



SERVICE CENTRE
FOR DEVELOPMENT
COOPERATION



Gender

– IN DEVELOPMENT COOPERATION

Introduction

Addressing gender and promoting gender and social equality is one of the cross-cutting themes of Finnish development policy. Gender has been discussed and written about for some thirty years, and particular attention has been paid to it in development cooperation since the latter half of the 1990s. Regardless of this, a lot still remains to be done before gender equality becomes a reality.

This booklet was written to inspire Finnish organisations engaged in development cooperation to plan and carry out projects that take account of gender, to create equal partnerships with Southern organisations and to promote gender equality through their projects. The booklet supports gender training organised by The Service Centre for Development Cooperation KEPA.

The booklet is divided into four sections. The first section clarifies gender-related terminology and prepares the reader

to refute typical arguments against gender sensitivity. The second section discusses gender mainstreaming, and the third section provides tips for the different phases of the project cycle. Finally, a checklist that is a good tool for starting gender-sensitive project work or deepening actors' knowledge on the matter is provided.

The booklet is largely based on a training package for the promotion of gender equality planned and written by Jonna Haapanen and Marja-Leena Kultanen and published on the web site of the Finnish Ministry for Foreign Affairs.

I would like to thank the staff of member organisations and the staff of KEPA for sharing their experiences. We also owe thanks to Minna Kiiskinen, Anita Lintula, Auli Starck and Esa Salminen for their observations and anecdotes on gender issues.

IN POLOKWANE, JULY 2007

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PUBLISHER:
The Service Centre for
Development Cooperation KEPA

ISBN 978-952-200-059-0

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PRINTING:
Miktor

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Gender terminology

and typical arguments against gender sensitivity

“If everyone in this house would be male, where would the women be?”

TERMINOLOGY

There is wealth of terminology related to development cooperation, and even more so when we discuss gender. Below we explain terminology that is used throughout this booklet.

Gender = Being a woman or a man implies different expectations, responsibilities, opportunities and rights. A person acquires the identity of a woman or a man through a socialisation process, in which she or he lives in relation to the surrounding community. All community members

take part in the socialisation process.

Gender can mean different things in different cultures and throughout different periods of history. Compare the concept of gender to the concept of sex.

Gender equality = Women and men enjoy the same rights and opportunities in all areas of life. At this point such a situation is an objective, not reality, as almost everywhere in the world women have subordinate status in relation to men.

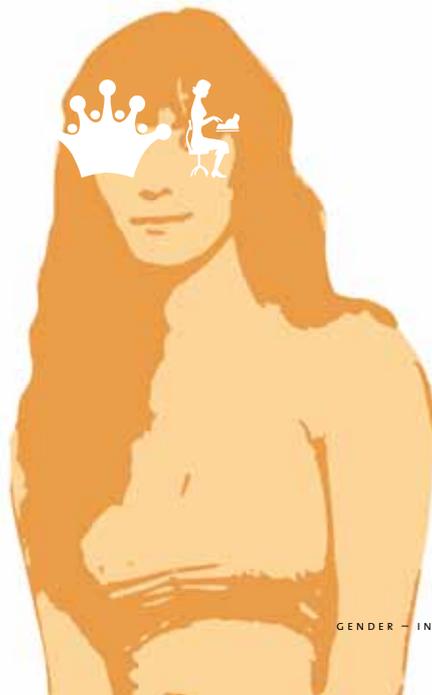
Gender roles = The behaviour expected of a girl or a woman and of a boy or a man. This concept is closely related to how

work is distributed in communities and societies.

For instance, gender-specific behaviour is manifested in the fact that in most communities women and girls are responsible for domestic chores, raising children and other unpaid work (i.e. reproductive work).

Men have traditionally been responsible for paid work outside the home (i.e. productive work). Today, however, paid work is often something that women do, too.

Another form of work is community work, such as taking care of the neigh-



bourhood, organising parties and sharing responsibility. This work is usually unpaid, too.

Gender system = A power system consisting of economic, social and political structures. The system defines what it means to be a woman or a man. The position of a woman and a man is, to a large extent, defined by what is valued in relation to gender roles in a society.

In most societies the prevailing gender system is patriarchy, which entails men enjoying better positions than women. For example, this is manifested in the fact that man is considered the “head of the family” and that proprietary rights are usually passed directly from men to boys.

Practical gender needs = Concrete material needs, such as the need for food, health care and housing. Meeting these needs is mainly the responsibility of either women or men. For instance providing food for the family is largely women’s responsibility all over the world.

Strategic gender needs = Women and men should have equal rights: to own and inherit land and money, to receive equal

pay for the same work and to have equal control over their bodies. In reality, the position of women and men within the power structures of different communities is unequal.

Empowerment = Increasing the confidence and opportunities that a community or an individual have to influence their life and make decisions about it. In practice fostering empowerment means meeting strategic needs by promoting equal rights.

Gender mainstreaming = Methods, strategies and approaches to promote gender equality. Mainstreaming entails that gender and gender equality form a key part of all activities in society, for instance: politics, research, awareness building, legislation, resource distribution, organisational practices and project implementation.

Ownership = Another word for commitment. Ownership can be strengthened through spontaneous or encouraged participation (participatory approach). This requires that beneficiaries and other interest groups participate in the planning, im-

plementation and evaluation of a development project in a meaningful way. Participation promotes their commitment to the project and its objectives.

Participatory approach = A method that ensures that the knowledge, skills and opinions of the beneficiaries and other stakeholders are taken into account in the planning, implementation and evaluation of a project.

Gender-sensitive participation ensures that the opinions of both women and men are heard in equal measure. In order to attain this objective, separate meetings with different groups often have to be held, taking into account the power structures of the community. In many cases the participation of both sexes can be promoted by setting female or male quotas, so that half of participants must be men and half women.

TYPICAL ARGUMENTS AGAINST GENDER SENSITIVITY

Gender emerged as a topic of discussion within development cooperation as recently as 10 years ago, towards the end of the 1990s. The new issue brought with it new challenges, called attention to a need for change and also provoked resistance. When you begin working with gender issues, you should be prepared to refute several typical arguments against your work. Such arguments are exemplified by the following statements and their counter-arguments:

“Gender equality is the hot topic in development cooperation at the moment. It is not worthwhile to devote efforts to gender equality, because a few years from now donors will be focusing on some new topic.”

Gender equality IS a worthwhile topic. In order to be effective, a development project must take into account and benefit the whole community. However, women are not automatically involved in

planning and implementation of a project. Therefore in order to attain sustainable and beneficial results, you must ensure that both women and men participate actively in all stakeholder groups.

“In Finland women are already much more equal to men than anywhere in the world. We don’t need to go on about equality anymore.”

Yes and no. On a global scale, there is less gender inequality in Finland than in most other countries. In 2006 Finland ranked eleventh in a survey ranking countries according to their respective gender equality. However, inequality still exists in payment for work. On average, Finnish women earn 82 per cent of what men earn.

“You can’t discuss gender equality in an African village. It is not part of the culture.”

Why not? Equality and women’s rights are international human rights that apply to all people in all cultures. Most African countries have made a commitment to re-

specting and promoting human rights. Nevertheless, how equality should be promoted is a very culture-specific issue, and therefore knowledge of the local culture is vital.

“A good development project benefits the whole community, so women are automatically included.”

Are you sure about that? The participation of all interest groups is not automatic and must be ensured both in the planning and the implementation of a project. Gender analysis is one way to analyse the roles of women and men in the area in which the project is intended to be implemented. The information and understanding provided by the analysis will help you make decisions that result in sustainable and effective development cooperation.

Gender mainstreaming

“Mountains never
come together,
but people do.”

Gender mainstreaming involves methods, strategies and approaches to promote gender equality.

Mainstreaming means that gender and social equality are a key part of all activities in society, including politics, research, awareness building, legislation, resource distribution, organisational practices and project implementation.

The starting point for the promotion of gender equality are various international commitments such as human rights agreements, the Beijing Platform for Action and the UN Millennium Goals. The Finnish Equality Act and development cooperation guidelines also require gender equality to be promoted.

The political objectives are largely defined, but their enforcement is lagging. Equality between women and men will not progress, if the matter is only ad-

ressed in documents. Below we take a look at how you can promote equality in practice.

1. Gender perspective in your organisation's working practices

a. Attitude

Equality issues aren't just relevant in projects and to your Southern partners, on the contrary. It is crucial that the administrative organisation of a development project takes a positive view of gender equality.

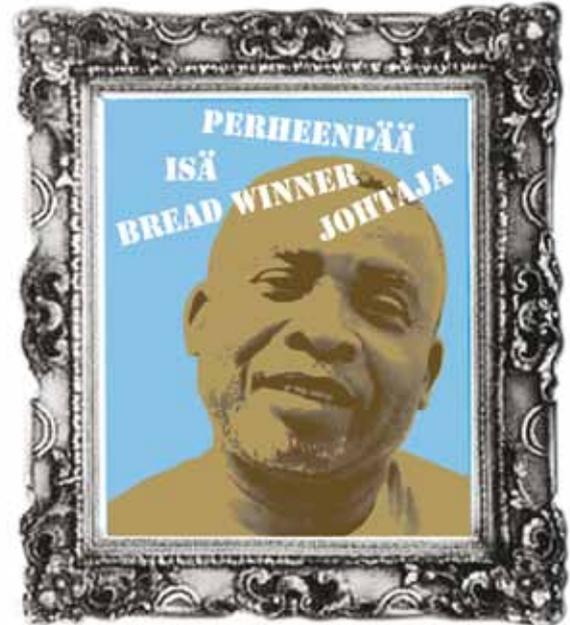
The attitudes of your organisation's leadership, staff and volunteers have an impact on the quality of your project cooperation. Are you setting a good example, or should you improve your own gender-sensitivity?

b. Responsibility

All members of the organisation are responsible for promoting equality. The leadership has a key role in supporting activities that promote gender equality. Often it is a good idea to choose a person or a team to coordinate the process.

c. Objectives and measures

Every organisation should have objectives, a strategy and a concrete action plan regarding gender equality. Sufficient time, human resources and funds to implement such measures must be allocated and responsible people must have adequate know-how. Sometimes it is a good idea to begin the process with a separate gender equality project that aims to integrate gender-sensitive practices into the core activities of the organisation.



d. Gender equality in practice

In an organisation where equality prevails, the different qualities of women and men are valued and supported. The opinions of both women and men are

heard and taken into account. The organisation's board, management and staff include both men and women. Women and men are paid equally for equally responsible jobs.

Pictures:

Woman: cook, mother, wife, cleaner

Man: head of the family, father, breadwinner, leader

2. Gender perspective in a development project

In order to mainstream gender in the different phases of a development project, it is crucial to carry out the following measures.

a. Set clear objectives

Regardless of your project's field (agriculture, education, health, information society, livelihood), the mainstreaming principle requires that gender be taken into account and gender equality be promoted.

You must set gender-specific indicators for the objectives and results of the project, and if needed, set separate objectives related to gender equality.

b. Carry out an extensive gender analysis

In order to promote gender equality, you must understand the operational environment of the project, including women's and men's roles, rights, responsibilities and their opportunities to influence their lives. A profound gender analysis increases information and understanding and enables you to promote gender equality.

c. Monitor and report changes in gender equality

Regardless of the field of the project, it is important to monitor and report any changes in gender equality and the extent to which they occur.

d. Discuss gender and gender equality

It is important to keep bringing the topic up. Discuss gender with your partner organisation, the beneficiaries of your project and other key stakeholders (the government officials of the project country, the financier of the project, other partners).

e. Ensure sufficient resources and know-how

Addressing gender and promoting gender equality is a process that requires time, human resources and know-how. Gender must be included in the job description of project staff, time must be allocated for gender-related tasks, and if necessary, the know-how of staff must be strengthened accordingly.

f. Share your experiences of mistakes and also of good practices

In many projects gender-related efforts are limited to classifying background information and participant lists by gender. To encourage people to adopt a more profound approach, it is important to share experiences, so that we can learn from each others' mistakes and successes.

Gender tips

for different phases of the project cycle

“Tread lightly, when you step into other people’s world, so that you don’t break it.”

1. Beginning cooperation and project planning

- Setting clear objectives
- Carrying out an extensive gender analysis
- Discussing gender equality
- Ensuring adequate resources and know-how

The initiative for a new project may come from an organisation in the project country or from a Finnish organisation. A solid cooperation project is based on partnership, doing things together, mutual respect and learning from one another. In order to create a solid partnership, it is crucial that partners learn about each others’ cultures.

When partners have reached a general understanding about starting cooperation, it is time to plan a project. Planning a project starts with defining the problems the project aims to address. The planning also includes analysing the objectives, results and required activities.

In order for the project to be sustainable and effective, it is vital to carry out a gender analysis at the beginning of the planning stage. The earlier the analysis is conducted, the better the information and understanding provided by it can be integrated into the project.

If possible, work together with a local cultural and gender expert that is familiar with using participatory methods to gather information. Participatory gender

analysis can promote gender-awareness and sensitivity in the stakeholders of the project.

The methods of gender analysis can be applied to other social and cultural groups, such as those groups defined by age, class, ethnicity, religious and sexual orientation. Gender crosscuts all of these groups.

2. Steps of gender analysis

a. Disaggregate the background information by gender

Gender analysis allows you to break down by gender the information related to the project’s stakeholders. Information analysed in such a way increases your understanding of what can be expected of girls and women and boys and men in the com-

munity or culture in question.

Depending on the community, it may be necessary to disaggregate information according to faith or ethnicity, and identify Muslim women and Christian women, white females and white males, black females and black males etc.

b. Find out about gender roles

Gender roles vary according to culture and from one time period to another. The roles of women and men in Finland differ from those in Columbia, India or Tanzania. Look into the following aspects:

***What** are the respective roles of women and men in the culture/community/household in question?*

***How** is work distributed between women and men, between different ethnic and age groups and between social classes?*

***Who** makes decisions in the family about spending, for example, or about the education of children?*

***Who** takes part in public decision-making as politicians or voters? Who has access to and control over resources?*

c. Determine gender-specific needs

Once you have gathered enough information about all the relevant interest groups and their respective roles, you can proceed to determine gender-specific needs in communities and households. You can use questions like those listed below.

***What** are the needs of the different stakeholders?*

***What** are the needs of women and men?*

***What** needs are related to productive work, reproductive work and community work?*

***What** gender-specific concrete or strategic needs do the different groups have?*

***How** can gender-specific needs (concrete or strategic) be met within the project?*

***How** can we promote gender equality?*

d. Evaluate the possible impacts of the project on different groups

When you have gathered background information, broken it down according to gender and analysed gender roles and gender-specific needs in the project environment, the next step is to evaluate the impact these issues have on the project and

reciprocally the project's impact on them.

How might the different groups within the community feel about the project activities and the outcomes they produce? Who benefits from the project? Is it possible that the project could have a negative impact on some group within the community?

Analyse whether you should make changes in the objectives, expected results and activities of the project based on the information and enhanced understanding provided by the gender analysis. Is the project idea feasible? Does the project further gender equality?

e. Formulate gender-specific indicators for the objectives and results of the project

Indicators will further define the objectives and results of the project. A good indicator is specific, measurable, available/achievable, relevant and time bound. If possible, break the indicators down according to gender.

There are many tools for gender analysis. "Navigating Gender" by Arja Mattila presents three different matrix tools.

EXAMPLE: BACKGROUND INFORMATION	WOMEN	MEN
Literacy in the country	33 %	55 %
Ministers	2 people	15 people
Time used for household chores	8 hours	1/2 hours

EXAMPLE: TASK	WOMEN	MEN	GIRLS	BOYS
PAID WORK				
Domestic work	X		X	
Factory work		X		
Agriculture	X	X		X
HOUSEHOLD CHORES				
Cooking	X		X	
Cleaning	X		X	
Taking care of children	X		X	
Taking care of domestic and farm animals	X	X	X	X
COMMUNITY WORK				
Organising parties	X	X	X	X
Caring for the sick	X		X	
Village committee		X		

EXAMPLE:	OBJECTIVES, RESULTS AND ACTIVITIES OF THE PROJECT	GENDER CONSIDERATIONS	RECOMMENDATIONS FOR THE PROJECT
	<p>Improved employment situation of women and men in the village of Mookets, where women have traditionally stayed home and men held paid jobs.</p> <p>Training in various manual skills for both women and men.</p>	<p>Empowerment of women through education and employment (earning money for themselves).</p> <p>There is pressure on the traditional role of men in the household to change.</p>	<p>Gender-sensitivity education should be included in the project.</p>

EXAMPLE:	RESULT	INDICATORS	CHECK YOUR TOOLS
	<p>Improved employment situation of women and men in the village of Mookets.</p>	<p>The number of working women will increase by 50 and the number of working men by 25 by the year 2012, compared with the figures for 2008.</p> <p>The average income of the households covered by the project will double by 2012, compared with that of 2008.</p>	<p>Baseline study in the village of Mookets, monitoring and evaluation reports.</p>

2. Project implementation and monitoring

- Discussing gender
- Monitoring and reporting changes in equality between women and men
- Ensuring adequate resources and know-how

a. Gathering information

Work plans and reports must be drawn up on the basis of the project plan. What are the objectives and results that were set? What are the activities with which you plan to attain those objectives and results?

You have defined gender-specific indicators for the objectives and results. Remember to gather gender-specific information also at the implementation stage of the project to measure change. For instance, you should classify the participants of training events according to gender and age.

b. Impacts on culture

Like all development, promoting gender equality implies change. The roles of men and women in a community and in households may change quite drastically, when practical and strategic needs of different groups are met. Include this aspect in your reports.

c. Participation

Monitor the participation of all interest groups, for instance women and men, girls and boys, Muslims and Christians, throughout the implementation of the project.

If you notice the participation of some group is lacking or non-existent, find out why. For example: Have the community and/or family members supported the participation of women? Does the provided training also meet the needs of the men? Is participation in the project impossible for those holding paid jobs because of schedule problems?

d. Empowerment

Projects that are gender-sensitive and promote equality often empower women. This can result in conflicts within families, as traditional gender roles are questioned. How is the project prepared to solve conflicts or otherwise support the interest groups undergoing the change?

e. Gender equality education

What is your own attitude and the attitude of project staff towards gender equality? Are you setting a good or a bad example? You can organise gender equality education as a part of the project.

f. Concrete project activities that promote gender equality

Gender equality will not be realised, if it only exists as virtuous ideals in the project plan. You must include concrete activities and tasks in the project's work plan to further gender equality. For example, you should consider allocating time and

money for gender equality education.

Moreover, make sure that gender equality is realised in the project organisation itself. Who does what within the project? Who makes decisions and who implements them? Are women and men equally paid for equal work?

g. Expertise

Does your partner organisation have enough expertise on gender issues and their possible cultural impacts? If possible and/or necessary, use local gender experts in your project. They have the best knowledge of the local culture. You should also increase the expertise on gender issues of your partner organisation and your own organisation. This can be achieved by discussing the implications and importance of gender and gender equality in addition to taking part in training activities.

AN EXAMPLE OF AN ILLUSION OF GENDER EQUALITY:

In China the first challenge was that everyone claimed women and men had been equal since Chairman Mao, who famously said “Women hold up half the sky”. Men joked about how their wives ruled at home. Even educated people failed to see that women decision-makers behaved like men. Gender roles were often very traditional and strong, particularly in villages. (Auli Starck)

AN EXAMPLE OF THE IMPORTANCE OF PARTICIPATION - POWER STRUCTURES WITHIN FAMILIES AND STRATEGIC NEEDS:

When I was working for the World Food Programme in China, there was a project in which health education was initially only provided for women. Then we noticed the information didn't necessarily translate into concrete actions within the family, unless we taught the same things to the men. The importance of this became particularly clear as we began providing education on HIV/AIDS. (Auli Starck)

3. Final evaluation

a. Sharing experiences: good practices and learning from mistakes

The final evaluation of the impacts of a project can be carried out at the end of the project or some time after its termination. Often an external and unbiased evaluator is commissioned to audit and determine the impacts of the project as objectively as possible. The evaluation serves the donor of the project and taxpayers by determining to what extent the terms of financing have been met and how successful the project has been. The evaluation report serves project partners and other organisations engaged in development cooperation by highlighting good practices created within the project and lessons to be learned.

Evaluation is carried out by analysing written documents (reports, surveys, training materials, budgets, bookkeeping etc.) and carrying out field work (visiting the area where the project has been implemented, interviewing stakeholders and beneficiaries and possibly gathering other material).

Gender-sensitive evaluation requires the following:

b. Assignment

The Terms of Reference must clearly define the evaluation of gender and equality issues.

c. Expertise

When commissioning an expert or an evaluation team, cultural knowledge of the project area and gender expertise should be a prerequisite.

d. Documents

Has the information in the documents (project plan, reports, budgets etc.) that are provided to the expert been gender disaggregated? Do the documents include information about gender roles and needs?

AN EXAMPLE OF THE CULTURE-SPECIFICITY OF GENDER:

When I was doing field work for my master's thesis in Dakar, Senegal, a local family nicknamed me "the Vagabond of Dakar". Men and women alike were amazed at my independence and the diversity of the places I spent my time in, from downtown offices to neighbourhoods where I interviewed people. Not to mention the fact that I went to concerts at music clubs! The amazed Senegalese said "She's acting like a young man!" (Pauliina Mapatha)

AN EXAMPLE OF COMMUNITY PARTICIPATION, EMPOWERMENT AND THE DOMINO EFFECT:

A regional development project that took place in rural Uganda at the end of the 1990s started to carry out HIV/AIDS education through the medium of theatre and drama performances. Sexual matters were a taboo subject in families and in public discussion, but it was acceptable to bring them up through theatre and music. The project sponsored a women's musical drama group that became very popular. The group was paid to perform in various events. The women gained respect and their voice began to be heard in village development committees which, because of their public nature, had traditionally been a male domain. There are many ways women can participate in communities, and a positive domino effect can sometimes be triggered by using novel and unconventional methods. (Anita Lunden)



Final words

ALL'S WELL THAT BEGINS WELL?

Mainstreaming gender in all activities in society and paying special attention to it in project cooperation requires time, patience, human resources and expertise. However, devoting efforts to gender work is rewarding. A change towards a more

equal organisation, community and society eventually benefits both women and men. It's never too late to start!

The following pages allow you to notice what you have already accomplished within your organisation and project cooperation and to note weaknesses that you should address.



YES

NO

YOUR OWN ORGANISATION IS A GOOD PLACE TO START!

Our organisation has a gender equality strategy.

Our leadership is committed to and supports implementation of the gender equality strategy.

Our development cooperation is carried out by both women and men.

We have participated in gender and/or gender equality training.

I understand my responsibility and ability to promote gender equality.

We discuss gender and gender equality.

Women and men are equally paid for equal work.

We value the differences between women and men.

YES

NO

DID WE REMEMBER TO DO THE FOLLOWING WHEN WE PLANNED OUR PROJECT?

We are familiar with the human rights related legislation of the project country.

We have broken down the background information according to gender and other relevant factors, such as age, ethnicity, faith etc.

We have knowledge about and understand gender roles in the project country/community.

Both women and men have been involved in planning the project within our organisation and within our partner organisation and the beneficiaries.

All the relevant groups have had the chance to express their views.

Gender-specific indicators have been defined for the results of the project, and/or the project includes specific objectives related to promotion of gender equality.

We have networked with a women's organisation that is active in the project country.

The project plan includes activities aimed at promoting gender equality. Time has been allocated to these activities in the work plan, money has been budgeted for them and responsible people have been chosen.

YES

NO

DID WE REMEMBER TO DO THE FOLLOWING WHEN IMPLEMENTING AND MONITORING THE PROJECT?

The objectives of the project promote gender equality or at least don't increase inequality between men and women.

Both women and men (and other special groups) participate in project activities.

If necessary, we also organise separate activities for women and men or girls and boys.

If we notice that some group is not participating or its voice is not heard, we make efforts to solve the problem.

We set good example to our partner organisation regarding the participation of women and men and the promotion of gender equality.

We discuss gender equality with our partner organisation and other relevant actors in the project country (government officials, other organisations etc.).

Information in project reports is broken down according to gender and other relevant factors (age, ethnicity, faith, disability etc.).

The women and men hired to work in the project receive equal pay and other benefits for equal work.

YES

NO

DID WE REMEMBER TO DO THE FOLLOWING WHEN EVALUATING THE PROJECT?

The evaluation assignment (ToR) defines the evaluation of gender-related impacts.

The evaluator(s) has knowledge about the culture of the project country/area, as well as gender expertise.

Information in the documents provided to the evaluators has been broken down according to gender.

Both women and men are included in evaluation interviews.

Our project has furthered women's participation and gender equality.

Our project has worsened the position of women/men, girls/boys or other special groups.

We are happy to share our experiences.

We have learned from our mistakes and take them into account in our new projects.

AN EXAMPLE OF A GENDER SOCIALISATION PROCESS:

I attended the graduation party of a primary school in South Africa. When the headmaster handed out reports to the pupils, he shouted things like “Here comes Ann who is just as pretty as her mother” and “Look at Johnny! Now that’s an intelligent young man who has the makings of an engineer”. I (a young Finnish woman) froze in my seat, expecting parents to protest, but nothing happened. The parents smiled happily and seemed to be proud of their offspring. (Pauliina Mapatha)

AN EXAMPLE OF PROMOTING PARTICIPATION THROUGH QUOTAS:

When I was working in Zambia, I came up against the problems of gender quotas. Both male and female representatives were invited to the annual meeting of a national organisation. The district organisation of every province sent a principal representative, usually its president, who was always a man. In addition a “quota” woman was sent along. Costs doubled and the women remained silent, as they were usually just office clerks or wives of the presidents. Quotas alone don’t guarantee equal participation. (Esa Salminen)

AN EXAMPLE OF WOMEN’S EMPOWERMENT IN A VILLAGE COMMUNITY:

From the beginning of our project in Ambegaon, India, we made efforts to encourage women’s participation in the development of their village. Women’s groups played a key role. The women of the village explained their participation in the following way: “This is an opportunity to save money, express our opinions, solve problems and help others.” Women’s groups have become active economic actors: one group has started to produce spices, and another group makes soap. The groups also give their members loans with which they can improve their livelihoods further. This has increased the women’s power over the finances and also the decision-making in their families. The women’s self-esteem improved, and women’s groups are beginning to be heard in communal affairs. (Minna Kiiskinen)

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