document would appear to adopt a WID approach. For example, on page 27 it states: “The Programme’s end beneficiaries will be the poor rural population… particular attention will be paid to problems that are specific to women”. In fact the Programme Framework Document for FOMEVIDAS presents an interesting case of women and gender issues being mentioned throughout, but not really mainstreaming gender issues into important other approaches of the programme, particularly in the Sustainable Livelihoods Approach.

In many cases the MFA is still using WID approach. This became apparent both in the interviews as well as in the desk review.

2.3 Goal and strategy

In the GAD approach which the Strategy and Action Plan reflects, the long-term goal is gender equality. This means examining how gender equality can be promoted through development initiatives. The strategy to achieve this is mainstreaming gender equality in development initiatives.

2.4 Ingredients of gender equality

A very practical way of identifying critical inequalities is to focus on three fundamental issues: differences in men’s and women’s access to basic rights, resources and decision-making powers.

“Though the support in these issues, there are still very ambivalent attitudes behind; instead of a real support and understanding, the reasons behind can be very different, e.g. a kind of Father Christmas mentality...” Survey respondent

2.5 Gender equality mainstreaming

“It is a different issue altogether to speak about the gender mainstreaming and, on the other hand, women in development; easier to target women, but there is lack of knowledge about the real gender issues.” Survey respondent

Incorporating a gender perspective is an analytic task. It requires an assessment of the way in which gender (among other factors) contributes to shaping a particular trend, problem, programme or potential policy outcome. It requires the use of gender as a category of analysis. Nearly all Questionnaire Survey respondents appear to be aware of the phrase ‘gender mainstreaming’ by now and understand what it means, yet over half of respondents expressed their

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5 Programme Framework Document February 2004 for FOMEVIDAS (Rural Development Strengthening and Poverty Reduction Programme in Boaco and Chontales) in Nicaragua
uncertainty on how to actually mainstream gender. However, a quarter of respondents lacked confidence in their abilities to incorporate gender issues in their work, particularly MFA officials in Helsinki and consultants to the MFA.

Language is a powerful tool for describing or misrepresenting reality. Thus it is necessary to more clearly spell out in all documentation what is meant by attention to gender issues and have clear indicators for this. Using nouns such as the ‘poor’, ‘youth’, ‘beneficiaries’ ‘farmers’ or ‘clients’ as a generic or neutral form often means women and other potentially marginalized groups are hidden by such language. Such an omission can unintentionally bias an emphasis on working with men.

When discussing the language used, it would be good to state that the documentation should be much clearer in terms of their strategies. They should not only state that both men and women should be involved, but state roughly the percentage of men and women to be involved in activities. This percentage should naturally be based on the actual poverty and situation analysis.

For example, in the programme documentation for the Water and Sanitation Programme for Small Towns (WSPST) in Vietnam (April 2004) terms such as “end beneficiaries”; “customer representation in the management boards” would be better stated as “male and female beneficiaries” or “the need for more female management board members”. In contrast, the overall objective for the FOMEVIDAS programme in Nicaragua specifies both women and men, rather than merely stating that the objective is to support the livelihood strategies of the poor.

Usually being more precise with terminology means more reference to women and girls rather than men and boys. The reason that gender analysis often results in more discussion of the constraints faced by women is because the problem that gender analysis highlights is inequality. Gender inequalities may manifest themselves in different ways in different countries or sectors (indeed there are also some examples where men bear the brunt of inequalities), but in most cultures there are clear patterns of lesser access by women to resources, opportunities, and decision-making. However this does not mean that gender analysis should focus only on women – rather it needs to look at the relative conditions of men and women in order to highlight and address inequalities.

MFA staff, consultants and partners may forget to focus on gender equality issues at times because of the language in documentation. The way words related to gender equality are expressed is sometimes confusing and leads to token actions rather than really mainstreaming gender equality issues. For example, sometimes phrases such as “attention to gender equality” are used, when what is really needed in a particular case is more participation of women, or more efforts to encourage women to participate in political dialogue. In other cases, documentation stresses gender balance issues, under titles such as gender equality issues.
3. POLICY AND STRATEGY GUIDANCE

3.1 Millennium Development Goals

Finland’s Report on the Millennium Development Goals (MDGs) (2004) mentions gender equality (as well as human rights, health, education) as a theme in the prevention of HIV/AIDS under Goal 5 of the MDGs. For both Goal 4 and 5 the report mentions Finland’s emphasis on greater empowerment of women.

As the EU Toolkit on Mainstreaming Gender Equality in EC Development Co-operation notes:

“Unlike the other MDGs, Goal 3 is not specific to any particular sector or issue, since gender equality and women’s rights underpin all the other goals. The reverse is also true, as the achievement of Goal 3 depends on progress made on each of the other goals. The implication is clear – while accurate reporting against Goal 3 is critical, tracking gender gaps and inequalities against each of the other targets and indicators is no less important. Put in another way gender equality needs to be mainstreamed through all the other goals.”

This is an important point that should be highlighted in Finnish reports on the MDGs and implemented in Finnish development initiatives.

In Chapter 4 of the Finnish Report on the MDGs, there is a discussion on Goals 7 and 8 (ensure environmental sustainability; develop a global partnership for development), with no mention of gender equality.

Section 4.2 underlines trade and development issues, where an open, rule-based, predictable and non-discriminatory trading system is discussed. Taking further the emphasis on trade, many gender and trade related points were missing. Trade and development are intrinsically linked in terms of impacts on human livelihoods and thus gender equality issues. An entry point exists here for emphasising the effects of trade liberalisation and outlining how occupational segregation along gender lines often determines whether men or women benefit from liberalisation. It has been well documented that trade liberalisation has more positive outcomes for those already employed or located in industries and sectors with a comparative advantage in international trade.

The double or even triple burden many women face, economic work, household responsibilities, caring for children and the elderly as well as community volunteer work often limit women’s opportunities to take advantage of opportunities offered under trade liberalisation. The position of women in export processing zones or as contract workers are particularly difficult in many countries. More inputs on the link between the trade sector and gender equality are required in Finnish support, so that at the very least the situation for women is not unintentionally made worse with for example trade liberalisation having an impact on agricultural crops with less incentive to grow food crops (as opposed to export crops) which can undermine food security.

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Links could continually be made to other fora where gender issues were discussed at the national and macro level. For example, in 2004 a Round Table on Trade and Gender took place during the UNCTAD XI meeting in São Paulo, where domestic measures to address gender inequality in the context of international trade were discussed.

In the proposed improvement of the classifications of development co-operation data (on page 32) there are some entry points for gender equality, with the model created to classify all co-operation projects according to their impact on MDGs. Any improvements on Finland’s data systems should take account of reporting on gender equality indicators. From the beginning of 2005 all the projects are going to receive target markers for the inputs on MDGs. Why not also improve target markers for gender equality objectives within mainstream projects (as well as of course specific projects for women)?

### 3.2 National and regional policies

“Gender issues can be forced into the projects even though the recipient government usually wants only investments.” Survey Respondent

Most countries have produced National Gender Policies and Programmes of Action on gender equality or the advancement of women. These primarily set out the country’s programme for implementing commitments made at the Fourth World Conference for Women in Beijing (1995), commitments under Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW, 19799), and more recently commitments to gender equality emanating from the MDGs.

Regional policies on gender equality also exist. Most countries of Southern African Development Community (SADC) have explicit gender policies as well as national plans and programmes to implement these. Finnish initiatives in partner countries should be in line with the objectives of national development plans on equality and gender. Finland could decide to focus on one or two priority gender equality issues in each country.

“Need for information coming from partner countries national systems, and support for such systems. In the end the partner governments define policy, implement and therefore, bear responsibility.” Survey respondent

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9 One hundred and seventy seven countries have ratified CEDAW and it presents a standard for basic human rights for women.
BOX 1

National machineries for gender equality

In the eight long-term partner countries national machineries for gender equality are located in the following structures:

*Ethiopia*: Women’s Affairs Sector at the Prime Minister’s Office (WAO).
*Kenya*: Ministry of Gender, Sports, Culture and Social Services.
*Mozambique*: Ministry of Women Social Affairs.
*Nepal*: Ministry of Women’s Affairs and Social Welfare.
*Nicaragua*: The Nicaraguan Institute for Women under the Ministry for Family Affairs.
*Tanzania*: Ministry of Community Development, Women’s Affairs and Children.
*Vietnam*: Vietnam Women’s Union.
*Zambia*: The Cabinet Office.

Although many national machineries for gender equality face numerous constraints in implementing their programmes, National Plans of Action are an important source of information for Finland, and support can be given to help implement them. They are also useful as a basis for policy dialogue or implementation of programmes.

For example, in the RWSEP programme document in Ethiopia, it is stated that the Women’s Affairs Office (WAO) has the main responsibility of incorporating gender issues into all sectoral interventions in a mainstreamed manner, as well as, ensuring increased gender awareness at all levels, hence ownership of the gender mainstreaming process is with the partner, rather than Finland.

Reference to national gender policies were often noted to be missing in the list of relevant documents for a given sector, programme or development initiative. This is the case for most programme documents and many sector programme documents.


### 3.3 Poverty Reduction Strategy Papers

Donors can strongly advocate for gender mainstreaming in the PRSPs, as well as provide direct support for this effort, and are often part of the inter-agency gender working groups to achieve...
this aim. The analyses of the first generation PRSPs generally reveal that gender has not been given the attention it would deserve. At the same time it has been recognised that PRSPs are processes and gender equality would increasingly be featuring in future PRSPs when reviews will be undertaken and second generation PRSPs designed. This is the case currently regarding PRSPs, for example, in Mozambique, Nicaragua, Tanzania, and Zambia.

In Mozambique although a Gender Donor Group provided comments on the Mozambique poverty reduction strategy paper’s (PARPA) gender contents, they were not incorporated into the final revision of the PARPA. The revision of the PARPA was identified as a priority for 2005 at the November 2004 Mid Year Review where Government of Mozambique met with the Programme Aid Partners. It was recommended that the revision should be developed through consultative process and incorporating cross-cutting issues including HIV/AIDS and gender. The Gender Equality Programme of the Embassy of Finland in Maputo notes that “advancement of gender equality is not strongly reflected in the strategy, for example, the different positions of men and women are not taken into account in poverty reduction strategies.” Further it states that gender equality will be one of the central issues which need to be taken into account when the targets of PARPA will be reviewed in 2005.

In Tanzania gender equality was minimal in the first PRSP. The gender working group analysed the draft PRSP and made proposals for strengthening gender mainstreaming although this did not feature adequately in the final PRSP. In strategies concerning girls’ education were included early in the PRSP because of pressure from donors.

Although the first PRSP in Nicaragua gives particular attention to domestic violence, a systematic gender perspective was not applied to the PRSP. The Nicaragua’s PRSP has been reported to suffer from conceptual confusion in that it fails to address gender inequity, but does include specific references to women. It takes a WID rather than a GAD approach. A draft of a second PRSP has recently become available in the country providing an improved focus.

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11 BRIDGE 2003. Gender and PRSPs: with experiences from Tanzania, Bolivia, Viet Nam and Mozambique. Prepared for the Ministry of Foreign Affairs, Denmark. By Emma Bell. IDS, UK
12 11.11.04 Mid Year Review AIDE MEMOIRE –Government of Mozambique and Programme Aid Partners
14 Nicaragua has developed an economic growth and poverty reduction strategy (PRSP), which was approved in July 2001.
17 Challenging Women’s Poverty: Perspectives on Gender and Poverty Reduction Strategies from Nicaragua and Honduras Bradshaw, S. and Litneker, B. January 2003 Catholic Institute for International Relations (CIIR)
3.4 Finland’s new Development Policy

The MFA development policy (2004) contains the main principles for Finnish development co-operation. Gender equality is not included in the main principles but can be inferred under the commitment to a rights-based approach, and the first principle concerning Finnish commitment to the values and goals of the UN Millennium Declaration. One of the fundamental values in the UN Millennium Declaration considered to be essential to international relations in the twenty-first century is Equality – *No individual and no nation must be denied the opportunity to benefit from development. The equal rights and opportunities of women and men must be assured.* 

Under Section III in the Declaration, *Development and poverty eradication*, heads of state and government also resolve to promote gender equality and the empowerment of women as effective ways to combat poverty, hunger and disease and to stimulate development that is truly sustainable. Thus although not explicitly stated in the main principles of the MFA new Development Policy, gender equality is there.

Although the new MFA Development Policy does not over-emphasise gender equality as a cross-cutting theme, it does reference the Gender Strategy and Action Plan. The Development Policy states that “the promotion of the rights and the status of women and girls, and the promotion of gender and social equality” is one cross-cutting theme in the implementation of the Finnish development policy. The other two cross-cutting themes are the rights of groups that are easily marginalized and the promotion of equal participation opportunities for them and the consideration of environmental issues. However as noted in the analysis of some of the areas of focus of Finnish development co-operation gender equality does not always feature as a cross-cutting theme in a poverty focus, participation, anti-corruption initiatives, HIV/AIDS, decentralisation and good governance.

Overall, in the 2004 MFA development policy, there is not a great deal of detail on gender as a cross-cutting issue, in comparison to the environment theme, which is outlined in more detail in Chapter 2 of the policy. In fact this chapter outlines how to achieve the new development policy by increased coherence in development policy, focusing on human rights (where the rights of women and girls are mentioned), trade, the environment, agriculture and forestry, education, research and culture, health, social and labour issues the information society and migration. Gender equality issues are, for the main part, lacking in this section, (there is a mention of gender equality in education and women and girls’ human rights).

Globally and in partner countries there are much discussions now on how gender equality issues link with other key development challenges, for example trade and migration.

Perhaps the upcoming Finnish presidency of EU may present opportunities to keep coherent gender related policies on the agenda at the EU level particularly at bilateral consultation stage.

3.5 Adequacy and relevance of the Strategy and Action Plan

The Strategy and Action Plan outlines many suggestions and links for gender mainstreaming in the main goals of Finland’s policy for developing countries. It covers bilateral co-operation, multilateral co-operation, humanitarian aid, NGO co-operation with measures to be taken for

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16 Gender Baseline Report, 2005

18 Development Policy Ministry for Foreign Affairs of Finland. Government Resolution 5.2.2004

19 http://www.un.org/millennium/declaration/ares552e.htm
mainstreaming gender, a suggested timetable and outlines who is the responsible party. Mainstreaming gender equality in sector programming and joint financial arrangements is missing, including indicators20.

The Strategy and Action Plan seems to be widely available:

For example, in the SEAM-N project21 in Nepal, the annual report (2002) states that project staff are aware of the new gender strategy of the MFA.

The Gender Equality Programme of the Embassy of Finland in Maputo makes a clear reference to the Strategy and Action Plan: “The strategy part sets goals, operational guidelines and central principles for the promotion of gender equality for staff working with the development policy, and the action plan operationalises the strategy into concrete measures for daily work. The strategic guidance is to promote gender equality through mainstreaming it to all activities of the development policy. The purpose of mainstreaming is to create a political and administrative practice of working where the principles of promoting gender equality will lead to practical actions.”

While the Baseline Study reveals that there is good support amongst related staff for the Strategy and Action Plan, it is currently not widely consulted/used. The Questionnaire Survey22 reveals that

• 85% of the respondents to the Questionnaire stated that they are committed to implementing it;
• Embassy MFA officials were most committed, 70% (7);
• over two thirds of respondents (68%) never/seldom consult the Plan in their work;
• only 9% regularly consult the Plan, and 32% of respondents often/regularly consult it;
• the highest group likely to consult the Plan regularly/often were the NGO staff at 55%;
• MFA officials in Helsinki were least likely to consult the Plan, whereas half of the MFA staff at the Embassies regularly/often consult it;
• half of the consultants who responded (6) often consult.

There was strong support for the relevance23 of gender mainstreaming within MFA activities. Significantly 85% of respondents felt that gender issues were relevant or very relevant to strategic planning. It was proposed by many respondents that the Plan might be more widely applied if more human and financial resources were available for this purpose. Commitment to implementing the Plan was reliant on the availability of resources for the majority, 54%, while 31% said they were completely committed to its implementation. Indeed, the Plan completely omits the resource allocation which, according to present management practices, should follow any action plan.

The face-to-face interviews largely confirmed the survey results. The overwhelming concern throughout was the inadequacy of both human and financial resources to implement the Plan. The Strategy and Action Plan appears to have been studied by nearly everyone interviewed.

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20 It is noted that this gender review is now providing such indicators for evaluating the implementation of the Strategy and Action Plan
21 Strengthening of Environmental Administration and Management at the Local Level (in Nepal)
22 Section 5.2 of the Questionnaire Survey
23 Section 5.3 of the Questionnaire Survey
when it was first published but since then; only very few had consulted it. The persons who had been involved in the process of preparing the strategy were highly enthusiastic about it. The document now has run out of print although an internet version is available. The Embassy in Managua noted that the Strategy has not been translated into Spanish.

While there appears to be good support and commitment for the Strategy and Action Plan on a principle level, in practice the utilisation of the Plan is minimal. The reasons for this may stem from staff experiencing resource constraints coupled with inadequate practical skills in how to mainstream gender. A further reason may be the somewhat ‘academic’ presentation style.

3.6 Reviews of Finnish development co-operation

Of the 17 key recommendations emanating from the OECD/DAC Peer Review for Finland (2003), one is related to gender equality, and states that “gender equality should be enhanced based on Finland’s new Gender Strategy and Action Programme”. Another recommendation calls for attention to be placed on the rights of women, children, minorities and the disabled.

An assessment in 2002–2003 recording how researchers and experts evaluate the present practice of Finland’s relations with developing countries contained remarks on gender. One of the main findings outlines that: “The issue of gender in development is a new phenomenon in most developing countries and Finland, despite its explicit reference to this in its development cooperation, is yet to show leadership and commitment to the integration of these issues in broader economic, social and cultural terms”.

Subsequently recommendation 10 of 11 main recommendations states: “Finland should apply its own historic model of involving women in decision-making that affects their lives. Finland’s most appropriate form of support to achieve this goal would be the promotion of free and compulsory basic education”.

4. BILATERAL PROGRAMMES

4.1 Country specific political dialogue and bilateral agreements

According to the Questionnaire Survey, nearly half (47%) of the MFA officials have often or always come across gender equality as a substantial issue in political dialogue or country negotiations although 40% of respondents felt that gender equality was seldom or never included in political dialogue or country negotiations.

Bilateral agreements between partner governments and Finland on development co-operation contain a number of Articles agreed between the parties. Country profiles (the Mandate, mandaatti) are prepared for country negotiations and should reflect attention to gender equality.

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24 Improving Effectiveness of Finnish Development Cooperation Perspectives from the South, May 2003
25 pg 16 item no. 15
26 Section 5.5.3 of the Questionnaire Survey.
27 This question was targeted at the MFA officials only.
issues in the country. Consultations for a proposed programme outline the overall objective which often has objectives related to poverty reduction, equality, democracy, and human rights. For example:

in ARTICLE II Principles of Co-operation for the Agreement between Finland and Tanzania on the co-operation on NFP-ISP\textsuperscript{28} Preparation Phase 22nd June 2004, gender equality could have been included in the first point: “Respect for human rights, democratic principles, good governance and the rule of law shall form the basis for the co-operation between Finland and Tanzania and constitute the essential elements of this Agreement”.

The same statement is found in Article II Principles of Co-operation in the Agreement for Finnish assistance to the health sector in Mozambique 2003–2005. In bi-lateral negotiations in October 2003, it was emphasized, that by utilising the new Strategy and Action Plan, Finland will attempt to support enhancement of gender equality and women’s position also in Mozambique.

There is an entry point to include gender equality under any agreed Principle of Co-operation. Whether or not gender equality issues are raised in bilateral consultations between Finland and her partners would depend at least on the gender sensitivity of the delegation of the Finnish government, the interest of the partners concerned, time allocation to negotiations, and the extent to which gender has been mainstreamed into the subjects to be tabled. In bilateral consultations or negotiations, it was noted that the so called National Machinery for Gender are often absent from these bilateral negotiations.

Bilateral discussions often fail to highlight gender as part of the overall focus on poverty reduction:

This was evident in the Agreed Conclusions of the Annual Consultations on Bilateral Relations between Tanzania and Finland (15 March 2001).

In contrast according to the minutes of the annual consultations on bilateral relations between Mozambique and Finland, (October 2004)\textsuperscript{29}, the Finnish side told the meeting about the new Action Plan for promoting gender equality in Finland’s relations with developing countries, and that it would enable Finland to better support Mozambique in its efforts to promote national and sectoral objectives of gender equality. Furthermore when discussing the choice of supporting a third sector in Mozambique, the Finnish delegation pointed out that rural development would also be an interesting sector for Finland as it offers possibilities to enhance gender equality and the empowerment of women. This meeting also emphasised how gender based equality and HIV/AIDS prevention are cross cutting issues for Local Co-operation Funds. In a partner statement at the coordination meeting of the first half of the year for the PROSAUDE initiative in Mozambique, important points were made regarding strategic entry points, so that the specific HIV/AIDS related interventions would not increase the existing inequities among the poor and the better off and between women and men and the different age groups of the population. Additionally the issue of user fee policy was put on the agenda, as a barrier to use services by the poorest of the poor.

\textsuperscript{28} National Forest Programme Implementation Support Project (in Tanzania).

\textsuperscript{29} Agreed minutes of the Annual Consultations on Bilateral Relations between Mozambique and Finland, held in Maputo on 29th October 2003.
In the recent minutes from the November 2004 bilateral consultations between Ethiopia and Finland, there was no record of discussions around the links between poverty and gender or mention of sex-disaggregated indicators in the proposals for future co-operation. Entry points exist for including gender equality issues in the draft proposed revision to the framework agreement for development co-operation between the two countries.

Finland is presently conducting bi-annual country negotiations with the partner countries. For that purpose the Mandate document is prepared by the MFA in the Finnish language guiding the negotiations. While many other donor countries prepare multi-year Country Strategies, Finland does not. During the Baseline Survey interviews, several MFA staff proposed that Finland should start preparing country strategies, at least together with the eight long-term partner countries. From gender point of view this could have the benefit of more strategically determining together with the partner countries what is to be achieved in terms of gender equality than what is the case today. Therefore, the Baseline team proposes that the MFA would consider introducing Country Strategies for the eight long-term partner countries. Benefits from Country Strategies could be gained on many more fronts than in gender.

4.2 Budget and sectoral support

“If funds are directed to sector baskets or direct budget support, gender issues can be forgotten.” Survey respondent

The Budget Support Co-operation Guidelines in Finland’s Development Cooperation 2004 emphasise how budget support co-operation is guided by Finland’s commitment to the values and goals of the UN Millennium Declaration. These guidelines present an example of a document that spells out both women and men in some of the key questions, reminding us that changes are not necessarily distributed equally among all population groups. The guidelines stress that in the formulation and implementation of the PRSP women’s participation must also be secured. In fact this is one question amongst many others that Finland pays particular attention to during the preparation stage. Key monitoring targets also mention the impacts of reforms supporting poverty reduction particularly on the status of girls and women.

In comparison, the Netherlands Ministry of Foreign Affairs has developed a guide for negotiating joint financing arrangements in support of the Sector Wide Approach (SWAP) agreed upon by representatives of Finland (amongst other countries). Some of the Principles referred to in joint financing arrangements include good governance, democratic principles, respect for human rights and the rule of law. Gender equality or gender related questions are not included in this guide.

Partners of Joint Financing Arrangements (JFAs) adhere to a core document developed at the national level for the sector. This document will constitute the vision, objectives and strategies to which the partner government will subscribe. An annual implementation plan will also be

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30 pg 15 of the guidelines.
prepared. The extent to which gender is mainstreamed in the core document and implementation plan for the sector will determine gender equality outcomes. For example, the Annual Strategic Implementation Plan for the Financial Year 2004–2005 for the Education Sector in Nepal mainstreams gender throughout. Eliminating gender disparity in education is one of six goals.

A Code of Conduct agreed between both parties guides the process for both donors and recipient government, although it is neither legally binding nor enforceable. There may be an opening here to request or remind partners that every effort should be made to collect and use gender disaggregated data in the monitoring and evaluation procedures for the sector. Collecting sex disaggregated data is fully in line with commitments partner governments have made. Thus it is not something imposed from outside on partner countries. For example in the Beijing Platform for Action 1995 Article 68a governments have agreed to “Collect gender and age-disaggregated data on poverty and all aspects of economic activity and develop qualitative and quantitative statistical indicators to facilitate the assessment of economic performance from a gender perspective”.

The emphasis of Finnish development co-operation is moving more towards SWAPs away from traditional project assistance. Because SWAPs involve shaping an entire sector with the objective of enhancing long term development, attention to gender equality is critical if the SWAP is to be successful in meeting the goal of equitable and sustainable development. In the MFA, guidelines for SWAPs are soon to be developed, which presents an opportunity to mainstream gender throughout the guidelines.

Two examples of Finnish documentation related to sector approaches are given below.

A report for the MFA on the development of the SWAP in health in Mozambique outlines that expanded and improved quality and equity in access to health care are defined as important issues in the fight against poverty among the most vulnerable. However, in the suggested framework for Finnish support for the health sector 2003–2005 there was no reference to gender equality issues in components 1, 2 or 3. However under section 9 Monitoring and evaluation (page 35) it was mentioned that the set up for monitoring will be based upon a list of agreed indicators for the whole sector. During the visit to Mozambique, it became clear that the task of preparing sex disaggregated statistics in the health sector throughout the country is a relatively challenging task and will be approached incrementally.

A Code of Conduct for Forestry Sector Development Co-operation (November 2001) does not mention gender equality issues at all. Entry points for highlighting gender equality issues in this particular code of conduct exist. For example:

- Under paragraph 6 which concerns stakeholders, and where it outlines that interventions should be based on the initiatives of a broad range of stakeholders. Here it could be specified that stakeholders should purposefully include men, women, older, younger, individuals from minority groups etc.

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32 Under the critical area of concern: Women and Poverty
• Under paragraph 7 there could be some mention of specifically building the capacity of female staff of the partner institutions, or increasing the use of qualified local and regional male and female technical assistance personal. In many countries the capacity of existing female technical staff is underutilised, with highly qualified and motivated female staff doing administrative duties, rather than using their technical skills in the field.

There are many gender issues in education that can be tackled through donor support to the sector. Apart from equality considerations, investing in girls’ education yields high returns both material and immaterial, at individual, family and societal levels.

It is important that gender related issues (such as sexist education materials; reasons for one sex less attendance; child labour; girls’ security when attending school; the need for school facilities such as toilets that are suitable for both girls and boys and so on) are kept on the agenda. Although such information may not always be available, support to partner countries at the institutional level can help develop analytical and statistical tools to assess the situation of both boys and girls.

The recent evaluation of Finnish Education Sector Development Co-operation (2004) contained a lot of reference to gender issues in the TOR for this evaluation. The evaluators were asked to look at the relevance of the education sector within a wider poverty reduction and gender equality context. Whether the partner country education sector policies and co-operation strategies address poverty and gender equality issues as priorities was one question to be studied, along with strategies proposed to promote gender and social equality.

It was even suggested in the methodology outlined in the TORs that the impact of gender equality goals be assessed through some case studies in relevant areas, for example gender sensitivity in education administration, curricula, text books, and teacher training. Gender and social equality issue expertise was requested for team members. Surprisingly, there was no mention at all of gender in the actual evaluation. This is amazing given Goal 2 of the MDGs, to ensure that all boys and girls complete a full course of primary school. Additionally, the main target for the third MDG – the Gender Equality Goal is to eliminate gender disparity in primary and secondary education.

The Survey question concerning gender equality as a substantial issue in budget and sectoral support sheds further light on the issue. Just 39% often or always come across gender equality as a substantial issue in budget and sectoral support and 36% seldom or never encounter gender equality as an issue in discussions on budgetary or sectoral matters.

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37 In Tanzania, for example, already years ago there has been high quality information available on reasons why girls enrolment rates are lower than for boys and drop-out rates higher than for boys.

38 In section 5.5.2 of the Questionnaire Survey. The question was only for MFA officials.
The majority of MFA officials in Helsinki considered the issue to be seldom considered 41%, whereas the majority of MFA Embassy officials, 63% considered the issue to be often and always considered. Gender equality as an issue of focus in budget and sector support appears to be more important for MFA Embassy staff.

4.3 Terms of reference and task descriptions

“...TORs are very general and time given for consultant work is too short for any real mainstreaming analysis.” Survey respondent.

The generic TOR form for evaluation of the bilateral development co-operation mentions gender amongst many other issues that should be covered under the introductory country background study. Gender awareness is mentioned as part of the sustainability criteria that should be studied on the project level (one of 8 issues to be analysed). No specific mention of gender related expertise is highlighted under the description of the competences required of the consultant team. Interviews are expected to provide the main source of primary data. No mention of making a special effort to include women as local stakeholders or beneficiaries is made.

Typically TORs request attention to gender as a cross-cutting issue. For example:

The TOR for the evaluation of the Development Co-operation Activities of Finnish NGOs in Kenya (2002) requested that the so called “cross-cutting issues” (in this case, poverty, gender, sociocultural aspects, environment good governance, and democracy human rights) should be incorporated into every level of analysis. How effectively gender issues are recognised and have been streamlined in projects is also stated as something that has to be addressed.

Mainly technical task descriptions were outlined for the WSPST programme in Vietnam. Knowledge of gender analysis or sensitivity to gender related differences in end users was not specified in such task descriptions. Such skills would have been relevant for the consultancy related to management of the programme.

The TOR for evaluation of Finnish Forest Sector Development Co-operation (20.5.2002) outlines that the impact of Finnish Forestry Sector must look at promotion of equality, (democracy and human rights) amongst alleviation of poverty, prevention of global environment threats. In a team of 3–5 persons, it is specified that expertise in gender equality is required as 1 of 8 aspects of expertise required which is good. The methodology emphasises identifying beneficiaries stating that stakeholders should be identified in a gender sensitive manner. Such a statement ‘a gender sensitive manner’ illustrates how TORs could be more specific by what is actually meant. In place of ‘a gender sensitive manner’, the TOR could specify that evaluators must do their utmost to interview a range of stakeholders listing, women, men, members of different ethnic groups, migrants, old, young etc. to be interviewed.

The TOR for evaluation of Development Co-operation Activities of Finnish NGOs and Local Co-operation Funds in Tanzania (13.2.2003) mentions gender issues as one of Fin-

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nish development co-operation cross-cutting areas. Special mention is given to include all strata of society with women and the disabled in brackets, when studying participation and ownership. The term beneficiaries is used later however without disaggregating beneficiaries into different groups.

In contrast, the TOR for the Evaluation of Disability Relevant Development Projects (14.2.2002) does not mention gender as one of the 6 issues to be studied, although the participation of beneficiaries is mentioned. However under the title compatibility in the TOR, gender and empowerment perspectives are to be assessed as one of 5 cross-cutting issues. On the other hand, gender issues are covered in the suggested methodology for the evaluation. The TOR has an Annex containing a ‘checklist’ for conducting a rapid disability analysis, with special reference given to the rights of disabled children and women. Checkpoint 7 has a question about equal opportunity policies towards disabled women and men.

The TOR for Finnish Concessional Credit Scheme (May 2002) mentions that apart from the three crosscutting issues of poverty, the environment and gender, concessional credits are restricted mainly to the transfer of environmental technology and the social sector. No other mention of gender is made, although the TOR state that the aim of the evaluation is concessional credits as an instrument not at individual project level. The lack of focus on gender equality issues is reflected in the actual evaluation report. Yet, one of the recommendations although vague and not specific to gender equality issues is that concessional credits should support projects with favourable environmental, social and economic impact, with direct benefits to the poor.

In the TOR for the health sector planning period in Mozambique 2002, the assignment to follow-up on the development of the SWAP and to plan for bilateral support for 2003–2005 does not include any reference to having some level of gender analysis related expertise. The advisors are expected to have a wide range of skills including knowledge of participatory methods, with no mention of gender related expertise in the health sector.

Also for the same health sector planning in Mozambique, the TOR for a Technical Assistant for Manica Province do not specify any issues around a sex disaggregated health management information system, or any other issues related to HIV/AIDS and gender. The TOR for Component 3: Support to national HIV/AIDS strategy implementation does not specify any duties related to gender issues and HIV infection, or knowledge of gender issues.

In conclusion, although gender is nearly always mentioned somewhere in TORs, what exactly is expected by the MFA is nearly often not specified. Task descriptions for technical contracts do not systematically include gender equality issues. This is often the case for management related task descriptions, where an ability to manage the process of integrating gender into the Finnish funded initiative should be specified. Consultants and others need to know what exactly Finnish funded initiatives require in terms of outputs for gender mainstreaming.

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4.4. Gender mainstreaming in programme documents

“The MFA could consider developing a set of ‘safeguards’, also with regards to gender that would be mandatory and applied scrupulously at various programme cycle stages.” Survey respondent

Proposals submitted to the MFA should demonstrate a careful analysis and thorough knowledge of the sector, the geographical programme area, with its’ inhabitants disaggregated into male and female and their culture.

Although gender equality objectives and activities may be included in programme/project design, at the implementation stage the capacity of project staff may be limited. Thus it is important to clearly state what should be achieved in terms of gender equality goals in documentation which guides implementation. Such specific information should not only be contained in a separate section in the documentation, but systematically followed through in the logical framework, with gender disaggregated indicators for the overall objectives, project/programme purpose, results and activities.

If a project document explicitly states issues around gender mainstreaming, it helps in bringing forward gender equality issues in subsequent project cycle phases: it will not be easily forgotten. Once promotion of gender equality is stated in a project document, partners will learn to appreciate mainstreaming gender equality in implementation even if they would not have full knowledge of it at the project document formulation stage.

Gender inequality issues are often missing from development co-operation proposals for sectors, programmes, projects and often absent in preliminary log frames. Often the proposal awaits a proper baseline study and it is presumed that gender will later be incorporated. This is “putting the cart before the horse”. Moreover, important assumptions are often missing in proposals. For example:

- Women have the confidence to participate in the activities.
- Partners have the ability to deliver technical training in a gender sensitive way and programme staff are willing to work in a gender sensitive way.
- Both male and female inputs (such as time required for group meetings/ training activities) are available.
- Women will have access to credit and savings.

An analysis of the partner institutions including local partners’ capacity will potentially inform on how the nature of their service delivery will affect women and men. Overall, such research will help to understand current gender inequalities for an initiative and help propose a range of measures to be included in the subsequent programme document to address and redress the situation.

The preparation phase of a development initiative is the most suitable time to utilise previous gender analysis information or research on gender equality issues and should be encouraged by the MFA. This will ensure that that gender equality issues, gender-related assumptions and risks are taken into account from the start. For example legal obstacles to equal participation of women and marginal groups could be identified. The analysis could also highlight how older women of minority ethnic groups may be more disadvantaged than younger women of higher socio-economic status in a given country.
During stakeholder orientation workshops or public hearings during the start-up phase of the project, any gender related initiatives as well as the overall gender mainstreaming approach should also be integrated into other presentations on activities. It should be specified in documentation that this is to occur. For instance, it should be clearly stated that equal participation of male and female beneficiaries are required in xxx activities, or that a special effort will be made to involve women in committees, or that all capacity building exercises will incorporate gender equality issues. Sometimes a short term consultancy on poverty issues (or gender and poverty issues) is planned during the start up phase of a project.

Generally health and education, often called 'soft sectors' are easier sectors to incorporate gender compared to other more 'hard sectors' such as water and waste, electrification and forestry.

The SARED health programme in Nicaragua presents an example of a project document prepared in a way that indicates the programme would address gender relations in its delivery, including developing indicators that permit the measurement of changes from a gender perspective. Conversely, in the monitoring mission for the SARED programme (September 2004), it was noted that although there was a high level or conceptual clarity on gender issues, how to put these ideas into practice in daily work was missing. Section on Gender 5.7 in the SARED Project Document highlights the need for men's involvement in project activities as an important way to make progress on gender and rights aspects. Beneficiaries are disaggregated beyond males and females, including adolescents and victims of violence. Annex 5 in the SARED Programme Document summarises limitations identified, technical recommendations and expected results and stresses gender considerations throughout.

The visit to the SARED programme during the Baseline Study revealed that actually there was limited understanding about gender in the health sector among the staff as well as the TA despite the pronouncements in the documentation. Progress in the programme implementation, unfortunately, continued to be unsatisfactory, not only regarding gender mainstreaming but overall.

Taking the example of a recent TOR for Energy Sector Support Intervention Preparation mission in Kenya, relevant points about gender issues and rural electrification are lacking. This intervention aims to have a special emphasis on poverty eradication in consultation with the key stakeholders. Under the tasks, scope and mode of work for the preparatory mission, some gender related issues could have been raised for analysis prior to the initiative, to remind those undertaking the work of important issues to be covered. Although the proposed table of contents of the intervention document has Gender (5.6) as an issue under compatibility and sustainability, it would be important that contents of the intervention ensured that gender and poverty issues are considered at every stage. Electrification will have many advantages for both women and men. Positive points for women specifically could have been highlighted along with questions that require answers through stakeholder consultations for example:

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43 At the very least the team should briefly be expected to include in their background studies, and stakeholder and resource analysis issues raised by groups such as ENERGIA an international network on gender and sustainable energy. Although based in the Netherlands are active in Africa.
• Are there different energy needs of rural women and men: which of these can the initiative meet? For instance with women’s income generating micro-enterprises often being home based, they would use home lighting to make both their domestic work and income earning work easier and more productive.

• Are there issues around the percentage of women-headed households that should be raised with the concerned authorities? Rural women headed households tend to be poorer than male households, and they are more vulnerable to energy scarcity – and may have less access to credit for purchasing energy equipment.

• How do women use energy differently than men? Is there a focus on the end use appliances women are interested in?

• Where would street lighting allow women greater freedom of movement after dark?

Taking another example from Kenya – a partnership and funding proposal “mainstreaming MDGs in Kenya’s Development Process”, it is interesting to note that although the initiative aims to build capacity of key public sectors to mainstream the MDGs, there is not much emphasis in the proposal on sex disaggregation of the MDG indicators. In fact there is no disaggregation of the ‘poor’. The only mention of gender is in relation to the level of male/female participation in workshops meetings. Although it might be implicit that the poor are disaggregated into male/female in the MDGs, the project proposal should highlight this and other gender aspects of the MDGs.

The Preparatory Phase Proposal for a Forest Programme (NFP-ISP) in Tanzania outlines how forests and trees play multiple roles in the rural life of the majority of Tanzanian people especially women and marginal groups in relation to food security, rural energy supply and household subsistence. Poverty reduction strategies and gender issues were expected to be well synchronised in the NFP-ISP project document. Women are highlighted along with ‘the poor’ and marginalized groups as stakeholders and beneficiaries. In the log frame for the project, the need for “gender disaggregated reports” are required to verify result 1 “protection forest reserves and forests in general lands effectively managed”. However for Result 2 “coordination and capacity building for the implementation of NFP-ISP enhanced”, it is not requested that the staff and villagers trained during the lifespan of the project is gender disaggregated. It would be useful if this was requested, even though it may occur, it is important to remind those involved in the programme that they should collect sex disaggregated data from the start.

Interestingly, although the TOR for the International Facilitator for this project does not highlight the need for gender analysis skills, it was noted in the Technical Tender that won this contract, listed in the qualifications of the international facilitator was his capacity and ability to promote gender equality. This was outlined as a separate expertise.

Many more examples of gender mainstreaming aspects in project/programme documentation are available in the Desk Review, Annex 7.

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46 July 2003 United Republic of Tanzania, Ministry of Natural Resources and Tourism, Forestry and Beekeeping Division.

47 The Technical Tender, from Indufor Oy, was for the Preparation Phase for the National Forest Programme Implementation Support Project (NFP-ISP) in Tanzania. The tender outlines that gender will be mainstreamed through “systematic assessment and delivery mechanism” as one of the critical issues to be addressed (page 5).
4.5 Steering Committee Meetings

Steering committees have a major responsibility for overall monitoring of development cooperation initiatives. This forum presents an opportunity to highlight gender related issues, challenges, and to detect effects of Finnish funded activities on both men and women. Whether project inputs are equally used for both women and men beneficiaries should be raised. Examples were found where gender related issues were highlighted in these meetings; the fifth project steering committee meeting of the SEAM-N Project and; the 4th Board Meeting of RWSEP, Phase III in Ethiopia. Reports from minutes of many other steering committee meetings studied did not specify that gender related issues had been discussed.

Some steering committee meetings include representatives from various ministries. It is striking to note that representatives from ministries related to women’s affairs/gender issues, or gender focal points from respective sectoral ministries are missing on such committees.

Reportedly in Nicaragua the gender focal point of the Embassy reviews before the Steering committee meeting materials, in terms of gender mainstreaming, and presents her observations for the Head of the Embassy for reference. This practice may have been introduced only recently since the new Head of the representation took over, hence it is difficult to say how much this has had an impact so far, but most likely will bear fruit in future.

In the following are some examples of gender issues being raised or omitted from Steering Committee meeting reports:

In Nepal, during the fifth project steering committee meeting of the SEAM-N Project48, a national gender and poverty specialist underlined the importance of gender integration in all SEAM-N activities. This was one of five areas for discussion at that meeting.

On the other hand gender issues were not raised at all in the minutes of the Steering Committee Meeting49 for the WSDMMP50 in Vietnam. Possible entry points could have been under 4.2.2 – highlighting who is actually receiving training, or under the review of the Revolving Fund which seems to have mainly female clients. Issues around female headed households and poverty could be incorporated into the poverty criteria in the selection of the phuongs. This may help in reaching the most deserving or best targets for the operation of the revolving fund.

The first project steering committee meeting regarding Finland’s support to the health sector in Mozambique 2003–2005 (28.4.03) does not raise any gender related issues.

The minutes of the 4th Board Meeting of RWSEP51, Phase III in Ethiopia had reported positively on progress in carrying out gender activities; highlighting that only one woreda was excluded which had serious coordination problems in this area. However, the minutes of the 5th board meeting of RWSEP Phase III do not record any mention of gender training manuals being developed, gender training being conducted, or record any progress towards spending the low utilisation of the gender budget (which is indicated in the Progress Reports for this period).

48 SEAM-N strengthening of environmental administration and management at the local level November 24 2003
49 28th October 2004
50 WSDMMP = Water Supply, Drainage, Sewerage and Sanitation Management Programme in Haiphong, Vietnam
51 RWSEP = Rural water supply and environmental programme in the Amhara Region, Ethiopia 29th September 2004
4.6 Thematic dimensions

4.6.1 Linking gender and poverty reduction

The overarching goal of Finnish development co-operation is poverty reduction. Activities that help to achieve this goal are outlined as the prevention of environmental threats; promotion of equality, human rights, democracy and good governance.

Poverty is more than a problem of income and consumption shortfalls. Poverty is also related to structural issues in a given country such as a lack of access to and control over resources and an inability to influence decision-making processes affecting one’s life. Any gathering of data on poverty which is subsequently used to inform policy requires a critical analysis of gender. Some examples of omissions regarding the links between gender and poverty reduction were found during the gender mainstreaming desk review of documents and are outlined below.

In the Project document on Finnish Health Sector Support in Mozambique few connections are made concerning gender equality and poverty reduction (apart from mentioning advancement of the participation by women and girls as a means of reducing poverty). Although the Finnish report in January 2003 on the development of Health SWAP in Mozambique highlights important gender disparities in poverty and poverty trends, it falls short of linking gender and poverty issues to risk behaviours among women such as commercial sex to meet survival needs. Neither does the report link gender inequalities and power issues that limit the ability of women and girls to negotiate abstinence or condom use (or choose when and with whom to have sex).

In the poverty profile of the FOMEVIDAS Programme Framework Document, Nicaragua no links are made regarding gender and poverty. The document does not stress that women experience poverty in any different ways to men. Yet, structural inequalities within Nicaragua, between men and women and between women, shape the individual’s experience of poverty and the relative poverty of women.

4.6.2 Gender and public participation

The participation of stakeholders, end users of services, beneficiaries, partners, government officials is repeatedly stressed in many MFA documents. Participation is important to ensure ownership of an initiative, and to ensure that funding for that initiative is what is actually required in the first place. It is important to highlight that participatory methods in themselves are largely gender neutral.

A concern with hierarchy, power issues and differences (in access to resources, benefits) must be incorporated into all participatory approaches. It is naive to assume that a participatory approach will include all intended participants without making a definite effort to reach certain categories.
of people. The ability to ‘participate’ will not only be based on sex, but also on wealth, age, ethnicity, relationship with political parties and so on. Thus more efforts have to be made in documents that there may be resource consequences if programmes are to reach a broad range of groups.

Positive examples of gender being mainstreamed in relation to participation were found in the Desk Review:

The Finnish Development Co-operation Guidelines for Programme design, monitoring and evaluation (1997) highlight gender equality and participation and stress that constraints on and opportunities for both women and men’s participation must be taken into account in project design. The need to undertake a gender analysis in a participatory way is also emphasised. These guidelines are expected to be updated in 2005, which presents an opportunity to improve reference to gender mainstreaming in other sections of the guidelines.

In the programme document RWSEP Phase III in Ethiopia\textsuperscript{55}, equality issues in participation are underlined. Community participation is stressed to assure the sustainability of water supplies and to appreciate connections between water and health. Community participation is underlined as assuming the equal participation of both men and women at the local level. The log frame has gender related indicators for the programme purpose related to participation as well as having a separate result for gender mainstreaming. The log frame also assumes that the capacity of the community to manage their water supplies includes the talents of both women and men and that the institutions supporting community participation equally reflect the interests of women and men. The programme document states clearly that gender analysis and monitoring of impacts, such as differences in sharing of benefits, becomes an essential part of water supply and sanitation programmes, which in turn have their foundation in community participation\textsuperscript{56}.

In Annex 4 of the WSPST programme document from Vietnam\textsuperscript{57} the steps to be undertaken for assessment of consumer commitment are outlined. \textit{Pocket Voting} – is the second method for the participatory assessment, and it is recommended that there are separate workshops for women. Women can be freer to express themselves than in mixed workshops. Conversely in the same document there is not a great emphasis overall on the disaggregation of “consumers”, who are mentioned repeatedly later in the programme document. Consumers should always be disaggregated, and not treated as one group.

The methodology for the FOMEVIDAS programme formulation in Nicaragua (outlined in the FOMEVIDAS\textsuperscript{58} Framework document), included six workshops held with communities in the target area with both women and men attending in equal numbers (607 in total). Information regarding people’s livelihood activities and strategies, as well as their goals and priorities paid special attention to gender.

Unfortunately, there were numerous examples in the documents reviewed where participatory approaches did not make any emphasis on the participation of women. Two examples are given below:

\textsuperscript{55} Phase III of the rural water supply and environmental programme in Ethiopia RWSEP Phase III
\textsuperscript{56} RWSEP, Phase III Programme Document January 2003 – December 2006 15.10.2002 Page 26
\textsuperscript{57} Water and Sanitation Programme for small towns in Vietnam (April 2004) WSPST Programme document
In the 2002 Project Document to strengthen environmental administration and management at the local level (SEAM-N) Nepal, participatory preparation of environmental profiles was an activity proposed for Component 1 of the project. In the Project Document there was no emphasis on the participation of women. It is always important to stress that any field reconnaissance surveys or data collection should systematically identify the possible different roles and methods used by men and women in use of natural resources, waste management etc..

In 2001, part of Finnish Local Co-operation Funds was given to the Royal College of Journalism in Tanzania to implement a project on information dissemination to local people on participatory planning and budgeting in Tanzania. The documentation relating to this initiative did not highlight the participation of women (although it is unknown if it may have subsequently occurred).

4.6.3 HIV/AIDS and gender

HIV/AIDS as a development issue requires more emphasis in Finnish development co-operation, particularly around poverty and the economic and social vulnerability of women. HIV/AIDS initiatives need a strong emphasis on improving women’s access to economic resources (and education) to reduce their risk of HIV infection. An emphasis is also necessary on men’s role in HIV/AIDS prevention. All sensitisation programmes require attention to disaggregating those at risk, those already infected with HIV/AIDS and appropriate communication channels should be developed for different groups.

Finland states in the new Development Policy that HIV/AIDS is a development issue. Combating HIV/AIDS, malaria and other diseases is Goal 6 of the MDGs. The HIV/AIDS pandemic presents terrible hardship and suffering for many women and men, particularly in Sub-Saharan Africa. Over 22 million Africans are infected with HIV. HIV/AIDS strikes men and women in their most productive years, thus affecting agricultural production, small-scale enterprises and ultimately affects many initiatives that Finland is supporting in partner countries. HIV/AIDS also affects staff, government officials and the very partner institutions which Finland’s development initiatives have been designed to support. It is a development issue that can no longer be ignored in any development initiative.

In many countries around the world, the majority of new HIV/AIDS infections are now occurring in women, particularly adolescents and young adults. Apart from biological differences between the sexes, women are also unable to protect themselves due to social and economic vulnerability. It is well-known that lack of access to economic resources particularly places women and girls at risk of HIV infection. Below are some economic and social factors as to why women are more vulnerable to HIV infection:

• Financial or material dependence on men means that women cannot control when, with whom and in what circumstances they have sex
• Many women have to exchange sex for material favours, for daily survival. There is formal sex work but there is also this exchange which in many poor settings, is many women’s only way of providing for themselves and their children. (An example of this is fish trading in Luapula, Zambia, where the fish to be traded has been termed as sex fish.)

• Rape continues to be used as a weapon of war;
• The burden of care for HIV/AIDS patients often falls on women and girls.

Poverty reduction strategies, with HIV/AIDS mitigation strategies and an approach that facilitates empowerment and self-confidence building and assertiveness are essential ingredients for women to reduce their vulnerability to HIV/AIDS. These points were not noted in Finnish documentation reviewed on HIV/AIDS.

UNAIDS and other organisations have produced briefing materials on boys, young men and HIV/AIDS outlining how men are vulnerable to HIV/AIDS infection due to cultural factors and stereotypes of manhood. For example they are expected to be ‘macho’ and virile having many sexual partners as a status symbol. (This aspect was brought to the attention of the consultant, for example, during the visit in Nicaragua.) Drinking excessive amounts of alcohol, usually considered more ‘normal’ for men rather than women, often leads to unsafe sex.

BOX 2
Taking Mozambique as an example

Information on HIV/AIDS infections in Mozambique reveal: (i) 58% of those infected with HIV in the country are women; (ii) gender disparity is the highest within the age group of 20–24 years where women living with HIV outnumber men by four to one; (iii) women remain largely exposed to the will of men who are not often inclined to practice safe sex.

The six key areas for HIV/AIDS in prevention and care coming from the Mozambique National Strategic Plan are:
1. To reduce sexual transmission
2. To reduce vertical transmission
3. To avoid transmission at health units
4. To reduce the impact of HIV/AIDS for health workers
5. To increase the quality of life for people living with HIV/AIDS
6. To improve the information of HIV/AIDS

Thus the key areas in HIV/AIDS prevention and care are written in a general way, without disaggregating beneficiaries, health workers, and people living with HIV/AIDS or recipients of HIV/AIDS information.

A UNIFEM Mozambique country visit noted that a key challenge is the absence of HIV/AIDS programmes targeting men’s behaviour, and a debate on power imbalances which increase risk of infection among women.

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63 PEN MISAU 2003–07
64 coordinated by UNAIDS Country Coordinator, and the Chairperson of the UN Group and HIV/AIDS and the Working Group on Gender, as well as the National Council on AIDS
It is worthwhile to compare the above key areas in prevention and care with the six issues identified by the Global Initiative on Women and AIDS being driven by UNAIDS\(^\text{65}\) outlined by a Task Force\(^\text{66}\), which call for urgent action on gender and HIV/AIDS in Southern Africa within a broader gender equality framework\(^\text{67}\):

- Prevention of HIV infection among girls and young women
- Girls' education
- Violence against women and girls
- Property and inheritance rights of women and girls
- The role of women and girls in caring for those infected and affected by HIV/AIDS
- Access to HIV/AIDS care and treatment for women and girls.

4.6.4 Decentralisation and good governance

The Finnish new Development Policy states that bilateral grant-based co-operation is adopted in projects that (among other things) support the realisation of human rights, democracy and good governance. A focus on democracy, good governance, and decentralisation in partner countries often involves restructuring the whole system, thus requires capacity building at the institutional level.

Finnish support towards the realisation of democracy and good governance would require strengthening the linkage between governance and gender equality because:

- women's presence in parliament and local government is low in many countries around the world;
- women tend to be positioned in administrative positions, and are often the first to be laid off by governments during structural adjustment or fiscal crisis;
- levels of confidence and power differences between men and women need to be sufficiently understood and actions taken to really promote women in the public sphere;
- women are underrepresented at most levels of local governments, and tend to have negligible or very weak power in political structures;
- the marginalisation of women leads to gender blind policies and reinforces unequal power relations in society;
- it is often presumed in documentation that local governance decisions will serve the interests of both women and men equally.

Whilst in theory decentralisation can help redress gender inequalities by increasing grassroots (and thus women's) representation, in reality women and their interests, needs and perspectives and demands may not be automatically taken on board. In planning, decisions are often taken by men without consulting women. Women, if asked, often have different priorities to men. With decentralisation, local government bodies often have to focus on their own economic

\(^{65}\) The development of the Sector-wide approach (SWAP) in health in Mozambique from November 2000 until December 2002. Final Report. National Research and Development Centre for Welfare and Health (STAKES), Finland. Riitta-Maija Hämäläinen. This task force is c

\(^{66}\) The task force covers the nine countries in Southern Africa most affected by HIV/AIDS (including Mozambique).

growth because they are now responsible for their finances. Hence problems of the most vulnerable groups, such as resource poor women, can become sidelined in budget allocations.

Taking the PROGESTION programme in Nicaragua as a case study regarding decentralisation, both positive and negative points were noted regarding gender representation:

It is stated in the documents that the programme will be compatible with the aims of Finnish development assistance in the area of gender equity, because it will relate to both women’s and men’s demands in municipal planning. Yet, sex disaggregation of the direct beneficiaries is not included in the programme document. For example, on page 23 some of the beneficiaries are listed as “20 INIFOM officials in the Boaco and Chontales field officers” “300 municipal officials of the 16 municipal governments in the provinces of Boaco and Chontales…” Indirect beneficiaries are listed as the population of the province of Boaco and Chontales who will benefit from improved services increased citizen participation, etc...

However, Section 5 of the programme document outlines how gender equity criteria will be included in an operational manner: Planning processes must include the collection of information regarding the demands of women in the communities (focus groups), as a complement to plans that are oftentimes prepared by men. Gender indicators must be incorporated in investment projects as well as in the counterparts’ operational and strategic plans. They are to be a constant factor in monitoring results. Furthermore funds have been allocated to attend to specific demands and advisory services and an example of how such funds will be used is given as including a gender perspective in the planning process.

Component 2 in the programme document concentrates on citizen participation and transparency. No mention is made of special mechanisms to ensure women can participate in “citizen participation”. Neither is particular initiatives mentioned for promoting the participation for women. Interestingly the levels of participation outlined in table 8 come from the Women’s Equality and Empowerment Framework (WEEF) developed by Sara Longwe to analyse incremental increase in empowerment for women. Whilst the legal framework in Nicaragua promotes participation, the country is predominantly patriarchal, and this is manifested in all arenas of power and in the society in general. Because women continue to bear the brunt of domestic responsibilities, particularly women from the poorer sectors who cannot afford help or domestic appliances, their ability to ‘participate’ is limited. Literacy levels are lower for women than for men, again limiting their ability to participate.

On the whole, the programme document gives the impression that gender planning is marginalised within the overall programme focus. For example the coordination of gender equality planning is not mentioned in the long list of duties for the CTA, the general programme coordinator, nor the Junior Technical Advisor.

Tasks related to gender equity in the planning process are solely the responsibility of the Local Advisor. It is outlined in the programme document that specific consultancies to promote gender in the planning process will be contracted by the local advisor.

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As indicated by the Desk Review, the programme does include several aspects of gender mainstreaming in an operational manner. The country visit to Nicaragua revealed that there is great interest in mainstreaming gender equality in the programme, and for example, a considerable number of gender training courses have been conducted by the Junior Technical Adviser. Indeed the programme represents an example where more gender related support could be welcomed, and would, most likely, considerably increase benefits from the programme to both women and men.

4.6.5 Finland's comparative advantage in anti-corruption initiatives

The OECD and Transparency International have recently held a conference highlighting Donor Effectiveness in Combating Corruption. Finland ranks at the top in the management of its international business transactions in terms of low corruption, and it has been advocated that Finnish development co-operation could focus more in this area. For instance, following the review of Finland’s aid policies and programmes, one of the recommendations from the OECD/DAC was that Finland’s anti-corruption measures for its co-operation programmes were a useful model for other donors. Finland appears to have a comparative advantage in supporting efforts to combat corruption, and could interestingly incorporate a gender perspective in anti-corruption measures.

The World Bank in its publication Engendering Development (2001), noted that cross-country studies show that where women have greater rights and play a greater role in public life, levels of corruption in government are lower.

Furthermore, in order to develop such arguments there is a need to develop examples/case studies of how taking account of gender issues can improve crime prevention and anti-corruption measures (if this can be demonstrated using examples). For example anti-corruption led initiatives could ask whether:

- There is scope to disaggregate who are the victims of corruption when money is laundered?
- How do broader economic distortions/financial instability have a differential affect on men/women because certain government projects do not receive funds earmarked for them? For example, social related budgets not reaching their intended targets.
- Who is actually involved in corruption? Profiling who is actually involved in corruption provides a better understanding of trends and can help with law enforcement policies.

4.7 Evaluation of Finland’s development co-operation

Many evaluation reports from Finnish bilateral development co-operation reported adequately on gender related issues and gender related recommendations were included in the conclusions. This can, most likely, be attributed to substantially bigger resources which are allocated to evaluations compared, for example, to planning of development initiatives. However, some

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69 Conference held in Paris on 9-10th December 2004 Development Partnership Forum on Improving Donor Effectiveness in Combating Corruption. Discussions will focus on three key areas: How can donors and receiving countries better tackle corruption? Does the way donors deliver their aid promote rather than prevent corruption? How should donor countries work together to fight corruption?
bilateral evaluation reports may have included a section on ‘gender’, yet important points raised in this section are not included in the evaluation recommendations and conclusions.

Gender sensitive evaluations ensure that there is a disaggregated analysis of impacts of any given initiative. The Evaluation Unit nearly always includes gender as criteria for evaluation in the TORs or task descriptions referred to earlier. A ‘gender specialist’ cannot be present in every evaluation team. It is up to consultants to ensure that their gender related knowledge and skills are updated and they are able to also look at such issues relating to the technical area of focus. Apart from evaluating an initiative from any gender related objectives, purpose, activities or results, any initiative that includes in its focus “beneficiaries”; “stakeholders” or “people” will display differences in benefits for different groups of people. Gender differences are one such difference.

This Desk Review of evaluation reports found that how gender equality issues are actually covered by the evaluators is uneven. Presumably this depends to a large extent on the capacity of the consultants. If consultants do not elaborate on gender equality issues in their final evaluation report, they do not seem to be penalised or requested to rewrite sections of their report.

On another note, a number of Thematic Evaluations took place in 1999 on the Environment and Development in Finish development co-operation, with various foci. It is probably timely to commission some more thematic evaluations on gender equality issues in Finnish development co-operation. Some such evaluations have taken place: gender equality in the Finnish Development Co-operation projects in Africa; Integration of gender aspects in FINNIDA forestry and water supply projects and programmes; Gender issues in Finnish-Nicaraguan development co-operation.

Some gender related aspects noted in evaluation reports between Finland and Ethiopia; Kenya; Nepal; Zambia; Vietnam; Nicaragua and Mozambique are outlined below.

The evaluation of bilateral development co-operation between Ethiopia and Finland presents a good example of an evaluation integrating gender equality issues throughout the Report. Section 2.4 outlines important gender equality issues in Ethiopia. Rather than treating gender equality as a separate issue, relevant references is made in other sections. For example under human rights, laws to improve the situation for women are presented. Reference is made to the Ministry of Women’s review of women and HIV/AIDS; and gender issues in Finnish aided livestock projects are commented on (positively). Conclusions on the consideration of gender mainstreaming are included in Section 9.8. Moreover this evaluation report also presents some ways forward for the empowerment of women as an integral part of Finland’s support for Ethiopian partners in the area of Gender and HIV/AIDS. It was noted, that the consultancy team for this evaluation included some individuals with good expertise in gender analysis and planning for development co-operation.

In the evaluation of bilateral development co-operation between Kenya and Finland conclusions and recommendations are put forward in relation to gender. It was reported that ‘gender’ was accounted for adequately in the livestock, water and health projects, but less explicitly in the forestry projects. Women were consistently the principal target groups in the support to NGOs.

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The environment and Concessional Credit (1999:6); Meteorology (1999:5); Forestry (1999:4); with the country focus Nicaragua (1999:3); Nepal (1999:2) and Policy issues and General Management (1999:1).
The evaluation of the development co-operation programme between Nepal and Finland (2002) does have a section on gender equity in the conclusions and a paragraph on how the Finnish Aid Programme has specifically targeted for women in a few sectors (water, sanitation, education). The report states that there are clear indications that the external support has played a role in the promotion of gender equity, but much more needs to be done also through externally funded projects. In the recommendations arising from the Evaluation, a rather vague recommendation is made that gender equity (along with poverty reduction, democracy, human rights, good governance and environmental protection) should be incorporated as a crosscutting issue in all projects or programmes.

In the evaluation of the bilateral development co-operation between Finland and Zambia 2001, a comprehensive section on gender is included. Many relevant issues are raised such as women being responsible for about 70% of unpaid labour on small-scale farms and gender differentials in access to education. However issues around differential access to education are not highlighted later in the same evaluation report, when the focus is on Finnish Assistance to the Education Sector. There is no mention of how Finland addressed these issues nor is there any conclusion related to gender equality in the education sector interventions. Thus although the consultants produced some interesting background data on gender issues in Zambia, they were unable to illustrate the relevance of gender equality issues to Finnish development co-operation in education.

Similar to Zambia, in the evaluation of the bilateral development co-operation between Vietnam and Finland, a page and half is devoted to gender equality issues in the country. The question of maintaining and improving gender equality issues, where declining access to social services and rural transformation is adversely affecting gender equality, is not later mentioned in the evaluation. However the recommendations do highlight that there should be more focused support through local co-operation funds for progress on strategic goals including gender equity (as well as human rights, democracy, reduction of corruption). Additionally an example of NGO co-operation with women related to micro credit in Vietnam is presented.

The evaluation of the Nicaragua-Finnish development co-operation country programme presents another example of where gender is mainstreamed throughout the Report. Sex disaggregated demographic indicators are presented for the health sector. In the lessons learned and visions for future co-operation in Promoting Access to Social Services, decreasing rural population growth is mentioned. An emphasis is placed on the need for an agreement between the government and the donor community to both strongly improve women’s rights and at the same time provide incentives to move from subsistence toward a more commercial economy. The Section on Policy Relevance praises Finland for constantly including the importance of gender equality for Finnish co-operation, given the strong cultural prejudices against promoting such equality in Nicaragua. In developing the Physical Environment, and Integrated Rural Production Systems, lessons learned highlight that it is hard to directly address the poorest of the poor and gender issues in projects that seek to increase and commercialise production. The Report outlines how difficult it is for projects to include the most vulnerable groups, and the poorest (women are included here as one of the most vulnerable groups). The evaluation is critical of the lack of attention to gender mainstreaming in some projects not directly aimed at women, and states that there should be great awareness of such issues in the consultancy companies and selected counterparts in Nicaragua. The evaluation report states that although gender may appear in project
documents, the activity focus for women seems to be on traditional courses. The country visit during the current Baseline Study confirmed this. It was further advocated that Finland focuses on women's practical needs rather than strategic interests.

4.8 Gender mainstreaming in NGO-projects

“It seems that gender mainstreaming is taken for granted by Finnish NGO's as part of the "Finnish thinking". No plans are needed because a Finnish woman is taking part in the project. Gender awareness is there when women participate in project. These are the usual explanations the Finnish NGO's give when not having any plans for g. mainstreaming.” Survey respondent.

The Baseline team reviewed 20 randomly selected NGO project plans approved in late 2004 by the NGO Unit of the MFA.

The NGO Unit has specified in their sample forms, types of gender related questions that should be addressed in funding proposals. The most relevant questions concerning gender equality in the application form for NGO funding are: (i) “How do gender roles influence the problems and/or possibilities of the beneficiaries to benefit from the project? How are these factors taken into account? and (ii) “How does the project diminish gender inequality?”

In the documents reviewed the variation in terms of concern for gender equality is relatively large ranging from near gender blindness to well mainstreamed plans. Overall, the same goes for NGO documents as do for the bilateral documents; the concepts of women and gender appear somewhat unclear. Often they are used as synonyms.

When is gender an issue? Gender is an issue when people are involved, is a relatively well proven rule of thumb. All the documents reviewed would have excellent opportunities to mainstream gender equality because all of them deal with people in such contexts as rural development, health, education, people with disabilities, adult education, and water supply.

In essence, most documents reviewed:

- recognise the disadvantaged position of women;
- are WID-oriented where focus is on women rather than gender equality or gender relations;
- reflect the fact that gender analysis (at a basic level) has not been conducted, only in three cases this had been done;
- tend to address women's practical needs rather than strategic interests;
- have not mainstreamed gender equality in the full sense of the meaning; only one document can be categorised as fulfilling these criteria;
- recognise that women are welcome to participate in, and to benefit from project activities but ignore the fact that women have more barriers for participation than men especially at the grassroots; hence specific strategies on how to reach and involve women should have been designed;
- ignore the fact that a project should clearly aim to proactively decrease gender inequalities; not only passively provide “an equal opportunity”;
- often do not disaggregate data by sex, for example, project beneficiaries.

Experience has shown to the NGO Unit of the MFA that “unless activities (in terms of gender equality) are budgeted for or planned throughout the proposal, they won't happen, unfortunately,
in most cases”\textsuperscript{71}. The rather lump-sum figures in the budgets made it difficult to judge whether there is an intention to utilize some of the funds for specifically promoting gender equality in practice.

What has been mentioned earlier concerning HIV/AIDS applies to NGO projects as well. There is an urgent need to deepen knowledge and understanding about HIV/AIDS, and its dynamics as a social and productive problem, for which there is an abundance of materials and research. One NGO project reviewed is a case in point:

It aims to address the subject in secondary schools in Zambia. The assumed strategy is to promote abstinence, and if this is not possible, the use of condoms. However, it is well documented that secondary school girls often strike relationships with older men, “sugar daddies”, in order to gain material benefits, and not necessarily with their age mates who have little to offer in terms of material benefits. Often these older men, who may be HIV carriers, frequently wish to cleanse themselves from the disease through a relationship with a virgin. Young girls are highly vulnerable without adequate negotiation skills and assertiveness. Abstinence or condom use may not be options.

The\textit{ Civic and Professional Ethics Education Project} in Tanzania aims at uprooting corruption:

It is a good example of a project where gender equality and women's empowerment is addressed taking into account the strategic interests of women. There is also a reply to the question on “How does the project diminish gender inequality?”

The agenda of the partner NGO in Tanzania includes human rights promotion with focus on gender equality. The project initiator has worked at the University of Dar es Salaam for five years as a senior lecturer and researcher on human rights, and gender. Since women are still in a weaker position in Tanzanian society compared to men, the project focuses on the rights of women and on the effects that institutionalised corruption has on women's well-being. The project trains to empower Tanzanians, and especially women, to participate in democratic governance of their country. One of the subjects on the curriculum is Gender Equality. The project encourages gender equality and women's participation in the public sphere.

The leading professional positions in Tanzania are still male-dominated, but the situation is gradually changing. Men and women alike can participate in civic and professional ethics training and learn from each others experiences. The project tries to train also female trainers and invite as many as possible female office holders, NGO representatives to its workshops and seminars.

\textit{How does the project diminish gender inequality:} The research focuses on the impact that corruption has especially on women's well being by emphasising the different effect corruption may have on men and women. It takes a special notice on the additional problems women face in public life if and when asked for special sexual favours for career enhancement and how these ‘sexual bribes and/or blackmail’ is related to HIV/AIDS problem. The project studies what are special obstacles and advantages women may have in prevention of corrupted practices. The project also encourages female participation in training and planning in civic education, one main topic being ‘Gender and development’ which focuses on women's role in development, women's rights as human rights, and women's participation in democracy.

\textsuperscript{71} Discussion with a NGO Unit representative.
The “JIYNAN NEW – New life for Kurdish women”-project, in Iraq aims to provide widows with sewing and weaving skills for income earning:

It captures a WID-oriented example where women’s practical needs rather than strategic interests are addressed. Women are treated in isolation from men. There could possibly be room for examining gender relations much more, prompted by gender-based violence including threats of honour killings. Another objective is to improve the position of disadvantaged women through counselling and information services. Gender is not an issue in the document although one of the target groups is female refugees from Iran who have fled to Kurdistan because of family violence and the threat of honour killings. The budget is largely for staff salaries and sewing & weaving equipment, only €550 is set aside for one seminar on women’s rights and health issues in the target village.

The community development project in Ghana has had difficulties in designing proactive strategies to involve women into the mainstream crop cultivation and livestock rearing which, most likely, would better promote gender equality rather than limiting women's activities into kitchen gardens which the project subscribes to women:

The aim of the project is to complete a dam providing water for livestock and irrigation including kitchen gardens. Reportedly women are discriminated in involvement of community affairs and are depending on their husbands for their daily needs. The target group is 10,000 people with emphasis on women although the female target stated in the project proposal is only 300. Women are encouraged to form 10 groups of 30 women in order to benefit from forthcoming input packages when the dam is ready. “The equal opportunities offered to both gender … would definitely diminish gender inequality”, states the proposal.

There is a danger that this approach may further reinforce inequalities instead of empowering women. The European approach of “equal opportunities” appears in several NGO projects, also in this one. The problem with this approach, in a development context, is that the differences between men and women are usually much larger than in the western context in terms of basic rights, access to resources, and decision-making powers. Because women are negotiating from the position of weakness, the mere provision of “an equal opportunity” may be inadequate for women’s advancement.

A set of questions arises which a gender analysis could help clarify: What are the roles of men and women in the “mainstream” crop cultivation and livestock rearing? What do the women decide over, and the men? Who owns the land (or has the usufruct rights)? Do women have their own plots in addition to the kitchen gardens? For which tasks do women and men provide labour? Are benefits shared between men and women, how? What strategies would be needed to proactively involve women in the mainstream agriculture and livestock rearing? What kind of gender training would be required for both women and men to increase their understanding of the benefits of more equal distribution of tasks and benefits in order to enhance the welfare of families.

In the project a limited number of women are given a marginalised role to take care of kitchen gardens only. Their role as “mainstream farmers” is not discussed. It appears to be the belief that by providing “an equal opportunity” gender inequality will decrease as it were to happen on its own without organising for it. No strategies are designed to bring women into the mainstream farming and to benefit from that; they are only encouraged to
In a healthcare project for tuberculosis patients in Somalia, people are involved at least in two major ways, as patients and as healthcare personnel. Yet, the project overlooks differences between men and women.

The project document states that “…in practice there is no stereotypical role thinking in the professional practices of women and men (referring to health care personnel). Services are purely based on the needs of those requiring help”. “The project promotes the position of the poor and vulnerable by providing them equal opportunities for good care.” Overall the language used, refers to patients, staff to be trained, people etc. From this it is clear that the project can be categorised as gender blind overlooking possible differences between female and male patients.

Typical questions to be asked in gender analysis could be: Do both women and men have the same opportunities to seek care? In this respect, do women experience special restrictions from the family or the husband? How does the possible stigma attached to the disease affect men, and women? Are there differences in administering medication between women and men? Why? Is the healing process of men and women different due to socio-cultural practices or demands? What about the medical staff, women and men? Do they have the same opportunities to be engaged? Are there special restrictions that limit women’s employment in the health sector? Answering these questions would be helpful in designing focused strategies to promote gender equality.

“More emphasis and tools/training should be given how to mainstream in the NGO (not only in its projects). This would promote more support (personnel & funds) for the projects and development.” Survey respondent

4.9 Local Co-operation Funds (PYM)

Local Co-operation Funds are decided at the Finnish Embassies which regard this opportunity highly, partly, because the funded initiatives create visibility for Finland.

The classification of the use of Local Co-operation Funds often uses human rights as the heading under which directly women/gender related initiatives fall.

The Embassy in Hanoi has systematised the Local Co-operation Fund and uses it in a highly strategic manner where gender equality is mainstreamed in all initiatives:

In Vietnam a specific strategy has been developed for Local Co-operation Funds by the Embassy. Prior to October 2003, the assistance had been limited to single projects and no strategic planning had been conducted. The strategy paper outlines, rather comprehensively, the background, objectives for the utilization of the Local Co-operation Funds, the thematic orientation, the programme portfolio and the management.

The particular development challenges of the country are social equality, poverty, good governance and human rights. The role of the civil society is seen important in the political and economic transition. The objectives of the Fund are based on Finnish development co-operation policies where special attention has been given to i.e. to gender policy documents. Utilization of “the Local co-operation Funds can become an efficient tool to address
democracy, good governance and human rights issues." The Fund objectives state, i.e. that it will promote human rights in Vietnam through strengthening democratic exercises, social equality and good governance.

The strategy comprises four thematic areas. ‘Gender equality and trafficking in persons’ falls under human rights and democracy theme. Particular challenges that women face are noted, and include underrepresentation in decision-making, domestic violence, and trafficking into prostitution. In terms of gender equality the strategy informs that HIV/AIDS and gender are mainstreamed in all initiatives funded. The Embassy has established co-operation relationships with major NGO-donor networks such as the civil Society Working Group and the Gender Working group. The local co-operation will establish long-term partnerships with local organizations such as the VWU both on the central and provincial levels.

Reviews of local co-operation funds from Tanzania, Ethiopia and Kenya are outlined below.

About a quarter\(^{72}\) of those activities supported by Finnish Local Co-operation Funds in Tanzania in 2002 were listed under the category gender equality, the rights of women and children. Gender issues were also integrated into other activity categories for support. The Tanzania Women Volunteers Association is listed under the participatory development category. This group were aiming to enhance village participatory planning and budgeting capacity in two districts. In terms of not categorising activities concerning gender only in a gender related category, this association being listed under participatory development rather than gender equality is very positive. In the tentative list of Local Co-operation Fund project proposals for the years 2004–2006 in Tanzania, there was a good range of projects with a gender related focus. Although this is very positive, the next step would be rather than only have a separate section for funding gender related projects, gender equality issues could be integrated into other projects such as those dealing with corruption.

Ethiopia also demonstrates a focus on gender in its use of Local Co-operation Funds. Human rights and democracy and gender together constitute one of 5 thematic areas of focus. The 2003 annual report\(^{73}\) states that on gender and particular in projects aiming at empowering women, the results have been quite encouraging. This achievement is put down to the fact that partners work very close to the communities on projects elaborated through a participation approach. In the 2003 list of partners for local co-operation funds, 8 out of 25 mentioned women’s empowerment, or a focus on gender equality, or a focus on women traders, migrants or lawyers. (In 2002 there were 6 out of 21 and in 2001 4 out of 17 projects)

In Kenya, Local Co-operation Funds did make efforts to fund gender related initiatives. However, the Evaluation of Development Co-operation Activities of Finnish NGOs in Kenya (2002) looked into the matter more, and stated that the majority of Finnish NGO projects studied did not focus on gender relations, which affect the success of many development projects. The recommendations outlined that the MFA could organise


\(^{73}\) 10 out of 41 local cooperation fund activities

\(^{74}\) Local Cooperation Fund of the Embassy of Finland, Addis Ababa, 2003 Annual Report
workshops to sensitise the Finnish NGOs on the importance of thematic areas. The Evaluation Team found that none of the Local Co-operation Fund administered by the Embassy addressed the dominant relationships between men and women that keep women disempowered. The report stated that the MFA should assist Finnish NGOs and their partners to plan for equal distribution of resources so as to achieve gender equity so that women’s perspectives in decision making is included in all projects. Gender would become more mainstreamed if activities related to women were not always isolated into gender related categories, although a separate focus is nearly always still necessary.

Whilst Kenya did make efforts to fund gender related initiatives, many of these had a focus on women rather than a focus on gender relations. The type of critical review contained in the evaluation of Local Co-operation Funds in Kenya was not available for Tanzania and Ethiopia, so it is unknown if initiatives in these countries focused on gender relations or women in development (WID) initiatives.

5. STAFF COMPETENCE

5.1 Capability to mainstream gender

As implementing the Gender Strategy and Action Plan requires action from the entire personnel of MFA, their competence to analyse gender issues becomes a crucial element. Competence refers here to the sum of attitudes, knowledge and skills of an individual or a group of people. As any other field of specialisation, gender mainstreaming requires specific expertise. While most methods, used in the Gender Baseline Study, have contributed to the understanding of staff competence dimensions, including the adequacy of policy guidance, guidelines and tools, the questionnaire-based survey was particularly helpful in this respect.

Much has already been achieved within the MFA arena in relation to capacity building for gender mainstreaming. As stated earlier nearly all questionnaire survey respondents, except for 4%, appear to be aware of the phrase ‘gender mainstreaming’ and understand what it means, yet over half of respondents expressed their uncertain how to actually mainstream gender.

While the majority of survey respondents, 72%, felt able to incorporate gender issues (either sufficiently or completely) into their work, a quarter felt they had insufficient knowledge or skills to do so. Consultants and MFA officials in Helsinki displayed the highest responses of those who felt less confident in their ability to incorporate gender issues in their work.

Regarding being up-to-date on gender analysis and gender mainstreaming, again it would appear that consultants themselves should be required to prove that they have proven capacity in gender mainstreaming or gender analysis prior to working with the MFA. The MFA provides opportunities for consultants to attend training in gender mainstreaming and reportedly consultants are keen to participate.

The majority of respondents felt able, but in need of improvement in their checking of documents for gender inclusion. A quarter of respondents had not yet done so, but felt they probably could do it. 17% felt confident in their ability to check that gender issues are included in documents and reports.
Over a fifth of NGO respondents reported that they could definitely check, although 58% of NGO respondents reported they could improve. NGO staff appears to be the group that have had the most recent capacity building in gender mainstreaming. The desk review of NGO project documents confirms this where actually only in one document out of 20 gender was mainstreamed satisfactorily.

The category that displayed the highest response in terms of admitting that they could improve their ability to check that gender issues have been adequately included in documents were the MFA staff in embassies at 70%. Consultants, 31%, and MFA officials in Helsinki, 29%, were the most remiss in checking documents for gender inclusion.

The lack of confidence amongst some respondents regarding their ability to implement gender mainstreaming appears to stem from lack of suitable tools and methods available for gender mainstreaming. However, the mere tools would need to be complemented with adequate training including practical exercises.

"Please, organize another training seminar on mainstreaming gender into the MFA projects/programmes/sector support plus how to use the respective tools." Survey respondent

The Survey responses\textsuperscript{75} reveal interesting information on gender training:

- Nearly half of respondents (49%) had received training in gender concepts, gender analysis or gender mainstreaming.
- Only 23% had never received training.
- The majority of respondents (73%) have worked towards improving their abilities to mainstream in the past 3 years.
- Males had the least amount of training with 65% while 38% of females thought that they had received adequate training.
- 60% of MFA embassy staff felt their training was adequate or they had been trained very well.
- The majority of MFA officials in Helsinki considered their training to be inadequate.
- Consultants, displayed the highest category who had never attended training at 42%.
- Nearly two thirds of NGO staff felt that they had adequately been trained.

In general, respondents felt that all the topics identified in the list provided through the Survey (gender issues in budget support and the PRSP, gender issues related to sectoral support, training on gender concepts, analysis and gender mainstreaming, gender training on specific topics such as gender and HIV/AIDS, gender equality in education, gender in “hard” sectors e.g. infrastructure, investment, energy) required capacity building. Respondents felt that priority in future training should be given to training on: (i) on gender concepts, analysis and mainstreaming; (ii) gender issues and specific topics; (iii) gender issues in budget support and the PRSP; (iv) gender issues related to sectoral support respondents.

Almost one third also specified gender issues in hard sectors as an area of learning. MFA staff from Embassies prioritises gender issues in budget support and the PRSP, followed by gender issues related to sectoral support. MFA staff in Helsinki nearly equally prioritised all areas. NGOs particularly stressed the need for gender training on specific topics and on gender concepts.

\textsuperscript{75} See Sections 5.4, 5.7.3 – 5.7.5 in the Questionnaire Survey.
The NGO Unit has produced an internet-based training pack for the promotion of gender equality in NGO development co-operation. This training pack is very useful for NGOs and contains a step by step approach as to why gender equality is important in development co-operation; basic concepts; and ways and means of reducing gender inequality in development co-operation. Furthermore the pack contains interesting self-analysis exercises that require users to attempt to understand the concepts in relation to their own situation. Gender analysis in organisations is also covered in section VII. Unfortunately the pack is not tutor based, so it is difficult to monitor the progress of participants as they progress through the course. However it is an excellent base for Finnish and partner NGOs to learn more about gender equality. Most likely because of the internet-based training pack, NGO staff appears to be doing well regarding training in gender mainstreaming. NGO staff may be the group that have had the most recent capacity building in gender mainstreaming. However, the optimism reflected in the survey was not demonstrated in their funding applications. It appears that more hands-on exercises are required on actually ‘how to do it’.

In terms of respondents own capacity to mainstream gender the major obstacle experienced is being unsure how to mainstream gender in certain areas, followed by lack of methods and tools.

“We should be flexible while planning gender training etc. considering well our target country and its situation. One of the biggest mistakes we can make is if we take a good model in addressing gender issues from one country and try to make it to work in another one.” Survey respondent

It is likely that training would best be targeted at the 23% of respondents that had not received gender training yet. As certain categories of respondents displayed different priorities for training, training offered should ideally be tailored to each category.

The gender analysis training manuals used at the MFA require updating to reflect gender relations (rather than a focus only on gender roles), and to highlight how to integrate gender into the new Finnish development co-operation modalities such as sector programmes. Likewise any new publications from the MFA on sector programming, budget support etc. should integrate gender. Many training manuals, guidelines, briefing notes exist, and the MFA can borrow from these, collating resources to suit the particular needs of the MFA. For example the EC is just publishing Toolkit on Mainstreaming Gender in EC Development Cooperation with practical tools for gender mainstreaming in sector programmes, projects, sectoral priority areas etc...

There was scant reference to gender training of staff, consultants, partners etc. in programme documentation, although gender training is taking place in various programmes. Some examples were however found:

In February 2004 a gender workshop was organised by the Finnish Embassy in Maputo, for the advisors of different programmes /projects in Mozambique, which many participants reported as very informative76. Participants did not extend to the counterparts and all the staff working in the projects, but the workshop was a starting point. The next step was indicated as training managers and counterparts in gender planning. Indeed it was stated in the Progress and Financial Report 1.1–31.3 2004 that although the workshop was appreciated, it could have been even better if counterparts had been invited. A challenge

76 Report on the Gender Workshop Organised by the Embassy of Finland 5.2.2004
remaining is to give priority in the regular training budget for gender training. Using the Local Co-operation Fund for organising such training was suggested in the February 2004 gender workshop report.

Training on gender issues is envisaged for project managers in Nicaragua according to FOMEVIDAS Framework document.

5.2 Guidelines and tools

“The very concept of mainstreaming is too abstract. More specific contextual guidelines could be used.” “Improve the tool box. It would be easier to use in a remote area if the essential tools are in one file.” Survey respondents.

The major tools currently available are the Strategy and Action Plan, Navigating Gender and the internet-based learning pack for NGOs. The strategy was considered somewhat ‘academic’ in its approach, and according to many, did not fulfil the need for a practical tool. Navigating Gender has been developed quite some time back for purposes of gender analysis, and most likely, served the purpose at the time when it was prepared. Navigating Gender did not surface as a tool still being used either in the survey or interviews. Today many more tools have been developed by many donor organisations which better respond to the needs of today of practically mainstreaming gender.

The response in the Questionnaire Survey, to whether or not the existing guidance and tools for gender mainstreaming provide the support required to integrate gender issues into development initiatives at each step of the programme cycle was split in half. Altogether nearly half 49% of the respondents felt that support was insufficient, 35% felt the existing tools for the programme cycle insufficiently provided guidance for integrating gender issues into programmes, and 14% or were unaware of such tools. Interestingly none of the NGO respondents reported that they did not know about the existing guidance and tools for gender mainstreaming, whereas amongst the other categories of respondents 15% (2) of Consultants; 10% (1) of MFA Embassy staff; and 16% (10) of MFA staff in Helsinki reporting their ignorance of such guidance and tools.

Uncertainty in how to mainstream gender was considered a major obstacle for 52% of respondents, while 43% considered the lack of methods and tools to be the problem. NGO’s identify the lack of methods and tools as being most important, 53%, in knowing how to mainstream gender. How to mainstream gender equality in practice appeared to be one of the biggest problems faced by the staff. The survey indicates that insufficient support is provided by existing guidance and tools to integrate gender issues into programmes suggesting that gender mainstreaming can only operate within MFA activities at half its practical potential. The desire for access to more and better tools was one of the major requests during interviews. This is confirmed by the fact that gender mainstreaming in Finland’s development co-operation initiatives is still inadequate as evidenced in the wide range of documentation reviewed as well as other sources of information. For example, one of the persons interviewed in the MFA Helsinki mentioned using the checklists of the USAid when preparing TOR.


78 Questionnaire Survey, Section 5.4.2.
6. INSTITUTIONALISATION OF MAINSTREAMING

6.1 Obstacles to mainstreaming

MFA officials in Helsinki and Embassies identified lack of accountability as being the main obstacle (50% and 44% respectively) to gender mainstreaming. Consultants and NGO’s chose gender mainstreaming not being a high priority as being the issue, 73% and 32% respectively. Both NGO’s and MFA officials in Helsinki also considered the lack of interest in partner country as being problematic, 32% and 40%. The respondents also faced other obstacles related to their own capacity to mainstream gender, of which lack of time was the most common additional obstacle identified.

The other obstacles identified by respondents were:

- lack of team preparation;
- limitations of human resources time capacity;
- simple tools required in different languages;
- how gender with the environment works;
- the attitude of people – difficult to ‘break the ice’ for gender discussions;
- lack of resources in relation to the challenge;
- a gender blind organisational culture;
- TORs usually do not allow time for thorough mainstreaming, nor does the budget;
- mainstreaming in theory and into policy documents is “easy”, implementation and understanding achievement indicators requires special skills that many of us still lack;
- lack of back-up from HQ in discussing gender issues relevant to a certain project or sector: land ownership of women in agriculture and forestry etc.;
- rhetoric being repeated in a way that makes it sound like it is added for the sake of itself;
- lack of interest in partner NGOs;
- other priorities that come first;
- macho men,
- lack of opportunities to compare with and learn from other actors in the field;
- in the field, policies look promising but the implementation is in the hands of the partner countries. Slow progress.
- it is a long way to go!
- how to get from words to practice?
- not knowing the best “means” to reach the goal;
- the pressures in MFA are still for gender-specific work; gender mainstreaming is not sufficiently valued.

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79 Questionnaire Survey, Sections 5.7.6 – 5.7.7.
6.2 Human and financial resources

“...successful gender mainstreaming requires resources in terms of staff and their time...”
Survey respondent

Concerns related to staffing issues in the MFA were brought to the attention of the Gender Baseline Team on numerous occasions. It is fully recognised by the MFA, its management and staff that human resource constraints are serious. This aspect has been elaborated also in many recent documents concerning the institutional development of the MFA. One dimension is the fact that often junior staff contracted on short-term basis is responsible for country desks giving them a responsibility beyond their capacities especially in terms of experience. There is also a big turn-over of staff, often in country desks.

The majority of Survey respondents considered there to be insufficient, 43%, or not at all enough 37%, human resources available for gender mainstreaming. Just over a fifth of respondents 21% felt that there were sufficient human resources. Both sexes were critical of the provision of human resources, although more females 83% reported that there were insufficient or not enough resources at all, in comparison to 70% of male respondents. The majority response from NGO respondents, 58%, was that there were not at all sufficient human resources available to mainstream gender equality in Finland’s development co-operation.

It was particularly emphasised that recommendations which would involve a great deal more time on the part of staff would need to be avoided. Hence the recommendations put forward have seriously taken this into account. The recommended support mechanisms have been constructed from the perspective on how the present staff would be in the position to increase the quality of gender mainstreaming without excessive additional burden.

While examination of the adequacy of human resources was part of the requirements expressed in the TOR, financial resource aspects did not. However, it was deemed appropriate to include this in the discussions as well as in the survey. The survey reveals the following finding:

BOX 3

Insufficient financial and human resources

Over 70% of the survey respondents felt that there were insufficient financial and human resources targeted to mainstream gender equality in Finland’s development co-operation.

Three quarters 75% of respondents felt that there were insufficient financial resources targeted to mainstream gender equality in Finland’s development cooperation with 46%, stating there was not enough but close to enough and 25% reporting not at all sufficient financial support for gender integration. No one felt that there were more than enough financial resources for gender mainstreaming.

Questionnaire Survey, Sections 5.7.1 – 5.7.2.
Female respondents were very critical of the level of financial support with 46% saying that support was not enough and 33% considering there to be not at all enough support. Males were split with 46% considering there to be enough support and over half 54% saying that support was insufficient or not at all enough.

The majority of MFA staff reported that there was insufficient or not at all enough financial support: MFA embassy staff, 70%; MFA Helsinki staff, 74%.

The finding requires closer examination. On the one hand, there are no restrictions to budget adequate resources for gender equality mainstreaming in Finland’s development interventions, quite the opposite, the policy framework not only encourages but also requires that gender equality should be mainstreamed. The recent identification and appraisal TOR of the MFA do, in the vast majority of cases, include an aspect of gender. Hence it could be assumed that resources would be earmarked in budgets for gender mainstreaming in the various development initiatives. Further, even if in initial budgets, which often are relatively broadly structured, gender mainstreaming had been forgotten, Finland is relatively flexible in terms of allowing reallocation of budget votes, once implementation of a development initiative takes off.

On the other hand, it is also a finding of the Gender Baseline team that, for example, there are no funds earmarked for the Gender Adviser to undertake specific measures to promote gender equality mainstreaming. It did come to the knowledge of the Baseline team that, for example, explicit monitoring and guidance missions to the field would have been undertaken by the Gender Adviser during 2004.

During workshops and interviews two highly interesting and relevant aspects emerged. Even if gender has been included in the project/programme document, the MFA does not always find it a priority area, and does not necessarily insist that specific measures to mainstream gender equality are undertaken by the concerned consulting firm81. The second aspect concerns bringing forward, and translating elements from the project document into activities in annual work plans. It was felt, rather widely, that annual work plans would be one of the most critical entry points for gender equality mainstreaming in practice.

6.3 Management support

In the Survey82, opinions were divided amongst respondents regarding the extent to which MFA management promote and support gender mainstreaming in development co-operation. While 61% of respondents felt that management were supportive of gender mainstreaming, 39% indicated that there was a lack of support from management. When the responses were disaggregated by sex and employment category some differences were evident. For instance, more male than female respondents felt that management was committed to gender mainstreaming. MFA staff in embassies felt a stronger commitment from management to gender mainstreaming than their counterparts in Helsinki. While most MFA consultants felt that management had a weak commitment to gender mainstreaming, most NGO staff felt the opposite.

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81 Comment from workshop with consulting firms in Helsinki.
82 Questionnaire Survey, Section 5.3.
Almost 71% of management considered gender issues to arise often or always as a concern in management meetings while 29% considered gender issues to seldom or never arise. However, relatively more female than male managers considered that gender issue are raised always or often as a concern.

Consultants with managerial positions considered these issues to seldom arise, whereas 100% of NGO management respondents considered these issues to arise often if not always. Thus, from the responses, it would seem most likely that gender issues would be raised as a relevant concern in NGO management meetings.

The top management of development co-operation policy, as its own observation, noted that much has changed and in terms of attitudes among staff, there is no problem. Indeed, interviews revealed that there are no “hostile”83 attitudes towards gender equality in the target audience interviewed, although personal and professional commitment varied considerably.

### 6.4 Role of the Gender Adviser

The Gender Adviser plays a considerable catalytic and coordinating role in promoting gender mainstreaming throughout Finland’s development co-operation.

There are two basic issues which are envisaged to considerably increase the impact of the Gender Adviser’s work, namely for her to further prioritise her work, and that a modest operational budget for gender mainstreaming would be earmarked.

Presently the Gender Adviser is, to a very large extent, overwhelmed by numerous “less important” tasks which appear to leave too little time for focusing on areas which would bring the greatest results in Finnish development co-operation work in terms of gender mainstreaming. Fortunately, the development policy provides instrumental guidance. The major part of activity and finance concentration will be in the eight long-term partner countries. Hence, the major part of the Gender Adviser’s work is recommended to focus on development initiatives in these countries.

> "Gender issues should not be discussed as similar for all countries and for all sectors. The very concept of mainstreaming is too abstract." Survey respondent

It is recommended that the Gender Adviser would annually undertake missions to four selected long-term partner countries in order to support projects, programmes and budget support at a hands-on detailed level together with national consultant(s). The starting point could be the four countries where the need is greatest. The arrangement would have several benefits:

The interview survey, country visits as well as the document analyses clearly reveal that there is a great deal of work ahead in operationalising the Strategy and Action Plan in the field. One of the most useful ways of achieving improved gender mainstreaming would be to engage the Gender Adviser to support the development initiatives out in the field.

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83 It is not uncommon still that negative attitudes toward gender equality can be found in development organisations, the very ones which are supposed to promote it as part of their agenda and international commitments.
The missions would:

• considering the limited staff resources, provide support and an extra resource to the country desks, Embassies and development initiatives to further improve the quality of gender mainstreaming;
• generate substantive hands-on information for a variety of purposes at the MFA (for country desks, country negotiations, TORs, gender training, annual plans of the units, the evaluation unit etc.);
• form part of the annual monitoring of the Strategy and Action Plan;
• provide an opportunity for learning from the development initiatives in the field and to generate good practices;
• enable the Gender Adviser to share good practices among the countries;
• be an opportunity to organize gender training for project/programme staff.

The arrangement would also bring a degree of uniformity into gender mainstreaming approach in the MFA considering though that the situation and mechanisms of each country is different, but the goal and the strategy remain the same: gender equality through gender mainstreaming.

The other recommended criteria, for the Adviser to prioritise her work, would be to focus on development interventions which amount to €5 million. This could be operationalised by engaging the Gender Adviser at critical points of the project management cycle (preparing TORs, examining identification and appraisal reports etc.) Particularly important would be the preparatory stages before a development initiative is going to the Project Meeting for decision-making.

Currently the Gender Adviser does not have a specific budget. It is recommended that a modest budget of €100,000 would be allocated for the year 2005. This would cover activities proposed in this baseline and include (i) the four missions by the Gender Adviser; (ii) preparation of practically oriented gender mainstreaming materials (elaborated elsewhere in the Baseline); (iii) possible short-term experts to support the Gender Adviser in specified tasks; and (iv) participation of the Gender Adviser in selected international forums.

6.5 Gender Focal Points

The concept of Gender Focal Points is not new for the MFA. Several units in Helsinki, several Embassies and projects/programmes do have a Gender Focal Point, some since years. In Helsinki it was stated that one of the problems related to the issue, is the relatively fast turn-over of staff resulting in a frequent change of the focal point person. A good example of the utilisation of Gender Focal Points is the Embassy in Maputo where actually two staff is involved.
BOX 4

Gender Focal Point in Mozambique

The Embassy has undertaken a considerable number of specific measures in gender mainstreaming. Since 2003 it started to pursue a more focused promotion of gender equality and gender equality mainstreaming in all development initiatives. In the bilateral negotiations in October 2003, it was emphasized, that by utilising the new Strategy and Action Plan, Finland will attempt to support the enhancement of gender equality and women's position including Mozambique. A Gender Focal Point was nominated. While she has been largely tied up with one of the sector programmes in a leading role during 2004, her role has consequently been limited in the hands-on gender mainstreaming work. The solution to the situation has been the nomination of a second gender focal point, the arrangement bearing considerable fruit.

Early in 2004 the “second” Gender Focal Point Person participated in a UNDP organized gender training which resulted in a Gender Programme for the Embassy. It was reviewed at mid-year in a follow-up seminar by the UNDP proving to be the only one where actions had been undertaken as envisaged. Initially the idea was to mainstream gender in the Embassy annual work plan. However, due to different timing this did not prove possible; hence a separate action plan for gender. In the Embassy work plan for 2005, it is envisaged that gender equality will be mainstreamed. Further, the Embassy organised a gender training course for the TA staff in early 2004.

In terms of gender mainstreaming capabilities, the Embassy is relatively well equipped. The role of the gender focal point should be, and is seen a coordinating and a catalyst one. When it comes to the detailed work of mainstreaming gender equality in the development initiatives, additional resources would bring the issue forward.

The relatively good staff situation in the Embassy in Maputo has made this possible. In contrast, in Zambia, it would be unfair to require actions by a Gender Focal Point until the staff situation considerably improves.

Several projects/programmes have found it necessary to appoint a Gender Focal Point. For example, in Vietnam, the Thua Thien Hue Rural Development Programme has had a Gender Focal Point for years. There it no longer is an issue of novelty.

6.6 Accountability mechanisms

“Accountability is lacking in general terms; in the country and in the embassy.” Survey respondent

There are many mechanisms which the MF the A uses for monitoring implementation of development co-operation initiatives. The most prominent one is the recently initiated monitoring of policy implementation where a comprehensive reporting was conducted half-year after the approval of the policy. It is the intention of the MFA to continue with similar annual reporting. Other mechanisms are the Project Meeting, project/programme/budget support
monitoring reports, staff performance assessments, management and staff meetings etc. The procedures of the Project Meeting have recently been further developed where i.e. gender mainstreaming will receive added attention.

Particularly the Questionnaire Survey\(^4\) as well as face-to-face interviews allowed an assessment of the extent to which gender issues are being operationalised and monitored within the work of each individual respondent.

58% of respondents felt that gender integration was only occasionally monitored and reported upon while 28% felt that it was sufficiently monitored. Only 10% reported that it was always monitored. Females, 62%, and males, 51%, felt as a majority that there was only occasional monitoring. Consultants were most critical of the lack of monitoring with 92% considering it only an occasional occurrence. The next most critical group were MFA officials in Helsinki with 63% of respondents sharing the consultants’ opinion.

The majority-83% of respondents-occasionally or never report on their integration of gender issues. Only 17% have to provide such information to their supervisors. Consultants were least likely to report; occasionally 62% and never 39%. NGO staff was more likely than all other groups to report on such issues.

80% of MFA embassy staff reported that they occasionally or never have to provide information to their supervisors on how they have integrated gender issues into their work. An even higher percentage of MFA Helsinki respondents 89% reported that they occasionally or never have to provide such information to their supervisors.

The majority of respondents, 39%, did not discuss gender issues in their performance review. (A considerable number of respondents had not had a performance review, 30%). Male respondents were least likely to have considered gender issues at all, 51%. Females were split between groups who had mentioned the topic a little, 23%, or a lot, 10%, and those who had not mentioned it at all, 33%. Consultants with 62% and MFA officials in Helsinki with 54% were the two groups least likely to have remarked on gender issues in performance reviews.

The majority of respondents 83% had not encountered development initiatives rejected due to gender issues. Just over 10% had heard of some being rejected. 89% of females felt that rejection for gender reasons was not typical.

Thus it would appear that reporting on the integration of gender issues in an individuals work is an area that requires more supervision, with perhaps guidance provided to supervisors on what they should look for in those they are managing. Consultants in particular reported that they rarely have to provide such information to their supervisors. Whilst NGO staff was more likely than any other group of respondents to be required to report on the integration of gender issues into their work, the majority of NGO staff respondents occasionally or never have to do so.

A question was asked in the survey regarding major obstacles experienced for mainstreaming gender. The lack of accountability was considered to be the other major obstacle to gender mainstreaming from the list of possible obstacles provided with 42% indicating this obstacle. Next was the lack of prioritisation of the issue, 38%, followed closely by and a lack of interest in partner country, 37%. However, females considered lack of accountability to be most

\(^4\) Questionnaire Survey, Section 5.6.
troublesome, 45%, while males considered lack of interest as being the number one obstacle, 49%.

The Survey also revealed that gender issues (or gender analysis skills/activities) are not typically discussed in performance reviews. On the whole it would appear that there is a need for greater accountability in efforts to mainstream gender in Finnish development co-operation initiatives. At present there is a significant lack of in-built mechanisms for monitoring of gender mainstreaming within MFA activities and reporting on the integration of gender issues to their supervisors. Staff-performance review procedures within the MFA arena do not have strong provisions for merit-based assessment of gender mainstreaming ability of staff. The management indicated that the aspect of gender mainstreaming could be added to the performance review which is highly recommended.

Overall the respondents indicated that monitoring of gender mainstreaming is not routinely carried out despite the fact that gender concerns often arise in meetings. While 20% of male respondents felt that gender issues are always raised in meetings, only 4% of female respondents felt that gender issues were always raised. There are major differences in the extent to which different groups indicate that gender issues are always raised at their meetings. The following percentages of each group indicated that gender issues are always raised at their meetings: MFA Embassy staff (25%), NGO staff (~17%), MFA Helsinki staff (~7%), MFA consultants & others (0%).

7. CONCLUSIONS AND MAJOR RECOMMENDATIONS

7.1 Comparative advantage

Finland, being one of the countries in the world where gender equality is relatively well advanced, potentially holds a comparative advantage in promoting gender equality through its development co-operation initiatives. Finland should take full advantage of this in its development co-operation initiatives. Promoting gender equality is part of socio-economic equality and human rights and is an important aspect in increasing the quality of Finland’s development initiatives and its impact.

The Baseline team is inclined to agree with the view expressed in one of the reviews on development co-operation: “The issue of gender in development is a new phenomenon in most developing countries and Finland, despite its explicit reference to this in its development cooperation, is yet to show leadership and commitment to the integration of these issues in broader economic, social and cultural terms”.

7.2 Attitudes towards gender equality

The attitudes towards gender equality in development co-operation of the MFA were found to be very positive. Particularly young staff appears to take for granted that gender equality is an important development issue. The current situation provides a fertile ground on which to build upon.

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85 Improving Effectiveness of Finnish Development Cooperation Perspectives from the South, May 2003.
7.3 Gender mainstreaming

There was strong support for the relevance of gender mainstreaming within MFA activities. Nearly all Questionnaire Survey respondents appear to be aware of the phrase ‘gender mainstreaming’ and understand what it means, yet over half of respondents expressed their uncertainty on how to actually mainstream gender.

Although aware of the phrase gender mainstreaming, most of the development initiatives reviewed still tended to adopt a Women-in-Development (WID) approach instead of the Gender-and-Development (GAD) approach. A GAD approach is promoted through the Gender Strategy and Action Plan. Therefore it has been deduced through project documentation and discussion on project implementation – to the extent it was possible to get detailed information about implementation – that projects are inadequately mainstreaming gender.

The Ministry for Foreign Affairs (MFA) officials highlighted that gender issues can be routinely excluded from key areas of MFA development activities. Over half of MFA officials indicated in the Questionnaire Survey that gender issues are typically not included in such development dimensions as sectoral support, budgetary considerations, political deliberations and country negotiations.

Gender mainstreaming is left, to a considerable extent, to the personal interest and good will of individual staff members. This does not promote the institutionalisation of gender mainstreaming, a prerequisite for the MFA. To successfully mainstreaming gender equality, both personal and professional commitments are necessary.

In documents reviewed, gender is nearly always mentioned, but any elaboration on gender equality issues are often contained in a separate section, rather than integrated or ‘mainstreamed’ throughout the documents.

Some projects started their gender related activities too late. Many projects did not initially automatically conduct a gender analysis as part of other poverty analysis or base line studies.

7.4 The new MFA Development Policy

MFA staff, consultants, and partners require more targeted information regarding gender and why it is a cross-cutting theme in the implementation of the Finnish development policy. They also require help and guidance on how to actually implement gender as a cross-cutting issue.

7.5 Strategy and Action Plan

There is good support for the Gender Strategy and Action Plan by MFA staff which however, in terms of implementation, is undermined by inadequate financial and human resources, as well as inadequate accountability. Despite the support for the Strategy and Action Plan, it does not appear be widely consulted.

The Action Plan completely omits the resource allocation which, according to present management practices, should follow any action plan.

The Strategy and Action Plan currently lacks a coherent gender policy upon which everything related to gender equality and gender mainstreaming is based. Hence it requires a simple policy statement to frame all gender equality related activities in Finnish development co-operation. It is recommended that the MFA develop a short gender policy statement, linking the Strategy...
and Action Plan to a goal, objectives and activities to reach the policy. Such a policy could begin by outlining the MFA’s approach to gender and development, why the MFA is committed to this approach – what are the guiding principles, where are the entry points and include a short list of recommended/possible activities. It might be helpful for MFA officials if a wall chart was created to display how all the elements are linked – the policy, the goal, and the strategy and action plan. For instance, how the key concepts link; visually showing that gender mainstreaming is a strategy and leads to the goal; where gender analysis comes in, and linking all the entry points and activities that should be pursued to implement the policy.

7.6 Millennium Development Goals (MDGs)

The link between gender equality and the empowerment of women should be highlighted in reporting on all the MDGs, rather than only reporting on Goal 3, and indicators for Goal 4. For example stress should also be given to adhering to core international labour standards in trade related discussions.

7.7 Poverty Reduction Strategy Papers (PRSPs)

Finland should keep gender on the agenda throughout the PRSP revision processes in partner countries. However, any pressure exerted by Finland should be linked to international gender related commitments, such as signature to Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), the Millennium Declaration, or the Beijing Platform for Action, and combined with support for national machinery for gender equality and organisations within countries working on gender and women’s rights to ensure legitimacy. The MFA should continue to insist on including gender equality information and indicators in country level PRSP documents, referencing any national or regional policies on gender equality, and including national gender machineries in bilateral and other consultations.

7.8 National /regional policies on gender equality

All reports, programmes, sectoral support and project documentation should demonstrate that they have included national and regional policies on gender equality and the empowerment of women as a basis for statements or initiatives. It should be ensured that all those working for Finnish development co-operation initiatives are aware of national and international gender related commitments and policies. National gender machineries could be invited to participate in bilateral and other consultations when possible.

7.9 Country specific political dialogue and bilateral agreements

According to the Questionnaire Survey, nearly half of the MFA officials\textsuperscript{86} have often or always come across gender equality as a substantial issue in political dialogue or country negotiations although 40% of respondents felt that gender equality was seldom or never included in political dialogue or country negotiations. This situation calls for increased efforts to bring gender equality into the forefront of the political dialogue and country negotiations. A short fact sheet outlining

\textsuperscript{86} This question was targeted at the MFA officials only.
entry points could be developed for guidance. The Gender Adviser should be involved in preparations of the Mandate.

7.10 Country Strategies

During the Baseline Survey interviews, several MFA staff proposed that Finland should start preparing country strategies, at least together with the eight long-term partner countries. From gender point of view this could have the benefit of strategically determining what is to be achieved in terms of gender equality. Therefore, the Baseline team proposes that the MFA would consider introducing Country Strategies for the eight long-term partner countries.

7.11 Budget and sectoral support

According to the Questionnaire Survey just 39% often or always come across gender equality as a substantial issue in budget and sectoral support and 36% seldom or never encounter gender equality as an issue in discussions on budgetary or sectoral matters. Gender equality as an issue of focus in budget and sector support appears to be more important for MFA Embassy staff.

The Budget Support Cooperation Guidelines (2004) have mainstreamed gender related questions into the approach taken in the guidelines. Those involved should be praised for such initiative. It would be important to ensure the widespread use of these guidelines.

Because sector wide approaches (SWAPs) involve shaping an entire sector with the objective of enhancing long term development, attention to gender equality is critical if the SWAP is to be successful in meeting the goal of equitable and sustainable development. In the MFA, guidelines for sector wide approaches are soon to be developed, and it is recommended that such guidelines mainstream gender throughout.

The MFA could explore how to create gender sensitive monitoring and evaluation systems for Sector Programmes. Models on how to do this can be found elsewhere. During the consultations between the partners it is advisable to keep gender equality issues related to monitoring and evaluation on the agenda.

It is recommended that resources will be provided for those working in the health sector on the link between HIV/AIDS and gender issues. It is necessary to continue requesting for sex-disaggregated indicators on HIV/AIDS prevalence, even if not always available. Gender related information on the spread of the disease need to be documented and considered in the design of MFA programmes in this area. The health sector (particularly in the reproductive health area) should not focus on women in isolation to men; instead it should adopt a more ‘gender’ based approach, involving men.

In continued support by Finland to the education sector more research and focus is required regarding gender equality issues. For example sex disaggregated baseline information on enrolment rates and the reasons behind any male/female discrepancies should be automatically part of the planning process.

7.12 NGO projects

According to the Questionnaire Survey, NGO staff appears to be doing well regarding training in gender mainstreaming, perhaps because of the excellent MFA NGO Unit on-line gender mainstreaming capacity building package. However, NGOs, for some reason, do not apply the guidance given in the information pack on their actual project applications. NGOs should improve in this area.

More hands-on exercises are needed for NGOs to enable them to actually mainstream gender in practice. One way of doing this would be to invite NGOs for consultative project planning workshops where facilitators work with them on improving their funding proposals in terms of gender equality issues.

The modification of gender related questions in the NGO application form could possibly improve gender mainstreaming in the proposals. It is recommended that the current questions would be replaced with the following ones: What are the major relevant inequalities between men and women in terms of basic rights, access to resources and decision-making in the project context? Which ones will the project address? Which specific strategies have been developed to increase gender equality in the identified areas of inequality? This information should be used to mainstream gender throughout the project proposal.

7.13 Local Co-operation Funds

In many cases gender issues have been mainstreamed in the initiatives funded through Local Co-operation Funds. In Tanzania and Vietnam, for example, gender perspective is beginning to occur also in other activities than just in the gender specific ones. Having a category of gender specific activities in Local Co-operation Funds does not limit the need to integrate gender perspective into other categories as well. Further, it is recommended that Embassies consider whether they could utilize some of the funds to advance gender equality through national gender machineries, as they are strategically important.

Vietnam has prepared an exemplary Strategy for Local Co-operation Funds which can serve – and is recommended – as a model for other Embassies.

7.14 Terms of reference and task descriptions

Although gender is nearly always mentioned somewhere in TORS, what exactly is expected by the MFA is not often specified. Task/job descriptions for technical contracts do not systematically include gender equality issues. This is often the case for management related task descriptions, where an ability to manage the process of integrating gender into the Finnish funded initiative is critical.

Consultants and others need to know what exactly is required in the Finnish funded initiatives in terms of outputs for gender mainstreaming. Therefore this should be specified more clearly in any TORs for consultants.

7.15 Steering Committee meetings

Steering Committee meetings present an opportunity to highlight gender related issues or challenges in project/programme implementation. Minutes of many such meetings did not
specify that gender related issues had been discussed, although there were examples where this did occur.

Reminders are required for personnel involved in Steering Committees to ensure that issues around gender equality in implementation, as well as financial implications of mainstreaming gender are raised and recorded during the meetings.

7.16 Gender mainstreaming in development initiatives

The Finnish Development Co-operation Guidelines for Programme design, monitoring and evaluation (1997) are expected to be updated in 2005, which presents an opportunity to improve gender mainstreaming compared to the 1997 Guidelines.

In order to improve the quality of project/programme documentation in terms of gender mainstreaming, it is recommended that those commissioning project/programme preparation should give more consideration for the time and resources required. They could also state more clearly what should be achieved in terms of gender equality goals in all project/programme documentation, guiding the implementation. The information on gender equality should be systematically followed through in the logical framework, with gender disaggregated indicators for the overall objectives, project/programme purpose, results and activities. This applies also to the final programme documents prepared during an inception/start-up phase, equally requiring human and financial resources.

The preparation phase of a development initiative is the most suitable time to utilise previous gender analysis information or research on gender equality issues and should be encouraged by the MFA. This will ensure that that gender equality issues, gender-related assumptions and risks are taken into account from the start. Should gender equality be compartmentalised, or outright excluded at the formulation stage, it may be difficult to mainstream it at later stages.

Overall Finnish initiatives could improve the use of sex disaggregated indicators, including the target numbers of male and female partners attending capacity building activities or benefiting from livelihoods initiatives. Subsequently quotas could be set for some initiatives to encourage female participation.

Although for some sectors sex disaggregated data is nearly always collected, Finland can still emphasise or remind partners that all reporting should contain sex disaggregated data to the extent possible.

7.17 Thematic aspects

HIV/AIDS, as a development issue, does not feature prominently in any documentation of Finnish development co-operation reviewed by the baseline team, particularly around poverty and the economic and social vulnerability of women. HIV/AIDS initiatives, funded through Finland, require a strong emphasis on improving women's access to economic resources (and education) to reduce their risk of HIV infection. An emphasis should also be placed on men's role in HIV/AIDS prevention including targeting men's behaviour. All sensitisation programmes require attention to disaggregating those at risk and those already infected with HIV/AIDS. Appropriate communication channels regarding HIV/AIDS should be developed for different groups. More recognition is recommended in any documentation related to HIV/AIDS on the limited ability of women and girls to negotiate abstinence or condom use, or choose when and with whom to have sex.
Because Finland has a comparative advantage in supporting efforts to combat corruption, it is recommended to incorporate a gender perspective in anti-corruption measures.

In adopting participatory approaches, or advocating for the participation of stakeholders in MFA funded initiatives, a concerted effort should be made for women (as well as men) to ‘participate’. The opportunity costs (including financial, time, effort, personnel) of making this effort need to be considered in advance. It should be ensured that in Participatory Poverty Assessments (PPAs) a deliberate effort is carried out to get women to participate in the PPAs. Gender related poverty indicators should be defined in such assessments (including numbers of female headed households, quite often amongst the poorest households).

The link between poverty and gender could be highlighted more in Finnish programme, sector or policy documents to constantly emphasise that poverty will not be reduced if gender inequities are not addressed.

EU Programmes in the area of good governance and decentralisation are beginning to outline how gender equity criteria can be included in an operational manner. This is an area where more gender related support is probably needed for Finnish personnel working on these types of programmes, such as in Nicaragua.

Any capacity building at the institutional level, linked with Finnish development co-operation's focus on decentralisation, should insist on including gender equality and women's representation issues. Affirmative actions may be required. Gender analyses of the processes and structures of governances, institutions and the legislative frameworks need to be encouraged, to highlight the representation of women and marginalized groups based on ethnicity and class.

Finnish support towards the realisation of democracy and good governance should highlight issues around gender and participation. Available publications and toolkits on the links between gender, good governance and decentralisation could be disseminated. References could be made to partner country's ranking the Gender Development Index (GDI) and the Gender Empowerment Measure (GEM).

7.18 Reviews of Finnish Development Co-operation

Points made regarding gender equality in reviews of Finnish development co-operation, such as the Organisation for Economic Co-operation and Development/Development Assistance Committee (OECD/DAC), or independent reviews, should be debated and put forward at the appropriate meetings by the Gender Adviser.

7.19 MFA Evaluation Documents

TORs for evaluation reports are recommended to stress gender roles and relations more precisely. Rather than having gender issues in a separate section, gender should be integrated into other evaluation criteria, particularly under methodology.

In the process of selecting consultants, or evaluating tenders for evaluations, the ability to assess gender issues amongst the other main topics is recommended to be included. Evidence of being able to address gender equality issues is key. On the other hand, the MFA should consistently brief consultants on what type of gender issues the MFA is interested in a given report.
As interviews provide the main source of primary data collection in a given evaluation, it is recommended that an emphasis should be made in the TORs to also obtain female points of views in interviews, as there can be tendency for consultants to only meet with men.

It should be stressed that evaluation findings on gender equality issues need to be presented in a simple way so that findings can be fed back into policy making and future programming.

Finland should advocate for gender mainstreaming throughout common guidelines for evaluations being prepared in DAC.

7.20 Management support

Opinions were divided amongst respondents regarding the extent to which management promote and support gender mainstreaming in development co-operation. Over half of the respondents felt that their management supports gender mainstreaming, and the majority of respondents felt that gender issues are relevant in strategic planning within their work unit. NGO workers were the most adamant of their management support, while consultants were most critical.

It is recommended that the management of the MFA reviews the issue of promoting gender issues in their meeting(s) in order to identify improved strategies. The Gender Adviser could provide guidance.

7.21 Human and financial resources

Clearly, both human and financial resources are inadequate to mainstream gender equality in Finland's development co-operation. The constraining staff situation is fully recognised by the management and staff.

Solutions to resource constraints could be:
- to further decrease the number of countries and development initiatives to be more commensurate with the MFA resources available;
- the staff to more strategically prioritise work tasks;
- organise Time Management training for staff;
- increase utilisation of consultants for the tasks which would release the MFA staff for core areas of work;
- to lobby for additional resources for the MFA.

7.22 Accountability

There seems to be no laid-down requirement for MFA-related staff to report on their integration of gender issues to their supervisors. Over 80% of respondents indicated that they rarely or never do such reporting. Current staff-performance review procedures within the MFA arena do not have provisions for merit-based assessment of gender mainstreaming ability of staff. In-built mechanisms for monitoring of gender mainstreaming within MFA activities require attention.

It is suggested that an accountability system for gender mainstreaming will be established within the MFA, linked to individuals’ performance reviews. The accountability system should also be linked to a database that highlights MFA funded initiatives that have mainstreamed gender. Good practices from the MFA could be listed, outlining how and why such initiatives were
successful in mainstreaming gender. Such good practices could be used in the future as case studies for capacity building.

Reporting on the integration of gender issues in an individual’s work is an area that requires improvement. For the management to be able to supervise the implementation of gender mainstreaming amongst their staff, gender analysis has to become an integral component of management training. It is thus recommended that the Gender Adviser provides guidance to management and supervisors on how to actually monitor and support gender mainstreaming activities amongst their staff.

Consultants working with the MFA in particular require supervision with respect to mainstreaming gender. MFA staff themselves, require more skills on evaluating the level of gender expertise amongst consultants, and how to monitor consultant’s work in terms of how they have integrated gender equality issues in their work.

7.23 Project Meeting

The Project Meeting which serves as one of the entry points for quality assurance of development co-operation, should develop some basic quality standards for mainstreaming gender in programmes prior to approval.

7.24 Role of Gender Adviser

The Gender Adviser should annually undertake four missions to the selected long-term partner countries in order to support the Embassies, projects, sectoral programmes and budget support at a hands-on detailed level together with national consultant(s). The starting point could be the four countries where the need is greatest. This arrangement would require revising the Gender Adviser’s task priorities.

7.25 Gender Focal Points

There are several Gender Focal Points nominated in the MFA, the Embassies and projects/programmes. They present a valuable institutional resource in enhancing gender mainstreaming. Advantage should be taken of this network, and it should be further strengthened coordinated by the Gender Adviser.

New Gender Focal Points should be nominated in relevant teams/projects/programmes where this has not yet been done, especially in the larger development initiatives in the eight long-term partner countries. TORs for Gender Focal Points should be developed so that all are clear regarding their duties, and they receive recognition for what they do.

7.26 Gender Equality Programme for Embassies

The other seven long-term partner country Embassies should study the Gender Equality Programme of the Maputo Embassy. Once staff resources in the Embassies improve, each Embassy could design a Gender Programme on similar lines to the Mozambique model. The Gender Adviser should support the Embassies in designing Gender Equality Programmes, especially those where the staff situation continues to be particularly constrained. The substance of the programmes should be mainstreamed into the annual work plans of Embassies.
7.27 Capacity building and gender training

Gender training pays off, according to the Survey. Much has already been achieved within the MFA arena in relation to capacity building for gender mainstreaming. While capacity is reportedly strong within the MFA regarding gender mainstreaming, there remains a significant proportion of MFA-related staff that requires skill-base strengthening in terms of gender mainstreaming across a range of areas.

Regarding being up-to-date on gender analysis and gender mainstreaming, consultants should be required to demonstrate that they have proven capacity in gender mainstreaming or gender analysis prior to working with the MFA. The MFA provides opportunities for consultants to attend training in gender mainstreaming and reportedly they are keen to participate.

Although over the years, training and other capacity building measures in gender equality have been on the agenda of the MFA, the results of the baseline study demonstrate that a great deal more would need to be done. This is vital particularly because of the rapid MFA staff turn-over, with young temporary staff often occupying country desks. Good practices, new tools and methods in gender mainstreaming are emerging in important areas of focus such as for sectoral programmes and related to assessing and monitoring development initiatives. Continuous and updated training in gender mainstreaming is a necessity.

Key issues reported by questionnaire respondents are more capacity related to gender concepts and more knowledge on how to mainstream gender equality in practice. An important finding was that some respondents require training in basic gender concepts, and others require capacity to mainstream gender in sectoral support, budgetary considerations, or require advocacy skills with respect to placing gender on the agenda in political deliberations and country negotiations.

Grading of MFA staff and others according to their needs and level of competence is thus important for planning future capacity building activities.

Capacity building could take place in the MFA, in the context of unit specific strategic planning and unit meetings, in addition to the more conventional gender training.

7.28 Tools

Note was taken that the MFA does not currently have practical gender mainstreaming checklists for the major sectors it is involved in, such as health, education, governance, agriculture and rural development, forestry, and water supply. Most likely it has been assumed that the internet provides ample materials. However, firstly, in field situations accessing internet is not always easy for programme staff and is time consuming. Secondly, if there is little or no knowledge of existing web resources, not much can be accomplished. The need for providing more practical gender related materials was noted throughout the different components of the Baseline Study.

A compendium of fact sheets/checklists on sectoral/gender related topics for gender mainstreaming should be prepared, easily available to relevant staff in MFA, Embassies, consulting firms, NGOs and projects/programmes.

For purposes of convenience, the policy statement mentioned earlier, and the compendium could form one publication, a “Resource Toolkit”. The sectors/themes could include such as health, education, governance, agriculture and rural development, forestry, water supply, environment and HIV/AIDS. The document can include also relevant links to web-sites. This would serve for more ease of reference and ensure its wider usage.
It is suggested that a long-term strategy for working with staff from different categories or sectors is prepared and specific gender analysis tools will be developed, practical for their work. The good materials that already exist should be promoted including EU Toolkit on Gender Mainstreaming and fact sheets and sector specific guidelines from other donors. A range of gender briefing materials could be packaged with web links to locate specific sources. The existence of such a package should be widely advertized and disseminated to all working with the MFA.

7.29 EU Presidency

The MFA should consider whether the upcoming Finnish presidency of EU may present opportunities to keep coherent gender related policies on the agenda at the EU level particularly at bilateral consultation stage.

7.30 Countries visited

Three countries, Mozambique, Nicaragua and Vietnam were visited as part of the Baseline Study.

Mozambique has made considerable strides towards recognising gender equality as one of the avenues for poverty reduction and a better well-being of its people. It goes without saying that challenges are big. A great deal of work remains to be done especially at the field level. However, donors, including Finland, fully support gender equality as one of the long-term goals in poverty reduction.

The positive developments recorded in the area of gender equality mainstreaming in the Embassy in Mozambique can be attributed to four major factors: (i) the country’s positive attitude towards gender equality; (ii) full, proactive support and understanding of gender equality in development work by the Head of the Embassy; (iii) the availability of the Finland’s Strategy and Action Plan; and (iv) the relatively good staffing situation in the Embassy. From a donor point of view, three factors have been internationally identified the most important variables in advancing gender mainstreaming: support by management, availability of a concrete strategy, and allocation of adequate resources. The approach taken by the Embassy in Maputo could serve as an example for the other long-term country Embassies.

Nicaragua, having a very different political, religious and cultural context, compared to the other two countries, is facing considerable challenges in bringing gender equality forward, including social and economic equality for that matter. This is due to the recognised absence of support from the political and religious establishment, as repeatedly stated by a variety of stakeholders in the country during the mission.

Donors generally, including Finland, find themselves in a challenging situation where there is no shortcut. All the three relatively recent programmes financed by Finland (in health, governance and rural development) in Nicaragua have excellent opportunities to promote gender equality. So far availing of such opportunities has been somewhat modest which could partly be attributed to the general situation in the country.

Vietnam, despite its one-party political system, seems to be going forward in gender mainstreaming with the apparent support of the Prime Minister. Several meaningful and well-prepared processes are going on, evidenced not only in rhetorical but also as practical actions on the ground.
Donor supported initiatives, including Finland’s, will have favourable atmosphere to advance gender equality. The two Finnish rural development programmes have had a Gender Focal Point for years with positive consequences. The new Small Town’s Water Supply Programme is still at an initial stage of planning and will require considerable efforts in gender mainstreaming, especially because gender is featured in the programme document only to a modest extent. The now closed down Haiphong Water Supply programme with Finnish funding was largely regarded as a ‘hard’ technical programme where gender received only minor attention despite the fact that women can be considered the major users of domestic water.

All the three Embassies do have a Gender Focal Point.

8. CORE INDICATORS

The following indicators are proposed for monitoring the implementation of the Strategy and Action Plan:

1. **Mainstreaming annual work plans**
   A specific gender action plan/programme exists and/or gender has clearly been mainstreamed beyond tokenism into the annual work plan of the relevant units of the MFA and long-term partner country Embassies.

2. **Gender focal point**
   A person with skills and experience in gender analysis and gender mainstreaming is available as a Gender Focal Point in each concerned unit in the MFA, and at least in the eight long-term country Embassies. A Gender Focal Point uses about 20% of his/her time for catalytic and coordination tasks related to gender.

   A Gender Focal Point has been appointed at least in the two largest (in terms of funding) and relevant projects/programmes in the eight long-term partner countries (excluding budget support and sector programmes where Finland does not have a specific field programme).

3. **Gender Adviser**
   The Gender Adviser has conducted support and monitoring missions to four long-term partner countries per year and assisted the Embassies and development interventions in mainstreaming gender equality. Full reports of the missions are available.

   The Gender Adviser has been allocated a modest annual budget to undertake activities recommended in this Baseline Survey.

   The Gender Adviser has screened and commented on all development interventions which have a total budget of €5 million or more before they are tabled in the Project Meeting. (The budget limit could be reviewed.) The Gender Adviser provides an assessment to the extent gender has been mainstreamed into the documents on a scale of 1–5 as measured by the Gender Advisor.

   The Gender Adviser has participated at least in two bi-annual country negotiations of two long-term partner countries, and supported in the preparation of the Mandate document regarding gender equality.
4. Participation in training
The number of staff who have annually participated in gender training organised by the MFA to be expressed as participant days (number of persons x days).

5. NGO projects
Full replies by NGOs requesting funds, to the three questions in the NGO application form under Sustainability (section 8.5). This would be evidenced in 20 randomly selected project plans which have been approved each year. The replies should demonstrate understanding of gender equality and gender mainstreaming as assessed by XX.

6. Staff performance assessment form
A section on gender mainstreaming performance has been added to the staff performance assessment form and has been filled in for xxx number of staff.

7. Tools
A short gender policy statement has been developed by the MFA and linked to the MFA recent development policy as well as the Strategy and Action Plan.

A compendium of fact sheets/checklists on sectoral/gender related topics for gender mainstreaming has been published and is easily available to relevant staff in MFA, Embassies, consulting firms, NGOs and projects/programmes. For purposes of convenience, the policy statement and the compendium could form one publication, a “Resource Toolkit”.

8. Setting targets and their monitoring
Targets for key areas, concerning the performance in gender mainstreaming aspects, would be set by the MFA, based on the current Questionnaire Survey. In the mid-term review and the end evaluation of the Strategy and Action Plan, the same Questionnaire Survey will be repeated to verify the extent these targets have been achieved.
ANNEX 1

MINISTRY FOR FOREIGN AFFAIRS OF FINLAND
Department for Development Policy
Terms of Reference
for

1. Background of the Baseline Study

Finland has a long tradition of promoting gender equality in development cooperation. The Government of Finland (GoF), as well as its long-term development cooperation partner countries are committed to mainstreaming gender equality in all activities and policies.

The importance of gender equality as one of the main goals of Finland’s development cooperation is manifested in the constant and systematic way gender issues are highlighted in the various Finnish development cooperation policy and strategy papers, namely in the Decision-in-Principle on the Operationalisation of Development Policy Objectives in Finland’s International Development Cooperation from 2001, in the Policy on Relations with Developing Countries of 1998 and in the Decision-in-Principle on Development Cooperation of 1996. Also the most recent White Paper on Development Policy of the GoF, adopted in February 2004, expresses Finland’s continuous commitment to take effective measures to promote gender mainstreaming.

In 2003, the Ministry for Foreign Affairs (MFA) adopted a Strategy and Action Plan for Promoting Gender Equality in Finland’s Policy for Developing Countries for 2003–2007. The objective of the strategy is to achieve a fundamental increase in the impact of Finland’s developing country policy with regard to gender equality and women’s rights by the year 2007.

The strategy is divided into two parts. The first part describes the international and national policy principles, that provide the rationale for promoting gender equality in the Finnish development cooperation. The second part specifies the measures to be taken in bilateral and multilateral political dialogue and cooperation, NGO cooperation, humanitarian aid, concessional loans and economic, industrial and technical (EIT) appropriations, together with informational functions and recruiting. The strategy is based on the mainstreaming approach and as such, requires the commitment of the entire personnel of MFA to implement the Strategy and Action Plan.

2. Objectives of the Study

In order to promote efficient and effective implementation of the gender strategy and to adopt a coordinated and systematic approach to gender issues, MFA has decided to commission a gender baseline study.

The progress of the gender strategy will be monitored on an annual basis. In order to provide a baseline which the progress can be reflected against, an analysis of the current status of mainstreaming is required. Clear factual data generated through the baseline study will be used...
for setting up measurable and realistic annual targets for change and improvement and for monitoring and evaluation of these targets through core indicators. The surveys will focus on activity, process and output levels while outcome level results will be addressed through the final evaluation of the strategy, to be carried out in 2008. The baseline survey will also provide information for the 2006 mid-term review report on the implementation of the strategy.

The objectives of the baseline study are as follows:

1. Establish a sound, quantitative and qualitative baseline by assessing the current gender mainstreaming performance, focusing on the following:
   - Assessing the extent to which gender issues have been currently integrated in the ongoing bilateral programmes, NGO-projects, budget and sectoral support, local cooperation funds, and country specific political dialogue;
   - Assessing the competence of the staff in MFA, Embassies, NGOs and consultancy companies for gender mainstreaming, and the relevance and adequacy of the existing policy guidance, guidelines and tools;
   - Assessing the effectiveness of the existing institutional arrangements, management level support and follow-up, accountability mechanisms and human resources, available for implementing the gender strategy.

2. Develop a limited number of core quantitative and qualitative indicators (or other tools/systems) to be used for accurately measuring the changes over time and enabling comparisons to be drawn between the countries and different units.

3. Identify key opportunities, constraints and development needs for promoting gender equality in MFA and make recommendations for further improvement.

The final product of the study will be a report with indicators which shall be submitted to the MFA. The report will contribute to systematic monitoring, improved actions and measures to be taken by the MFA to strengthen the integration of a gender dimension in all activities.

The baseline study will consist of the following three components:

Component A: The level of gender mainstreaming in the on-going bilateral programmes, NGO-projects, budget and sectoral support, local cooperation funds and country specific political dialogue.

This component will focus on the bilateral programmes, NGO-projects, local cooperation funds, budget and sectoral support, currently being carried out in the long-term partner countries and the political dialogue with these countries. The study will concentrate on the key phases of the programme lifecycle, including the mainstreaming of gender in the project documents and terms of references, implementation, monitoring, reporting and evaluation. In terms of the political dialogue, the study will look at the country-level bilateral dialogue and the extent gender issues are reflected in the related key meetings, as recorded in the mandates and existing Notes for the Record (NFRs). The baseline team will carry out visits to some of the countries, to verify the progress made on the ground. This component of the study shall respond to the following questions:

To what extent gender issues have been mainstreamed in the programme and evaluation documents, budgets and different types of progress reports? This requires analysing, for example, the following issues:
• How much of the background data in the project documents have been disaggregated by gender and how often does the situation analysis provide adequate socio-economic information, to enable the design of gender-sensitive objectives and goals?
• How often are gender issues integrated in the objectives, implementations modes and activities? How often are the expected outcomes, outputs, indicators, logframes and annual workplans gender sensitive?
• How often does the programme reporting identify gender gaps and gender-related successes?
• How often have gender issues been integrated into sectoral support? Have measures been taken and attention paid to gender issues in relation to budget support?
• How often have gender analysis been carried out and gender specialists consulted throughout the project cycle?
• How often do the mid-term reviews and evaluations reflect gender issues?

To what extent gender issues have been reflected in the bilateral political dialogue? Responding to this query entails analysing the following questions:

• How often are gender equality concerns raised in the political dialogue with the recipient government, as reflected in the NFRs, minutes and mandates?
• How often a collaborate link with the recipient Governments has been established regarding gender equality considerations, including, but not limited to the national machinery for the advancement of women?
• How often does the Embassy staff interact and network with government and donor personnel on gender equality? What is the grade and seniority of this staff?
• How often do the annual workplans and the situation reports and briefs sent by the Embassy reflect gender issues in the country?

Component B: Competence of the staff in MFA, Embassies, NGOs and consultancy companies, to mainstream gender issues and the adequacy and relevance of the existing policy guidance, guidelines and tools.

As implementing the Gender Strategy and Action Plan requires action from the entire personnel of MFA, their competence to analyse gender issues becomes a crucial element. Competence refers here to the sum of attitudes, knowledge and skills of an individual or a group of people. As any other field of specialisation, gender mainstreaming requires specific kind of knowledge, expertise and skills. This component will focus on measuring the current level of the staff competence to carry out gender related tasks. In addition, it pays attention to the existing policy guidance, guidelines and tools, that aim to support gender mainstreaming.

What is the current level of staffs’ competence, knowledge and skills base in terms of gender mainstreaming? To what extent do the existing guidelines and tools provide support to the staff? These issues will be analysed through the following questions:

• What gender related tasks are expected to be performed and by whom? Does the competence and seniority of the staff match with the required tasks?
• Does the knowledge and skill base required for gender mainstreaming exist in different units of MFA and consultancy companies? Where are the gaps?
• What has been the content, duration and impact of the gender training provided?
• How many staff members of MFA, NGOs and consultancy companies have been trained in the gender concepts, analysis and tools or in the new gender strategy? How many of the staff has the ability to apply gender concepts and frameworks, for example in the PRSP-processes?
• How far do the existing guidance, checklists and tools provide the support required by the staff to mainstream gender at each step of the project cycle?

Component C: Institutional arrangements, management level support, accountability mechanisms and human resources available in MFA and Embassies, for ensuring the implementation of the gender strategy.

This component focuses on the institutional side of gender mainstreaming and measures the effectiveness of existing organisational accountability mechanisms, established to ensure that gender issues achieve adequate attention in the daily work of the MFA and gender related responsibilities are being carried out and monitored at all levels of the organisation. As successful gender mainstreaming requires resources in terms of staff and their time, also the human resource dimension needs to be explored. At least the following questions shall be examined:

• What are the institutional and accountability mechanisms in place to support gender mainstreaming in the MFA and how well do their function?
• How many of the units have a gender action plan or have integrated gender issues in the annual planning and monitoring? How many of the staff have clearly defined gender related responsibilities, for example, as unit gender focal points?
• How much attention does the Project Committee, responsible for screening and recommending the projects, pay to gender issues? How often have relevant gender issues been raised in the Project Steering Committees, as reflected in the minutes of the meetings, ensuring discussion of the impact of the project on gender equality?
• How does the management support, monitor and follow-up the progress made on gender issues?
• How often and in which contexts are gender issues raised in the management meetings, such as the Heads of unit, OPERO and KEPO meetings, as reflected in the NFRS?

3. Scope of work, Tasks and Working Methods

Scope of work

The consultants selected for the study shall familiarize themselves with the work of the MFA with the focus on the functions and responsibilities related to gender mainstreaming both within the Ministry and Finland’s representations abroad. The consultants shall base their work on the Gender Strategy and Action Plan adopted in 2003. The strategy constitutes the conceptual basis for the baseline survey activities and provides the skeleton structure underlying the issues from which the baseline questionnaires and tools will be extracted.

In order to carry out the study, the consultants shall familiarise themselves with the following documents (but not necessarily limit themselves to the listed ones):

• White Paper on Development Policy of the Government of Finland and previous development policy documents.
• Most relevant strategy and policy documents of the MFA and recent key evaluations and reviews of Finnish development cooperation.
• Most recent evaluations and baseline studies related to gender mainstreaming of other bilateral donors and UN agencies.
• Available development cooperation statistics.

Tasks:
The consultants shall perform the following tasks:

Planning phase:
• Familiarise themselves with the most relevant documents to the study.
• Finalise a methodology for the study.
• Submit a detailed work plan on the study for the approval by the Steering Group.

Implementation phase:
• Interview extensively staff members responsible for functions and tasks related to gender mainstreaming within the MFA, including various departments and management teams of the MFA as well as the staff in the selected embassies in Finland’s partners countries, NGOs and implementing partners and agencies, in order to form a comprehensive view of the current situation.
• Assess the status of gender mainstreaming in the on-going programmes, budget and sectoral support, local cooperation funds, NGO-projects and political dialogue.
• Assess the existing competence of the staff in MFA, Embassies, NGOs and consultancy companies to mainstream gender issues.
• Assess the adequacy of policy guidance, guidelines and tools for gender mainstreaming.
• Assess the effectiveness of the institutional arrangements, accountability mechanisms, management level support, and human resources for gender mainstreaming.
• Identify main opportunities, challenges and development needs for the implementation of the gender strategy.
• On the basis of the findings, identify indicators to measure the progress in the future and make recommendations for the improvements and strengthening of gender mainstreaming.
• Submit a draft report for comments to the MFA.
• Finalise the report taking into account the possible comments raised by the MFA.

Working methods:
The work of the consultants includes familiarising themselves with the background materials as well as carrying out interviews in the Ministry, the Finnish representations in the long-term partner countries and with the implementing partners and agencies chosen for this study. The visits to the Finnish representations abroad will be agreed upon (possibly Mozambique, Nicaragua and Vietnam) and prepared on the basis of more detailed discussions between the MFA and the consultants.

The Consultants shall, according to their judgement, work in direct consultation and collaboration with the most relevant stakeholders and ensure adequate involvement of all concerned parties in its work.
The Ministry will set up a Steering Group consisting of representatives of the MFA, which will approve the work plan of the consultants and provide general support for the consultants work. The consultants are expected to report to the Steering Group on the progress of their work according to their timetable to be agreed upon jointly between the MFA and the consultants. The Steering Group will be given the opportunity to comment on the draft report.

The consultants are requested to provide a description on strategic highlights in relation to the assignment, to be attached to tendering.

4. Composition of the Consultant Team

The tenderer is requested to propose a team that it finds most suitable to undertake the baseline study. The MFA will select a Consultancy Team with extensive expertise and experience on gender issues, gender mainstreaming, institutional development and development cooperation. Knowledge of Finland’s development policy and cooperation is necessary. The consultants team may consist of international and Finnish experts.

The team should possess individually and as a team the following qualifications:

• Extensive experience and sound knowledge in gender mainstreaming, gender sensitive analysis and frameworks.
• Experience in international development cooperation in general.
• Knowledge of and experience in the Finnish Development cooperation.
• Excellent command of English.

5. Timetable and Reporting

The consultants shall prepare a detailed work plan (inception report) on the study for the approval by the Steering Group. The consultants are expected to report to the Steering Group on the progress of their work according to a time table agreed upon jointly between the MFA and consultants.

The draft report shall be submitted to the MFA by 19.11.2004. The draft report will be discussed in the Steering Group, which has the right to present comments on the draft. The final report shall be submitted in English to the MFA by 30.11.2004 in electronic format and hard copy. The report shall have an executive summary and the length of the report should not exceed more than 50 pages, excluding the annexes.

The above tasks and reporting shall be carried out according to the following tentative schedule:

- Selection of the consultant team September–October, 2004
- Briefing of the team by the Steering Group 7.10.2004
- Submission of the work plan and methodology to the Steering Group 15.10.2004
- Interviews within the MFA, Embassies and implementing agencies October–November, 2004
- Submission of draft report to the Steering Group 19.11.2004
- Amendments to the draft if required
- Submission of the final report to the MFA 30.11.2004
6. Costs

The MFA will pay the consultant team a fee for carrying out the study and reimburse the travel and related costs of the team. The fee and reimbursable cost will be specified in the consultancy contract to be negotiated separately. The maximum total cost of the study amounts to 63,000 euros.

The MFA will nominate a resource person to assist the consultant team in carrying out its task by providing all necessary information and materials, and if needed, organising necessary contacts and appointments. The team is responsible for all the secretarial tasks related to the writing of the draft report as well as of the final report.

7. Mandate of the Baseline Study Team

During the study, the consultancy team is entitled and expected to discuss with the pertinent persons and organisations any matter related to the assignment. The consultants are not to authorised to make any comments on behalf of the Government of Finland or the MFA.

Helsinki, 2.9. 2004,

Pekka Puustinen

Director
ANNEX 2: PERSONS INTERVIEWED

MFA, 01–03.11.2004, 14–21.11.2004

Ritva Jolkkonen, Director General, Department for Development Policy
Juhani Toivanen, Deputy Director General, Department for Development Policy
Pekka Puustinen, Director of the Unit for Sectoral Policy, Department for Development Policy
Satu Lassila, Gender Adviser, Unit for Sectoral Policy, Department for Development Policy
Sinikka Antila, Director, Unit for General Development Policy and Planning, Department for Development Policy
Anna Prettula, Nicaragua Desk, Unit for Latin America and Caribbean, Department for Americas and Asia
Pertti Ikonen, Director, Unit for NGOs, Department for Development Policy
Tanja Suvilaakso, Programme Officer, Unit for NGOs, Department for Development Policy
Leena Haapaniemi, Mozambique Assistant Desk, Unit for Southern Africa, Department for Africa and the Middle East
Sakari Erapohja, Director of Evaluation Unit, Department for Development Policy
Pirjo Virtanen, Evaluation Officer, Evaluation Unit, Department for Development Policy
Katri-Sampo Kaskela, Officer for Information systems, Unit for General Development Policy and Planning, Department for Development Policy
Gunilla Gullberg, Adviser, Unit for Latin America and Caribbean, Department for Americas and Asia
Matti Nummelin, Environment Adviser, Unit for Sectoral Policy, Department for Development Policy
Olli Ruohomäki, Adviser for Conflicts and Good Governance, Unit for Sectoral Policy, Department for Development Policy
Titta Maja, Vietnam Desk, Unit for Asia and Oceania, Department for Americas and Asia
Kari Toivainen, Unit for Sectoral Policy, Department for Development Policy
Max von Bondsdorff, Adviser on Economic Policy, Unit for Sectoral Policy, Department for Development Policy
Timo Voipio, Social Development Adviser, Unit for Sectoral Policy, Department for Development Policy
Heli Sirve, Director, Unit for East and West Africa, Department for Africa and the Middle East
Mikael Langstrom, Tanzania Desk, Unit for East and West Africa, Department for Africa and the Middle East
Anne Lammila, Director, Unit for Latin America and Caribbean, Department for Americas and Asia
Miia Ojala, Nepal Assistant Desk, Unit for Asia and Oceania, Department for Americas and Asia
Juha Savolainen, Nepal Desk, Unit for Asia and Oceania, Department for Americas and Asia
Heikki Kokkala, Education Adviser, Unit for Sectoral Policy, Department for Development Policy
Pekka Metso, Director, Unit for Asia and Oceania, Department for Americas and Asia
Rauno Merisaari, Adviser for Human rights, Unit for Human Rights, Department for Global Affairs
Riikka Laatu, Director, Unit for Southern Africa, Department for Africa and the Middle East
Janne Oksanen, Ethiopia Desk, Unit for East and West Africa, Department for Africa and the Middle East
Mirkka Mattila, Väestöliitto
Anja Onali, Kehitysyhteistyön Palvelukeskus, Kepa ry.
Anne Pönni, Suomen World Vision
Maija Seppo, Kehitysyhteistyön Palvelukeskus, Kepa ry.
Eija Mustonen, Kehitysyhteistyön Palvelukeskus, Kepa ry.
Anne Haaranen, Pelastakaa Lapset ry.
Lauri Peltonen, Taksvärkki
Maikki Kuittinen, FIDA
Olli Pirkiänen, FIDA
Johanna Stjernberg, Suomen Punainen Risti
Johanna Karlsson, Suomen Punainen Risti
Jonna Haapanen, Kansainvälisen solidaarisuussäätiön
Anna Dammert, UM, KEO-33
Marja-Leena Suvanto, Suomen Pakolaisapu ry
Virve Kivi, UFF
Miina Puntila, Kirkon Ulkomaanapu
Anja Malm, Kuurojen Liitto ry
Miia Nuikka, Kansainvälisen solidaarisuussäätiön
Matti Lahtinen, Fidida ry.
Elena Taubert, UFF
Ritva Sämi, Opetusalan Ammattijärjestö OAJ
Helena Lipponen, SASK

Consultation with the Finnish consultancy companies 3.12.2004, klo.13–16
Sirpa Sinerva, Mundo Oy
Marjaana Jauhola, Gender consultant
Auli Keinänen, Suunnittelukeskus Oy
Kristiina Mikkola, Biota BD Ltd
Ulla Mustanoja, Suunnittelukeskus Oy
Nigel Billany, Opifer ltd. Oy
Riikka Bergman, Suunnittelukeskus Oy
Marjatta Selänniemi, Scanagri
Tuula Marstio, Helsinki Consulting Group
Martina Jägerhorn, Helsinki Consulting Group
Pamela White, Terra Consulting Oy

Vietnam 21–27.11
Pekka Seppälä, Adviser, Embassy of Finland
Le Dai Nghia, Programme Officer, Embassy of Finland
Mr Hung, Programme Officer, Embassy of Finland
Hannu Kokko, CTA, Water and Sanitation Programme for Small Towns
Tran Thi Mai Huong, Permanent Secretary, Director of the Office, National Committee for
the Advancement of Women in Vietnam, (NCFAW),
Nguyen Thi Phuong Mai, UNDP, Gender Expert
Nguyen Van Anh, Director, CSAGA, Center for Studies and Applied Sciences in Gender,
Family, Women and Adolescents
Marjo Paavola, Financial Management Adviser, Water Supply, Drainage, Sewerage and
Sanitation Management Programme in Haiphong
Vu Phong, Director of HPWSCO
Nguyen Dinh Xua, Chairman of Trade Union
Vu Tuyen, Head of Personnel department
Nguyen Thuy Lien, Deputy Head of Personnel department
Nguyen Thi Thuy, Head of Accounting department
Do Thi Quy, Chairwoman of Women’s Union of HPWSCO
Do Mai Huong, Deputy Head of Consumer Service department
Pham Lam Tuong, Head of Water Management department
Le Thu Cuc, Vice Chairlady, WU, Haiphong
Bui Thi thien, Head of Member Department, WU, Haiphong
Doan Thi Phuong Loan, Cashier Revolving Fund Project

26.11 Meeting with local partners/ beneficiary of FLC project implemented by local NGO.

Hung Yen Province, 26.11, Water and Sanitation Programme for Small Towns, 10-person multi-sectoral team from the Water Supply Company, government departments and Women’s Union.

Mozambique 4–10.12
Markku Kauppinen, Ambassador
Rauno Laitalainen, Nordic Development Fund
Kirsi Visainen, Adviser, Embassy of Finland
Ritva Parviainen, Gender Focal Point, Embassy of Finland
Leena Vaaranmaa, Coordinator, KEPA
Virgilio Elias Salomao, Director of Gender Department
Abdul Faquir, Director, Meninos De Mocambique
Alfredo Libombo, Director Executivo, MISA, Mozambique
Tuire Ylöstalo, Financial Adviser, Health programme, Manica
Kauko Koljonen, Team leader, Forest inventory/MADER/DNFFB
Rauno Laitalainen, Nordic Development Fund - Forest sector/MADER/DNFFB
Workshop participants, 7.12.2004

Nicaragua 11–17.12
Marja Luoto, Charge d’Affaire, Embassy of Finland
Salvador Tapia, Embassy of Finland
Rosemary Vega, Embassy of Finland
Maaria Seppanen, Adviser, Embassy of Finland
Aracely Trejos, CIDA, Gender Specialist
Emma Garcia Oliva, Spanish Co-operation Agency, Gender Specialist
Marlene Heruang, GTZ, representative of the Women’s Health Project, PROSIM, Ministry of Health
Lotta Aho, Programme officer UNFPA
Giovanna Daly, CIG
Marko Lehto, CTA, PROGESTION
Avedis Duharte, PROGESTION
Rosario Cruz Pastora
Maria Teresa Cerda Amador
Juana Lazo Jiron
Nimia Guzman
Osmundo Solis
Regina Alvarado
Nicaraguan Women's Institute under the Ministry of Family (INIM):
Martha Julia Lugo, Deputy Director
Maria di Jesus Aguirre, Deputy Director of Political Affairs
SARED – Chontales:
Cecilia Maurente
Alba Castillo
Carla Rostchud
Diego A. Calvo, Director General SILAIS
Jenny Valle
Marisol Mejia
Mouusal M. Ruiz
Augusto Nicaragua, NGO representative from “Los Pipitos”
Anabel Carillo, representative of AMNLAE
Workshop participants
ANNEX 3: LIST OF DOCUMENTS ANALYSED AND REFERENCES

Ethiopia

RWSEP: Ethiopia
- RWSEP Minutes of the 4th Board Meeting of RWSEP, Phase III. June 8th 2004
- RWSEP Minutes of the 5th Board Meeting of RWSEP, Phase III. September 29th 2004

Partnership programme: Ethiopia
- 2001 Partnership programme: Ethiopia
- 2002 Partnership programme: Ethiopia

Education: Ethiopia
- Mission Report from Ethiopia by Eeva-Kaisa Linna for MFA. The mission was to participate at the ESDP Annual Review Meeting 2004 and follow up on a previous mission to review education sector issues. 28th April 2004.

Other: Ethiopia
- Agreed minutes of bilateral consultations between Ethiopia and Finland November 25th 2004, Addis Ababa

Tanzania

NFP-ISP: Tanzania

Education Sector: Tanzania
- Memorandum of Understanding between Government of Tanzania and Pooled Fund Partners concerning the Pooled Funding of the Government of Tanzania Primary Education Development Programme. 29th April 2002.
• Annex 1 PRS II Cluster 2 Operational outcomes related to education in: Tansanian Opetus-sektorin Seurannan Raportti 1.4–30.9. 04
• Agreement between the government of the republic of Finland and the government of the United Republic of Tanzania on the Financial Support to the Primary Education Development Programme (no year)
• PEDP Year Plan 2004/05

NGO Cooperation and Bilateral negotiations: Tanzania
• Embassy of Finland – Tanzania. Local Cooperation Fund Annual Report 2002 Clara Ruhara Programme Officer
• Tentative Project Proposals for Year 2004–2006 For Tanzania
• Agreed Conclusions of the Annual Technical Review of the Cooperation Programme between Finland and Tanzania held in Dar es Salaam on 2nd April 2003
• Agreed Conclusions of the Annual Consultations on Bilateral Relations between Tanzania and Finland held in Dar es Salaam on 15 March 2001
• Annex I Statement by Mr. Peter J. Ngumbullu, Permanent Secretary, ministry of Finance at the Annual Consultations between Finland and Tanzania on 15th March 2001
• Annex II Opening Statement by the Finnish Delegation Dar es Salaam 15 March 2001 to members of the Tanzanian Delegation
• Annex III List of Delegations Finland–Tanzania Annual Consultations
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Vietnam
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WSDMMP: Vietnam
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• The minutes from the 5th Project Steering Committee meeting of the strengthening of environmental administration and management at the local level (SEAM-N Project), November 24th 2003
• The minutes from the 4th Project Steering Committee meeting for SEAM-N Project, June 1st 2003
• The minutes from the 3rd Project Steering Committee meeting for SEAM-N Project, March 3rd 2003
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• Education Sector: Nepal
• Nepal Joint Financing Arrangements for Education for All 2004–2005
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• Agreement between the government of the Republic of Finland and the Government of Mozambique on the Finnish Assistance to the Health Sector in Mozambique 2003–2005
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Nicaragua
PROGESTION: Nicaragua
- Fact Sheet on PROGESTION – Municipal Management and Local Development Strengthening Programme

SARED: Nicaragua
- Annex 5: Summary of Limitations Identified, Technical Recommendations and Expected Results (for health sector)
Annex 6: Timetable for the proposed principle activities of technical assistance to be developed by SARED during the implementation period – Nicaragua 2004–2007

FOMEVIDAS: Nicaragua

Kenya
Energy Sector: Kenya

MDGs project outline: Kenya

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• Generic TOR for Evaluation of the Bilateral Development Cooperation between Priority Countries and Finland
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• Integration of gender aspects in FINNIDA forestry and water supply projects and programmes (1998) Rojas
• Gender issues in Finnish-Nicaraguan development cooperation (1997). Korkiamäki

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• Principles and Guidelines for NGO project (Part 1 ) NGO Unit MFA July 2003
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• Review of Finnish NGO and the coherence of their educational projects with the macro process in developing countries. August 2003
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Community Schools, Bangladesh
Adult education project to support social reintegration and rehabilitation in Liberia
Community-based Wetland management for Sustainable Livelihoods and Biodiversity Conservation in Ethiopia
Hazarajat Community Health Project, Afghanistan
Physiotherapy Institute, Kabul, Afghanistan
Improving Women’s and Children’s Health Conditions in Thar Desert, India
Support to the Forum of Mozambican Association of Disabled People
Assistance to Current Needs of People with Visual Impairment in Developing Countries, Nairobi, Kenya
Friends for All Children, Rubber Stamp Project, Thailand
Sexual Education through Mathematics in Zambia
Tharaka Primary Health Care Project, Kenya
Teacher Training College, Mozambique
Civic and Professional Ethics Education Project, Tanzania
Tuberculosis Control and Training Support Programme, Mogadishu
Continuation of care rural project, Somaliland
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## ANNEX 4: SURVEY ANALYSIS FOR GENDER BASELINE STUDY

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1. INTRODUCTION

A survey of gender mainstreaming within the development policy of Finland’s Ministry for Foreign Affairs’ (MFA’s) was conducted using an online questionnaire for two weeks from the 29th November 2004 to the 5th December 2004. The questionnaire was sent to the following entities:

- 26 different units in the MFA, including also the Global units, including altogether approximately 220 people;
- For 8 Embassies (all the long term partner countries: including Nicaragua, Mozambique, Vietnam, Nepal, Zambia, Ethiopia, Kenya and Tanzania);
- 22 Finnish NGOs, including all the partner NGOs, but also some smaller ones;
- 10 Finnish Consultancy companies.

Roughly estimating, around 300 people were approached by the questionnaire.

The objective of the questionnaire-based survey was to assess competencies (attitudes, knowledge and skills) within the MFA to mainstream gender issues and the adequacy and relevance of the existing policy guidance, guidelines and tools available to the MFA and its partners. The online questionnaire was confidential in terms of the name of the respondents, although information on the sex and relationship with the MFA was requested.

The gender mainstreaming survey results are based on a total of 137 respondents representing MFA officials in Helsinki (~50% of total respondents), MFA officials in Finnish embassies overseas (~8%), MFA-funded non-governmental organizations (NGOs) (17%), MFA consultants (~11%), MFA development partners (2%) and other MFA associated respondents (~12%).

The sex ratio of the 137 survey respondents was 95 females (69%) and 42 males (31%) indicating a likely bias towards female respondents.

The survey provided a quantitative baseline by assessing current gender mainstreaming performance within Finland’s MFA. The survey results form part of the overall Gender Review for the MFA and should thus be considered in conjunction with interviews undertaken in Helsinki and three partner developing countries (Mozambique, Vietnam and Nicaragua), as well as review of MFA documents.

The gender mainstreaming survey allowed an assessment of the extent to which relevant individuals consult the MFA Gender Equality Strategy and Action Plan, and also the extent to which gender issues are being operationalised and monitored within the work of each individual respondent.

The survey also sought opinions on institutional arrangements for gender mainstreaming within the MFA, including the identification of any obstacles to gender mainstreaming and priority areas for capacity building in the area of gender mainstreaming.

The gender mainstreaming survey addressed both Component B\(^1\) and Component C\(^2\) of the Terms of Reference (TOR) for the overall Gender Baseline Study for the MFA.

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1 Component B: competence of staff in MFA, Embassies, NGOs and consultancy companies to mainstream gender issues and the adequacy and relevance of the existing policy guidance, guidelines and tools.

2 Component C: institutional arrangements, management level support, accountability mechanisms and human resources available in MFA and Embassies for ensuring the implementation of the gender strategy.
2. SUMMARY

- The gender mainstreaming survey revealed that there is good support amongst respondents for the Strategy and Action Plan.

- The survey however, also revealed that the MFA’s Gender Equality Strategy and Action Plan 2003–2007 is currently not widely used. Yet, there was strong support for the relevance of gender mainstreaming within MFA activities. It was proposed by many respondents that the Gender Equality Strategy and Action Plan might be more widely applied if more human and financial resources were available for this purpose.

- Gender training pays off. Much has already been achieved within the MFA arena in relation to capacity building for gender mainstreaming. While capacity is reportedly strong within the MFA regarding gender mainstreaming, there remains a significant proportion of MFA-related staff that requires skill-base strengthening in terms of gender mainstreaming across a range of areas.

- Opinions were divided amongst respondents regarding the extent to which management promote and support gender mainstreaming in development cooperation. Over half of the respondents felt that their management support gender mainstreaming, and the majority of respondents felt that gender issues are relevant in strategic planning within their work unit. NGO workers were the most adamant of their management support, while consultants were most critical of their management support.

- Nearly all respondents appear to be aware of the phrase ‘gender mainstreaming’ by now and understand what it means, yet over half of respondents expressed their uncertain how to actually mainstream gender. However, a quarter of respondents lacked confidence in their abilities to incorporate gender issues in their work, particularly MFA officials in Helsinki and consultants to the MFA.

- The lack of confidence amongst some respondents regarding their ability to implement gender mainstreaming may stem from a feeling of lack of support from management and lack of suitable tools and methods available for gender mainstreaming. The survey indicates that insufficient support is provided by existing guidance and tools to integrate gender issues into programmes. In contrast, all NGO respondents considered that they had sufficient knowledge about existing tools for gender mainstreaming.

- With respect to obstacles to mainstreaming gender in their work, again many respondents identified their uncertainty in how to integrate gender as being a major obstacle they had experienced followed by lack of methods and tools. This issue was highlighted by some respondents identifying training in gender concepts as being a priority for capacity building.

- Regarding training in gender related areas, as just over a fifth had never received training, and nearly half of respondents had received adequate training, where training should be targeted is an issue to be addressed. The gender capacity of the MFA-related respondents was quite strong with almost half of respondents reporting having received adequate or excellent training in gender concepts, gender analysis or gender mainstreaming.

- Consultants working with the MFA were found to definitely lack training on gender concepts, gender analysis and gender mainstreaming. Regarding being up-to-date on development
trends, it would be important that this group (consultants) be required to illustrate that they have proven capacity in gender mainstreaming or gender analysis prior to obtaining a contract with the MFA. Whether the MFA provides opportunities for consultants to attend training in gender mainstreaming or consultants should make their own arrangements is an issue that needs to be addressed.

- In contrast to consultants, NGO staff appear to be doing well regarding training in gender mainstreaming, perhaps because of the MFA NGO Unit on-line gender mainstreaming capacity building package. NGO staff may be the group that have had the most recent capacity building in gender mainstreaming.

- Overall, the respondents indicated that there is a need for gender training within the MFA arena across all areas listed in the questionnaire.

- Over half of MFA officials indicated that gender issues are typically excluded from key areas such as sectoral support, budgetary considerations, political deliberations and country negotiations. Respondents indicated that monitoring of gender mainstreaming is not routinely carried out despite the fact that gender concerns often arise in meetings.

- Over 70% of the survey respondents felt that there was insufficient financial and human resources targeted to mainstream gender equality in Finland’s Development Cooperation.

- Respondents indicated that they seldom report (or are required to report) on how they integrate gender into their work. At present there is a significant lack of in-built mechanisms for monitoring of gender mainstreaming within MFA activities and reporting on the integration of gender issues to their supervisors. Staff-performance review procedures within the MFA arena do not have strong provisions for merit-based assessment of gender mainstreaming ability of staff.

- The survey also revealed that gender issues (or gender analysis skills/activities) are not typically discussed in performance reviews. On the whole it would appear that there is a need for greater accountability in efforts to mainstream gender in Finnish Development Cooperation initiatives.

3. TRENDS AND KEY OBSERVATIONS

A major observation found in the gender mainstreaming survey was that the use of the MFA’s Gender Equality Strategy and Action Plan 2003–2007 was found to minimal across all levels and categories of respondents. Over two thirds of respondents (68%) never or seldom consult the Strategy and Action Plan (Figure 3).

The extent of implementation of the MFA’s Gender Equality Strategy and Action Plan 2003–2007 will depend on the level of resources applied for this purpose. While almost one third of respondents (31%) were completely committed to implementing the Gender Equality Strategy and Action Plan 2003–2007, over half of all respondents (54%) indicated that such implementation was dependent on resources available and applied for this purpose. There is good support amongst respondents for the Strategy and Action Plan. This is highlighted by the fact that very few respondents (~15%) expressed weak or no commitment to the implementation of the plan (Figure 4).
Opinions were divided amongst respondents regarding the extent to which MFA management promote and support gender mainstreaming in development cooperation. While 61% of respondents felt that management were supportive of gender mainstreaming, 39% indicated that there was a lack of support from management (Figure 5). When the responses were disaggregated by sex and employment category some differences were evident. For instance, more male (70% of males) than female (57% of females) respondents felt that management was committed to gender mainstreaming. MFA staff in embassies felt a stronger commitment from management to gender mainstreaming (70% felt that management was supportive) than their counterparts in Helsinki (~56%). While most MFA consultants (~69%) felt that management had a weak commitment to gender mainstreaming, most NGO staff felt the opposite (~86%).

There is general consensus amongst MFA-related staff that gender issues are of relevance to strategic planning within their work units. Approximately 85% of respondents expressed this view (Figure 6). This strong consensus was evident amongst both males and females. Only some consultants (~30%) questioned the relevance of gender issues to strategic planning within their work units. All other MFA-related staff categories were strongly supportive of the relevance of gender issues to their work.

Much has already been achieved within the MFA arena in relation to capacity building for gender mainstreaming. For instance, over two thirds (~67%) of respondents felt they had sufficient knowledge and skills to incorporate gender issues into their work (Figure 7). Both male (75% of males) and female (71%) respondents expressed a similar level of capacity to incorporate gender mainstreaming. Amongst respondents partners (100%) and NGOs (80%) expressed the greatest levels of confidence in their capacity to incorporate gender issues into their work. The MFA staff in embassies expressed a greater capacity (90%) than their counterparts in Helsinki (69%). Amongst the respondents the MFA consultants expressed the weakest capacity for gender mainstreaming with ~39% considering their knowledge and skills to incorporate gender issues into their work as insufficient.

The survey indicates that insufficient support is provided by existing guidance and tools to integrate gender issues into programmes (Figure 8). Almost half (49%) of respondents highlighted this deficit, suggesting that gender mainstreaming can only operate within MFA activities at half its practical potential.

While most respondents felt capable of checking whether gender issues have been adequately addressed in MFA documents, although a significant proportion (25%) had not yet done so (Figure 9).

MFA officials highlighted that gender issues can be routinely excluded from key areas of MFA development activities. Over half of MFA officials indicated that gender issues are typically excluded from key areas such as sectoral support, budgetary considerations, political deliberations and country negotiations (Figure 10 & Figure 11). There was a divergence of views from Helsinki based versus embassy MFA officials on this issue. While the majority of MFA officials (41%) respondents in Helsinki considered the gender equality issue to be seldom considered, the majority of MFA embassy officials (63%) considered the issue to be often and always considered.

At present there is a significant lack of in-built mechanisms for monitoring of gender mainstreaming within MFA activities and reporting. Almost two thirds of respondents felt that gender integration was only occasionally monitored and reported upon, if at all (Figure 12).
Both MFA consultants and MFA Helsinki officials were the most frequent groups to highlight this problem.

Overall the respondents indicated that monitoring of gender mainstreaming is not routinely carried out despite the fact that gender concerns often arise in meetings (Figure 13). While 20% of male respondents felt that gender issues are always raised in meetings, only 4% of female respondents felt that gender issues were always raised. There are major differences in the extent to which different groups indicate that gender issues are always raised at their meetings. The following percentages of each group indicated that gender issues are always raised at their meetings; MFA Embassy staff (25%), NGO staff (~17%), MFA Helsinki staff (~7%), MFA consultants & others (0%).

There seems to be no requirement for MFA-related staff to report on their integration of gender issues to their supervisors. Over 80% of respondents indicated that they rarely or never do such reporting (Figure 14). The only disaggregated category that bucked this trend were the NGO staff of whom 37% indicated that they either often or always conducted such reporting.

Staff-performance review procedures within the MFA arena do not have strong provisions for merit-based assessment of gender mainstreaming ability of staff. Of those respondents who have had a performance review, over 80% had either had no or little mention of gender during their performance appraisal (Figure 15).

The vast majority of respondents indicated that gender was not a primary consideration in the MFA’s development initiatives. The majority of respondents had not encountered any development initiatives funded through the MFA being rejected only on the basis of having insufficient attention to gender mainstreaming (Figure 16). This implies that even if a bi-lateral development initiative does not pay attention to gender equality issues, it may still get through the project steering committee.

Three quarters of the survey respondents felt that there was insufficient financial and human resources targeted to mainstream gender equality in Finland’s Development Cooperation (Figures 17 & 18). No respondents believed that there was a surplus of financial or human resources currently targeted to mainstream gender equality (Figures 17 & 18). A higher proportion of females than males felt that financial and human resource support for gender mainstreaming was insufficient.

The gender capacity of the MFA-related respondents was quite strong with almost half of respondents (49%) reporting having received adequate or excellent training in gender concepts, gender analysis or gender mainstreaming (Figure 19). The weakest categories in terms of their lack of prior exposure to adequate gender training were male respondents (65%), MFA officials in Helsinki (57%), and MFA consultants (75%).

A quarter of respondents had not received any gender training of capacity building measures to mainstream gender (Figure 20). The group with the greatest and most recent exposures to gender training were the NGO staff and MFA staff in Helsinki. The weakest category in terms of up-to-date gender training exposure were the MFA consultants of which three quarters had never received any training in gender concepts, gender analysis or gender mainstreaming.

The respondents indicated that there is a need for gender training within the MFA arena across all areas listed in the questionnaire (Figure 21). Amongst the respondents more females (47%) than males (25%) highlighted a requirement for gender training on specific topics. While Helsinki MFA staff required gender training equally across all categories, the MFA Embassy staff...
indicated strong preferences for training in gender issues in budget support and PRSP (80%) and sectoral support (60%). It is likely that training would best be targeted at the 23% of respondents that had not received gender training yet have to incorporate gender mainstreaming and analysis within their work activities. As certain categories of respondents displayed different priorities for training, training offered should ideally be tailored to each category.

In terms of respondents own capacity to mainstream gender the major obstacle experienced is being unsure how to mainstream gender in certain areas, followed by lack of methods and tools (Figure 22). NGO’s identified the lack of methods and tools as being most important (53%). Only a tiny fraction (4%) of overall respondents were unsure what gender mainstreaming means, indicating that nearly everyone is aware of the term by now. MFA staff in Helsinki display the highest response rate (58%) regarding being unsure how to mainstream gender in certain areas. The respondents also listed other obstacles related to their own capacity to mainstream gender, of which lack of time was the most common additional obstacle identified. The other obstacles identified by respondents were:

- lack of team preparation
- limitations of human resources time capacity
- simple tools required in different languages
- how gender with the environment works
- the attitude of people – difficult to ‘break the ice’ for gender discussions.
- lack of resources in relation to the challenge
- a gender blind organizational culture
- TORs usually do not allow time for thorough mainstreaming, nor does the budget
- mainstreaming in theory and into policy documents is “easy”, implementation and understanding achievement indicators requires special skills that many of us still lack
- lack of back-up from HQ in discussing gender issues relevant to a certain project or sector: land ownership of women in agriculture and forestry etc.
- rhetoric being repeated in a way that makes it sound like it is added for the sake of itself

In addition to the respondents own capacity to mainstream gender, the respondents were also surveyed regarding other major obstacles experienced for mainstreaming gender within MFA (Figure 23). Lack of accountability was considered to be the other major obstacle to gender mainstreaming from the list of possible obstacles provided with 42% indicating this obstacle. Next was the lack of prioritisation of the issue (38% of respondents) and a lack of interest in partner country (37%).
4. MAJOR RECOMMENDATIONS

To address the issues arising from the results of the gender mainstreaming survey, it is recommended that:

- More human and financial resources are allocated for the implementation of the Gender Strategy and Action Plan. Additionally, the Strategy and Action Plan could be simplified for more ease of reference and to ensure its’ wider usage.

- Reporting on the integration of gender issues in an individual’s work is an area that requires improvement, with guidance provided to supervisors on what they should look for in those they are managing. For management to be able to supervise the implementation of gender mainstreaming amongst their staff, gender analysis will have to become an integral component of management training. It is thus recommended to provide guidance to management and supervisors on how to actually monitor and support gender mainstreaming activities amongst their staff.

- Consultant working with the MFA in particular require supervision with respect to mainstreaming gender in the work they do for the MFA. MFA staff themselves, require more skills on evaluating the level of gender expertise amongst consultants, and how to monitor consultant’s work in terms of how they have integrated gender equality issues in their work.

- Establish an accountability system for gender mainstreaming within the MFA, linked to individuals’ performance reviews. An MFA accountability system should also be linked to a database system that highlights MFA funded initiatives that have mainstreamed gender. Good practices from the MFA could be listed, outlining how and why such initiatives were successful in mainstreaming gender. Such good practices could be used in the future as case studies for capacity building.

- Target practical methods and tools for specific groups so that all can mainstream with a “gender paddle”. Develop a long-term strategy of working together with staff from different categories or sectors to develop or source specific gender analysis tools that will be practical for their work. Promote the good materials that already exist, such as the forthcoming EU Toolkit on Gender Mainstreaming; fact sheets on gender from sector specific experts (such as UNAIDS for HIV/AIDS; WHO for gender and health briefing materials; UNDP for gender issues in good governance etc..); and sector specific guidelines from other donors that raise gender equality issues in the ‘hard sectors’. Package a range of gender briefing materials, with web links to locate specific sources. Advertise widely the existence of such a package and disseminate to all working with the MFA.

- An important finding was that some respondents require training in basic gender concepts, and others require capacity to mainstream gender in sectoral support, budgetary considerations, or require advocacy skills with respect to placing gender on the agenda in political deliberations and country negotiations. Grading of MFA staff and others according to their needs and level of competence is thus important for planning future capacity building activities.
5. SURVEY RESULTS

5.1 Respondent Information

5.1.1 Relationship with the MFA developing country policy

Figure 1: Relationship of respondents with the Ministry for Foreign Affairs (MFA)

Total: 137 respondents

Close to 50% (68) of respondents work as MFA (Ministry for Foreign Affairs) officials in Helsinki. 17% (23) of respondents work with an NGO funded by the MFA. Around 11% (15), were consultants to an MFA funded project, programme or development initiative. Just over 8% (11) were MFA officials located in an embassy. Only 2% (3) of respondents were partners in a developing country where the MFA is operating.

The remaining respondents consisted of partners in developing countries, 2% (3)\(^3\), and the following persons who described themselves differently to the categories given in the questionnaire.

- 1 Temporary project assistant and 1 MFA project assistant in Helsinki (temporary)
- 1 MFA Temporary Worker Non-official
- 2 Locally employed programme officers and 1 locally employed in an embassy
- 1 Finnish NGO official, with development projects funded by the MFA and 1 NGO official of NGO in Hki/programmes get partial funding from MFA
- 1 Consultant in a company implementing MFA projects and short assignments/studies
- 1 Consultant in the company, which works in cooperation with MFA
- 1 Freelancer with assignments funded by various ministries incl. MFA
- 3 Trainees

\(^3\) As there were only 3 respondents identifying themselves as partners in a developing country where the MFA is operating, it was difficult to detect trends from this category of respondents.
5.1.2. Sex of respondents

Figure 2: Sex of Respondents

Total: 137 respondents

More females responded to the questionnaire than males, with 69% (95) of respondents female and 31% (42) male.

The largest number of male responses came from MFA officials in Helsinki, 60% (25), and the largest female responses came from the same category, 45% (43). The next largest group of respondents, those working with NGOs, were broken down into 14% (6) male and 18% (17) female. More female consultants 12% (11) responded than males 9% (4).

In the ‘other’ category there were significantly more female respondents than males with 15% (14) and 5% (2) respectively.

5.2 The Gender Equality Strategy and Action Plan

5.2.1 Frequency of consulting the MFA Strategy and Action Plan for Promoting Gender Equality

Figure 3: Frequency of use/application of MFA Strategy and Action Plan for Promoting Gender Equality in Finland’s Policy for Developing Countries 2003–2007

Total: 126 respondents
Over two-thirds of respondents seldom 52% (66), or never 16% (20), consult the Strategy and Action Plan in their work. Only 9% (11) regularly consult the plan. 32% (4) respondents often or regularly consult the Gender Equality Strategy and Action Plan.

The figures were roughly the same for male and female respondents, although more males than females never consult the Plan 20% (8) and 14% (12) respectively.

The highest group likely to consult the Plan regularly or often were the NGO staff at 55% (12). MFA officials in Helsinki (64% of MFA officials that answered) were least likely to consult the plan, whereas half of the MFA staff at the embassies regularly or often consult the plan. Half of the consultants who responded (6) often consult the Action Plan.

5.2.2 Commitment to implementing the Strategy and Action Plan

Figure 4: Commitment to implementing the Strategy and Action Plan for Promoting Gender Equality

Total: 126 respondents

Commitment to implementing the plan was reliant on the availability of resources for the majority, 54% (68), while 31% (39) said they were completely committed to its implementation. More females, 57% (49), than males, 49% (20), voiced their commitment to the implementation of the plan depending on resources, whilst more males 34% (14) than females 29% (25) were completely committed to implementing the Plan. Embassy MFA officials were most committed, 70% (7), followed by NGO workers 64% (14).
5.3 Your management’s commitment to gender mainstreaming

5.3.1. Management’s support for gender mainstreaming

Figure 5: Extent to which management promote and support gender mainstreaming in development cooperation

<table>
<thead>
<tr>
<th>Support Level</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Not at all</td>
<td>36% (44)</td>
</tr>
<tr>
<td>To a limited extent</td>
<td>44% (53)</td>
</tr>
<tr>
<td>To a great extent</td>
<td>20% (8)</td>
</tr>
<tr>
<td>Completely</td>
<td>8% (3)</td>
</tr>
</tbody>
</table>

Total: 121 respondents

36% (44) of respondents felt that there was only limited support and promotion of gender mainstreaming in development cooperation at managerial level. However, the majority, 53%, felt that it was supported to a great extent. Only 8.3% (10) felt that management is completely committed to proactively promoting and supporting gender mainstreaming in development cooperation.

NGO workers were most adamant of management support, 72% (15), while consultants were most critical, with 69% (9) reporting that management were committed to a limited extent.

5.3.2 Consideration of gender issues in strategic planning

Figure 6: Relevance of gender issues to strategic planning in work unit

<table>
<thead>
<tr>
<th>Relevance Level</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Not at all relevant</td>
<td>3% (2)</td>
</tr>
<tr>
<td>Of limited relevance</td>
<td>3% (2)</td>
</tr>
<tr>
<td>Relevant</td>
<td>52% (66)</td>
</tr>
<tr>
<td>Very relevant</td>
<td>44% (55)</td>
</tr>
</tbody>
</table>

Total: 121 respondents

Significantly 85% of respondents felt that gender issues were relevant, 45% (55), or very relevant, 39% (48), to strategic planning.
17% (14) of females said that there was only limited relevance to their planning, while only 5% (2) of males shared this opinion. 31% (4) of Consultants considered the issue to be of limited relevance. On the other hand 100% (10) of MFA embassy staff felt gender issues to be very relevant or relevant in strategic planning within their work unit and 84% (52) of MFA Helsinki staff felt the same.

5.4 Operationalising gender in development cooperation

5.4.1. Necessary knowledge and skills

Figure 7: Extent of necessary knowledge and skills to incorporate gender issues into work

While the majority of respondents, 67% (80) felt sufficiently able to incorporate gender issues into their work, and 5% (6) felt they were completely able to do so, 26% (31) felt they had insufficient knowledge or skills to do so, and 2 respondents felt that they were not at able to incorporate gender issues into their work.

A similar trend was visible for both male and female respondents. Consultants, 39% (5) and MFA officials in Helsinki, 28% (17), displayed the highest responses of those who felt less confident in their ability to incorporate gender issues in their work.

5.4.2. Existing guidance and tools for gender mainstreaming

Figure 8: Support provided by existing guidance and tools to integrate gender issues into programmes

Total: 119 respondents
The response to whether or not the existing guidance and tools for gender mainstreaming provide the support required to integrate gender issues into programmes at each step of the programme cycle was split in half.

Altogether nearly half 49% (59) of the respondents felt that support was insufficient, 35% (42) felt the existing tools for the programme cycle insufficiently provided guidance for integrating gender issues into programmes, and 14% (17) or were unaware of such tools.

Whilst just over 45% (54) felt that existing guidance and tools for gender mainstreaming was sufficient in the support it provided, only 5% (6) felt that existing guidance and tools provided them full support.

These results were mirrored for both males and females. Similar trends were found for the different categories of respondents.

Interestingly none of the NGO respondents reported that they did not know about the existing guidance and tools for gender mainstreaming, whereas amongst the other categories of respondents 15% (2) of Consultants; 10% (1) of MFA embassy staff; and 16% (10) of MFA staff in Helsinki reporting their ignorance of such guidance and tools.

5.5. Operationalising gender in your work

5.5.1. Checking whether gender issues have been included in documents

Figure 9: Ability to check for inclusion of gender issues in the outcomes of various documents and requests for information.

The majority of respondents 53% (60) felt able, but in need of improvement in their checking of documents for gender inclusion. 25% (28) had not previously tried, but felt they probably could do it. Only 5% (6) felt that they could definitely not check that gender issues had been included in documents and requests for information. 17% (19) felt confident in their ability to check that gender issues are included in documents and reports.

Male and female results followed a similar trend, although a fifth (20%) of female respondents (15) definitely undertake this task in comparison to 10% (4) of male respondents. Over a fifth of NGO respondents 21% (4) reported that they could definitely check, although 58% (11) of NGO respondents reported they could improve.
The category that displayed the highest response in terms of admitting that they could improve their ability to check that gender issues have been adequately included in documents were the MFA staff in embassies at 70% (7). Consultants, 31% (4), and MFA officials in Helsinki, 29% (17), were the most remiss in checking documents for gender inclusion.

5.5.2. Gender equality as a substantial issue in budget and sectoral support

Figure 10: Frequency of gender equality as a substantial issue in budget and sectoral support (MFA officials only).

Total: 69 respondents

This question concerning coming across gender equality as a substantial issue in budget and sectoral support was only for MFA officials. The response to this question was nearly evenly divided. Just under 39% (27) often or always come across gender equality as a substantial issue in budget and sectoral support and 36% (25) seldom or never encounter gender equality as an issue in discussions on budgetary or sectoral matters.

More females, 43% (18), than males, 33% (9), considered the issue of gender equality to arise in discussions on budget and sectoral support. The majority of MFA officials respondents in Helsinki considered the issue to be seldom considered, 41% (23) whereas the majority of MFA embassy officials, 63% (5) considered the issue to be often and always considered, while a quarter (2) of embassy officials respondents considered it to be seldom included.

Gender equality as an issue of focus in budget and sector support appears to be more important for MFA embassy staff.
5.5.3. Gender equality issues in political dialogue or country negotiations

Figure 11: Frequency of gender equality as a substantial issue in political dialogue or country negotiations (MFA officials only).

Total: 68 respondents

Nearly half 47% (32 persons who answered this question, which was only for MFA officials) have often or always come across gender equality as a substantial issue in political dialogue or country negotiations.

40% (27) of respondents felt that gender equality was seldom or never included in political dialogue or country negotiations.

Female respondents were evenly split on this question, as were MFA embassy staff. In comparison only a third of male respondents felt that it was seldom mentioned 33% (9) but still just over half of male respondents 51% (12) felt that it always or often was an issue.

In comparison to MFA embassy staff 50% (4), a slightly less percentage of MFA official respondents in Helsinki 45% (25) felt that gender equality was always or often an issue in political dialogue or country negotiations.

Less males than females have seldom or never come across gender equality as a substantial issue in political dialogue or countries negotiations.
5.6 Monitoring gender mainstreaming

5.6.1. Monitoring of reporting procedures

Figure 12: Frequency of monitoring of gender integration in reporting procedures in work

Total: 110 respondents

58% (64) of respondents felt that gender integration was only occasionally monitored and reported upon. While 28% (31) felt that it was sufficiently monitored only 10% (11) reported that it was always monitored.

Females, 62% (46), and males, 51% (19), felt as a majority that there was only occasional monitoring. Consultants were most critical of the lack of monitoring with 92% (12) considering it only an occasional occurrence. The next most critical group were MFA officials in Helsinki with 63% (35) of respondents sharing the consultants’ opinion.

5.6.2. Raising gender issues in management meetings

Figure 13: Frequency gender issues mentioned as concern in unit’s meetings and in management meetings (management only)

Total: 41 respondents

Almost 71% (29) of management considered gender issues to arise often or always as a concern in management meetings. 29% (12) considered gender issues to seldom or never arise.

Male and female management showed a similar trend in response to this question. However relatively more female than male managers considered that gender issue are raised
always or often as a concern: 64% (16) of male managers in comparison to 75% (13) of female managers. Consequently more female than male managers considered that gender equality seldom arise in management meetings 32% (8) of female managers in comparison to 24% (4) of male managers. No male managers reported that gender issues were never raised.

The majority of managers in Helsinki 64% (9) felt that gender equality issues often or always arise in management meetings, as did the majority of the managers based in embassies 75% (3).

Consultants with managerial positions considered these issues to seldom arise, whereas 100% (12) of NGO management respondents considered these issues to arise often if not always. Thus, from the responses, it would seem most likely that gender issues would be raised as a relevant concern in NGO management meetings.

5.6.3. Providing information to supervisors on gender integration

Figure 14: Frequency of information provision to supervisors on integration of gender issues in work

Total: 109 respondents

The majority 83% (88) of respondents occasionally or never report on their integration of gender issues (51% (55) occasionally; 32% (35) never). Only 17% (19) always or often have to provide such information to their supervisors.

Both males and females showed a similar trend. Consultants were least likely to report with all of the consultant respondents stated that they occasionally 62% (8) and never 39% (5) do so. NGO staff were more likely than all other groups to report on such issues with 21% often and 17% always doing so.

80% (9) of MFA embassy staff reported that they occasionally or never have to provide information to their supervisors on how they have integrated gender issues into their work. An even higher percentage of MFA Helsinki respondents 89% (49) reported that they occasionally or never have to provide such information to their supervisors.

Thus it would appear that reporting on the integration of gender issues in an individuals work is an area that requires more supervision, with perhaps guidance provided to supervisors on what they should look for in those they are managing. Consultants in particularly reported that they rarely have to provide such information to their supervisors. Whilst NGO staff were more likely than any other group of respondents to be required to report on the integration of gender issues into their work, the majority of NGO staff respondents occasionally or never have to do so.
5.6.4. Discussion of gender in performance review

Figure 15: Mention of gender issues in relation in performance review

The majority of respondents, 39% (43), did not discuss gender issues in their performance review. A considerable number of respondents had not had a performance review, 30% (33). Male respondents were least likely to have considered gender issues at all, 51% (19). Females were split between groups who had mentioned the topic a little, 23% (17), or a lot, 10% (7), and those who had not mentioned it at all, 33% (24). Consultants, 62% (8), and MFA officials in Helsinki, 54% (30), were the two groups least likely to have remarked on gender issues in performance reviews.

5.6.5. Rejection of bilateral initiatives due to insufficient attention to gender mainstreaming

Figure 16: Number of bi-lateral development initiatives rejected due to insufficient attention to gender mainstreaming

The majority of respondents 83% (89) had not encountered development initiatives rejected due to gender issues. Just over 10% (11) had heard of some being rejected. 27% (10) of male respondents had encountered one being rejected by the MFA, but 73% (27) did not encounter rejections. 89% (62) of females felt that rejection for gender reasons was not
typical. While all MFA groupings had witnessed initiatives not being rejected on the whole, MFA officials in Helsinki witnessed one, 7% (4), or some, 16% (9), occurrences of this.

5.7 Institutional arrangements, capacity building

5.7.1. Sufficiency of financial resources for gender mainstreaming

Figure 17: Opinions on financial resources targeted to mainstream gender equality in Finland’s Development Cooperation

<table>
<thead>
<tr>
<th>0%</th>
<th>5%</th>
<th>10%</th>
<th>15%</th>
<th>20%</th>
<th>25%</th>
<th>30%</th>
<th>35%</th>
<th>40%</th>
<th>45%</th>
<th>50%</th>
</tr>
</thead>
<tbody>
<tr>
<td>No, not at all</td>
<td>No, but close to enough</td>
<td>Yes, enough</td>
<td>Yes, more than enough</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Total: 105 respondents

Three quarters 75% (79) of respondents felt that there was insufficient financial resources targeted to mainstream gender equality in Finland’s Development Cooperation with 46% (48), stating there was not enough but close to enough and 25% (26) reporting not at all sufficient financial support for gender integration. No one felt that there was more than enough financial resources for gender mainstreaming.

Female respondents were very critical of the level of financial support with 46% (32) saying that support was not enough and 33% (23) considering there to be not at all enough support. Males were split with 46% (17) considering there to be enough support and over half 54% (20) saying that support was insufficient or not at all enough.

The majority of MFA staff reported that there was insufficient or not at all enough financial support: MFA embassy staff, 70% (7); MFA Helsinki staff, 74% (39).
5.7.2. Sufficiency of human resources for gender mainstreaming

Figure 18: Human resources (both in terms of quantity and quality) available to mainstream gender equality in Finland’s Development Cooperation

Total: 106 respondents

The majority of respondents considered there to be insufficient, 43% (45), or not at all enough 37% (39), human resources available for gender mainstreaming. Just over a fifth of respondents 21% (22) felt that there was sufficient human resources.

Both sexes were critical of the provision of human resources, although more females 83% (58) reported that there was insufficient or not enough resources at all, in comparison to 70% (26) of male respondents.

The majority response from NGO respondents 58% (11) was that there was not at all sufficient human resources available to mainstream gender equality in Finland’s Development Cooperation.

Half of MFA embassy staff (5) reported that there was definitely not sufficient human resources available to mainstream gender equality in Finland’s Development Cooperation in comparison to nearly half 46% (25) of MFA Helsinki staff who reported that there was close to enough resources but still not enough.

5.7.3. Training in gender concepts

Figure 19: Training in gender concepts gender analysis or gender mainstreaming

Total: 107 respondents
Nearly half of respondents 49% (52) had received training in gender concepts, gender analysis or gender mainstreaming, adequately or very well. Only 23% (25) had never received training.

Males had the least amount of training with 27% (10) not receiving any training and 38% (14) insufficient training. 38% (27) of females thought that they had received adequate training.

The majority of MFA officials in Helsinki 57% (31) considered their training to be inadequate, 37% (20), or completely lacking, 20% (11). In comparison 60% of MFA embassy staff (6) felt their training was adequate or they had been trained very well.

Consultants also felt their training to be remiss with three quarters (9) not reporting that they have adequately received training in the gender analysis area. On the other hand, nearly two thirds of NGO staff 63% (12) felt that they had adequately or were trained very well in gender related concepts.

5.7.4. Range of time periods since capacity building in gender mainstreaming

Figure 20: Most recent attendance at gender training or capacity building to mainstream gender

![Bar chart showing the range of time periods since capacity building in gender mainstreaming.](chart.png)

Total: 107 respondents

The majority of respondents, 73% (78) have worked towards improving their abilities to mainstream in the past 3 years, with 30 of these respondents upgrading their knowledge in the past 6 months. 22% (23) have never received training. This question, however, did not provide for respondents who had received training or built capacity for such actions in the last 4–9 years.

The group to have the highest percentage of respondents that have most recently attended (in the past 6 months) were NGO staff at 42% (8). 86% (42) of MFA staff in Helsinki were the highest category to have attended in the past 3 years including 11 respondents in the past 6 months.

Male and female respondents showed a similar trend. Consultants were split between those who had attended in last 3 years, 42% (5), and those who had never attended, 42% (5). Consultants also displayed the highest category who had never attended training at 42%.

Regarding being up-to-date on gender analysis and gender mainstreaming, again it would appear that consultants themselves should be required to prove that they have proven capacity in gender mainstreaming or gender analysis prior to working with the MFA. Whether the MFA provides opportunities for consultants to attend training in gender mainstreaming or consultants
should make their own arrangements is open to debate. NGO staff appear to be the group that have had the most recent capacity building in gender mainstreaming.

5.7.5. Priority areas for capacity building in gender mainstreaming

In general, respondents felt that all the topics identified in the list provided through the survey required capacity building. Respondents were allowed to tick a maximum of two boxes for this question.

Respondents felt that priority should be given to training on gender concepts, analysis and mainstreaming with 44% (47) sharing this opinion. The next areas identified displayed nearly equal priority – gender issues and specific topics at 40% (42) followed nearly equally by gender issues in budget support and the PRSP 39% (41), and gender issues related to sectoral support 36% (38) respondents. 29% (30) also specified gender issues in hard sectors.

Male respondents identified gender concepts training as being most important, 47% (17), followed by gender and sectoral support, 42% (15). Females were more interested in gender training on specific topics, 47% (33), and training in gender concepts, 43% (30).

Like male respondents, consultants identified gender concepts training as being most important, 50% (6), but equally prioritised training on gender concepts.

MFA staff from embassies prioritised gender issues in budget support and the PRSP with 80% (8) prioritising such training, followed by gender issues related to sectoral support 60% (6). MFA staff in Helsinki nearly equally prioritised all areas, with slightly less MFA staff prioritising gender in ‘hard’ sectors such as infrastructure.
NGOs particularly stressed the need for gender training on specific topics, 74% (14). NGOs also prioritised training on gender concepts at 58% (11).

An option was given to specify priority areas other than those listed in the survey. Other areas mentioned included:

- gender and the environment – 2 respondents
- institutional learning and gender issues
- how to promote gender in partner society programming
- gender and a rights based approach

5.7.6. Obstacles identified related to respondent’s capacity

Figure 22: Obstacles to mainstreaming gender related to respondent’s capacity

Total: 104 respondents

Uncertainty in how to mainstream gender was considered a major obstacle for 52% (54) of respondents, while 43% (45) considered the lack of methods and tools to be the problem.

Interestingly, only 4% (4) respondents were unsure what gender mainstreaming means, indicating that nearly everyone is aware of the term by now, but over half are uncertain how to do it. MFA staff in Helsinki had displayed the highest response rate regarding unsure how to mainstream gender in certain areas at 58% (30). Male and female respondents followed a similar trend. NGO’s identify the lack of methods and tools as being most important, 53% (10).

Thus in terms of respondents own capacity to mainstream gender the major obstacle experienced is being unsure how to mainstream gender in certain areas, followed by lack of methods and tools.
40% (4) of MFA staff in the embassies specified other obstacles with other categories of respondents also specifying other obstacles related to their own capacity to mainstream gender. Lack of time was the most common obstacle identified with 6 respondents stating this as an obstacle. The other obstacles identified by MFA staff in embassies and the other respondents included the following:

- lack of common team preparation
- limitations of HR time capacity
- simple tools required in different languages
- how gender with the environment works
- the attitude of people – difficult to ‘break the ice’ for gender discussions.
- lack of resources comparing to the challenge
- a gender blind culture
- TORs usually do not allow time for thorough mainstreaming, nor does the budget
- mainstreaming in theory and into policy documents is “easy”, implementation and understanding achievement indicators requires special skills that many of us still lack
- lack of back-up from HQ in discussing gender issues relevant to a certain project or sector: land ownership of women in agriculture and forestry etc.
- rhetoric being repeated in a way that makes it sound like it is added for the sake of itself

5.7.8. Other obstacles hindering gender mainstreaming

Figure 23: Other obstacles experienced regarding gender mainstreaming

Total: 103 respondents

Other than obstacles related to a respondents capacity, a question was asked regarding other major obstacles experienced for mainstreaming gender. The lack of accountability was considered to be the other major obstacle to gender mainstreaming from the list of possible obstacles
provided with 42% (43) indicating this obstacle. Next was the lack of prioritisation of the issue, 38% (39), followed closely by and a lack of interest in partner country, 37% (38).

Male and female respondents identified the same three priority obstacles: not a high priority; lack of interest in partner country; and lack of accountability. However, females considered lack of accountability to be most troublesome, 45% (31), while males considered lack of interest as being the number one obstacle, 49% (17).

MFA officials in Helsinki and embassies identified lack of accountability as being the main obstacle, 50% (26) and 44% (4) respectively. Consultants and NGO’s chose gender mainstreaming not being a high priority as being a high priority as being the issue, 73% (8) and 32% (6) respectively. Both NGO's and MFA officials in Helsinki also considered the lack of interest in partner country as being problematic, 32% (6) and 40% (21).

18% (13) of respondents made other comments outlined below:

- gender as crosscutting issue in CSD?
- lack of interest in partner NGOs
- other priorities that come first
- macho men
- lack of opportunities to compare with and learn from other actors in the field
- in the field, policies look promising but the implementation is in the hands of the partner countries. Slow progress.
- it is a long way to go!
- how to get from words to practice?
- not knowing the best “means” to reach the goal
- the pressures in MFA are still for gender-specific work, gender mainstreaming is not sufficiently valued
- lack of time

5.8 Other comments from respondents

5.8.1. List of specific comments from respondents

Twenty-seven respondents made other important comments, and these are copied directly below.

1. Please, organize another training seminar on mainstreaming gender into the MFA projects/programmes/sector support plus how to use the respective tools. Last time I was not asked to participate, but one of my male colleagues went. I have used the MFA gender strategy/action plan as a model when preparing a gender strategy for female foresters (university level) educated in Finland.

2. Gender issues should not be discussed as similar for all countries and for all sectors. The very concept of mainstreaming is too abstract. More specific contextual guidelines could be used. These do not need to be Finnish guidelines. There are useful international/national guidelines here and there ready to be used. The Finnishness of the gender approach is unimportant.

3. Gender issues are too often understood to relate to women’s problems only. Issues of sex, gender, age, caste, social class, education can intersect in a variety of ways and thus produce different outcomes in different localities. This should caution against generalising views on
sex and gender, which may prevail at short courses that are not geographically specific.

4. Perhaps too many questions.

5. Questions are general and measures more the attitudes and very subjective opinions. Hopefully the results are useful!

6. Very important to do this evaluation, good luck!

7. It seems that gender mainstreaming is taken for granted by Finnish NGO’s as part of the “Finnish thinking”. No plans are needed because a Finnish woman is taking part in the project. Gender awareness is there when women participate in project. These are the usual explanations the FNGO’s give when not having any plans for g. mainstreaming.

8. More attention by gender adviser/experts on gender issues related to multilateral cooperation financed by the MFA.

9. The MFA could consider developing a set of ‘safeguards’, also with regards to gender that would be mandatory and applied scrupulously at various programme cycle stages. Best of luck with the assignment!

10. Gender education provides capacity building both for donor organisations and implementers. To utilize and create tools for gender issues. – Often there are other more urgent tasks to implement than gender planning etc. which is seen as long term activity.

11. People in rural areas are simple and concrete people and they need simple teaching, in internet you find very complicate words about gender. Is it possible to have very simple material in English in web?


13. Gender issues can be forced into the projects even though the recipient government usually wants only investments. If funds are directed to sector baskets or direct budget support gender issues can be forgotten.

14. There is basic training and capacity building available in Finland on gender issues for NGOs. However, it would be important to get 1) deeper understanding and 2) more tools and methods e.g. for gender mainstreaming.

15. In general (almost) everybody agrees that gender issues should mainstream. But is this too general (non concrete, immeasurable) approach? Should we ask: how much resources should move to gender mainstreaming capacity? How to use gender impact assessment/ measure gender impacts? etc.

16. As a media advocacy organization we need more serious work on this issue. We have our baseline study and now need to implement the recommendations all over Mozambique and bring change in the media sector.

17. In your message this survey was described as ‘lähtökartoitus’; the name is unfortunate and misleading as this activity has been going in our developmental work on for some decades.
Please do not try to reinvent the wheel. This survey looks like a reflection on the state of the art and suggestions for further steps.

18. Need for information coming from partner countries national systems, and support for such systems. In the end the partner governments define policy, implement and therefore, bear responsibility.

19. More emphasis and tools/training should be given how to mainstream in the NGO (not only in its projects). This would promote more support (personnel & funds) for the projects and development.

20. We should be flexible while planning gender training etc. considering well our target country and its situation. One of the biggest mistakes we can make is if we take a good model in addressing gender issues from one country and try to make it to work in another one.

21. Improve the tool box. It would be easier to use in a remote area if the essential tools are in one file. Now, extracting from the Ministry web-pages takes too much time when the phone line is not exactly ADSL super fast. It is if you have forgotten to download before you leave home for the remote place.

22. All questions are not well formulated; e.g. in question 20 there is a gap between 3 and 10 years. In the ministry mainstreaming means including in normal planning, monitoring and reporting procedures, e.g. operationalisation of the development policy, project and programme monitoring and reporting.

23. Have a look at question no. 20: There is no option for the case of more than six but less than 10 months! More careful planning!

24. It is a different issue all together to speak about the gender mainstreaming and, on the other hand, women in development; easier to target women, but there is lack of knowledge about the real gender issues. Accountability is lacking in general terms; in the country and in the embassy. These issues have to be raised actively by the programme officer. Many times the gender issues seem to be in the agenda but what is there is actually only separate activities; everybody are happy when there are some projects targeting women and thus dismissing/dispensing the matter. Though the support in these issues, there are still very ambivalent attitudes behind; instead of a real support and understanding, the reasons behind can be very different, e.g. a kind of Father Christmas mentality...

25. MFAF has organised training in gender mainstreaming etc. and the gender adviser stresses the importance of this in design, appraisal and evaluation. Unfortunately this does not show at the Desk level: the TORs are very general and time given for consultant work is too short for any real mainstreaming analysis.

26. As I’m not currently involved in any programme/project related process, some of the questions were difficult to answer.

27. Gender mainstreaming would work better if discussed in a realistic context: as one of the factors to be taken into account, but not the only one. For instance in this query comparing it to some other important policies that guide our work.
Questionnaire for Staff in MFA, Embassies, NGOs and Consultancy companies.

Important: Help us!

The Ministry for Foreign Affairs is conducting a Gender Baseline Study for the Strategy and Action Plan for Promoting Gender equality in Finland’s Policy for Developing Countries for 2003–2007. The objective of this questionnaire is to find out about how you mainstream gender into your work.

For this purpose the following confidential questionnaire has been prepared. We would highly appreciate it if you could take a few minutes to reply the questions.

DO YOU THINK THAT

sex is what you are; gender is what you do.
or

gender is what you are; sex is what you do.

…………………….click here and read on……………………
♀♂

Going through the 24 questions should not take longer than 15 minutes, because it mainly involves ticking boxes. The deadline for this questionnaire is December 3rd, but, please, fill it in now rather than later. Your contribution and opinions will ensure that we know where support for gender mainstreaming is required.

If you have any queries please contact the gender advisor: Satu.Lassila@formin.fi (tel: +358-9-16056105) or contact unamurray@yahoo.co.uk
Questionnaire for Staff in MFA, Embassies, NGOs and Consultancy companies.

Respondent information

(i) Which of the following best describes your relationship with the Ministry for Foreign Affairs (MFA)

5☐ MFA Official in Helsinki
4☐ MFA Official in an Embassy
3☐ Consultant to a MFA funded project/programme/development initiative
2☐ Partner in a developing country where MFA is operating
1☐ Working with an NGO funded through MFA
0☐ Other – please specify_________________________________________

(ii) Is your sex:  2 Female☐  1 Male☐

The Gender Equality Strategy and Action Plan

(iii) The Ministry for Foreign Affairs of Finland (MFA) has a Strategy and Action Plan for Promoting Gender Equality in Finland’s Policy for Developing Countries 2003–2007. How often do you consult or use this Strategy and Action Plan in your work?

3 Regularly
2 Often, sufficiently
1 Seldom
0 Never

(iv) To what extent are you committed to implementing the Strategy and Action Plan for Promoting Gender Equality?

3 Completely
2 To a good extent depending on resources
1 To a limited extent
0 Not at all
Your management’s commitment to gender mainstreaming

(v) To what extent does management in your work (heads of unit and above, programme coordinators in the projects) proactively promote and support gender mainstreaming in development cooperation?

3 Completely
2 To a great extent
1 To a limited extent
0 Not at all.

(vi) How relevant do you think gender issues are considered in strategic planning within your work unit?

3 Very relevant
2 Relevant
1 Of limited relevance
0 Not at all relevant

Operationalising gender in development cooperation

(vii) To what extent do you feel that you have the necessary knowledge and skills to incorporate gender issues in your work?

3 Completely
2 Sufficiently
1 Insufficiently
0 Not at all

(viii) How well do the existing guidance and tools for gender mainstreaming provide the support required by you to integrate gender issues into programmes at each step of the programme cycle?

3 Very well
2 Sufficiently
1 Insufficiently
0 Don't know about them

☐ Not involved in programmes
Would you be able to check that gender issues have been adequately included in the outcomes of various documents and requests for information – e.g. programme documents, reports for OECD/DAC, reports on MDGs, periodical monitoring reports related to programmes, evaluation reports, recruitment criteria etc.

3  Definitely and I have already done so
2  Adequately, but I could improve
1  Probably, but I haven’t tried yet
0  Definitely not

QUESTION (x) IS FOR MFA OFFICIALS ONLY, PLEASE SKIP TO QUESTION (XII) IF YOU ARE NOT AN MFA OFFICIAL.

How often have you come across gender equality as a substantial issue in budget and sectoral support? (e.g. an issue of important focus or debate)

3  Always
2  Often, sufficiently
1  Seldom
0  Never

☐ Have not been involved with these issues

QUESTION (XI) IS FOR MFA OFFICIALS ONLY, PLEASE SKIP TO QUESTION (XII) IF YOU ARE NOT AN MFA OFFICIAL.

How often have you come across gender equality as a substantial issue in political dialogue or country negotiations? (e.g. an issue of important focus or debate)

3  Always
2  Often, sufficiently
1  Seldom
0  Never

☐ Have not been involved with these issues
Monitoring gender mainstreaming

(xii) In your opinion is the integration of gender issues monitored in reporting procedures related to your work? (e.g. in situation reports; briefs; annual work plans; steering committee and supervisory board meetings; sector support reports; planning documents; other reports etc.)

3 Yes, always
2 Yes, sufficiently often
1 Yes, but only occasionally
0 No, not at all.

PLEASE ONLY ANSWER QUESTION (xiii) IF YOU ARE AT THE MANAGEMENT LEVEL (i.e. a head of unit and above, a programme coordinator in the projects) – OTHERWISE PLEASE SKIP TO QUESTION (xiv)

(xiii) How often are gender issues raised as relevant concerns in your unit’s meetings and in management meetings (planning meetings; meetings in embassies, steering committee/supervisory board meetings, heads of unit meetings, etc.)

3 Always
2 Often
1 Seldom
0 Never that you are aware of

(xiv) How often do you have to provide information to your supervisors on how you have integrated gender issues into your work?

3 Always
2 Often
1 Occasionally
0 Never

(xv) In your last performance review with your supervisor, were gender issues discussed as part of your performance and required competence?

3 Yes discussed a lot
2 Yes a little
1 No, not discussed at all
0 I haven’t had a performance review
(xvi) Have you ever heard of a bi-lateral development initiative funded through the MFA being rejected only on the basis of having insufficient attention to gender mainstreaming (e.g. *it does not get through the project steering committee, or more baseline information is requested prior to funding*)?

3 Yes, many  
2 Yes, some  
1 Yes, but only one  
0 No, none at all

**Institutional arrangements, capacity building**

(xvii) Do you think that sufficient financial resources are targeted to mainstream gender equality in Finland’s Development Cooperation?

3 Yes, more than enough  
2 Yes, enough  
1 Yes, but not enough  
0 No, not at all

(xviii) Do you think there are sufficient human resources (both in terms of quantity and quality) available to mainstream gender equality in Finland’s Development Cooperation?

3 Yes, more than enough  
2 Yes, enough  
1 Yes, but not enough  
0 No, not at all

(xix) Have you been trained in gender concepts, gender analysis or gender mainstreaming?

3 Yes, very well  
2 Yes, adequately  
1 Yes, but not enough  
0 No, never

(xx) When did you last attend gender training or build your capacity to mainstream gender? (e.g. *through online training, attending a gender sensitivity session etc.*)?

3 In the last 6 months  
2 In the past 3 years  
1 More than 10 years ago  
0 I have never attended
(xxi) If you were to build your capacity in mainstreaming gender for development cooperation, which area would be priority for you to focus on? PLEASE TICK A MAXIMUM OF 2 BOXES

5 Gender issues in budget support and the PRSP
4 Gender issues related to sectoral support
3 Training on gender concepts, analysis and gender mainstreaming
2 Gender training on specific topics, such as gender issues and HIV/AIDS, gender equality in education …
1 Gender issues in ‘hard’ sectors, e.g. infrastructure, investment, energy…
0 Other please specify

(xxii) Related to your own capacity to mainstream gender, what are the major obstacles you have experienced? PLEASE TICK A MAXIMUM OF 2 BOXES

5 Not sure what ‘mainstreaming’ means…………………………
4 Not sure ‘how to’ mainstream gender in certain areas……………
3 I don’t see how gender mainstreaming is relevant to my work
2 Lack of methods and ‘tools’ or advice…………………………
1 Lack of time………………………………………………
0 Other – please specify…………

(xxiii) What other obstacles have you have experienced regarding gender mainstreaming? PLEASE TICK A MAXIMUM OF 2 BOXES

5 In practise, it is not a high priority ……………………
4 Lack of interest in partner country……………………
3 Lack of management support…………………………
2 Lack of accountability: Not usually obliged or compelled to do it or report on progress……
1 Inadequate gender information related to my main work ……………………………
0 Other – please specify…………

(xxiv) Finally, if you wish, please add here any further comments

Well done, you are finished!

Thank you for taking the time to fill in this questionnaire.

We will share the results with you in the Gender Baseline Study report in early 2005.
1. Vietnam

1.1 Situation of Gender Equality Policy

The government of Vietnam has recognised the significance of gender mainstreaming in its development policies. There are two major related processes going on. In April 2004, the government decided to embark on preparing a specific Gender Equality Law through a consultative process throughout the country where specific studies in 18 provinces will be carried out. While Vietnam has, since long, recognised gender equality in its legal framework, the purpose of the new law is to provide an impetus for the enforcement of gender equality. The aim is to have the law available in 2006 for approval by the parliament. For this purpose 18 provinces have been selected where a comprehensive survey and dialogue will take place.

In addition the government has launched in August 2004 a provincial process where gender will be mainstreamed into all government projects/programmes and departmental plans. In each province, a gender equality committee is being formed under the leadership of a Vice-Chair of the People’s Council. In the provinces the work will be financed from provincial budgets. It is worth noting that this task has not been left to the Women’s Union to undertake but has been brought into the mainstream, despite the fact that the Women’s Union plays a catalytic role.

Whether donors wish to mainstream gender in Vietnam, or not, the government is now fully committed to it, not only in rhetoric but also in concrete actions. Donors’ persistence to emphasise gender equality over the years has indeed brought results in a tangible way. Because there is political will at the highest level in the country – the Prime Minister is spearheading the exercise – it can be expected that concrete implementation will follow.

The two above measures will provide Finland good opportunities to join, and on its part, reinforce the processes through the various present programmes either at the national or provincial levels.

1.2 Water Supply Projects

The visit to Vietnam focused on the water supply projects.

1.2.1 Water Supply, Drainage, Sewerage and Sanitation Management Programme in Haiphong

The desk review reveals that a separate section on gender is contained in the Programme Document. Mention of women is particularly related to the VWU and ultimate beneficiaries. It can be regarded that there is only a tokenistic mention of gender equality in the separate section. Otherwise the document does not show conceptual clarity on what gender mainstreaming/gender equality actually means. The document does not use gender disaggregated data, neither is the document language gender-sensitive.
The major challenge for the Hai Phong water company is to be able to run the company on a sustainable manner. This means having water tariffs at a level where they can cover the costs of the company. The political decision making in increasing water tariffs is not easy. The Peoples Council of the city is the forum which decides on the increases in water tariffs. The Council has 65 members, 7 women. So in reality it is the men who decide. I asked whether women would prefer slightly higher water tariffs if they are assured of water without disruption. They had not come to think of it. The Women’s Union has a very good opportunity to publicise such issues through their networks which functions very well in Vietnam.

Below is an example how the Haiphong programme could have utilized gender mainstreaming for the benefit of promoting sustainability of the water (and sewerage) company.

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**Is Gender an Issue in the Sustainability of Haiphong Water Supply Company?**

Finland has supported the Haiphong Water Supply Company since long. One of the key issues all along has been how to achieve financial, economic and social sustainability of the company. Through providing vastly improved services to consumers, and overall improved management, the situation today looks promising. However, sustainability continues to be an issue. Optimum user fees are critical for the company to cover its costs as well as to finance needed investments, but increase in utility fees is not popular. This is the case with Haiphong; for the past three years, it has not been possible to increase user fees.

As is well known, women are the key users of domestic water, not only in rural areas but also in urban setting. Usually they are more concerned about easily accessing water for domestic use, rather than men. This is because women are responsible for household chores; child-care, cooking, cleaning, laundry etc. Yet, it can be assumed that men appreciate household chores running as expected. It can further be assumed that women could give a high priority to accessing water even if water fees would be increased in order to secure easy access to water because water is critical to them in everyday life. Should women know that if user fees are not increased, there is a strong possibility of services deteriorating, most likely they would opt for slightly higher fees rather than decreasing access to water. This goes for present consumers, what more about future consumers which the company is targeting in its expansion programme, should finances permit.

In the case of Haiphong, it was not immediately evident that female consumers had been involved in dialogue with the water company about their preferences. The People’s Committee makes decisions about water fees. It was informed that the People’s Committee consists of % of females and % males; hence it appears that decisions about user fees are made primarily by men. At the same time the Women’s Union has its extensive network through which consumer information, such as the above, could be conveyed to its members for consideration. Additionally, a consumer survey can establish whether the above assumptions hold.

It was informed that generally People’s Committees are reluctant in subsidising user fees or covering budget deficits of utility companies. This further underlines the importance of involving both men and women in the decision-making about their water company.
The Hai Phong water project will come to an end at the end of 2004. The Women’s Union in Hai Phong city have been running a revolving fund as part of the project to give credit to poor households so that they can improve their sanitation = get a connection to the city sewerage system or to improve their septic tanks. The revolving fund has been implemented very well and so far the repayment rate is OK. However, there was no statistics immediately available about how many of the loans have gone to women headed/male headed households. As part of the revolving fund loans have been given also out to the poor households for income generating activities in order for them to be able to pay back the loan. Also there was no disaggregation of statistics.

1.2.2 Water and Sanitation Programme for Small Towns in Vietnam

The desk review reveals that in the project document:

- There is no mention of any government of Vietnam national gender plans or reference to gender strategies for poverty reduction.
- The only mention of gender in the logframe is under assumptions of the Overall Objective – it is mentioned that gender equality is particularly important for CPRGS targets (amongst good governance, job creation, efficiency of resource utilization, reduction of vulnerability).
- Gender is mentioned in steps to be taken for assessment of consumer commitment. However, there is not a great emphasis of gender disaggregation of consumers, except through Pocket voting – in the second method for the participatory assessment workshops. Here it is recommended that there are separate workshops for women because women may be more free to express themselves if the workshop is separate.
- There is no mention in any of the task descriptions (for management Consultancy, Raw Water Study or Provincial TA) that a knowledge of gender analysis or gender sensitivity related skills are required.

The small-town water project is still at a very initial stage (started in August 2004) where detailed plans are being made. There is plenty of room for increasing gender mainstreaming. The consultant visited one of the four provinces where the programme will be implemented. The Vietnamese project director is well aware of the importance of water being a more important issue for women rather than for men.

The provincial Chairlady of the Women’s Union, present in our meeting, was already fully knowledgeable about the national level policy developments in the area of gender equality, including the new law as well as the mainstreaming process. She had also attended gender mainstreaming training and meetings related to the two processes giving the meeting an excellent briefing about them. She would be capable of contributing to the programme. As long as the programme continuously links with her and her office in aspects of gender mainstreaming the relatively meager point of departure in the project document can be considerably boosted.

1.3 Local Co-operation Funds (PYM)

In Vietnam a specific strategy has been developed for Local Co-operation Funds by the Embassy. Prior to October 2003, the assistance has been limited to single projects and no strategic planning had been conducted. The strategy paper outlines, rather comprehensively, the
The particular development challenges of the country are social equality, poverty, good governance and human rights. The role of the civil society is seen important in the political and economic transition. The objectives of the Fund are based on Finnish development co-operation policies where special attention has been given to a.o. to gender policy documents. Utilization of “the Local co-operation Funds can become an efficient tool to address democracy, good governance and human rights issues”\(^1\). The Fund objectives state, a.o. that it will promote human rights in Vietnam through strengthening democratic exercises, social equality and good governance.

The strategy comprises four thematic areas. ‘Gender equality and trafficking in persons’ falls under human rights and democracy theme. Particular challenges that women face are noted, and include underrepresentation in decision-making, domestic violence, and trafficking into prostitution. In terms of gender equality the strategy informs that HIV/AIDS and gender are mainstreamed in initiatives funded. The Embassy has established co-operation relationships with major NGO-donor networks such as the civil Society Working Group and the Gender Working group. The local co-operation will establish long-term partnerships with local organizations such as the VWU both on the central and provincial levels.

### 1.4 Specific Recommendations

It is **recommended** to ensure that the staff of programmes/projects, financed by Finland, become fully acquainted of the two on-going processes\(^2\). This could be done, for example, by organising a specific seminar for the purpose, or by arranging that the staff has an opportunity to participate in some of the on-going seminars organized by the government, or any of the development agencies active in the subject. Through this, they can align their future plans (e.g. annual work plans) to contribute to the efforts which the government is already undertaking.

Despite the fact that apparently gender equality is addressed through the Local Co-operation funds in many countries, Embassies are **recommended** to study the strategy which the Embassy in Hanoi has developed for Local Co-operation Funds. The advantages which could be drawn from the approach are:

- Local Co-operation Funds complement the regular bi-lateral co-operation in a strategic manner;
- gender has been mainstreamed in all initiatives which are funded;
- the number of projects is envisaged to be 6-8 (during 2005-2007) hence helping the Embassy to save human resources which continue to be scarce in developing country Embassies;
- long-term partnerships will be established with selected organizations instead of each year deciding on many separate initiatives which could be somewhat peacemeal in nature, and may not necessarily lead to sustainability of intended results due to short-term engagement;
- the Embassy uses the local co-operation as a tool for learning. (The local co-operation “will be a major instrument in deepening understanding on selected thematic issues\(^3\).”)
- the highly systematized management of the Fund.

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\(^1\) Strategy for the fund for Local Cooperation in Vietnam, Embassy of Finland, Hanoi, October 2003, p. 2.

\(^2\) A number of copies was made available to the Embassy in order to distribute these to the concerned programme staff.

\(^3\) Strategy for the fund for Local Cooperation in Vietnam, Embassy of Finland, Hanoi, October 2003, p. 3.
2. Mozambique

2.1 Advancement of Gender Equality

Mozambique has ratified the CEDAW agreement in 1993 and, as a member of the UN, has committed itself to the goals of the Millennium Declaration. The development policy of the country is guided by PARPA (2001-05), the strategy for reduction of absolute poverty. Advancement of gender equality is not strongly reflected in the strategy, for example, the different positions of men and women is not taken into account in poverty reduction strategies. (The analyses of the first generation PRSPs generally reveal that gender has not been given the attention it would deserve. At the same time it has been recognised that PRSPs are processes and gender equality would increasingly be featuring in future PRSPs when reviews will be undertaken and second generation PRSPs designed.) The Gender Equality Programme of the Embassy already notes that gender equality will be one of the central issues which needs to be taken into account when the targets of PARPA will be reviewed in 2005.

In 2003, a considerable achievement in terms of gender equality in Mozambique was the renewal of the family law. However, there still are discriminating clauses, for example, in the criminal law.

In Mozambique the National Machinery for the Advancement of Women is placed in the Ministry for Women and Social Affairs (MMCAS). The Baseline Survey team met with the Director. The unit coordinating gender equality issues is relatively small and has limited human and financial resources.

In every line ministry a gender focal point or a gender unit has been established. Their task is to enhance gender equality in all work of each respective ministry. The Gender Programme of the Embassy notes that the position of these units varies in view of their hierarchical set-up, but is generally speaking weak. Gender equality is seen as a separate issue rather than an aspect to be mainstreamed. The training of gender focal point staff is inadequate, and their mandates are still to be defined. These units are also responsible for other tasks over and above gender equality. Overall in the public sector, the weaknesses and informality of administrative structures hampers promotion of gender equality.

Donors do have a Gender Donor Group which meets every 6 weeks. The Embassy has its representation in the meetings.

2.2 Actions by the Embassy

The Embassy of Finland has undertaken a considerable number of specific measures in the area of gender mainstreaming. Since 2003 it started to pursue a more focused promotion of gender equality and gender equality mainstreaming in all development initiatives financed by Finland. In bi-lateral negotiations in October 2003, it was emphasized, that by utilising the new Strategy and Action Plan, Finland will attempt to support enhancement of gender equality and women’s position also in Mozambique. A Gender Focal point has been nominated among the staff. While she has been largely tied up with one of the sector programmes in a leading role during 2004, her role has consequently been limited in the hands-on gender mainstreaming work. The

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*Gender Equality Programme of the Embassy, April 2004.*
solution to the situation has been the nomination of a second gender focal point, bearing considerable fruit.

Early in 2004 the “second” gender focal point person participated in a UNDP organized gender training which resulted in a Gender Programme of the Embassy. This programme was reviewed at mid-year in a follow-up seminar by the UNDP proving to be the only one where actions had been undertaken as envisaged. Initially the idea was to mainstream gender in the Embassy annual work plan. However, due to different timing this did not prove possible; hence a separate action plan for gender. For the work plan 2005 it is envisaged that gender equality will be mainstreamed. Further, the Embassy organized a gender training course for the TA staff in early 2004.

In terms of gender mainstreaming capabilities, the Embassy is relatively well equipped. The role of the gender focal point in the Embassy should be seen – as is the case presently – a coordinating and a catalyst one. However, when it comes to the detailed work of mainstreaming gender equality in the development initiatives, additional resources would bring the issue forward.

2.3 Gender Equality Programme

The Gender Equality Programme of the Embassy comprises six principles – or areas of emphasis:

- Maintaining political dialogue about gender equality promotion at the highest level;
- Promoting gender equality in monitoring and implementation of the various development instruments (budget support, sector programmes, bi-lateral projects, and Local Co-operation Funds);
- Training and awareness creation;
- Networking;
- Information and reporting;
- Observing gender equality in administration.

The Gender Equality Programme is attached as Annex 9 into the Baseline Study.

2.4 Workshop

Out of the 25 workshop participants 16 had attended gender training previously. This is largely due to the fact that the Embassy organized gender training for TA staff early in 2004. Now it should be the turn of the counterparts and the national staff to receive gender training, stated the participants, although the health sector participants noted that in their sector all levels of ministry staff have received gender training.

Overall the workshop recommended that in order for gender mainstream to be strengthened, more sensitization and training is needed, information materials need to be made available, gender analysis should be conducted to gain knowledge of the gender situation, and there is a need to carry out the already existing plans to promote gender equality. On the other hand it was noted that since 1991 a lot of studies have been conducted and there is a need to study the existing materials and utilize them.

It was noted that in the HIV/AIDS strategy for 2004-2008 all indicators are gender based.

In the education sector the sex disaggregated indicators should be already in the programme documents. The Gender Adviser of the MFA should be involved to ensure that indicators are included right from the beginning. It was the wish of the workshop that the MFA Gender
Adviser should analyse project documents together with staff in Mozambique who are working in Finnish funded programmes. “No one really comes to help us in gender mainstreaming in projects initially and annually.” Further the Gender Adviser should be active in provinces to assist in gender analysis. It is important that there are external people who assist project people because “they can more easily see what is possible to do”.

The Forest project informed that they have engaged a short-term gender consultant to assist the project and a gender strategy is in the process of preparation.

In the education and health sectors the national strategy exists, gender focal points are in place, gender units have been established, materials are available as well as monitoring systems. “In theory everything exists!” “We calculate numbers: girls/boys.” The question is how are the data going to be used. Analytical skills are required to bring the matter forward, was the proposal.

The workshop participants were concerned about the stereotypical roles, “the lock in people’s mind”, cultural resistance and “still negative attitudes” which makes it difficult to bring gender equality forward and implement the strategies and programmes.

Sectorally in health and education (10 years!) gender mainstreaming has been going on for quite some time while in the environment sector it has only now started. However, it was felt that monitoring in all sectors requires improvement. Further it was recognized that there is a clear gap between policy and practice on the ground. Priority should be given to practice.

It was also noted that reporting formats by Finland do not require reporting on gender!

The workshop participants opinioned that programme designers and evaluators are not yet knowledgeable about gender mainstreaming and therefore it is not reflected in documents. A gender specialist should be engaged into such teams, they concluded.

2.5 Conclusion

The positive developments in the area of gender equality mainstreaming in the Embassy in Mozambique can be attributed at least to three major factors: (i) full, proactive support and understanding the importance of gender equality in poverty reduction by the Ambassador; (ii) the availability of the Finland’s Strategy and Action Plan; and (iii) the relatively good staffing situation in the Embassy which has allowed appointment of gender focal points. In addition, the relatively high capabilities of the Embassy adviser have been successfully harnessed for the work. These three factors have been internationally recognised to be some of the most important variables in advancing gender mainstreaming: support by management, availability of a concrete strategy, and allocation of resources.

2.6 Recommendation

It is **recommended** that the other seven long-term partner country embassies would study the Gender Equality Programme of the Maputo Embassy, and once staff resources improve, would design a similar Gender Programmes. Their contents could then be mainstreamed into the annual work plan of the embassies. It is **recommended** that these Gender Equality Programmes would form one of the key indicators in measuring progress in the implementation of the Strategy and Action Plan. Further it is **recommended** that the Gender Adviser would support the embassies in designing Gender Equality Programmes/mainstreaming gender into annual work plans, especially those where the staff situation continues to be problematic.
3. Nicaragua

3.1 Gender Equality Situation

Much of the focus in the country has been on gender-based violence. On that front a great deal of awareness has already been created and there is a high level of recognition that gender-based violence is a big problem. Over and above the violence issue efforts to advance gender equality in the country was described by the stakeholders less than optimal. Broadly speaking, two critical forces of the society were mentioned to hold up further advances, namely the church and the political players.

For example, learning materials about life-skills for secondary schools had been refused by the authorities. A draft Equal Opportunity Law was prepared some years back but the parliament did not pass it in the year 2000 when it was tabled.

The Nicaraguan Women’s Institute (INIM) (est. 1986) under the Ministry of Family is the guardian of gender equality issues of the government. Its resources are meager.

Recently a document, reportedly called PRSP II/National Development Plan has been published by the government, covering years 2004-2009. According to it, gender should be mainstreamed in economic sectors such as rural development, in governance/public policies and in the social sector (particularly combat violence against women).

The women’s movement is not strong in terms of unity reflecting the polarization of the society. Nicaraguan gender experts informed that a lot of gender training has taken place over the years but the results are not encouraging. They felt that there is a need to analyze reasons for this.

Presently the government resources and aims do not appear to promote gender equality in a proactive manner. What is particularly problematic from development point of view in the Nicaraguan situation, is that the poor people suffer more from inequality rather than the better-off ones.

3.2 Gender Focal Point

While the Embassy has nominated one staff to be in charge of gender, among many other tasks, it became clear that this resource is inadequate because she has a large number of other tasks for which she is responsible. However, the Gender Focal Point is reviewing documentation (which is to go Steering Committee) from a gender perspective. The Gender Focal Point could also participate in joint donor meetings, however, presently the Embassy resources are not adequate for this.

3.3 Support by Finland

Field visits were made to the reproductive SARED (health) and to the PROGESTION (governance) programmes, both highly potential to mainstream gender. The major findings regarding both programmes are rather similar. Neither programme has paid adequate attention to gender mainstreaming, although focus on women is clearly present. This despite the fact, that the governance programme is running gender training for concerned national staff. The major reason for the situation appears to lie with still inadequate knowledge and skills of programme staff in gender and gender mainstreaming. For example, the health programme
staff was unaware of internationally existing tools for gender mainstreaming. Also the governance programme could benefit from viewing good governance from a gender perspective rather than focusing on women. The programme document does not contain much regarding gender and therefore, it may have received less attention on gender than what could potentially be possible. Reportedly the Gender Strategy and Action Plan has not been utilized in the Embassy, most likely because it has not been translated into Spanish.

3.4 Workshop

Based on the workshop as well as interviews and meetings it became clear that there is still a considerable amount of work lying ahead in Finnish development interventions in terms gender mainstreaming. The work should be continued, firstly to organize gender training for the staff (both national and TAs) working with Finnish funded programmes where the basic gender concepts (gender, women, sex, gender equality, women’s empowerment, gender mainstreaming) would become clearer. Secondly, attention in training should be focused on how gender mainstreaming can be undertaken in practice in all of the development initiatives currently funded by Finland. The rural development programme appears to have gone furthest in the matter, especially in the documentation, even if the process is still at an early stage.

The need for institutionalization of gender mainstreaming should have a high priority because all the initiatives are implemented through national organizations where gender is still a relatively novel concept. For example, it was proposed that in the IDR gender should be mainstreamed in component 3 on Institutional Development in the Action Plan for 2005 and to support the formulation of an institutional gender strategy. The Institutional Group for Gender and Rural Development coordinated by INIM was proposed to be approached.

The PROGESTION-INIFOM programme still has a WID approach reflected by the fact that the programme “is open to involve women”, particularly in areas of Women’s Participation and Local Economic Development.

Workshop participants felt that “strategic links are lacking”. Hence, another initiative for the programme staff to learn about gender could be for them to network and get in contact with existing gender groups and networks. An example given was the Institutional Group of Women & Rural Development. The workshop participants indicated that in order to build synergy in Finnish financed programmes in view of gender mainstreaming, a forum could be established. Another proposal was to utilize trained human resources in the country which are available.

The role of the Gender Adviser was seen to advocate the incorporation of a gender equality focus in Finnish co-operation policy, and to participate in the biannual government consultations. The Gender Adviser should visit the country every year, the latest visit was done in 2000.

Some partner organizations appear to have appointed gender focal points. It would be necessary to examine how effective they are in terms of time availability and other resources.

Gender mainstreaming in Finland’s development co-operation could be improved, according to workshop participants, through: (i) more systematized monitoring (of indicators); (ii) training of programme personnel; (iii) engaging specific short-term TA competent in gender; (iv) include both women and men in working teams; (v) identify allies to share responsibilities, challenges and achievements; (vi) and by involving both men and women in programme activities such as family planning.
Obviously one area to be addressed is gender analysis throughout the programme cycle.

3.5 Conclusion and Recommendations

The three major programmes funded by Finland (health, governance and rural development) would greatly benefit from the services of the Gender Adviser of the MFA in terms of gender training and supporting the programmes to mainstream gender in their plans (as proposed elsewhere in this Baseline). It would be most appropriate to engage a national gender expert to work together with the Gender Adviser.

Further, it would be desirable that possible future long-term TA for the health programme would be conversant with gender in the health sector\(^5\), possibly supplemented by short-term expertise. Gender training for programme staff including the TA would improve the situation greatly.

Note was taken that the MFA does not currently have practical “tip sheets” for the major sectors it is working with such as health, education, governance, agriculture and rural development, forestry, and water supply. Most likely it has been assumed that internet provides more than adequate materials. However, firstly, in the field situations accessing internet is not always easy for programme staff, secondly, if there is little or no knowledge of existing web resources, not much can be accomplished, thirdly, accessing relevant materials from internet is time consuming. The need for this kind of practical materials was noted throughout when preparing the Baseline, Nicaragua not being a special exception.

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\(^5\) It is instrumental to note that the health sector expertise in the Embassy in Mozambique fully covers also gender equality in the health sector. Networking between the health programmes of Mozambique and Nicaragua alone could already improve the situation in Nicaragua.