

A photograph of two young women crouching outdoors, planting a sapling in a hole. The woman on the left is wearing a colorful, patterned long-sleeved shirt and blue jeans. The woman on the right is wearing a blue denim jacket and blue jeans. They are both smiling and looking at the camera. The background shows a concrete wall and some greenery.

GENDER AND ENVIRONMENT

A GUIDE TO THE INTEGRATION OF GENDER ASPECTS
IN THE OSCE'S ENVIRONMENTAL PROJECTS

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IN THE OSCE'S ENVIRONMENTAL PROJECTS

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Organization for Security and Co-operation in Europe

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Foreword

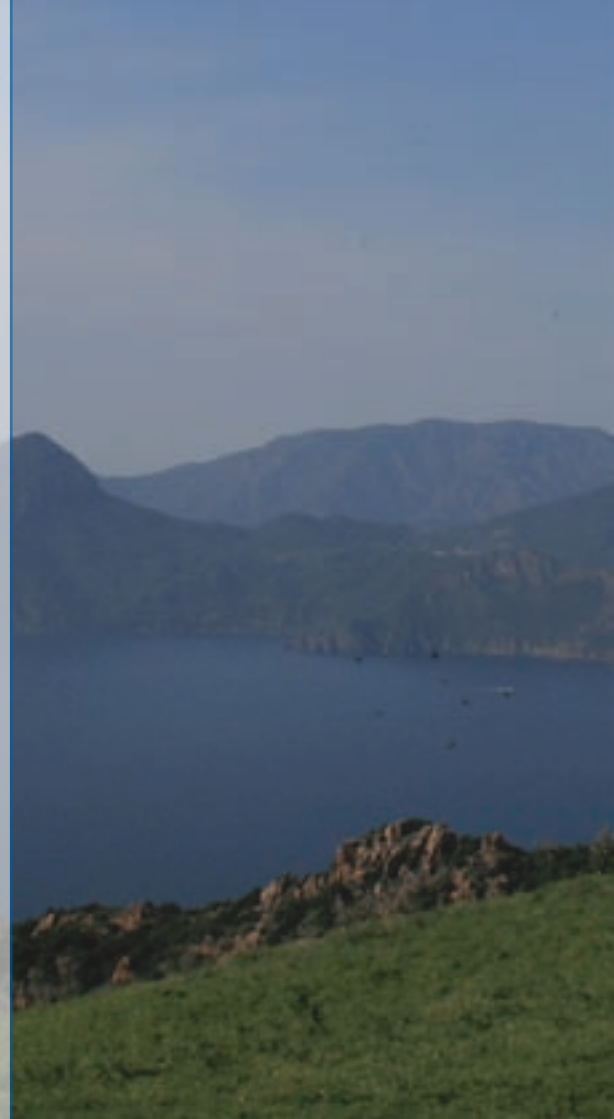
Five years ago participating States adopted a Plan of Action to promote gender equality in all OSCE policies, programmes, projects and activities.


The present guide is a joint effort of the Office of the Coordinator of OSCE Economic and Environmental Activities and the Gender Section in the Office of the Secretary General to support the implementation of the Gender Action Plan within the environmental programmes and policies of OSCE organizational units and in the field operations.

The importance of the linkages between environmental security and gender roles has been evidenced by a wide corps of research and impact assessments over the last decades. Women play decisive roles in managing and preserving biodiversity, water, land and other natural resources at the local scale. On the other hand, while environmental degradation has severe consequences for all human beings, it particularly affects the most vulnerable, mainly women and children who constitute the majority of the world's poor. This is especially dramatic in conflict and post-conflict contexts where women usually face the burden of securing survival for themselves and their families with no or little resources, information and decisional power for rescue or rehabilitation.

The needs and environmental knowledge of women are still often ignored and absent from major policies and daily project activities.

It is well established that this kind of gender blindness means not only a higher vulnerability on the side of women when environmental disasters and insecurity occur, it means also the loss of a chance for a better management of environmental resources, along with opportunities for greater ecological diversity, productivity of foods and economic stability,





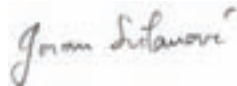
in all of which women's specific contributions and know-how is a precious added value.

Placing both males and females at the heart of our efforts for environmental issues calls for our action based on the recognition that gender equality is essential for achieving sustainable security and upholding human rights.

This guide aims at making the often hidden link between gender considerations and the environment visible. It does not have the ambition of a reference guide book but rather aims at providing an introduction focussing on the basic knowledge of gender related aspects of water, energy, land management, chemicals management, climate change, waste management and local environmental governance.

The OCEEA and the Gender Section hope that this guide will inspire senior and programme managers tasked with implementing environmental security projects and policies to better understand the importance of gender issues and to work for their integration across all their work. Strategies for bringing gender into environmental analysis and action depend much on the commitment of OSCE programme leadership and implementing staff members.

The OCEEA and the Gender Section look forward to contribute to their full success and stand ready to provide technical guidance and assistance.



Goran Svilanovic
Coordinator of OSCE Economic
and Environmental Activities



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A INTRODUCTION AND BACKGROUND

1. PURPOSE OF THE GUIDE

The purpose of this Guide is to present a comprehensive understanding of what gender mainstreaming means from an environment and sustainable development perspective and to provide guidance on **how gender mainstreaming can be put into practice**. It is primarily designed **for project managers** in OSCE field operations and Institutions who are not experts in gender issues. It

aims to enable the user to see how a gender perspective can be integrated into the development, management and monitoring of a standard environmental programme.

The guide is divided into **two parts**. The first part provides a checklist for the integration of a gender perspective into the different components of the **OSCE project cycle**, namely: project identification, development, implementation and monitoring and evaluation. The second part of the guide provides information on how gender issues are related to different **environmental thematic areas** including water, energy, land management, chemicals management, climate change, waste management and local environmental governance.

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The OSCE has long recognized the importance of gender, and the equal rights of women and men as an essential aspect to peace, sustainable democracy and economic development contributing to security and stability around the world.

In December 2004, the Ministerial Council endorsed the **OSCE Action Plan for the Promotion of Gender Equality** (MC. DEC/14/04) (Action Plan). The Action Plan emphasizes gender equality as a priority for the OSCE and its participating States. It describes how gender equality should be achieved by

gender equality is a priority for the OSCE and its participating States

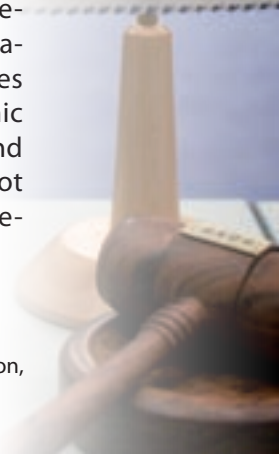
a threefold approach of (1) mainstreaming gender into the **organisational structures** and in the working environment, (2) mainstreaming gender into all **OSCE policies, programmes, projects** and activities

and (3) defining **priority areas** to promote equality between men and women.

The Action Plan underlines **gender mainstreaming** as the strategy to use to meet these requirements¹. Following the UN definition the OSCE defines gender mainstreaming as

“ the process of assessing the **implications for women and men of any planned action**, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women’s as well as men’s concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality. ”

¹ See official records of UN General Assembly, 52nd Session, Supplement 3 (A/52/3/Rev1), Chapter IV, Paragraph 4.



For OSCE staff working on environmental issues
this means to 'think gender' in all three areas described above:

gender-thinking ...

1. Gender mainstreaming in OSCE structures and in the working environment:

Mainstreaming gender into OSCE structures and the working environment is the responsibility mainly of senior management. According to the Action Plan this means:

- promoting a gender-sensitive management culture;
- ensuring that OSCE staff receive training and capacity-building to enable them to mainstream gender into their work;
- ensuring pro-active implementation of the OSCE policy against harassment and discrimination (Staff Instruction 21/2006);
- making efforts to achieve gender balance in recruitment.

2. Gender mainstreaming into OSCE activities, policies, programmes and projects:

As stipulated in the Action Plan the participating States, the Secretariat, Institutions and field operations shall ensure that a gender perspective is integrated into OSCE activities, programmes and projects using a cross-cutting approach which includes all three dimensions. For the economic and environmental dimension this means:

- ensuring that any initiative aims to support the creation of policies to promote economic and environmental security for both men and women;
- that all OSCE management and programming staff have responsibility for gender mainstreaming in their activities;
- making a gender analysis when developing

new projects and including a gender perspective into the whole project cycle management;

- ensuring that OSCE conferences and seminars take the gender aspect into account and, where appropriate, include related topics;
- carrying out gender-balanced reporting, and highlighting, as appropriate, meetings, seminars, special events, reports, case studies and developments related to the implementation of OSCE commitments on gender equality.

3. Priority areas for promoting gender equality:

To promote equal opportunities and women's rights the Action Plan defines six priority areas used as basis for the Secretariat, Institutions and field operations when developing projects and activities:

- Non discriminatory legal and policy frameworks;
- Preventing violence against women;
- Ensuring equal opportunity for the participation of women in political and public life;
- Encouraging women's participation in conflict prevention, crisis management and post conflict reconstruction;
- Promoting equal opportunity for women in the economic sphere;
- Building national mechanisms for the advancement of women.

Through the Action Plan, the OSCE participating States recognize also the principles on gender and environment as they are outlined in the international documents described in Chapter 3.



© Photo: OSCE/Eric Gourlain

3. BRIEF HISTORY OF GENDER AND ENVIRONMENT

The Third United Nations Women's Conference in Nairobi in 1985 was one of the first international forums that made explicit the linkages between sustainable development and women's involvement and empowerment as well as gender equality and equity. In the Nairobi Forward Looking Strategies, the environment was included as an area of concern for women.

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© UNFPA

In the run-up to the **United Nations Conference on Environment and Development (UNCED)**, held in 1992 in Rio de Janeiro, a number of advocacy activities were undertaken to reflect that women not only bear the highest costs of environmental problems, but as managers of primary resources, also have the **greatest potential for contributing to the solution** of the crisis.

The advocacy activities during the UNCED process resulted in a reasonably engendered **Agenda 21** –a road map for sustainable development for the 21st Century– that included more than 145 references to the specific roles and positions of women in environment and sustainable development as well as a separate **chapter 24** entitled 'Global action for women towards sustainable development'. This chapter acknowledges the need for a broad participation of women – as a major group – at all governmental levels and in all UN agencies related activities in sustainable development, as well as the need

for the integration of a **gender perspective on sustainable development planning and implementation**.

The **United Nations Fourth World Conference on Women** in Beijing in 1995 identified **environment as one of twelve critical areas for women**. Section K of the Beijing Platform for Action, on women and the environment, asserted that “women have an essential role to play in the development of sustainable and ecologically sound consumption and production patterns and approaches to natural resource management” (paragraph 246).

Five years later at the **Millennium Summit** in New York, world leaders promised in the Millennium Declaration “to promote

gender equality and the empowerment of women as effective

ways to combat poverty, hunger and disease and to stimulate development that is truly sustainable”. This vision was reflected in the **Millennium Development Goals (MDGs)**,

"Women have an essential role to play in the development of sustainable resource management"



"women's empowerment": here, teenagers work on the rehabilitation of the Caspian Sea region, Almaty, June 2008

including MDG 1 - eradicate extreme poverty, MDG 3 - promote gender equality and empower women, and MDG 7 - ensure environmental sustainability.

Principle 20 of the **Johannesburg Declaration** that was endorsed by the Heads of States and Governments at the outset of the World Summit on Sustainable Development (2002) reads: “We are committed to ensure that women’s empowerment and emancipation, and gender equality are integrated in all activities encompassed within Agenda 21, the Millennium Development Goals, and



the Johannesburg Plan of Implementation.” Among the 153 paragraphs of the Johannesburg Plan of Implementation **30 refer to gender aspects**.

These deal with: benefits of sustainable development to women; the elimination of violence and discrimination; access to health services; access to land and other resources; the enhancement of the role of women in resources management; education for all; participation of women; gender mainstreaming; and gender specific information and data. Major advocacy efforts resulted in a decision by the **Commission on Sustainable Development** at its 11th session in 2003 to **make gender a cross-cutting issue** in all its upcoming work up until 2015.

To see which international documents and instruments the OSCE refers to and what instruments and guidelines are available, see the OSCE toolbox for the promotion of gender equality².

² OSCE toolbox for the promotion of gender equality, available on: www.osce.org/documents/gen/2007/07/25942_en.pdf

RELATION BETWEEN GENDER & ENVIRONMENT . 4



Gender and environmental concerns come across in certain aspects of policy-making, particularly in participatory **decision-making and stakeholder involvement**, which are important both from the gender perspective but also from a broader environmental perspective. Gender equity is also essential in addressing major sustainable development challenges, namely **use and management of natural resources** and the prevention of environmental degradation and pollution.

Although at first glance, the relationship between human society and the physical environment seems to be gender-neutral, affecting both women and men in a similar way, upon closer examination one realizes that the relationship is not neutral. The differentiated socio-cultural construction of men and women's roles means that the linkages between people and **the physical environment impact differently on both sexes**.



© Photo: OSCE

As men and women have different roles in the family, community and work-force, they are likely to have **different personal attitudes, priorities and power over resources** when it comes to environmental protection. Men and women also interact differently with the environment, which provides them with different opportunities to protect it. All this requires that strategies for promoting environmental protection at the country, local and community level approach men and wo-

Promoting local products to reduce environmental threats in the small community: a traditional female role



Waste management problems in Naryn, Kyrgyzstan, March 2006

men differently.

For example, in most households women are responsible for water and waste management. However, due to their often restricted access to public positions and political participation, decisions about water and waste management systems in the community are often taken by men who not necessarily take into account the **views and needs of the female household managers**.

Consequently, the **goal of gender mainstreaming** for environmental protection is to promote equal opportunities for men and women as participants and beneficiaries

of environmental protection by considering their different positions and knowledge in regard to the environment. This includes producing and disseminating information about environmental protection **reaching out to both women and men**, and **recognizing their different roles and priorities** in relation to the environment.

In a broader context, the objectives of gender mainstreaming for sustainable development are to minimize the negative impacts of certain economic and social activities on the environment by raising awareness among men and women to promote gender-sensitive approaches and solutions for minimizing consumption of natural resources and to accelerate the use of environmentally sound and cost-effective technologies by men and women.

From an environment and security perspective, **environmental degradation is intensifying conflict** and competition over natural resources, aggravating social tensions, and in certain volatile situations, provoking or escalating violence and conflict. Women and men have different responsibilities and experiences which affect their knowledge and use of natural resources differently. The-

refore, **participation and knowledge of both women and men in conflict-preventive initiatives is necessary** and should be encouraged.

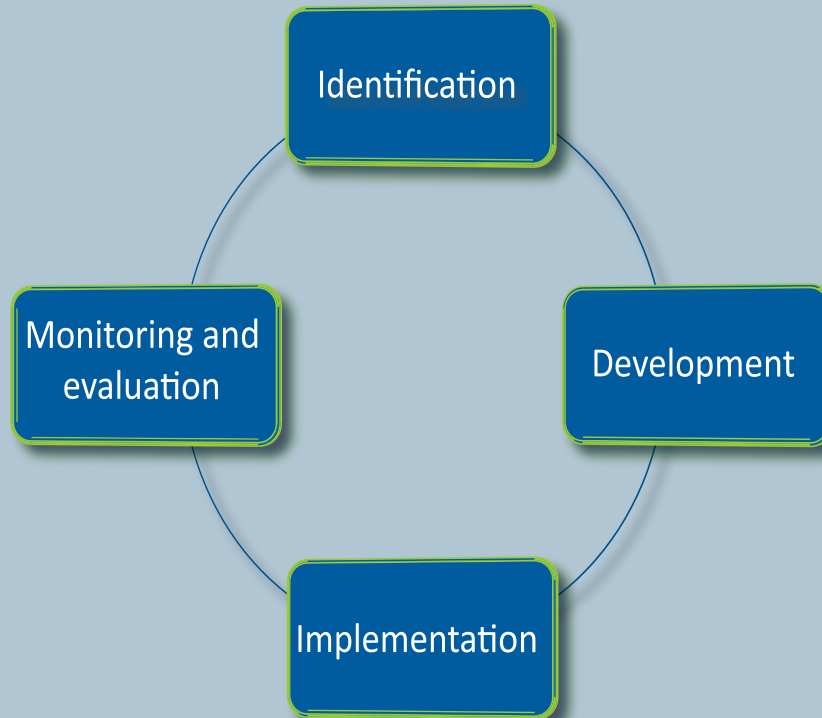
The security of human beings is also threatened by the extent to which environmental and hazardous changes are affecting livelihoods, health and the fulfilment of **basic needs of women and men**. For example, women and men need to be alerted to the threats that environmental degradation pose to food security. When, for example, climate change threatens the security of livelihood in which women are often more involved than men, women in particular need to be informed about alternative methods of cooking, farming, heating and waste disposal.


Women need to be informed about alternative methods of householding



GENDER MAINSTREAMING IN THE OSCE PROJECT CYCLE

The project cycle is structured in four main parts. It assists the OSCE project managers in identifying, developing, implementing and monitoring and evaluating projects.





This section of the guide aims to provide the user with a sample of issues that should be considered in each stage of the project cycle in order to facilitate gender mainstreaming.

When mainstreaming a gender perspective, four main questions which could be asked at any stage of the project cycle should be kept in mind:

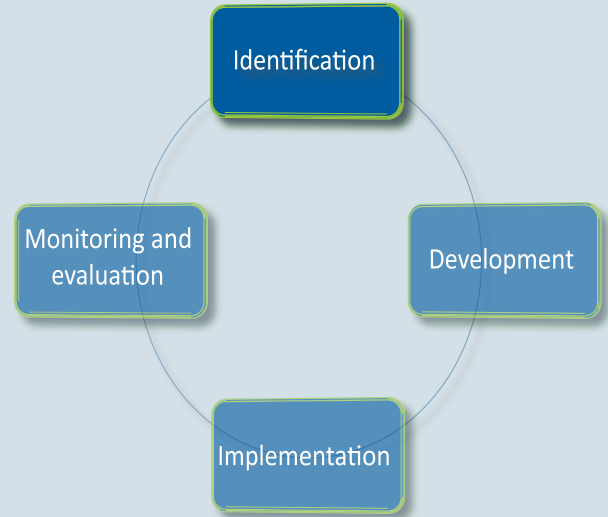
- Who **is doing what**?
- Who **has access** to which resources?
- Who **has control** over which resources?
 - Who **needs what**?

Furthermore, on the stakeholder level who is gaining what and who is losing what through the project intervention should be analysed.

1. PROJECT IDENTIFICATION

It includes:

- A project vision
- A situation analysis and needs assessment
- A participation analysis



The polluted Ibar river, Central Serbia, July 2007



project vision

Developing a project vision:

Projects need a purpose. The term project vision is used to mean the preliminary ideas about what a project could resolve or change. In deciding what you intend to do, it is necessary to gain understanding of the specific culture and value system of the host country, and in particular the different roles of women and men. Projects may fail simply because cultural differences and gender roles were wrongly assessed or ignored. To give you a better understanding of the gender context in which your project will be carried out, it is necessary to conduct an analysis of the situation.



© Photo: Environmental Movement Ibar

situation analysis

Conducting a situation analysis and needs assessment:

A situation analysis allows you to understand how women and men are affected by different political, social, cultural, historical and legal factors in relation to environmental issues and what their (different) needs might be. Meeting these specific needs in project interventions avoids discrimination of the sexes.

A situation analysis can be conducted in various ways such as through desk research, opinion polls, meetings with stakeholders, focus group interviews, and participatory workshops. Ideally views and ideas developed based on desk research and stakeholder meetings are to be validated through various workshops with stakeholders and beneficiaries ensuring equal participation of men and women and using techniques that allow both sexes to speak freely.



Possible areas to analyse and questions to be asked to identify gender related issues relevant to environmental projects³:

- **Analysis of the policy framework:** National obligations and commitments to gender equality such as the Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW), the Beijing Platform of Action and the national institutional structures for women's issues; national commitments to sustainable development and how these overlap with gender commitments.

³ Adapted from *OSCE (2006) Filling the Gaps. Gender in the Analysis, Policy and Strategy Development of the Conflict Prevention Center and Gender Section of the Office of the Secretary General*, Vienna, p.18.

- **Analysis of the institutional structure:** What is the proportion of men and women in environment- related decision-making positions in central and local government? (e.g. Ministers, Directors of Institutes, Heads of Department, Academia)?
- **Sectoral analysis:** What are the roles of women and men in the different sectors such as forestry, water, agriculture, and fishery?
- **Analysis of the existing national policies,** programmes, investments and donor initiatives in the environmental area/sector. Do they extend benefits and opportunities equitably to women and men?
- **Analysis of the legal and regulatory framework:** laws regarding ownership, access to and use of natural resources. What is the legal situation and how are the laws implemented? (E.g. If women inherit land can they keep it or are they expected to give it to male family members?)

- **Analysis of budgetary allocations** in the environment field: Have there been any attempts to analyse these budgets from a gender perspective? How does the budget allocation impact on men and women?
- **Analysis of environment and health indicators:** What environment and health indicators are gendered? (E.g. Do rates for child mortality, still birth and fertility vary?) How are women and men differentially impacted by pollution or environmental degradation?
- **Analysis of gender stereotypes and cultural norms.** What are the ways in which gender roles (such as not being seen to speak up in public) are enforced? How might this affect different groups' ability to participate in project interventions?
- **What are the roles of women and men regarding energy and natural resources** (who collects, who transports, who manages, who sells the products?)? How

much time is spent on these activities and what is the relative income of women and men?

- **Analysis of media and public perception:** What is the level of coverage of environment and gender topics in the media? How are these topics covered? Do women and men have equal access to information? If not, why?
- **Analysis of non-governmental sector:** Are there any organisations working on gender and environmental issues? What is their expertise?
- **Analysis of participation levels:** Do men and women have equal access to public participation? What might hinder/contribute to their participation?
- What other forms of discrimination intersect with gender (on the basis of race/ethnicity, religion, age or class)?

participation analysis

Conducting a participation analysis:

To help ensure that both women's and men's experiences and knowledge are taken into consideration among stakeholders, gender issues should be identified in consultations when involving stakeholders/actors who are likely to have an interest in, be involved in, or be affected by the project.

Asking the following questions would assist in the identification:

- Have **sufficient time and resources** been allocated to consultations on gender issues with stakeholders?
- Have government **institutions responsible for gender equality** been involved and consulted?
- Have efforts been made to ensure **women's participation** at all levels (governmental, professional and grass-roots)?
- Was the consultation process organized so as to maximize **input from women and gender equality advocates**?
- Are consultation processes addressing all relevant elements of the intervention? What are the **women's and men's preferences for the location** of the intervention, if relevant?



Children helping to clean their school yard in Podgorica, Montenegro

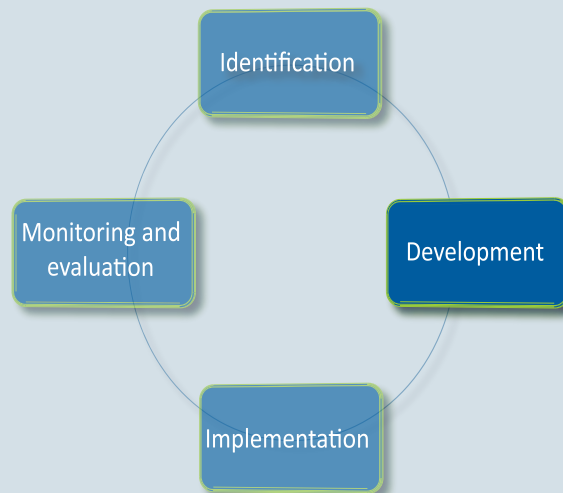


**A village
in Khujand, Tajikistan:**
Khujand is a region contaminated
by radioactive waste.

2. Project Development

To be defined:

- Project objectives
- Project results
- Project activities
- Management arrangements
- Capacity assessments for potential partners



The project proposal is to be developed based on the outcome of the gender-sensitive situation analysis, thus ensuring:

- gender-sensitive project objectives, results and activities,
- gender-sensitive project partner assessment,
- gender-sensitive management arrangements,
- gender-sensitive indicators for monitoring, and
- gender-sensitive resource allocation.

Asking some of the following questions would help you to ensure gender-sensitive project objectives, results and activities:

- Is it necessary and/or appropriate to have specific project objectives relating to gender?
- Are gender issues clearly set out in the logical framework analysis?
- Is it possible to have disaggregated indicators for women and men?
- What specific activities are required to ensure attention to gender issues?
- What type of expertise is required to ensure full implementation of the gender elements in the project design?
- Does the risk analysis take into consideration factors that may influence the women's or men's ability to participate in the project activities (such as lack of time, missing transport, discriminatory approaches, etc) and propose measures to overcome these risks?

- Has any other alternative project strategy been considered? In assessing different project strategies, has there been consideration of the possible benefits of strategies that better promote women's participation and involvement? Is specific care taken to ensure that women benefit from the project as much as men?

Different stakeholders discussing the implementation of public hearings, in Atyrau, Kazakhstan



management

Asking some of the following questions would help you to ensure **gender-sensitive management arrangements**:

- Are the project **personnel familiar with gender issues** in general and more specifically as they are related to the project activities?
- Is gender equality a defined **priority** of the project team?
- Is **training** needed for project personnel on gender issues?
- What is the **composition of the project personnel** (male/female)?
- Have women been given a **chance to participate** in technical field and decision-making positions?

Asking some of the following questions would help you to ensure **gender-sensitive potential partners**:

- How is the capacity of partner institutions developed to **work with a gender perspective** and to promote women's

participation at all levels ?

- Is specific **training on gender and environment issues required** among potential partners?
- Does the implementing partner have a **commitment to gender equality** and to achieving positive outcomes for women through the project?
- Is there sufficient capacity within the implementing partner in terms of **skills and access to information** on gender?
- Has an **awareness of the gender dimensions** of the intervention and their importance been communicated to all partners and institutions involved?
- Are the **responsibilities and expectations** concerning the gender aspects in the project clearly spelled out in project documents, agreements or contracts?
- Is it necessary to **research specific issues** or bring in **particular stakeholders** ensuring a gender-sensitive project proposal?

To ensure **gender-sensitive indicators for monitoring and evaluation** it would help to ask the following questions:

- Are there **specific indicators** identified to monitor results relating to gender equality?
- In projects involving community-based initiatives, have **both women and men participated** in the development of indicators?
- Are there indicators to track progress towards meeting **specific objectives relating to women's participation**?
- To ensure gender sensitive resource allocation, it would help to ask if there is a **budget for gender-related** analysis and activities?

indicators



3. PROJECT IMPLEMENTATION

It includes:

- **Mobilizing** inputs (personnel, goods and services) to initiate activities
- **Monitoring** and reporting on project activities and progress
- **Ensuring meaningful participation** of relevant stakeholders



While keeping an eye on the way your project develops and on the way the resources allocated are used in a gender sensitive-manner, it would be helpful to ask some of the following questions:

- Is gender balance ensured in all project activities? (unless the project is focusing for specific reasons on only men or women)
- Are the linkages between gender and the different environmental issues a topic on the agenda of meetings, workshops, conferences, seminars etc.?
- Are reports, briefs and speeches written in gender-sensitive language?
- Do reports, briefs and speeches touch upon the gender implications of the project?
- Does the project have implications for women's and men's unpaid workload and are strategies developed on how to deal with them?
- Have appropriate communication strategies also been put in place to ensure that all groups have adequate information about the project? Do communication strategies address the linkages between gender and environment?



- Have potential problems in addressing gender issues been identified?
- Are there enough resources for gender-specific monitoring and assessment during the project?
- Are beneficiaries regularly asked to provide feedback on any cultural and gender implications the project might have?
- Have new women's networks or organizations been established or have they changed their profile?
- Are the monitored and collected data disaggregated by sex?

stakeholders

To ensure meaningful participation of relevant stakeholders with regard to gender issues, some of the following questions could be asked:

- Are the government institutions responsible for gender equality involved in project's implementation?
- Are stakeholders with gender expertise involved in the project activities?
- Do stakeholders have an interest in integrating a gender perspective into the project? What is their motivation for promoting or opposing gender equality?
- Is there a hidden agenda in relation to gender equality, for example due to political interests?
- Is specialized training on gender mainstreaming needed?

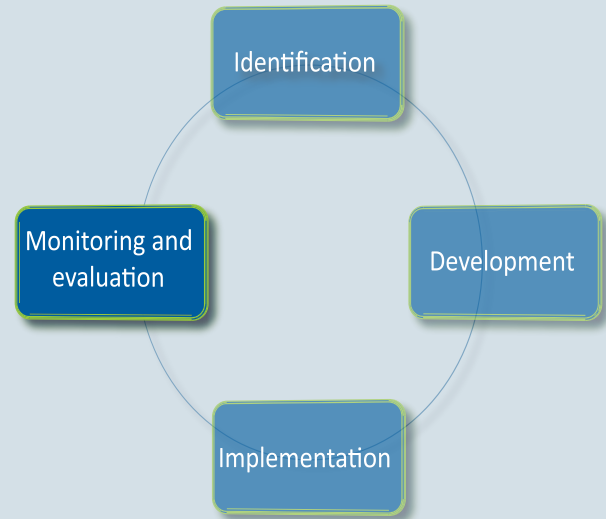


Children at the international ecological summer camp organized by the OSCE Centre in Dushanbe, in Tajikistan.

4. PROJECT EVALUATION

It includes:

- Assessment of development, implementation and results in the light of future perspectives
- Comparison of the design of the project, its expected results, actual developments and experienced pitfalls
- Impact assessment
- Identification of lessons learned



The Nurek hydro-electric power station on the Vakhsh river, Tajikistan, February 2008

During a project evaluation you should assess carefully the degree to which the project has produced the intended results with regard to gender issues.

Asking some of the following questions would help you to assess actual results and experienced pitfalls in development and implementation:

- Has the project had a positive influence on the environment and community including both women and men?
- Has the project been able to produce the intended impact on gender issues? If not, why?



- Has the project been able to establish partnership and co-operation with women's groups involved in environmental issues?
- Was gender balance ensured among project staff and in project activities?
- Has there been any change in legislation, government policies or commitments on gender equality as they relate to the project's area of focus?

If the evaluation successfully incorporates a gender perspective, some of the following criteria should be present in the evaluation report:

- Clear identification of gender issues;
- Project results with respect to differences in needs and priorities of women and men;
- Input of both women and men and analysis of differences and similarities;
- Findings/recommendations disaggregated by sex;
- Identification of lessons learned relating to working with a gender perspective in the technical field so that they could be disseminated throughout the organization.



GENDER MAINSTREAMING IN OSCE ENVIRONMENTAL PROJECTS

1. GENDER AND WATER

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Lack of access to water and sanitation facilities has an impact on the exercise of basic rights.

For example, in the CIS region, one of the main obstacles to school attendance by adolescent girls is the absence of separate sanitation facilities.⁴

⁴ The GAP Report, available on www.ungei.org/gap/report.php

Women and men have different and changing gender roles in water resources management.

They derive different benefits from the availability, use and management of water. Women are often the primary users of water in domestic consumption, subsistence agriculture, health and sanitation. Women in many cases also take the primary role in educating children and in child and family health, including sanitation.



The goals of gender mainstreaming for water resources management are:

- to ensure that women and men have equal representation in decision-making with regards to the use of water resources and sanitation at all levels;
- to ensure that women and men have equal representation in decision-making with regards to policy and policy instruments aiming at improving water management at all levels; and
- to ensure that all policies and policy measures take into consideration the gender impact of water scarcity and pollution.

Policy level initiatives require an analysis of the following questions:

- What are the existing national policies on water and sanitation? Who currently sets priorities and what are the criteria? And how gender-sensitive are these policies?
- How many women and men are there at high-level decision-making in the area of water and sanitation? Are NGOs working on gender, health and environmental issues participating?
- What water projects are on-going? What is their impact on gender roles?
- What are the legal and regulatory frameworks regarding ownership, access to and use of land and water resources? These could include inheritance laws, by-laws, laws on water user groups, water fees and cross subsidy mechanisms. What are the contractual arrangements with service providers? Are there any gender issues to review in these areas?
- Do cultural norms have an impact on women's use of water or their ability to participate in water-related policy initiatives?

Two women cleaning a carpet. But is the water clean?

institutional

Institutional level initiatives require an analysis of the following questions:

- What is the number of women and men in water and sanitation agencies and other partner organizations?
- What training and skills are available on gender in water and sanitation in agencies?
- What women's organizations and groups work on gender issues? What programmes do such groups operate in the area where the project is implemented?

household

Household level initiatives require an analysis of the following questions:

- What are the roles and responsibilities of women and men in domestic and productive water use (collection, transport, storing and managing of water)? Who has control over resources including land, access to credit and water rights? What inequalities and exclusions are evident within the target beneficiaries?
- What access do women and men (rural

and urban) have to drinking water and sanitation?

- What is the level of awareness of women and men on the links between water use practices and their associated problems and implications for human health and livelihood?
- What are the attitudes and practices of men and women in personal hygiene?
- Are there differences between women and men in willingness and capacity to pay for water services?
- What is the water consumption of women and men (urban and rural)?



Participants in a workshop on irrigation and water use efficiency, Turkmenabat, Turkmenistan

2. GENDER AND ENERGY

Women and men have different energy needs due to their differing household roles, responses to crises and coping mechanisms. A gender-sensitive energy policy aims at offering energy technologies and services that match those needs. Such a policy involves more than the creation of a gender-sensitive set of energy-related goals.

Gender mainstreaming should take place at the actual policy formulation and implementation stages. Increased participation of women in the energy sector and improvement of their status can help to incorporate gender as an integral part of energy policies and practices.

Availability and use of disaggregated data by sex would also facilitate the energy policy process in defining the issues, examining policy alternatives, making policy choices, implementing policies and evaluating results.

The feminization of poverty in transition countries has been further aggravated by male labour migration and forced resettlement. With the prices of electricity and fuel constantly rising, women will suffer more than men from a deepening of “fuel (or energy) poverty”.

According to some estimates, people living on welfare benefits in Armenia, Georgia, Moldova, and Uzbekistan spent 30-61 percent of their budgets on utilities in 2003. In Moldova, the proportion among pensioners, a social group with high proportion of women, was more than 37 percent.⁵

⁵ UNDP, *Gender Mainstreaming in Practice: A Toolkit*.

Like any sectoral policy, energy policy has a multidimensional character; it contains political, economic, environmental and social elements, each of which has a gender dimension.

The **political aspect** of energy policy relates to the way in which the production, transportation and distribution of energy products and services are organized and secure access to energy is ensured. Various interests related to gender differences can be reconciled through political.

The **economic aspects** of energy policy include the allocation of financial and other resources available for investment and development of energy resources. Financial provisions are needed to promote the implementation of gender-mainstreaming and pricing mechanisms and financial instruments need to be analysed for differential impacts on women and men.

Energy policy has a **social aspect**. Improved access to energy services can reduce inequalities between women and men, rich and poor and other population groups. Energy services can also contribute to women's empowerment.

The **environmental sustainability** of energy policies needs to recognize that in many cases women and men are affected differently by health problems related to energy use and production. Energy policy can offer distinctive solutions based on women's and men's differing roles and experience.

The **goals** of gender mainstreaming for energy projects are:

- To ensure that women and men have equal representation in decision-making with regards to policy and policy instruments aiming at changing the established patterns of energy production and consumption.
- To ensure that corrective measures intended to mitigate negative effects of energy production and consumption take into consideration their gender impact in order to avoid undermining the opportunities to improve the lives of targeted women and men population.
- To identify new possibilities of improving income and employment for both women and men that could be brought about by new sources of energy and/or new energy efficient methods and technologies.
- To ensure that men and women have equal opportunity for learning and information acquisition regarding the links between energy production and consumption, environmental degradation and feasible solutions of existing problems.

Issues and **key questions** that could be addressed in energy projects are the following:

- What is the number of women and men as top level decision-makers in the area of energy?
- How aware are women and men of the links between environmental degradation and energy production and consumption? Of ways and means to improve energy efficiency? Of new technologies and home appliances that could improve energy efficiency both at the work place and home?
- How accessible and affordable is clean energy to women and men?
- What are the energy consumption levels of women and men?
- Do men and women participate equally in decision-making in energy management? Are NGOs working on gender, health and environmental issues participating?

GENDER AND LAND MANAGEMENT . 3

Land degradation leads to a significant reduction in the productive capacity of land. Human activities contributing to land degradation include unsustainable agricultural land use, poor soil and water management practices, deforestation, removal of natural vegetation, frequent use of heavy machinery, overgrazing, improper crop rotation and poor irrigation practices. Natural disasters, including drought, floods and landslides also contribute to land degradation.

Some of the **main constraints to engaging women** in sustainable land management are insecurity of tenure, lack of value assigned to labour and subsistence farming, lack of access to credit, and lack of opportunities to gain and share technical knowledge on sustainable land management practices.

In Albania, for example, upwards of 57 percent of women are employed in the agricultural sector. However, women are less likely to inherit land as they normally relinquish their property rights to their brothers upon marriage.⁶

⁶ UNDP, *Gender Mainstreaming in Practice: A Toolkit* & OSCE GAPS, *Annex Albania*

The **goals** of gender mainstreaming for land management initiatives are:

- To ensure that policy making processes on land management are gender-sensitive and are supported with sex disaggregated data on access to secure land tenure and credit and **relationship of women and men to practices and activities that lead to land degradation**.
- To ensure that women and men have equal representation in decision-making with regard to policy and policy instruments aiming at sustainable management of land and land resources.

Possible **entry points** are:

- Aim for gender-balanced division of labour in sustainable land management;
- Ensure balanced empowerment of men and women in decision-making processes;
- Transform conflicts over resources into potential gains in land use involving both women and men;
- Strengthen and combine existing knowledge systems and communication

networks of women.

Issues and key questions that could be addressed in land management projects are the following:

- What is the access to land and land titles for both men and women?
- What kind of land has traditionally been controlled by women?
- Do practices of men and women differ in relation to land degradation? Do their knowledge and awareness differ?
- Do men and women have access to credit?
- Do men and women participate equally in decision-making around management of land and land resources? Are NGOs working on gender, health and environmental issues participating?
- Do men and women have access to traditional and contemporary knowledge and information on sustainable land management practices and technologies?

GENDER AND CHEMICALS MANAGEMENT . 4

Efforts to ensure sound management of chemicals within the context of sustainable development have **important gender dimensions**. In daily life, women, men and children are exposed to different kinds of chemicals in varying concentrations. The level of exposure to toxic chemicals as well as the resulting impact on human health are determined by social as well as biological factors.

Social factors, primarily gender-determined occupational roles and household responsibilities have a direct impact on human exposure to toxic chemicals, including the kinds of chemicals encountered as well as the level and frequency of such exposures.

The **biological factors**, notably size and physiological differences between women and men and between adults and children, also influence susceptibility to health damage from exposure to toxic chemicals.

The **goals** of gender mainstreaming in chemicals management are:

- To raise awareness of linkages between chemical exposure, the effects on human health and the environment and gender differences in risks and impact.
- To promote a participatory approach to ensure the participation of women and vulnerable populations in policy-development and decision-making processes.

Issues and **key questions** on disaggregated data and information on chemicals:

- Do current development plans and priorities for chemicals management address social, health, and environmental implications for the most vulnerable population?
- With regard to assessment of hazards and risks associated with chemicals, are the different health implications for women, men and children taken into consideration?
- Are national/local social factors that influence human exposure to chemicals identified?

- Have the health effects of chemical exposure been linked to biological differences between women, men and children?
- Are the different social and economic implications of chemical pollution for women and men recognized?
- Do awareness-raising activities target all stakeholders, their requirements, and their challenges? Is the timing of activities conducive to participation by all stakeholders?
- Are NGOs working on gender, health and environmental issues participating?



GENDER AND CLIMATE CHANGE . 5

Gender is a significant aspect to be taken into account both when considering actions to adopt and to mitigate climate change. Climate change impact is not only physical and economic but also social and cultural. Because of gender differences in social and economic roles and responsibilities, the effects of climate change affect women and men in varied ways, often affecting women more severely.

Women tend to be affected differently, and more harshly, by climate change because of their social roles and more impoverished status. In many countries, women are among the most vulnerable owing to reduced ability to access finance, technology and information needed to adapt to climate change. Increased costs of energy, transportation, health-care and food caused by the disrupting effects of climate change disproportionately affect women negatively by increasing their poverty and insecurity.

The communities in Central Asia affected by the desiccation of the Aral Sea have endured enormous losses in terms of health and livelihoods; but while many men have been able to migrate in search for other income opportunities, women left behind to take care of the household have had to cope with the increasing impact of the dying sea.⁷

Climate change can adversely affect crop yields and thus the **livelihoods and food security of rural women**, who are largely responsible for food production as well as family nutrition. Supplying **water and fuel for families**, which is typically the responsibility of women, becomes more difficult as environmental changes negatively affect clean water supply, existing infrastructure and urban and rural settlements. Coping with the damage of extreme weather events linked to climate change may also fall more on women who hold together families and households. **Gender differentials in the access to land and land titles** also have significant implications.

On the other hand, women are able to contribute significantly to **mitigation of and adaptation to climate change** through their **central role** in food production and involvement in agriculture and biomass energy. Furthermore their **experience and knowledge** make them one of the key stakeholders in mitigating climate change.

⁷ UNDP, *Gender Mainstreaming in Practice: A Toolkit*

The **goals** of gender mainstreaming in climate change are:

- To ensure that women and men participate equally in decision-making with regards to policy and policy instruments aiming to improve the adaptation capacities of communities.
- To ensure that women and men participate equally in decision-making with regards to policy and policy instruments aiming to mitigate the risk of drastic climate change and destruction of ecosystems at all levels.
- To ensure that all policies and policy measures take into consideration the gender impact of climate change.

Issues and **key questions** that could be addressed are the following:

- Are there any different patterns in the use of resources among men and women?
- In which way does climate change affect men and women? What are the different

levels of vulnerability of men and women to climate change?

- What are the roles of men and women in mitigation and adaptation? With what results?
- Do men and women participate equally in decision-making related to climate change? Are NGOs working on gender, health and environmental issues participating?
- What is the capacity of women to cope with climate change?



6. GENDER AND WASTE MANAGEMENT

Management of household waste is more the responsibility of women than of men. Therefore training and awareness-raising activities related to domestic waste management need to have a special focus on women.

The removal of waste is often the unpaid work of women, but as soon as it is slightly mechanised, for example by the use of carts or delivery tricycles and at the same time paid for, men take over this work.

Interventions in waste management including sorting, recycling and reuse of waste products, and can often create paid employment. It is important that women as well as men are given the choice to be involved.

Waste is often chemically and biologically contaminated. When women and men are trained to manage the waste, it is important that awareness of health hazards is included in the awareness-raising activities and

training curriculum.

Men and women may differ in their attitudes towards public health and community cleanliness and have markedly different preferences for how to address public health and environmental problems. These differences, at the most local level, affect the type of services women and men would like to see developed in their communities, how much they are willing to pay for these services and who is responsible for finding the money to pay from within his/her part of the family budget. Such differences may also carry through to preferences for policies, technologies or approaches, which affect decisions made by women and men leaders, entrepreneurs, managers and public authorities at various levels.

A gender-sensitive approach in waste management can increase effectiveness, avoid costly mistakes and ensure equitable access to livelihoods, resources or benefits that the project makes available.

Main issues and entry points for gender mainstreaming in urban waste management are:

- Integrating a gender perspective in assessment studies, planning, implementation and monitoring of waste management projects. This should include a gender-specific analysis of how available waste and resources are valued and used.
- Consultations prior to the introduction of new policies, procedures and technologies and equal representation of women and men in these consultations.
- Creation of equal opportunities for men and women to benefit from the awareness-raising and training initiatives for waste management.



Issues and key questions that could be addressed are the following:

- What are the roles of men and women in the management of waste? Who is in charge of waste management at home? Are both men and women involved in commercial waste management? Are they benefiting equally economically?
- What is the level of awareness of men and women of the risks and possible benefits of waste management?
- What is the impact of chemical or biological waste on men and women?
- Do men and women participate equally in decision-making on waste management and public health related issues?

7. GENDER AND LOCAL ENVIRONMENTAL GOVERNANCE

The scope of governance goes beyond technical or even political decision-making processes on the delivery of basic services such as health, water supply or education. It extends to civil society empowerment, processes of collective action, collective bargaining and social expression.

Good governance requires a bottom-up process of participation in decision making. It becomes meaningful as a system operating on democratic principles, with values and practices that stress people's empowerment and participation, gender equality, legitimacy, transparency, accountability and effectiveness. Civil society is an important actor in this process.

With reference to gender there are **four criteria** which form the basis of good and gender-sensitive governance:

Participation:

equal participation in governance institutions and processes, freedom of association and space for an active women's movement.

Transparency:

transparency and gender equity in the allocation of resources.

Legitimacy:

legislation on gender equality and the promotion and protection of women's rights.

Effectiveness:

gender-sensitive policies and institutional structures.

The **goals** of gender-sensitive local environmental governance are:

- To increase women's participation in environmental politics, not only in formal political structures but also in other forms of civic engagement in environmental politics.
- To strengthen environmental and gender-awareness and capacities among both women and men politicians and civil servants.
- To services that address the specific needs and interests of women and men in the community, which require gender-sensitive environmental planning and allocation of resources.
- To create awareness of women's right to a clean and healthy environment.

Women's **political participation at the local level:**

- What factors influence women's access to participation in formal political institutions at the local level?
- How representative are the identities of officials elected at the local level, in terms of sex, class, caste, age, religion, ethnicity, education level, etc.?

- How does women's presence in local government affect environmental policy outcomes? How does women's presence in local government affect resource allocation for environmental purposes?
- What training, information, experience and support do gender advocates (both women and men) in local government need in order to be more effective in pursuing gender interests in local government and local environmental governance? Do elected officials and bureaucrats in local government have access to the information they need to pursue environmental as well as gender-responsive policy and programming?
- What kinds of positive experiences exist at the local level that we can learn from? Are there positive examples of strategies and tools used by women in local government to gain access to the resources they need to participate effectively?



“Engendering” civil society participation at the local level:

- Are there means and mechanisms for (to encourage/to ensure?) participation of local stakeholders (citizens’ assemblies, participatory planning processes, local health, environment or education committees, etc.)? How do women and women’s organizations in civil society gain access to these arenas?
- Are there quotas or other mechanisms in place to facilitate women’s access to participatory mechanisms and processes? What is the impact of these mechanisms in terms of ensuring equal participation for women and gender-responsive policies and services locally?
- What is the nature of the civil society “organizational landscape” as it relates to women and gender issues? Are there local women’s groups or gender advocacy organizations? Who belongs to them? What are their agendas and interests in relation to local government and local authorities as well as environmental challenges?



- Are women active and are gender interests represented in influential local civil society organizations such as NGOs, religious organizations, community groups, etc.?

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The purpose of this Guide is to help understand what gender mainstreaming means from an environment and sustainable development perspective and to provide guidance on **how gender mainstreaming can be put into practice.**

It is primarily designed **for project managers** in OSCE field operations and Institutions who are not experts in gender issues. It aims to enable the user to see how a gender perspective can be integrated into the development, management and monitoring of a standard environmental programme.