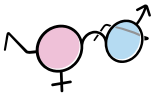


GENDER GLASSES IN USE

A handbook to support gender equality work
at Finnish ministries



sukupuolisilmalasit.fi

Gender Glasses in Use.

A handbook to support gender equality work at Finnish ministries.

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SUMMARY

GENDER GLASSES IN USE

A handbook in support of the government ministries' gender equality work

■ Gender mainstreaming is a strategy by means of which the gender perspective and the objective of promoting gender equality are included in all preparatory work and decision-making by the authorities. According to the Act on Equality between Women and Men, each authority must plan their operations to mainstream the gender perspective. Mainstreaming requires development of the administration's ways of operation and a review of contents from a gender perspective. Its purpose is to bend the gender-neutral, even gender-blind, procedures and cultures.

The handbook prepared by the Ministry of Social Affairs and Health is intended for use in support of the ministries' gender equality work. It compiles best practices and methods for gender mainstreaming. It guides civil servants in the application of the gender perspective and gives tips on how to initiate the work of the ministries' working groups for gender equality.

The handbook tells why a gender perspective is needed in the preparation of decision-making. It gives practical instructions for gender impact assessment, carrying out of projects, drafting of legislation, and planning of the ministries' operations and economy. Each component also offers instructions in support of the work of the working groups for gender equality. The handbook contains the basic gender equality and mainstreaming vocabulary.

The handbook was drawn up in 2009 as a part of the national mainstreaming project Gender Glasses in Use funded by the European Commission. It is based on the material of the project's website and training events (www.sukupuolisilmalasi.fi). The content of the handbook does not necessarily represent the view of the European Commission.

Key words:

gender, gender equality, mainstreaming

TIIVISTELMÄ

SUKUPOULISILMÄLASIT KÄYTÖSSÄ

Käsikirja ministeriöiden tasa-arvotyön tueksi

■ Sukupuolinäkökulman valtavirtaistaminen on strategia, jonka avulla sukupuolinäkökulma ja tasa-arvon edistämisen tavoite sisällytetään kaikkeen viranomaisvalmisteluun ja päätöksentekoon. Jokaisen viranomaisen tulee tasa-arvolain mukaan suunnitella omaa toimintaansa sukupuolinäkökulman valtavirtaistamiseksi. Valtavirtaistaminen edellyttää hallinnon toimintatapojen kehittämistä ja sisältöjen tarkastelua sukupuolinäkökulmasta. Sen tarkoituksena on murtaa sukupuolineutraalit, jopa sukupuolisokeat, menetelytavat ja toimintakulttuuri.

Tämä sosiaali- ja terveystieteiden ministeriön laatima käsikirja on tarkoitettu ministeriöiden tasa-arvotyön tueksi. Käsikirja kokoaa yhteen valtavirtaistamisen hyviä käytäntöjä ja menetelmiä. Se opastaa virkamiehiä sukupuolinäkökulman soveltamisessa sekä antaa vinkkejä ministeriöiden toiminnallisten tasa-arvotyöryhmien työn käynnistämiseksi.

Käsikirjassa kerrotaan, miksi sukupuolinäkökulmaa tarvitaan päätöksenteon valmistelussa. Siinä annetaan käytännön ohjeita sukupuolivaikutusten arvioimiseen, hankkeiden toteuttamiseen, lainsäädännön valmisteluun sekä ministeriöiden toiminnan ja talouden suunnitteluun. Jokaisessa osiossa tarjotaan opastusta myös toiminnallisten tasa-arvotyöryhmien työn tueksi. Käsikirja sisältää sukupuolten välisen tasa-arvon ja valtavirtaistamisen perussanaston.

Käsikirja on laadittu vuoden 2009 aikana osana Euroopan komission rahoittamaa kansallista valtavirtaistamishanketta *Sukupuolisilmälasis käytössä*. Se perustuu hankkeen verkkosivujen sekä koulutustilaisuuksien materiaaleihin (www.sukupuolisilmalasis.fi). Käsikirjan sisältö ei välttämättä kuvasta Euroopan komission kantaa.

Asiasanat:

sukupuoli, tasa-arvo, valtavirtaistaminen

SAMMANDRAG

KÖNSGLASÖGONEN I BRUK

En handbok för ministeriernas jämställdhetsarbete

■ Integrering av könsperspektivet är en strategi genom vilken könsperspektivet och målet att främja jämställdhet inkluderas i allt beredningsarbete och beslutsfattande som utförs av myndigheter. Varje myndighet ska enligt lagen om jämställdhet mellan kvinnor och män planera sin verksamhet för att integrera jämställdhetsperspektivet. Integreringen av ett könsperspektiv förutsätter att förvaltningens handlingsätt utvecklas och innehållen granskas ur ett könsperspektiv. Avsikten med detta är att bryta könsneutrala, även könsblinda, förfaringssätt och verksamhetskulturer.

Denna handbok, som social- och hälsovårdsministeriet utarbetat, är avsedd som stöd för ministeriernas jämställdhetsarbete. I handboken har samlats goda praktiska handlingsätt och metoder för integrering av könsperspektivet. Den vägleder tjänstemän vid tillämpningen av könsperspektivet och ger tips om hur man inleder jämställdhetsarbetsgruppernas arbete vid ministerierna.

Handboken berättar om varför könsperspektivet behövs vid bredningen av beslutsfattande. Den ger praktiska tips för bedömning av könskonsekvenser, genomförande av projekt, beredning av lagstiftning samt planering av ministeriernas verksamhet och ekonomi. Varje del ger även vägledning för jämställdhetsarbetsgruppernas arbete. Handboken innehåller basterminologi om jämställdhet och integrering av könsperspektivet.

Handboken har utarbetats under år 2009 som en del av det nationella projektet *Könsglasögonen i bruk*, som finansierats av Europeiska kommissionen. Den baserar sig på material på projektets webbplats och från utbildningar (www.sukupuolisilmalasit.fi). Innehållet i handboken representerar inte nödvändigtvis Europeiska kommissionens ståndpunkter.

Nyckelord:

integrering av ett jämställdhetsperspektiv, jämställdhet, kön

CONTENTS

Summary	3
Preface	7
1 The need for a gender perspective.....	8
Good preparatory work.....	8
Promoting gender equality.....	9
Eliminating discrimination.....	10
2 Promoting gender equality is everyone’s responsibility.....	11
Stakeholders and the duty of authorities.....	11
Operational working groups on gender equality.....	14
3 Gender impact assessment.....	20
Examining the need for assessment.....	20
Methods of implementation and evaluation criteria.....	21
Supporting statistics and data.....	25
4 A gender perspective in legislative drafting	26
Gender perspective as a key to improved legislation.....	26
Reviewing ministerial legislative drafting through gender glasses	28
5 A gender perspective in projects and programmes	29
A gender perspective in the different phases of a project	29
Checklist for implementing projects	30
Developing ministerial project praxis from a gender perspective.....	32
6 A gender perspective in planning activities, budgeting and governance	33
A strategy and an action plan as the basis for the work.....	33
Drafting the budget proposal	33
Methods of performance guidance	35
Developing planning and governance from a gender perspective	35
7 Where to start	37
Test your knowledge	38
Glossary.....	39
Finnish gender equality stakeholders and sources of information.....	47

PREFACE

■ Women and men are – directly or indirectly – the subjects of all measures taken by the state administration. Too seldom, however, are the consequences of these measures analysed from a gender perspective. By investigating the work we do from the perspectives of different population groups, we can ensure that the decisions we make benefit us all. Thus, we are also promoting equality between women and men.

The Government Programme for Prime Minister Matti Vanhanen's second term in office stated that all authorities should strive to systematically include a gender perspective in all their work. In compliance with the programme, the ministries are obliged to consider such a perspective when drafting legislation and budget proposals, as well as in the implementation of programmes and projects. According to the Government Action Plan for Gender Equality 2008-2011, every ministry is to have an operational working group on gender equality. The purpose of this group is to initiate work to systematically promote gender equality and to integrate a gender perspective into all ministerial work, both in terms of content as well as in its key processes.

The purpose of this handbook is to support ministries' gender equality work. It provides guidance on how to implement a gender perspective, as well as suggestions on how the operational working groups on gender equality may be initiated and how they can organise their work. The handbook especially focuses on the externally oriented work of the ministries and the gender impact of this work. The handbook does not focus on internal staff policy.

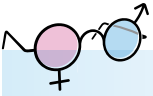
Integrating a gender perspective is about developing administrative routines and improving the standard of preparatory work. This will result in better decisions and measures from the perspective of both women and men. At a ministerial level, incorporating a gender perspective entails active development work over several years, after which there must be continuous upholding and monitoring. All ministries have reasons to set about this work, since all aspects of society present issues that require a gender perspective.

The handbook was drawn up in 2009 as part of the national gender mainstreaming project *Gender Glasses in Use*, which was financed by the European Commission. (www.sukupuolisilmalasi.fi).

The handbook was discussed in the Finnish Cabinet Committee on administration and regional development on 1 October 2009. The Committee has recommended the use of the handbook to support the ministries' gender mainstreaming work.

Stefan Wallin
Minister

I THE NEED FOR A GENDER PERSPECTIVE



A GENDER PERSPECTIVE

■ A gender perspective entails considering how an issue concerns women and men. Sex and gender are factors according to which people are grouped, much as age, domicile, or level of education. It is therefore to be considered as an aspect in preparatory work and in decision making.

(For more terms and definitions that are relevant in this field, see the Glossary at the end of the handbook.)

GOOD PREPARATORY WORK

■ Everyone has a sex. Ordinary citizens and average persons in statistics are actually women and men. For instance, employees, students, immigrants, children, youth, unemployed, beneficiaries and users of public transport are women and men, girls and boys. When gender is made visible, we can determine the conditions, workings, and needs of both women and men. Thus, we can obtain more information about the target groups and, hence, better direct measures and how resources are allocated. This contributes to a significant improvement in the quality of preparatory work and decision making, while also improving the efficiency of measures and services.

Sex and gender matter. Sex and the assumptions and expectations linked to gender influence the actions and choices of people. These actions and choices have an impact on the lives, situations, and needs of people. Family circumstances, for instance, still have a differential impact on the lives of women and men. In the labour market, women and men are often employed in completely different sectors, and also are remunerated differently. If a gender perspective (that is, how something concerns women and men) is not considered in preparatory work, important information might be lost. What appears neutral may in fact serve the interests of one sex more than the other, or even completely neglect the needs of one of the sexes.

EXAMPLE

A gender perspective on the regulation of occupational safety

■ A good example of the importance of a gender perspective in preparatory work was the reform of the legislation on occupational safety and health at the beginning of the 21st century. In Finland, the labour market is strongly segregated by sex, and the work and working conditions differ for men and women. The committee on occupational safety and health legislation took this into consideration in its work and discovered that changes regarding the content of workplace legislation inevitably had differential consequences for men and women.

While preparing the proposition, the committee changed course from an approach that focused on accidents in the workplace towards one that focused more broadly on investigating hazards in the workplace. In this way, the Act better responded to the typical risks found in female-dominated sectors (for example harassment, workload, and fatigue).

As a result of the preparatory work, the concept of occupational safety was broadened and the Act now better serves the occupational safety needs of both women and men.

PROMOTING GENDER EQUALITY

■ Gender equality is an important value and objective in Finnish society. Finland actively works towards this objective by using gender equality policy and gender equality measures. However, reaching the objective requires a gender perspective to be considered in the preparatory work of all societal questions, as well as in decision making. Measures in the field of gender equality policy might not help in the attainment of a goal if activities within other policy areas are gender blind. All aspects of society have issues where a gender perspective is needed.

The promotion of gender equality needs to be purposeful and it requires adequate allocation of resources. Without a systematic approach, there is a risk that the gender perspective remains disconnected, or is even completely excluded, from other preparatory work, resulting in less than satisfactory outcomes. Methodical work produces results. In this way, we can see that a gender perspective is useful not only from a gender equality point of view, but also from the perspective of productivity and well-being.

CONSIDER

■ What kind of issues relating to people do I work with? Have I examined things sufficiently also from a gender perspective?

How might my organisation, in particular, benefit from a gender perspective?

ELIMINATING DISCRIMINATION

■ Taking into consideration a gender perspective in preparatory work and decision making reduces gender-based discrimination in society. The Finnish Act on Equality between Women and Men¹ (also called the Gender Equality Act) prohibits both direct and indirect gender-based discrimination. Indirect discrimination means that a provision, justification, or practice that appears to be gender neutral may actually place women or men in a less favourable position on the basis of gender. By integrating a gender perspective, one can endeavour to identify also these indirect consequences.

The Gender Equality Act in Finland has been interpreted to also encompass transgender and intersex persons. Trans and intersex perspectives are therefore included in the gender perspective and in the prohibition against discrimination (for more specifics, see the Glossary at the end of the handbook).

In addition to discrimination on the basis of gender, a person may be discriminated against on the grounds of, for instance, age, origin, language, religion, state of health or sexual orientation. A person may be discriminated against on several different grounds or on different grounds in different circumstances. One factor alone may not explain why discrimination occurs. To eliminate discrimination one needs to, in addition to gender, also investigate other personal circumstances.

CONSIDER

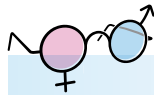
- Have I ensured that there is neither discriminating legislation nor any discriminatory practices in my field of activities? Are special measures needed to eliminate discrimination and to promote gender equality?

¹ The Act on Equality between Women and Men 1986/609: <http://www.tasa-arvo.fi/en/publications/act2005>.

2 PROMOTING GENDER EQUALITY IS EVERYONE'S RESPONSIBILITY

STAKEHOLDERS AND THE DUTY OF AUTHORITIES

■ The objectives of the Finnish Act on Equality between Women and Men are to prevent gender-based discrimination, to promote equality between women and men, and thus to improve the status of women, particularly in their work life. When the Act was updated in 2005, the duty for authorities to promote gender equality was specified. According to current legislation in Finland, the duty to integrate a gender perspective encompasses all authority work.



The Act on Equality between Women and Men 1986/609 4 §

■ In all their activities, authorities must promote equality between women and men purposefully and systematically, and must create and consolidate administrative and operating practices that ensure the advancement of equality between women and men in the preparatory work undertaken on different matters and in decision-making.

In particular, circumstances that prevent the attainment of gender equality must be changed.

In the availability and supply of services, the promotion of equality between women and men must be taken into account in the manner referred to in subsections 1 and 2.

It is notable that the duty, as laid down in the Act, concerns all authorities and levels of decision making. The objective is to promote gender equality systematically and in a planned manner within the State administration, in municipalities, and in other bodies, agencies or institutions exercising public authority. Authorities need to consider how this should be organised on a practical level. The work includes changing and developing work practices and the operational contents in order to integrate a gender perspective as an integral part of the work of authorities.

In addition to the legislation on a national level, Finland has also committed to integrating a gender perspective via, for instance, the United Nations Beijing Platform for Action² and, since 1997, through the Amsterdam

² Beijing Declaration and Platform for Action, Fourth World Conference on Women, 15 September 1995: <http://www.un.org/womenwatch/daw/beijing/pdf/BDPfA%20E.pdf>.

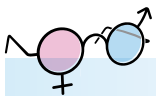
Treaty which amended the Treaty on European Union. The gender perspective has also been an important part of government programmes and measures defined in government action plans on gender equality since the end of the 1990s.

The role of management

Management is responsible for changing organisational practices so that they include a gender perspective. Above all, management needs to ensure that such work is being carried out and that there are sufficient prerequisites in place for it to occur. Promoting a gender perspective in an organisation demands some planning and development work. This requires allocating work hours for such activities.

It is vital that management partakes in planning and implementing the mainstreaming of a gender perspective and that it sends out the message to the organisation that it expects results. Compiling clear instructions and ensuring follow-up help employees to actually do what they are supposed to do. Written instructions alone are not enough, it is important that managers are present at meetings and training events. The lack of commitment of middle management is often seen as the greatest challenge to gender mainstreaming. The commitment and activity of senior management also assist in the work of middle management. In future hiring of managers, the organisation should pay attention to gender equality competence.

Managers should also consider how they themselves might receive support in promoting a gender perspective, since such work often faces resistance and negative attitudes.



QUESTIONS FROM MANAGEMENT CONCERNING PREPARATORY WORK

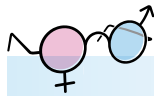
- What is the impact of the issue being prepared from the perspective of women and men, respectively?
- Are additional measures required?
- Are further investigations needed?

The role of the gender equality co-ordinator

It is important to nominate a person to be responsible for planning and co-ordinating the organisation's gender equality work. Work hours must be allocated for this work. Since the activities are diverse and the co-ordinator has to co-ordinate the co-operation, it is important that the person is at the centre of the organisation. The co-ordinator is responsible for planning, not for im-

plementation. Hence, the co-ordinator should not analyse, but rather function as a consultant and coach. A clear mandate has to be defined for the work of the co-ordinator.

Because gender and experience of sex and gender are intrinsic to every human being, there exist many personal beliefs, assumptions and opinions connected to questions of gender equality. In Finland, the approach has typically been gender neutral (gender blind). Due to this, highlighting gender is still somewhat new and strange, and some might even find it unprofessional. There may also be active or passive resistance within an organisation in relation to promoting gender equality. One must not take such resistance personally.



GUIDELINES FOR THE CO-ORDINATOR

- The role of the gender equality co-ordinator is to plan and to support the mainstreaming of a gender perspective in the organisation.
- The co-ordinator can also support individual persons who are in charge of drafting and preparatory work. However, the point is not to do all the work for them.
- Management should mandate the work before it is commenced.
- Take it step by step and document your work.
- Compile good examples and best practices.
- Ensure that management demands results and also puts the results to use.
- Focus on people who want to co-operate and who can promote the issue in their own work communities.
- Build a supporting network within and outside the ministry.

The role of all employees

Promoting gender equality is the responsibility of every individual employee. A gender perspective, how a particular issue concerns women and men, ought to be one of the perspectives investigated in all preparatory work. All persons in charge of drafting

- must investigate in advance the impact from both women's and men's points of view
- must prevent direct and indirect gender-based discrimination
- must, whenever feasible, promote gender equality.

This work is supported by, for example, sex/gender disaggregated statistics and information. It is also supported by a method for assessing gender impact by investigating the impact of a proposal or measure from the perspective of women and men, respectively (for more details, see Chapter 3). Requesting the assistance of experts in the field is worthwhile.

The role of gender equality authorities and other experts

The gender equality authorities support the work to mainstream a gender perspective. In Finland, the Equality Unit is administratively located at the Finnish Ministry of Social Affairs and Health (MSAH). The Unit regularly organises workshops and training events that are open to all ministries. The theme of the training events is how to consider a gender perspective in one's own work. The Equality Unit also co-ordinates the gender policy of the government and other measures related to mainstreaming a gender perspective. The responsibility for enforcing a gender perspective, however, lies with the agency responsible for the field to which the issue belongs.

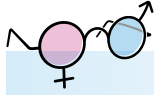
CONSIDER

- How does my work community ensure gender equality and a gender perspective? Where are the objectives defined? Where or from whom can I receive support for your work?

OPERATIONAL WORKING GROUPS ON GENDER EQUALITY

■ Ministries are to implement a gender perspective in all their work. It is an important perspective, for instance, in the drafting of legislation and budget proposals, as well as in the implementation of programmes and projects. Mainstreaming a gender perspective entails developing the core activities and changing practices in ministries.

The ministries must set up operational working groups on gender equality to plan and support the mainstreaming of a gender perspective in each ministry. The operational working group on gender equality is an expert group that can make recommendations and proposals to the civil servants responsible for the core activities of the ministry and to the ministry's management group. The group may also monitor the implementation of the commonly agreed objectives.



THE OPERATIONAL WORKING GROUP ON GENDER EQUALITY

- Examines the responsibilities of the ministry from a gender perspective and monitors the work of the ministry, for instance projects that are being initiated.
- Plans and monitors gender mainstreaming in the key areas of the ministry (legislation, budgets, performance management, projects, strategies, etc.)
- Acts as an expert on gender equality within the administrative branch.
- Reports and makes suggestions to the management of the ministry.
- (May also work on gender equality issues connected to staff policy and promoting non-discrimination, if no other groups are specified for that purpose).

The ministry's operational working group on gender equality needs leadership and co-ordination in order for it to function properly. It is the responsibility of the ministry's management to ensure that the groups hold meetings and that they have the requisite operational preconditions in place. It is considered good practice that the group is chaired by a member of the ministry's senior management and that the group has a secretary/co-ordinator with possibilities to use his/her worktime on the working group. It is recommended that those who are responsible for the core activities of the ministry (drafting legislation and budget proposals, etc.) are members of the group or are, at the very least, at the group's disposal. It is also important that the different areas of responsibility are represented in the group.

A gender perspective should be a part of all key processes at all stages, from preparation to decision making and monitoring. The main responsibility for implementing a gender perspective and for assessing gender impact lies with management and with those officials entrusted with preparatory work. An operational working group on gender equality may discuss the issue at suitable intervals by, for instance, inviting the officials in charge of preparatory work to be heard at meetings. In order to strengthen a gender perspective, the operational working group on gender equality may give recommendations to the persons responsible or to the ministerial management group.

EXAMPLE

The operational working group on gender equality at the Ministry of Social Affairs and Health – TARVO

■ The gender equality group TARVO at the Ministry of Social Affairs and Health (MSAH) was established in 2005. In 2008, the composition of the group was reformed and its mandate specified. The objective of the group is to outline, promote, monitor, and co-ordinate the gender equality work at the MSAH. The members of the group are from different departments and independent units and the group also includes experts on key processes. Co-operation between experts on content and experts on processes has been observed to be fruitful for everyone.

Among other things, the group has developed mechanisms to identify those government bills that require gender impact assessment. It has also developed and monitored the gender perspective in the budget proposal and has developed the performance guidance of the ministry, its staff policy, as well as training and the production of statistics. The group has also discussed the different areas of responsibilities of the ministry through, for instance, projects and programmes. There have been positive developments in all sectors, but were it not for the gender equality group, the gender perspective might still be forgotten. In the near future, the aim is to create systematic procedures for different sectors and for handling processes. The group is also working on developing a model for the annually recurring activities.

A calendar outline for gender mainstreaming

Almost all ministerial processes occur cyclically. Every year, an action plan, a legislation plan, and a budget proposal for the ministry are drawn up. Also, the performance agreement is drawn up or reviewed yearly. To strengthen a gender perspective in, for instance, the ministry's drafting of the budget proposal requires participation at the right time. Therefore, it is worthwhile organising the work of the operational working group on gender equality in accordance with the normal processes and timelines of the ministry.

There is a model timeline to facilitate the work of the operational working group on gender equality. Each ministry should edit and make additions to the timeline according to its own timelines and needs. The timeline has been drawn up based on a yearly cycle of six meetings of the group. The principle is that the person in charge of preparing a theme is responsible for presenting it at meetings. The group may then, after the discussion, offer its recommendations. The most important decisions are presented to the ministry's management group. The management group also regularly receives reports on how the work is proceeding.

1 ST MEETING	
LEGISLATION	Review the legislative plan, selecting the next government proposals
PROJECTS	Review the action plan, select the next projects
BUDGET	
PERFORMANCE GUIDANCE	
OTHER	The working group's report and reporting to the management group

2 ND MEETING	
LEGISLATION	Government proposals to be monitored
PROJECTS	Projects to be monitored
BUDGET	
TULOSOHJAUS	
OTHER	<i>Statistics and indicators</i>

3 RD MEETING	
LEGISLATION	Government proposals to be monitored
PROJECTS	Projects to be monitored
BUDGET	Analysing the budget proposal
PERFORMANCE GUIDANCE	
OTHER	The government programme (in election years)

4 TH MEETING	
LEGISLATION	Government proposals to be monitored
PROJECTS	Projects to be monitored
BUDGET	
PERFORMANCE GUIDANCE	Reviewing the ministerial position on the annual report of the government agencies
OTHER	<i>Reporting to the management group</i>

5 TH MEETING	
LEGISLATION	Government proposals to be monitored
PROJECTS	Projects to be monitored
BUDGET	
PERFORMANCE GUIDANCE	Reviewing the performance agreements
OTHER	Strategic work

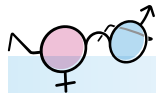
6 TH MEETING	
LEGISLATION	Government proposals to be monitored
PROJECTS	Projects to be monitored
BUDGET	Reviewing the proposed spending limits
PERFORMANCE GUIDANCE	
OTHER	<i>Preparing the work programme for the coming year</i>

An operational gender equality plan

According to the Finnish Gender Equality Act, if an employer regularly has at least 30 employees working in employment relationships, the employer shall yearly produce a *gender equality plan*. As specified in the Act, the gender equality plan may be incorporated into a personnel and training plan or an occupational safety and health plan. The plan should include an assessment of the gender equality situation in the workplace, details of the employment of women and men in different jobs, and a survey of the grade of jobs performed by women and men, the pay for those jobs and any pay differentials that occur.

Ministries may, additionally, draw up a plan for enforcing gender mainstreaming, i.e. an *operational gender equality plan*. The operational gender equality plan focuses on planning the integration of a gender perspective into the core activities and responsibilities of the ministry, not on staff policy.³

The objective of an operational gender equality plan is to analyse the ministry's activities from a gender perspective and to concretely define the objectives to strengthen such a perspective. A good plan also defines measures, responsible persons and bodies and resources to be allocated, as well as the time frame and monitoring indicators. The operational gender equality plan should be as concrete as possible. Monitoring and resource allocation should be taken into account while the plan is being drawn up.



ESSENTIALS OF AN OPERATIONAL GENDER EQUALITY PLAN

State of affairs: A report on the core activities of the ministry, activities where a gender perspective is relevant, as well as a survey of the possible gender equality challenges or problems.

Objectives: Objectives and results that the ministry intends to achieve, as well as the grounds on which the measures are deemed to promote gender equality.

Measures: A description of the measures, such as authority service delivery, developing ministerial working methods, or a gender impact assessment of activities.

Resources: A proposal for how to use the authorities' resources in order to implement the plan.

Responsibility: Persons responsible for the implementation and their areas of responsibility.

³ Most Finnish ministries drew up operational gender equality plans in the beginning of the 1990s, when there was a decree in force concerning operational gender equality plans (1262/90), I.I.1991–28.2.1993.

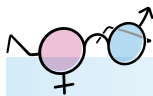
Co-operation: Liaisons, for instance with other authorities, institutions, companies, organisations, or persons.

Training: A plan for delivering training to those authorities and partners who take part in implementing the plan. The training should provide the information and methods needed to implement the plan.

Communication: Objectives for communication concerning the plan and its implementation, including target groups and timeline.

Monitoring: Instructions for monitoring and making the most of the implementation of the plan, procedures for revision and changes, as well as period of validity.

All Finnish authorities are bound by law to certain obligations to promote equality and non-discrimination and to operational equality planning.⁴ In order to promote gender equality and non-discrimination it is important to ensure that the operations of authorities consider both gender equality and all the grounds of discrimination covered in the Finnish Non-Discrimination Act, as well as the reciprocal relationship between the different grounds (such as multiple discrimination). For concrete plans, this may entail, for instance, that a gender perspective is included as a cross-cutting theme in the equality plan and that the equality perspective in turn is included in the operational planning on gender equality. It is possible to draw up one universal plan for both themes (see also the Glossary).



DIFFERENT ALTERNATIVES FOR OPERATIONAL PLANNING OF GENDER EQUALITY AND NON-DISCRIMINATION⁵

1. A non-discrimination or equality plan including a gender perspective, and an operational gender equality plan with an equality perspective.
2. A joint plan, including measures to promote both gender equality and non-discrimination. Also, consideration of reciprocal relations.

Remember also the legal requirements for employers concerning gender equality planning and staff policy!

⁴ Finland's Non-Discrimination Act 2004/21: <http://www.finlex.fi/fi/laki/kaannokset/2004/en20040021.pdf>.

⁵ Consideration of possible current or impending changes in legislation is important in the planning process.

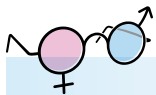
3 GENDER IMPACT ASSESSMENT

■ Gender impact assessment is a method intended for planning and preparatory work. It entails assessing the impact of a measure or proposal from the perspective of women, men, and gender equality, respectively. Gender impact is always assessed when activities are deemed to have an impact on different groups of people. The assessment is done as part of officials' everyday work. (See also Chapter 5 A gender perspective in projects and programmes.)

It is advisable to assess gender impact at all stages of preparatory work (continuous assessment). Moreover, a more in-depth analysis of the direct and indirect gender impact of the project or legislation in question is conducted when needed. A gender perspective should be one of the perspectives incorporated throughout the preparatory work.

EXAMINING THE NEED FOR ASSESSMENT

■ It is worthwhile to examine the need for gender impact assessment at the very beginning of the preparatory work. This need is assessed by answering questions that test gender relevance and by reviewing existing background information and statistics.



TESTING GENDER RELEVANCE

1. *Are people's lives and everyday activities affected?*
2. *Are there significant differences between women and men in this sphere of activities?*

NO

If the answer is no, there appears to be no gender impact. Hence, there is no need to further investigate the consequences. State this in the working documents.

YES

If the answer is yes, it is likely that the measure has a gender impact. In that case, a more thorough analysis of the gender impact is required. The gender impact needs to be assessed also when the issue being prepared focuses mainly on one sex.

If you are unsure about the answer, carry out a gender impact assessment.

By reviewing existing information and statistics, one can determine whether conclusions about the possible gender impact may be drawn on the basis of that information. It is also advisable to inquire into the gender expertise of the working party. A suitable next step is to draw up a plan for obtaining missing information and ensuring expertise. For all practical purposes, at the very beginning of preparatory work, one needs to clarify:

- how the issue at hand affects women and men, girls and boys, respectively
- what is already known about the circumstances and needs of women and men
- what additional information is needed.

METHODS OF IMPLEMENTATION AND EVALUATION CRITERIA

■ Gender impact assessment can be realised in a number of ways. It may be done as a part of the preparatory work, that is, at all those points when there are issues being prepared that are significant from a gender perspective. It may also be carried out as a separate survey on the preparatory work as a whole or on some parts of it. Gender impact should to be analysed also as a part of other impact assessment (for instance, when determining the economic impact of the proposal from the perspectives of women and men, separately). The results of the gender impact analysis are taken into account when the final proposal or measure is being drawn up.

In practice, gender impact assessment is carried out

- by analysing statistics (how do the circumstances of women and men differ?)
- by further investigations (how do the differences in the circumstances of women and men affect the issue in question?)
- by hearing experts and stakeholders (what gender impact do they consider the issue to have?).

Gender impact assessment may also be carried out with the help of the questions below. While assessing the gender impact, keep in mind that a gender perspective includes both men and women. The assessment should therefore take into account also men's needs and circumstances.

GENERAL QUESTIONS

Does the proposal promote equality between women and men? Are women and men de facto treated equally in the proposal? Have the special needs and circumstances of women and men been adequately identified? Are special measures directed at either sex needed? Does the proposal affect the realisation of gender equality in a longer-term perspective?

ECONOMIC STATUS

Does the proposal have different effects for the economic status of women and men, respectively? What are the consequences, for example, in relation to pay, taxation, or earnings-related benefits? Do positive or negative economics affect either sex in particular?

DECISION MAKING

Does the proposal have differing consequences for women's and men's opportunities to participate and influence? Does it strengthen the opportunities of both sexes to participate equally in the decision making in all areas?

PROFESSIONAL LIFE

Does the proposal affect women's and men's position on the labour market differently? Does it have different consequences for employment, conditions of employment, pay, or working conditions in female-dominated and male-dominated sectors, respectively? Are special solutions needed in order to ensure the labour market status of women or men, or in order to, for instance, further recruitment and career advancement in the field? Is sex segregation in different fields and professions weakened or strengthened by the proposal? Does the proposal facilitate the reconciling of work and family life for employees?

BUSINESS AND INDUSTRY

Does the proposal have a different effect on businesses in female- and male-dominated fields or on businesses of different sizes? Does the proposal weaken entrepreneurship opportunities for either sex? Are special measures needed to support women's entrepreneurship?

EDUCATION

Does the proposal support the educational opportunities and professional development of both sexes independently of the professional or the educational sector? Are special solutions needed to support the educational opportunities for either sex? Are special solutions needed to alleviate sex segregation in education?

PARENTHOOD

Does the proposal support both women and men in parenting and starting a family? Does the proposal affect differently custodial and non-custodial parents? Does the proposal encourage a more equal distribution of family leaves and of sharing caring responsibilities between women and men? Are any special measures needed to strengthen paternity?

PUBLIC SERVICES

Are the consequences different for men and women regarding the services and assistance they need? Are special arrangements called for to ensure that women and men both get such assistance and services?

WELL-BEING AND HEALTH

Does the impact of the proposal differ between the sexes regarding mental or physical health, well-being, or its distribution? Are differences in risk factors for the health and well-being of women and men accounted for? Does the proposal reduce health discrepancies between women and men or within the respective group? Does the proposal strengthen the social participation and well-being of both sexes?

SAFETY

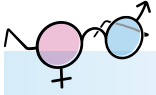
Does the proposal have different effects on safety as experienced by women and men, respectively? Are the different security risks for women and men at home, at work, and in recreation considered in the proposal? Are special measures needed to reduce violence against women?

SURROUNDINGS AND LIVING CONDITIONS

Does the proposal impact differently the living conditions or everyday life for women and men? Has the proposal taken into account the needs of both sexes concerning, for instance, community structure, transport planning, or accessibility?

LEISURE TIME

Does the proposal promote both women's and men's opportunities for leisure and hobbies? Are cultural and sports services used by women and men respectively equitably supported?



12 ADVICE POINTS FOR GENDER IMPACT ASSESSMENT

1. Schedule the planning and launching of a gender impact assessment to take place at the very beginning of the preparatory phase. Only then can it make a difference to the end result.
2. A simple rule of thumb is that whenever there is talk about people (citizens, children, employees, etc.) one ought to remember that the discussion *de facto* concerns women and men, girls and boys.
3. Gender impact assessment is seldom in vain. There is no way of knowing beforehand which measures will have a significant impact from the perspective of women or men.
4. Gender impact assessment is carried out by the official/s doing the preparatory work on the issue in question. The assessment is done as a part of normal procedures, utilizing stakeholders, information based on research and statistics, expert hearings, and reports.
5. Gender impact assessment is a part of thorough preparatory work. Assessing factors that have an impact on the status of women and men is no more difficult than other impact assessments. It is often a question of acknowledging the existence of gender and utilizing existing statistical data.
6. As the preparatory work progresses, a proper gender impact assessment does not require much additional work. It is worthwhile to dimension it to correspond to the objectives, extent, and anticipated significance of the impact of the preparatory work.
7. Impact assessments always form an entity. Consider a gender perspective in all impact assessments: what are the financial implications from the perspective of women and men, respectively, for instance?
8. List the most important factors to be considered. Also, note that which may seem obvious. Keep this list in sight during the entire preparatory process and check it at regular intervals.
9. Ask all contributors and experts to assess the gender impact of the proposal from their respective perspective. This gives valuable additional material for the assessment.
10. When needed, carry out separate studies on gender impact. It is, however, the duty of the official in charge of preparatory work to assess the most important results of the analysis and their relevance to the issue at hand. A report done by an external person may otherwise remain disconnected from the rest of the work.
11. The worst way of implementing a gender impact assessment is that an external person reviews an otherwise completed proposal and, as it were, afterwards "adds" gender to it. That will no longer have any impact on the content.
12. If gender impact assessment is not carried out, the working documents should present the reasons for why it has not been done.

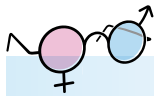
SUPPORTING STATISTICS AND DATA

■ Sex-disaggregated statistics and data are an absolute prerequisite in order to evaluate decisions and measures from a gender perspective. They provide information on the de facto circumstances of women and men, giving information on what lies behind the averages and assumptions.

Information on the entire population may not always tell the whole truth. Time series analysis, for instance, and the resulting averages, may hide the different directions in which women's and men's circumstances develop. The principal rule is that all information and statistics on people is disaggregated and analysed by sex. Sex is one factor that divides individuals, as is age, domicile, or education, and it should be considered in the preparatory work. It is important to investigate both statistical differences and statistical similarities.

Useful statistics to support preparatory work are:

- statistics describing the gender equality situation
- all descriptive statistics on persons disaggregated by sex.



A GENDER PERSPECTIVE IN STATISTICS AND DATA

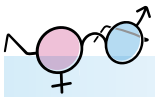
1. *Define:* The need for statistical data is largely determined by the issue being prepared and how it is defined and limited. Think through what statistics are needed in order to consider a gender perspective and where they can be obtained.
2. *Request:* Always request information and statistics disaggregated and analysed by sex.
3. *Execute:* When preparing statistics, always investigate and describe the circumstances for women and men separately. Do this even though the theme does not appear to have any gender implications.
4. *Analyse:* It is important to highlight the differences and similarities between the sexes. It is also imperative to contemplate the reasons for such differences and what implications they may have for the issue being prepared.
5. *Use it:* Consider key observations and conclusions in all preparatory work.
6. *Report:* In reports and publications, present the most important results consistently disaggregated by sex. Monitoring information is also best presented disaggregated by sex, even if this was not specifically requested.

4 A GENDER PERSPECTIVE IN LEGISLATIVE DRAFTING

GENDER PERSPECTIVE AS A KEY TO IMPROVED LEGISLATION

■ The quality of legislative drafting improves by incorporating a gender perspective. Different points of view produce distinct information on the scope, implementation, and effects of legislation, thereby producing a law better suited to the de facto life circumstances and needs of people. At the same time, one may also ensure in advance that legislation does not have adverse effects on either sex. As a result of a gender perspective, the predictability and impact of the legislation improve.

The need for gender impact assessment is investigated early on in legislative drafting. In practice, it entails investigating in the preparatory phase how the issues concern women and men, girls and boys, and what is already known about the circumstances and needs of women and men. If there is a need for thorough gender impact assessment, it is advisable to plan for its implementation and the resources needed for it already at this stage. Gender impact assessment of legislation means that the consequences that the legislation has for women and men are analysed in advance, thus preventing it from directly or indirectly discriminating against either sex. More specific instructions on the implementation of gender impact assessment are provided in the Chapter 3 of this handbook. The official responsible for preparatory work can also use other material and handbooks on gender mainstreaming.



A GENDER PERSPECTIVE IN THE DIFFERENT PHASES OF LEGISLATIVE DRAFTING

1. Use gender glasses

Investigate the need for gender impact assessment at the very beginning of legislative drafting.

1. Does the bill affect people's everyday life?
2. Are there significant differences between women and men in the area in question?

2. *Assess gender impact*

Assess the impact of different legislative alternatives for women, men and gender equality, separately. The impact may be direct or indirect and it may arise from a combination of different factors and by way of several different causal chains.

3. *Mark the results*

Consider the main results when drafting the final bill. Report on the results of the gender impact assessment as a part of the background material of the bill.

Gender impact assessment in Finnish legislative drafting must follow the guidelines for impact assessment of legislative proposals issued by the Finnish Ministry of Justice⁶. The assessment is applied at all phases of the preparatory work:

In preliminary reports and preparatory work:

- assess the current situation from a gender perspective
- identify the different spheres of impact, including gender impact
- decide on the need for and implementation of impact assessments (methodology, for instance)
- map existing and required sources of information.

In the basic preparatory work:

- assess gender impact using reports, experts, and stakeholders
- note the result of the assessment in the preparatory documents or in a separate memorandum.

The gender perspective and the main results of the assessment are taken into account when drafting the final proposal. The background material for the proposal includes:

- the main results of the gender impact assessment and how the assessment was carried out
- the main sources of information, as well as listing the contributing experts and stakeholders.

The impact is described in accordance with the Bill Drafting Instructions of the Finnish Ministry of Justice⁷. If a more extensive memorandum or report has been written on the gender impact assessment of the proposal, only a summary of this is to be included in the bill.

Additionally, it is important to monitor afterwards the impacts of the legislation and whether they correspond to the defined objectives.

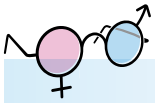
6 Impact Assessment Guidelines. Ministry of Justice publication 2008:4: <http://www.tem.fi/index.phtml?!=en&s=2343..>

7 Bill Drafting Instructions. Ministry of Justice publications 2006:3: <http://www.om.fi/35780.htm>.

REVIEWING MINISTERIAL LEGISLATIVE DRAFTING THROUGH GENDER GLASSES

■ In addition to assessing the gender impact of regulatory projects, it is advisable that the ministries consider their legislative drafting processes as a whole from a gender perspective. It is, among other things, necessary to create mechanisms for identifying where gender impact assessment is needed in regulatory projects, as well as mechanisms to ensure that assessments are carried out.

The operational working group on gender equality is a good means for co-ordinating legislative drafting (see Chapter 2). There are also other possibilities. The task may be suitable, for instance, for a working group or network working on developing legislative drafting in ministries, or even for the management group. The aim is that ministries would review their legislative plans annually and decide on which proposals require a gender impact assessment. It is advisable to note these decisions in, for instance, the departmental action plans. It is the duty of management to ensure that there are sufficient resources for carrying out a gender impact assessment.



THE OPERATIONAL WORKING GROUP ON GENDER EQUALITY

- Yearly reviews which legislative proposals, whether already initiated or ongoing, require a gender impact assessment.
- Supports and monitors those proposals by hearing the official in charge of the drafting at a meeting and by giving recommendations.
- If needed, the selected legislative proposals are also discussed in the ministry's management group.
- Monitors the implementation of the impact assessments and the results they have helped to achieve, on a yearly basis.

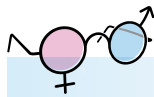
One method of initiating gender impact assessments in ministries is to do the assessment afterwards. The ministries can practice doing gender impact assessment by reviewing the gender impact of a part of the existing legislation within the ministry's field of responsibility. In the assessment, the ministry can consider whether the existing legislation serves women and men and their societal circumstances equally well. The experience accrued from this work may be utilised to improve consideration of a gender perspective, both in that particular legislative field as well as in the general development of legislative drafting.

5 A GENDER PERSPECTIVE IN PROJECTS AND PROGRAMMES

■ Many of the projects and programmes of the state administration have direct effects on the lives of citizens. The projects and programmes may also have considerable gender impact. A gender perspective is important especially in the early stages of preparatory work, when defining the objectives and choosing the methods for their attainment.

A GENDER PERSPECTIVE IN THE DIFFERENT PHASES OF A PROJECT

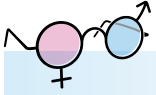
■ It is advisable that anyone preparing a project or programme investigates at the very start the relevance of gender to its target area. The investigation may be done in order to find answers to questions related to, for instance, the target group, the objectives, and the estimated impact. It should include all parties involved in the preparatory work. Stakeholders and experts can also be included. If gender equality is relevant to the project, the gender equality objective should be defined in the mandate for the project as well as in the establishing documents of project.



STARTING POINT

- Tentatively go through the checklist (see next page).
- Assess the current situation and review the objectives for the project from a gender perspective. Investigate also the need for special measures.
- The objective of promoting gender equality is, when needed, defined in the project objectives and in the establishing documents. It thus has an impact on all the activities associated with the project.

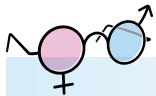
In the preparatory phase, investigate the impact of the project on women, men and gender equality and ensure that the consequences benefit both sexes. A gender perspective should be considered also in communications, as well as at events, and in possible subproject activities. Incorporating a gender perspective from an early stage until the end of the project helps address major issues should they arise. In the implementation, it is advisable to use gender expertise when needed.



2. PREPARATION AND IMPLEMENTATION

- Gender impact is assessed as a part of the different phases of preparation and implementation of the project. When needed, a more thorough gender impact assessment is carried out.
- A gender perspective is considered in communications, events, as well as in subproject activities.

Gender impact is assessed and reported as a part of intermediate and final reports. In the reporting, it is important to explain how a gender perspective has been included in the implementation of the project and what significance it has had. At the same time, assess the impact of objectives and measures on women, men, and gender equality. In the monitoring, all follow-up indicators that relate to people should be disaggregated by sex.



3. REPORTING, MONITORING, AND EVALUATION

- In reporting, pay attention to the impact the project has from the perspectives of women, men, and gender equality, respectively.
- Break down and analyse by sex all monitoring data related to people.
- Ensure that a gender perspective is included also in the project evaluations.

CHECKLIST FOR IMPLEMENTING PROJECTS

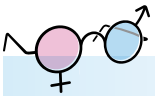
■ With the help of the checklist below, officials or parties implementing projects can evaluate the project at an early stage and note the points where a more thorough application of a gender perspective is needed. The checklist lends itself well to the preparation of different projects and programmes (for example research and development, communication, reports, regulatory projects, plans for action), as well as generally in the preparation of different aggregates of measures.

A PROJECT'S GENDER IMPACT	YES	NO	INVESTIGATE
<p>Does the project have any gender impact?</p> <ul style="list-style-type: none"> • Does the project affect people's lives? • Are there significant differences between women and men in the area of operation? 			
FOCUS	YES	NO	INVESTIGATE
<p>Does the projects have a target group?</p> <ul style="list-style-type: none"> • Does the project affect women and men in the same way? • Is the objective for the project the same for both sexes? • In the project, are different measures required for women and men? 			
INFORMATION AND STATISTICS	YES	NO	INVESTIGATE
<p>Has the background information been broken down and analysed also by sex?</p> <ul style="list-style-type: none"> • Should resources be allocated for further analysis from a gender perspective? <p>Does monitoring include indicators on the different circumstances for the sexes and on gender equality?</p> <ul style="list-style-type: none"> • Have all follow-up indicators pertaining to people been disaggregated by sex?? 			
OBJECTIVES	YES	NO	INVESTIGATE
<p>Do the stated objectives of the project include a gender perspective?</p> <ul style="list-style-type: none"> • Does the project have specific objectives relating to gender equality? • Should a gender perspective be defined in the establishing documents? 			
ACTORS	YES	NO	INVESTIGATE
<p>Are women and men equally represented among the project actors?</p> <ul style="list-style-type: none"> • Are women and men a part of the management or steering group as well as of working groups? • Are women and men equally represented among those giving their opinions as well as in the organisations and stakeholders they represent? <p>Is gender expertise included in the preparation of the project?</p> <ul style="list-style-type: none"> • Is external gender expertise used? • Have the key actors taken part in an introduction on what mainstreaming a gender perspective may entail in the implementation of the project? 			
MANAGEMENT	YES	NO	INVESTIGATE
<p>Has a gender perspective been considered in the project management?</p> <ul style="list-style-type: none"> • Have there been discussions with the political leadership about how to practically mainstream a gender perspective in the implementation of the project? • Has it been ensured that a gender perspective will be included also in potential subprojects? • Is a gender perspective included in the potential criteria or application process of the project? 			

DEVELOPING MINISTERIAL PROJECT PRAXIS FROM A GENDER PERSPECTIVE

■ The same guidelines as for legislative drafting apply also to the development of ministerial projects (see Chapter 4). A gender perspective is to be strengthened in all project praxis in ministries. The operational working group on gender equality can be an active party to this work as well. Experience of ministerial projects where the objective has been to integrate a gender perspective can support this work. In Finland, such experiences could arise from gender mainstreamed projects as defined in the Government Action Plan for Gender Equality 2008-2011⁸.

It is advisable that ministries analyse their own practices related to project financing from a gender perspective and see whether, for instance, the consideration of a gender perspective could be one of the defined project criteria for funding for municipalities and organisations. These projects are often so closely related to people that gender may well be a significant factor in them (for instance in municipal services).



THE OPERATIONAL WORKING GROUP ON GENDER EQUALITY

- Yearly reviews already initiated or ongoing projects in need of gender impact assessment.
- Supports and monitors projects by hearing the official in charge of preparation at meetings and by giving recommendations.
- Selected projects are, when needed, also discussed in the management group of the ministry.
- Monitors the implementation of the impact assessments and the results they have helped to achieve, on a yearly basis
- A gender perspective is included in the project funding criteria and in application procedures (in forms and instructions, for example).

⁸ Government Action Plan for Gender Equality 2008-2011 (summary in English). Publications of the Ministry of Social Affairs and Health 2008:21.

6 A GENDER PERSPECTIVE IN PLANNING ACTIVITIES, BUDGETING AND GOVERNANCE

A STRATEGY AND AN ACTION PLAN AS THE BASIS FOR THE WORK

■ A gender perspective is an integral part of planning the operation and finances of an organisation. When the significance of gender and the objective of promoting gender equality are included in the planning phase, they become a natural part of all activities within the organisation.

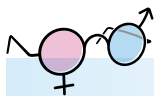
A gender perspective is needed, for example:

- in the objectives for societal impact and to ensure the effectiveness of activities
- in planning and performance documents (for example, strategy and action plans)
- in management and governance practices
- in monitoring documents, parameters, and indicators.

DRAFTING THE BUDGET PROPOSAL

■ The budget proposal is the main steering instrument for state finances and operations. How public funding is used has a direct effect on the lives of women and men.

The budget proposals of the ministries are to include a summary of those activities within each administrative branch that have significant gender impact.⁹ The budget proposal can also define concrete objectives and measures in order to promote gender equality.



INCLUDE IN THE BUDGET PROPOSAL

- gender equality goals within the administrative branch
- concrete measures whereby objectives are to be reached
- those changes to the budget proposal that will have a significant gender impact
- sex disaggregated statistics and data pertaining to people.

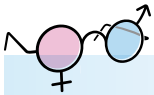
A prerequisite for writing the summary is that the ministry's operations are reviewed from a gender perspective. This work is best done in the respon-

⁹ Regulation by the Finnish Ministry of Finance on drawing up proposals for operating and financial plans as well as spending limit and budget proposals.

sible departments and an in-depth gender impact assessment may be needed to support this work. Civil servants in charge of the budget are responsible for ensuring that both this work and the main observations of the departments are included in the budget proposal. The gender perspective has uses other than reviewing it for the specifications in the budget proposal. When a gender perspective is integrated into all ministerial activities, namely in the implementation of projects as well as in drafting legislation and measures, highlighting the gender perspective in the budget becomes easier.

In addition, the gender impact of finance and expenditure laws should be assessed. In the budget, the focus is more general, but when laws are drafted, it is important to carry out a detailed gender impact assessment (see Chapter 3).

It is important to note that the unequal distribution of resources between women and men for a particular appropriation does not automatically signify direct or indirect gender-based discrimination. Expenditure does not always distribute equally when the gender distribution of the target group, beneficiaries, or end-users of a service is inequitable. It is nonetheless always important to carefully investigate these instances and reflect on why one gender is overrepresented in the target group. Sometimes it may be a gender equality issue that needs to be addressed.



EXAMPLE

Analysis of direct gender impact

In 2005, the Government Institute for Economic Research (VATT) wrote a report on the direct gender impact of the budget for the Ministry of Social Affairs and Health (MSAH). The report included, for instance, an analysis of income transfers and the allocation of the funding for such transfers.¹⁰

The report made it evident that, although the proportion of women as beneficiaries of income transfers is often greater than the proportion of men, women's share of expenditure is often only half or even less. The level of earnings-related benefits is affected by, for example, the gender pay gap and temporary absences of women and men from the labour market.

According to the analysis, in addition to examining the direct gender impact, one should also assess what kind of behaviour the different benefits encourage in women and men. Gender impact assessment must then continue and go deeper, especially with regard to the indirect and long-term consequences.

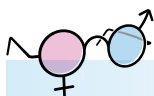
¹⁰ Haataja, Anita – Järviö, Maija-Liisa – Mustonen, Esko (2006). Gender Impact Assessment of the Budget (A pilot project in the sector of the Ministry of Social Affairs and Health). Reports of the Ministry of Social Affairs and Health 2006:1.

In addition to the allocation of appropriations, government funding, for instance allocation of taxes and the impact of taxation, needs to be examined from a gender perspective.

METHODS OF PERFORMANCE GUIDANCE

■ The performance guidance of each government agency and department within the administrative branches of the ministries needs to include a gender perspective. The objective is that, for instance, national research institutions would automatically generate sex-disaggregated data. A gender perspective needs to be included also in the ministerial opinions on the annual report.

The ministry may encourage all stakeholders to consider a gender perspective, even though there is no per se performance guidance relationship between the two



PERFORMANCE AGREEMENTS ARE TO INCLUDE

- Concrete objectives and follow-up indicators for promoting gender equality (also examine existing goals from a gender perspective).
- Planning and implementing gender mainstreaming of all operations (for example drawing up an operational gender equality plan).
- Pilot projects or entities into which a gender perspective will be mainstreamed.
- Drawing up and implementing a gender equality plan relating to staff and training.
- Disaggregating statistics and data on people by sex (also staff statistics).

DEVELOPING PLANNING AND GOVERNANCE FROM A GENDER PERSPECTIVE

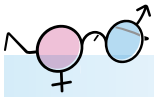
■ The planning of operations and finances of the ministry, as well as processes, usually occurs in detailed yearly cycles.¹¹ Preparing the state budget proposal, for instance, has a detailed schedule that is binding to all ministries. Each ministry, nonetheless, independently decides how the preparation is organised within that ministry and its administrative branch. Integrating a gender perspective in this process requires planning, implementation and

¹¹ An exemption to this is the strategy of the ministry, which has a longer cyclical rate than a calendar year. Consideration of a gender perspective is recommended also when preparing the strategy.

accommodation of various needs. When this work has been done properly once, it is easy to replicate it on a yearly basis.

An operational working group on gender equality may be of use in the planning process. The group may, for instance, review and make suggestions on the ministry's draft budget before it is sent to the Ministry of Finance. The group may also discuss performance agreements, comment on the ministerial spending limit proposal, and review other documents related to planning, steering, and monitoring. The earlier one influences the process, the more effective it is.

The overall responsibility for incorporating a gender perspective into planning and steering processes lies with the management and the officials responsible for preparatory work. The function of the operational working group on gender equality is only to support and monitor this work.



THE OPERATIONAL WORKING GROUP ON GENDER EQUALITY

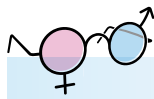
- Plans and agrees on the ministry-specific practices pertaining to how planning and steering documents are discussed in the group.
- Under the lead of the official in charge of preparatory work, the group reviews the spending limit proposal, the draft budget, the performance agreements, as well as other prospective documents related to planning, steering, and monitoring. The group also offers recommendations.
- When needed, the group partakes in drafting the ministry's strategy as well as in defining the objectives that guide ministerial operations.

7 WHERE TO START

■ This handbook includes instructions on how authorities can incorporate a gender perspective in preparatory work. The handbook also considers how the operational gender equality working groups at the ministries can take part in mainstreaming a gender perspective. A gender perspective is needed in all ministerial operations, in questions related to content, in defining the objectives for the operations of the ministry, and in the core processes of the state administration:

- planning, monitoring, and steering operations and finances
- legislative drafting
- implementing projects and programmes.

There is extensive work to be done, and practices do not change overnight. It is important that a starting point for the work is defined, and that one then proceeds gradually with the work. Positive experiences and best practices provide guidance and motivation. Keep in mind that you cannot change everything at once.



DIFFERENT WAYS TO GET STARTED

- Assess the current situation.
- Train the actors.
- Gather experiences from pilot projects.
- Learn from previous experiences.
- Develop one process at a time.
- An operational gender equality plan.

TEST YOUR KNOWLEDGE

■ You may test your knowledge on mainstreaming a gender perspective by responding to the following ten statements (see the end of the test for the correct answers).

TEST YOUR KNOWLEDGE	CORRECT	PERHAPS	INCORRECT
1. Civil servants or officials should do their job as gender neutrally as possible.			
2. Gender-based discrimination means action against another person, which would not have occurred had the person been of another sex.			
3. Mainstreaming a gender perspective entails new duties and practices for ministries and civil servants.			
4. A gender perspective in preparatory work means that one, as much as possible, strives to level the differences between women and men			
5. The easiest way to consider a gender perspective is to integrate it from the very beginning. It then also affects the outcome.			
6. Women and men often have different life situations and this is worth considering in preparatory work.			
7. All ministries have duties where gender perspective is needed.			
8. Data and statistics on people, in general, should be broken down by sex only if sex-disaggregated information is readily available.			
9. A gender perspective does not need to be included in planning the operations and finances for a ministry, but only in the de facto activities of the ministry.			
10. The official or unit responsible for promoting gender equality also carries out gender impact assessments for other parts of the state administration.			

Correct answers: 1. Incorrect. A neutral approach may in reality have a gender impact. • 2. Partly correct. It does, however, encompass seemingly neutral practices or measures, which de facto place women and men in different positions. Discrimination may therefore occur completely unintentionally. • 3. Correct. However, when carried out duly and in a planned manner, it does not necessarily entail unreasonable amounts of extra work. • 4. Depends on the issue. All differences should not be levelled, since difference does not necessarily mean inequality. Inequalities, on the other hand, should always be addressed. • 5. Correct. • 6. Correct. • 7. Correct. • 8. Incorrect, or perhaps. If it is unreasonably hard to access the information, it is advisable to find out why. Generally speaking, data on people should always be disaggregated by sex. • 9. Incorrect. Planning and documents that guide operations and finances lay the foundation for the actual work. This is why a gender perspective is to be included in them. • 10. Correct and incorrect. In Finland, the Equality Unit co-ordinates the government measures for promoting gender equality. The Unit does not carry out gender impact assessments per se, but can help in initiating the assessment or finding experts. Practices in different countries vary, but from a gender mainstreaming perspective it is advisable that all sectors carry out their own gender impact assessments.

GLOSSARY

DISCRIMINATION BASED ON GENDER OR SEX

■ Gender-based discrimination entails placing women and men in adverse circumstances due to their gender. In Finland, discrimination also includes sexual harassment and molesting, as well as placing persons in a less favourable position due to pregnancy, childbirth, parenthood, family care responsibilities, or other gender-based grounds. Indirect discrimination entails that some neutral measure(s), for instance, legislation, regulations, policies or practices have a negative effect on one or the other sex. The Finnish Act on Equality between Women and Men prohibits both direct and indirect discrimination based on gender.

Article 14 of the European Convention on Human Rights (ECHR) secures the enjoyment of rights and freedoms without discrimination on any ground such as sex, race, colour, language, religion, political or other opinion, national or social origin, association with a national minority, property, birth or other status.¹² Protocol No. 12 of the ECHR in 2005 represents an important step forward for building equality between women and men by securing a general prohibition on discrimination by any public authority on inter alia the grounds of sex, regarding the enjoyment of any right set forth by law and not only rights and freedoms of the ECHR.¹³ Also the European Social Charter (Part V, Article E) specifically defines the right to equal opportunities and equal treatment in matters of employment and occupation without discrimination on the grounds of sex.¹⁴

EQUALITY

■ Equality and gender equality are fundamental rights. They entail ensuring that everyone has the right not to be discriminated against and to have equal opportunities, regardless of gender, ethnic origin, language, age, disability, sexual orientation, religion, religious beliefs, or other personal characteristics.

EQUALITY (NON-DISCRIMINATION) PLAN

■ A plan in accordance with the Finnish Non-Discrimination Act, which obliges authorities to promote equality and to ensure that fostering of equal-

¹² Convention for the Protection of Human Rights and Fundamental Freedoms as amended by Protocols No. 11 and No. 14. Rome, 4.XI.1950: <http://conventions.coe.int/treaty/en/Treaties/Html/005.htm>.

¹³ Protocol No. 12 to the Convention for the Protection of Human Rights and Fundamental Freedoms. Rome, 4.XI.2000: <http://conventions.coe.int/treaty/en/Treaties/Html/177.htm>

¹⁴ European Social Charter (revised). Strasbourg, 3.V.1996: <http://conventions.coe.int/treaty/en/treaties/html/163.htm>.

ity is taken into consideration in all work by authorities. The minimum requirement of the equality plan is a plan for the fostering of ethnic equality, but the plan may also cover other strands of discrimination.

FINNISH GENDER EQUALITY ACT

■ The Act on Equality between Women and Men (1986/609) in Finland prohibits direct and indirect discrimination based on gender and obliges work to promote equality between the sexes. The Act is also applied to gender minorities. In Finland, compliance with the Gender Equality Act is overseen by The Ombudsman for Equality and the Equality Board.

According to the Council of Europe's recommendation on gender equality standards and mechanisms provides national gender equality legislation is a necessary basis for effective policy measures to promote gender equality and eliminate discrimination on the grounds of sex, as well as a basic tool for raising awareness on gender equality. Governments should give priority to the development, adoption and enforcement of effective national gender equality legislation, and to the integration of a gender perspective into all areas of governance, both in laws and policies.¹⁵

GENDER AND SEX

■ Defining sex/gender is difficult,¹⁶ since there are so many deeply set cultural conceptions and assumptions about gender. Gender may entail gender roles, social and cultural signifiers on femininity and masculinity, gendered behaviour, or the gender identity of an individual. Gender equality usually refers to equality between women and men. It is, however, important to remember that the concepts of sex and gender are more varied than merely this dichotomy.

Gender, as defined by the Council of Europe,¹⁷ refers to the social differences between men and women. It identifies the socially, culturally, politically and economically determined relationships between women and men. Gender relationships vary from place to place and over time; they change in response to altering circumstances. Sex, by contrast, identifies the biological difference between women and men, which remains a constant.

GENDER-BASED HARASSMENT

■ Gender-based harassment denotes such unwanted behaviour that is related to gender, but is not sexual in nature, and which intentionally or de facto infringes on said person's mental or physical integrity creating a threatening, hostile, derogatory, humiliating, or oppressive atmosphere.

¹⁵ Gender equality standards and mechanisms. Recommendation CM/Rec (2007) 17 of the Committee of Ministers and Explanatory Memorandum: http://www.coe.int/t/dghl/standardsetting/violence/Documents/Rec_2007_17_E.pdf.

¹⁶ In Finnish, the same word is used for both sex and gender. The interpretation depends on the context, sometimes an expression corresponding to "socially constructed sex" is used.

¹⁷ Gender Mainstreaming. Conceptual framework, methodology and presentation of good practices. Final Report of Activities of the Group of Specialists on Mainstreaming (EG-S-MS). Council of Europe. Strasbourg 1998.

GENDER EQUALITY (EQUALITY BETWEEN WOMEN AND MEN)

■ Gender equality means that women and men have equal opportunities to express themselves and to participate in society. Gender equality also includes the right to non-discriminatory treatment in all areas of societal life. In order to achieve, uphold and develop gender equality, one must take action both on an everyday grass-roots level, in administrative practices, and in political decision making.

For the Council of Europe, gender equality means “an equal visibility, empowerment, responsibility and participation of both sexes in all spheres of public and private life. Gender equality is the opposite of gender inequality, not of gender difference”.¹⁸ In 1988, the Committee of Ministers of the Council of Europe affirmed that equality between women and men is an integral part of human rights and that sex-related discrimination is an impediment to the recognition, enjoyment and exercise of human rights and fundamental freedoms.¹⁹ In the Council of Europe recommendation CM/Rec (2007)17 on gender equality standards and mechanisms, gender equality is a principle of human rights and women’s human rights are an inalienable, integral and indivisible part of universal human rights. Gender equality is also a requirement for the achievement of social justice and a sine qua non of democracy. Acceptance of these principles implies not only the elimination of all forms of discrimination, legal or otherwise, on the basis of sex, but also the fulfilment of a number of other requirements that must be seen as qualitative indicators of political will to achieve substantive gender equality or de facto equality.²⁰

GENDER EQUALITY PLAN (RELATING TO STAFF)

■ According to the Finnish Gender Equality Act, if an employer regularly has a personnel of at least 30 employees working in employment relationships, the employer shall yearly draw up a gender equality plan relating to staff and training. The plan must fulfil the specifications included in the Act. The staff gender equality plan should include an assessment of the gender equality situation in the workplace, including details of the employment of women and men in different jobs. Further, a gender pay survey is a mandatory part of the gender equality plan.

GENDER EQUALITY POLICY

■ Gender equality policy entails a body of measures that are taken to realise or strive for equality between the sexes. In Finland, the Equality Unit of

¹⁸ Gender Budgeting: practical implementation. Handbook prepared by Sheila Quinn. Directorate General of Human Rights and Legal Affairs. Council of Europe. Strasbourg 2009.

¹⁹ Declaration on equality of women and men (adopted by the Committee of Ministers on 16 November 1988, at its 83rd Session): <https://wcd.coe.int/wcd/ViewDoc.jsp?id=709551&Site=CM>.

²⁰ Gender equality standards and mechanisms. Recommendation CM/Rec (2007) 17 of the Committee of Ministers and Explanatory Memorandum: http://www.coe.int/t/dghl/standardsetting/violence/Documents/Rec_2007_17_E.pdf.

the Ministry of Social Affairs and Health co-ordinates government gender equality policy.

For the Council of Europe, the setting of legal standards to guarantee the enjoyment of the principle of gender equality and non-discrimination is not sufficient to achieve substantive gender equality. To comply with the commitments made, governments must put in place and efficiently implement proactive policy measures and various strategies which have been recognised by international organisations as indispensable to pursue the objective of gender equality in an effective way. Elements indicating states' political will and commitment to gender equality in this regard include in particular that gender equality policies be devised and included in the overall framework of human rights protection and promotion, even if specific programmes and responsible institutions are required in particular areas.²¹

GENDER IMPACT ASSESSMENT (GIA)

■ Gender impact assessment entails assessing the consequences that a measure has from the perspective of both women and men. The purpose is to promote gender equality and to prevent effects that are unwanted from a gender perspective. The assessment may, for instance, examine how measures affect the societal circumstances and resources of women and men. Based on the assessment, amending proposals can be made in order to reduce discrimination and unwanted effects, and to eliminate obstacles to gender equality. Gender impact assessment should be done at an early stage in legislative drafting.

For the Council of Europe, gender impact assessment is an ex post evaluation of budgets or ex ante evaluation of budget proposals and probably the most extensive and complex tool of gender budgeting, since it refers to short and long-term budgetary effects on the distribution of and access to resources (including time) and on gender roles and norms. GIA therefore requires not only data on both the market and the care economy, paid and unpaid work, but also on gender stereotypes, gender specific perceptions, rules, symbols, traditions and discriminating practices within societies. Generally speaking, these are methods of ex post analysis (although GIA can also be applied ex ante) to gain knowledge about gender gaps. Application of these methods might lead to the identification of hidden gender inequalities and indicate a need to reformulate or for a shift in political priorities policies and programmes.²²

21 Gender equality standards and mechanisms. Recommendation CM/Rec (2007) 17 of the Committee of Ministers and Explanatory Memorandum: http://www.coe.int/t/dghl/standardsetting/violence/Documents/Rec_2007_17_E.pdf.

22 Gender budgeting. Final report of the Group of specialists on gender budgeting (EG-S-GB). Directorate General of Human Rights Strasbourg, 2005: [http://www.coe.int/t/dghl/standardsetting/equality/03themes/gender-mainstreaming/EG-S-GB\(2004\)RAPFIN_en.pdf](http://www.coe.int/t/dghl/standardsetting/equality/03themes/gender-mainstreaming/EG-S-GB(2004)RAPFIN_en.pdf)

GENDER MAINSTREAMING

■ Gender mainstreaming is a strategy by which a gender perspective and the objective of promoting gender equality is included in all preparatory work and decision making by authorities. The objective of gender mainstreaming is to breach the gender-neutral, sometimes gender-blind, procedures and organisational culture.

For the Council of Europe, gender mainstreaming is “the (re)organisation, improvement, development and evaluation of policy processes, so that a gender equality perspective is incorporated in all policies at all levels and all stages, by the actors normally involved in policy-making”.²³

GENDER BLIND

■ Ignoring/failing to address the gender dimension (as opposed to gender sensitive or gender neutral).²⁴

GENDER NEUTRAL

■ Having no differential positive or negative impact for gender relations or equality between women and men.²⁵ Policy decisions that appear gender neutral may have a differential impact on women and men, even when such an effect was neither intended nor envisaged. Gender impact assessment is carried out to avoid unintended negative consequences and improve the quality and efficiency of policies.

GENDER SENSITIVE

■ Addressing and taking into account the gender dimension.²⁶

GENDER PERSPECTIVE

■ A gender perspective entails investigating how a question concerns women and men. Sex is a biological factor according to which people are grouped, much as age, domicile, or level of education. Sex and gender should therefore be considered as an aspect in preparatory work and decision making.

The definition that has been used by the Council of Europe is: The vision that permits one to understand and analyse the characteristics that define women and men in specific ways, including their similarities and differences. According to the International Labour Organization (ILO), a gender perspective “is an instrument for approaching reality by questioning the power relationships established between men and women, and social relationships in general. It is a conceptual framework, an interpretation methodology and critical analysis instrument that guides decisions, broadens and alters

²³ Gender Mainstreaming. Conceptual framework, methodology and presentation of good practices. Final Report of Activities of the Group of Specialists on Mainstreaming (EG-S-MS). Council of Europe. Strasbourg 1998.

²⁴ European Commission, 1998. 100 words for equality. A glossary of terms on equality between women and men.

²⁵ Ibid.

²⁶ Ibid.

views, and that enables us to reconstruct concepts, scrutinise attitudes and identify gender biases and conditionings, for subsequently considering their revision and modification through dialogue.”²⁷

GENDER QUOTAS

■ One of the principal objectives of the Finnish Gender Equality Act is that women and men should be able to participate equally in societal planning and decision making. The gender quota principle specified in the Finnish Gender Equality Act is applied to, for instance, government committees, advisory boards and other corresponding bodies, as well as to municipal bodies and bodies established for the purpose of inter-municipal cooperation, excluding municipal councils. According to the quota principle, there must not be a less than 40 per cent proportion of either sex in such bodies.

GENDER STEREOTYPES

■ Gender stereotypes or gender roles are simplified or formulaic expectations and assumptions about how men and women “usually” are, or how women and men should behave in order to be the “right kind of” men and women. Characteristic of gender stereotypical thinking are claims such that men are more logical and better leaders than women, and that women are more emotional and by nature tender and caring. Gender stereotypes are mostly unconscious, “self-evident” beliefs deeply ingrained in culture. Stereotypes may also include negative presuppositions that may be used in order to uphold current unjust circumstances.

GENDER STUDIES

■ Gender studies (women’s studies) is an academic and multidisciplinary approach to, for instance, gender relationships in society and analysing the gender dimensions of other disciplines. Gender studies investigate the gender system as well as women’s historical, cultural and societal status. Gender studies are a source of information for gender equality work.

MULTIPLE DISCRIMINATION (INTERSECTIONAL DISCRIMINATION)

■ Multiple discrimination describes discrimination that takes place on the basis of several grounds operating separately. Intersectional discrimination refers to a situation where several grounds operate and interact with each other at the same time in such a way that they are inseparable.²⁸ One factor alone may not explain why discrimination occurs. To eliminate discrimination, one needs to, in addition to gender, also investigate other personal circumstances.

²⁷ ILO/Cinterfor (1996) in Gender Budgeting: practical implementation. Handbook prepared by Sheila Quinn. Directorate General of Human Rights and Legal Affairs. Council of Europe. Strasbourg 2009.

²⁸ European Commission (2007). Tackling Multiple Discrimination. Practices, Policies and Laws.

OPERATIONAL GENDER EQUALITY PLAN

■ An operational gender equality plan is the plan for implementing the integration of a gender perspective, a gender mainstreaming plan. The objective of the plan is to promote gender equality and to ensure that a gender perspective is present in all authorities' activities. Finnish law defines it to be the duty of all authorities to systematically and methodically promote gender equality.

SEXUAL HARASSMENT

■ In Finland, sexual harassment denotes such verbal, non-verbal or physical behaviour of a sexual nature as depicted in the Finnish Gender Equality Act, which intentionally or de facto infringes on a person's mental or physical integrity, especially by creating a threatening, hostile, derogatory, humiliating, or oppressive atmosphere.

Rec(2002)5 of the Committee of Ministers defines situations of sexual harassment as unacceptable if: a) such conduct is unwanted, unreasonable and offensive to the recipient; b) in the workplace, a person's rejection of, or submission to, such conduct on the part of employers or workers is used explicitly or implicitly as a basis for employment decisions concerning this person; c) such conduct creates an intimidating, hostile or humiliating environment for the recipient.²⁹

SEX-DISAGGREGATED STATISTICS (GENDER-DISAGGREGATED STATISTICS)

■ Statistics and research data are of great importance in promoting gender equality. A principal rule is that all statistics pertaining to people are to be broken down and analysed by sex. Statistics can be used to identify the circumstances or status of each sex and to detect possible injustices or flaws. It is as important to highlight and investigate the differences between men and women as it is to investigate similarities.

TRANSGENDER AND INTERSEX PERSONS

■ Transgender and intersex persons include people whose biological, social or psychological gender does not form a continuum. One should not confuse gender minorities with sexual minorities; a gender identity does not imply any particular sexual orientation or preference. The Gender Equality Act in Finland has been interpreted to encompass persons belonging to a gender minority. Currently, the Act does not, however, include any mention of protection against discrimination on the basis of gender identity or gender expression.

Transgender persons include persons who have a gender identity different to the sex assigned to them at birth and those people who wish to portray their gender identity in a different way to their assigned sex. It includes

²⁹ Council of Europe Recommendation Rec(2002)5 of the Committee of Ministers to member states on the protection of women against violence: <https://wcd.coe.int/wcd/ViewDoc.jsp?id=280915>.

those people who feel they have to, prefer to, or choose to, present themselves differently to the expectations of the gender role assigned to them at birth. This includes, among many others, persons who do not identify with the labels 'male' or 'female', transsexuals, transvestites and cross-dressers.³⁰ Intersex people are persons who are born with a number of chromosomes, hormonal levels or genital characteristics that do not correspond to the given standard for categorisation as male or female regarding sexual or reproductive anatomy. Intersexuality may take different forms and cover a wide range of conditions and there are, hence, no concrete parameters to the definition of intersex.³¹

30 Partly adapted from the Commissioner for Human Rights: Human Rights and Gender Identity. Issue Paper, Strasbourg, 2009. <https://wcd.coe.int/wcd/ViewDoc.jsp?id=1476365>.

31 Adapted from the World Health Organization, Genomic resource centre. Gender and Genetics: Genetic components of Sex and Gender. <http://www.who.int/genomics/gender/en/index1.html>.

FINNISH GENDER EQUALITY STAKEHOLDERS AND SOURCES OF INFORMATION

FINNISH GENDER EQUALITY AUTHORITIES

The Council for Gender Equality (TANE) (in Finnish)
www.tane.fi

The Equality Board (only in Finnish)
www.stm.fi/stm/neuvottelukunnat/tasa_arvo

The Equality Ombudsman
<http://www.tasa-arvo.fi/en>

The Equality Unit
http://www.stm.fi/en/gender_equality

OTHER GENDER EQUALITY ACTORS IN FINLAND

The Feminist Association Unioni
www.naisunioni.fi

The Miessakit Association
www.miessakit.fi

The National Council of Women of Finland
www.naisjarjestot.fi

The National Committee for UN Women in Finland
www.unwomen.fi

NYTKIS - The Coalition of Finnish Women's Associations
www.nytkis.org

Profeminist Men Finland
www.profeministimiehet.net

Seta – LGBT Rights in Finland
www.seta.fi

Women journalists in Finland
www.naistoimittajat.fi

INFORMATION ON GENDER EQUALITY IN FINLAND

Equality.fi
www.equality.fi

Gender Glasses in Use (MSAH)
http://www.stm.fi/en/gender_equality/gender_glasses

The Ministry of Social Affairs and Health (MSAH)
http://www.stm.fi/en/gender_equality

Minna – The Centre for Gender Equality Information in Finland
www.minna.fi

The Nordic Gender Institute – NIKK (only in Swedish)
<http://www.nikk.no>

Statistics Finland
http://www.tilastokeskus.fi/index_en.html

Towards Equal Pay (MSAH)
http://www.stm.fi/en/gender_equality/equal_pay

GENDER STUDIES (WOMEN STUDIES) IN FINLAND

The Association for Women's Studies in Finland
<http://www.nt-suns.org/eng/index.php>

Hilma – Network for Gender Studies
<http://www.hilmaverkosto.fi/english>