EMPOWERMENT FOR WOMEN IN DEVELOPMENT AND INTERNATIONAL INTEGRATION

Lessons learned from implementing gender equality policies in Finland

Molisa / UNDP Nha Trang 04.12.2010
Topics

1. Gender Equality Policy
3. Gender Mainstreaming
4. Gender Budgeting
5. Government report on Gender Equality
1 Gender Equality Policy
Some characteristics of Finnish society

• Highly educated labour force (women and men)
• High labour force participation of women (almost equal)
• Comparatively high participation of women in political decision making (42 % of MPs)
• Highly gender segregated labour market
• Comparatively high levels of violence against women
Gender equality policy in Finland

• International agreements have had a strong impact (CEDAW)
• Strong focus on the labour market issues
• Two earner family model → support for working mothers (day care etc.)
• ”The welfare state is a woman’s best friend”
• A focus on gender equality, not only on women
• Good interaction and cooperation with the NGOs
Focus has broadened:

• Reconciliation of work and family life
• Violence against women
• Gender mainstreaming
• Men and gender equality
Developments in 2000s

• New unit for coordinating government’s work for Gender Equality (2001)
  – GE promotion as a normal policy area
  – Mandate for working with other government institutions
  – Gender mainstreaming (access to networks)

• Strong presence of gender equality in government programmes
Three organisations for Gender Equality

Council for Gender Equality (1972–)
- Parliamentary council, brings up new topics

Ombudsman’s Office (1986–)
- Supervising compliance with the act on gender equality; advice on the legislation

Gender Equality Unit (2001–)
- Preparing government’s gender equality policy
- International work

• Fourth action plan
• Formulated jointly by the ministries
• Implements the objectives specified in the Government Programme
• Compiles and co-ordinates the Government measures for promoting gender equality
• Includes measures common to all ministries, such as gender mainstreaming, and measures specific to the ministries’ own administrative branches
Main target areas

1. Gender mainstreaming
2. Reducing gender pay gap
3. Advancing women’s careers
4. Increasing awareness of gender equality in comprehensive schools and alleviating segregation
5. Reconciling work and family life
6. Reducing violence against women

+ Reinforcing resources for gender equality work and drawing up a Government report on gender equality
Target 1: Gender mainstreaming

Every ministry
1. mainstreams the gender perspective to
   • law drafting
   • budget procedures
   • at least one of its main projects
2. starts up a working group for implementing gender perspective in the ministry’s actions
3. provides training for their staff
Target 2: Reducing gender pay gap

Women’s average earnings for their regular hours of work have been about 80-82 per cent of the equivalent figure for men since the start of the 1990s.

- The goal is to clearly reduce the differences in pay between men and women.
- Main measure: tripartite equal pay programme with adequate resources.
Target 3: Advancing women’s careers

• Advancing women’s careers and promotion to managerial positions both in the public and private sectors
• Increasing the proportion of women on boards of directors

Women and men must constitute at least 40 per cent of board members in companies that are wholly owned by the State
Target 4: Increasing awareness of gender equality in comprehensive schools and alleviating segregation

• Gender-conscious courses in the education of teachers and kindergarten teachers
• Gender sensitive educational material
• Reducing segregation in education and training
• Reducing segregation in working life
Target 5: Reconciling work and family life

• Paternity leave will be extended by 2 weeks
• Potential for a more extensive reform of the parental leave system will be explored
• The cost of family leaves will be divided more equally between the employers operating in male- and female-dominated sectors
Target 6: Reducing violence against women

- Need for improving coordination and resourcing
- National programme for reducing violence against women
3 Gender mainstreaming
What is gender mainstreaming?

• 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 at all stages,
• by the actors normally involved in policy-making
• Each public official understand the gender relevance of their work and promote gender equality where necessary
What has been done in Finland?

- Planning and pilot projects since late 90’s
- Action plans since 1997
- Gender mainstreaming in the Government programmes since 1999
- Gender impact assessments of legislation since 2000
- Creating guidelines and providing training since 2002
- Developing statistical data since 2002
- Gender budgeting first time in the budget for 2007
- New focus: projects and programmes
Government commitment

• Act on Equality between Women and Men
• Government programme:
The Government as a whole undertakes to make determined efforts to promote equality in all its decision-making. The Government will take steps to ensure that the gender perspective is mainstreamed across all law drafting, budget procedures and other major projects right from the outset. Training will be provided in the various ministries to promote this development.
• Government Report on Gender Equality 20.10.2010
Gender mainstreaming training

• Twice a year on gender impact assessment of legislation
• Once a year on statistical data disaggregated by sex
• Gender budgeting training for budget officials
• Briefing for Ministers and senior management
• Training provided by the ministries (e.g. induction training)
Coordination and organisation of work

• Gender equality unit – expertise and strategic planning
• Interministerial steering group at the senior level – coordination structure between the ministries
• Operational working groups in line ministries – coordination structure within the ministries
Experiences: Good Practices

• Learning the ‘language’ of different government processes (e.g. budgeting) and key policy areas
• Showing by concrete examples the significance of gender perspective (gender mainstreaming = good governance)
• Creating simple and practical tools – list of key questions
• Setting up operational working groups in the ministries with expertise on every key area: legislation, budget, statistics, training, policies and programmes etc.
Experiences: Lessons learned

• Gender perspective must be present in the guiding documents as well as in the background material
• If it is implemented already at the preparatory stage it can have influence on the final output
• Processes – not the people – should be the guard dogs
• Ministers and senior management are in a key position – if they ask for gender perspective the officials will do it
4 Gender Budgeting
Gender Budgeting

• What could be a good way to include gender perspective into government budget?
• The question is linked to the goals of improving the efficiency, productivity and transparency of public financing and government
• Gender equality is not only something that is important in itself, it is also a tool for improving governance

• Two perspectives need to be included:
  A) Planning → the budget
  B) Follow-up monitoring → report of closing of the accounts
Finnish way of gender budgeting

• In some countries evaluation of ongoing actions is how gender budgeting is done

• In Finland reporting ongoing action is the focus
  – As a result the people responsible for gender budgeting are inside the budget machinery, thus gender budgeting is integrated.

• The states controller-function
  – It evaluates budget proposals overall usefulness for parliament
  – Includes evaluation on how well the ministries have included gender impact assessment in their proposals
Monitoring the impact

• The results have varied between ministries
• In the 2008 budget, each ministry mentions gender equality in one way or the other
• Only one third mention concrete actions and goals
• Only one ministry (Social Affairs and Health) has its statistics disaggregated by sex
• 2009 budget has been evaluated with a new indicator
Support and re-evaluation

- Training for budget personnel in ministries
- Suggestions to each ministry about how to improve gender perspective
- The follow-up process of the budget cycle needs further improvement
- Improving gender impact assessment in other planning and preparatory work in ministries → gender perspective in budget proposals
- How to include gender equality in budgets that are focusing on changes
5. Government report on gender equality  (20.10.2010)

• first ever Government report
• outlines future gender equality policy until 2020
• lessons learned from previous 10 years
• reinforces the long-term and systematic promotion of gender equality
• lays emphasis on the commitment to the implementation of gender equality policy at all levels

• looks at the effectiveness of measures taken
• Sets policy objectives for the future
Gov. Report policy objectives for the future

- Equality legislation 4
- Equality authorities 4
- Gender aspect mainstreaming 4
- Decision making 5
- Education 6
- Higher education and research 5
- Working life 6
- Reconciliation of Work and family life 4
- Men and equality 5
- Violence against women 9
- Finnish activities in international cooperation on equality 4
The share of women in Finland’s national assembly 1907-2007

<table>
<thead>
<tr>
<th>Year</th>
<th>Number</th>
<th>%</th>
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<tbody>
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<tr>
<td>1999</td>
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<td>1962</td>
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<td>1954</td>
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<tr>
<td>1907</td>
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Source: Vaalitilastot, Tilastokeskus
Women in Government

• Last 10 years 40% women
• Current Government 11/20 women (including 2nd female Prime Minister)
• Gender segregation of portfolios started to be removed in 1990’s
  – First female minister of defence, foreign affairs
• First finance minister has never been female
• In addition: President of the Republic is female, President of the Supreme Court is female
Female share of candidates, votes given, elected officials 1991-2009 %

<table>
<thead>
<tr>
<th>Municipal elections</th>
<th>Candidates</th>
<th>Votes given</th>
<th>elected</th>
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<tr>
<td>1996</td>
<td>36.3</td>
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<td>31.5</td>
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<tr>
<td>2000</td>
<td>38.2</td>
<td>39.4</td>
<td>34.4</td>
</tr>
<tr>
<td>2004</td>
<td>39.9</td>
<td>41.8</td>
<td>36.4</td>
</tr>
<tr>
<td>2008</td>
<td>40.4</td>
<td>42.0</td>
<td>36.7</td>
</tr>
<tr>
<td>Parliament</td>
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<td></td>
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</tr>
<tr>
<td>1991</td>
<td>41.2</td>
<td>39.2</td>
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<tr>
<td>1995</td>
<td>39.1</td>
<td>36.6</td>
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<tr>
<td>1999</td>
<td>37.0</td>
<td>38.3</td>
<td>37.0</td>
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<tr>
<td>2003</td>
<td>39.8</td>
<td>42.6</td>
<td>37.5</td>
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<tr>
<td>2007</td>
<td>39.9</td>
<td>42.1</td>
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<tr>
<td>European</td>
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<td>1996</td>
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<td>39.3</td>
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<tr>
<td>2004</td>
<td>38.3</td>
<td>44.9</td>
<td>35.7</td>
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<tr>
<td>2009</td>
<td>42.3</td>
<td>46.5</td>
<td>61.5</td>
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</table>
Population with educational qualifications from vocational institutions, polytechnics and universities by field of education 2005

<table>
<thead>
<tr>
<th>Field of Education</th>
<th>Women</th>
<th>Men</th>
</tr>
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<tr>
<td>Health and Welfare</td>
<td>89</td>
<td>11</td>
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<tr>
<td>Education</td>
<td>76</td>
<td>24</td>
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<tr>
<td>Services</td>
<td>71</td>
<td>29</td>
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<tr>
<td>Humanities and Arts</td>
<td>71</td>
<td>29</td>
</tr>
<tr>
<td>Social Sciences, Business</td>
<td>68</td>
<td>32</td>
</tr>
<tr>
<td>Science</td>
<td>45</td>
<td>56</td>
</tr>
<tr>
<td>Agriculture</td>
<td>31</td>
<td>69</td>
</tr>
<tr>
<td>Engineering, Manfact.</td>
<td>17</td>
<td>83</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>51</td>
<td>49</td>
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Source: Education Statistics, Statistics Finland
Monthly earnings of full-time employees by level of education 2005

Source: Structure of earnings statistics, Statistics Finland
## Part-time work 1997-2009 %

<table>
<thead>
<tr>
<th></th>
<th>Women</th>
<th>Men</th>
</tr>
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<tbody>
<tr>
<td>1997</td>
<td>15</td>
<td>5,9</td>
</tr>
<tr>
<td>2000</td>
<td>16,9</td>
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<td>8,0</td>
</tr>
<tr>
<td>2009</td>
<td>18,4</td>
<td>7,9</td>
</tr>
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</table>
### Female salary % to men 1995-2009

<table>
<thead>
<tr>
<th></th>
<th>Private</th>
<th>State</th>
<th>Municipality</th>
<th>All</th>
</tr>
</thead>
<tbody>
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<td>1995</td>
<td>81.9</td>
<td>80.8</td>
<td>85.3</td>
<td>82.4</td>
</tr>
<tr>
<td>2000</td>
<td>80.7</td>
<td>79.9</td>
<td>84.6</td>
<td>80.6</td>
</tr>
<tr>
<td>2005</td>
<td>82.2</td>
<td>81.9</td>
<td>83.5</td>
<td>80.7</td>
</tr>
<tr>
<td>2009</td>
<td>84.3</td>
<td>83.7</td>
<td>84.1</td>
<td>81.8</td>
</tr>
</tbody>
</table>
Monthly pensions of all pensioners 2005

The share of women in the boards of listed companies 2003 - 2009

Lähde: Balance Consulting
<table>
<thead>
<tr>
<th>Country</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>Austria</td>
<td>Prime Minister’s Chancery - equality section</td>
</tr>
<tr>
<td>Belgium</td>
<td>Independent equality institution under Minister of Equality</td>
</tr>
<tr>
<td>UK</td>
<td>Government Equalities Office - Minister for Women and Equality</td>
</tr>
<tr>
<td>Greece</td>
<td>Equality Secretariat - Ministry for Justice and Human Rights</td>
</tr>
<tr>
<td>Spain</td>
<td>Ministry on Equality</td>
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<tr>
<td>Sweden</td>
<td>Ministry for Equality and Integration</td>
</tr>
<tr>
<td>Italy</td>
<td>Ministry for Equality, Minister of State</td>
</tr>
<tr>
<td>Luxemburg</td>
<td>Ministry for Equality</td>
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<tr>
<td>Denmark</td>
<td>Equality Department - M. for Energy and Climate</td>
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<tr>
<td>Netherlands</td>
<td>Equality Department - M. for Education and Culture</td>
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<tr>
<td>Germany</td>
<td>Department - M. for Family, Equality and Youth</td>
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<tr>
<td>Portugal</td>
<td>Department - Ministry of Culture</td>
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<td>Ireland</td>
<td>Department - M. for Municipalities, Equality and languages</td>
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<td>France</td>
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