# Guidance:
Gender Mainstreaming in Environmental Policy

**Training on the Integration of Gender Aspects
into Environmental Policies of Local Governments**

Gender disparities in Serbia – facts and data

▸ Men are overrepresented in policy-making and decision making positions, in particular in most sectors relevant for environmental policy.

▸ The share of women among members in local assemblies is some 31 %, among presidents of municipalities and mayors it is 6.6 % (2017).

▸ Traditional gender roles and norms are still strong, limiting women's participation and men's role in childcare.

▸ The average gender pay gap is 8.7 %, and even higher in the private sector.

▸ Women own only some 23 % of all land plots and some 25 % of buildings.

▸ There is a high level of gender-specific labour-market segregation: men are overrepresented in many sectors such as heavy industry, construction, and information technology, while women are overrepresented in social services, trade, and production sectors for cheap goods.

Average time spent on activities, population aged 15 years and over, 2015 (hours)
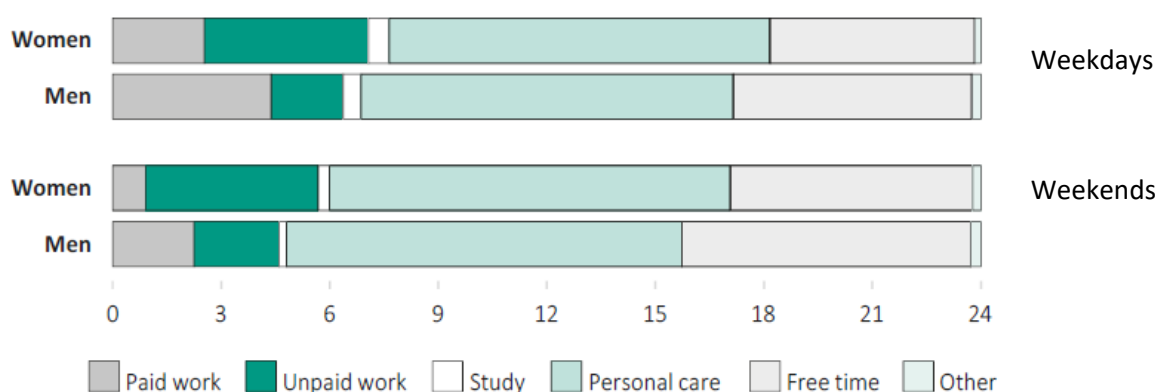
▸ In most households, women are primarily in charge of family care work and household chores such as cooking, cleaning and laundry. On average, women spend over two hours more than men on unpaid labour

▸ Small purchasing decisions at household levels are mainly taken by women, while decisions on larger investments are often taken by men.
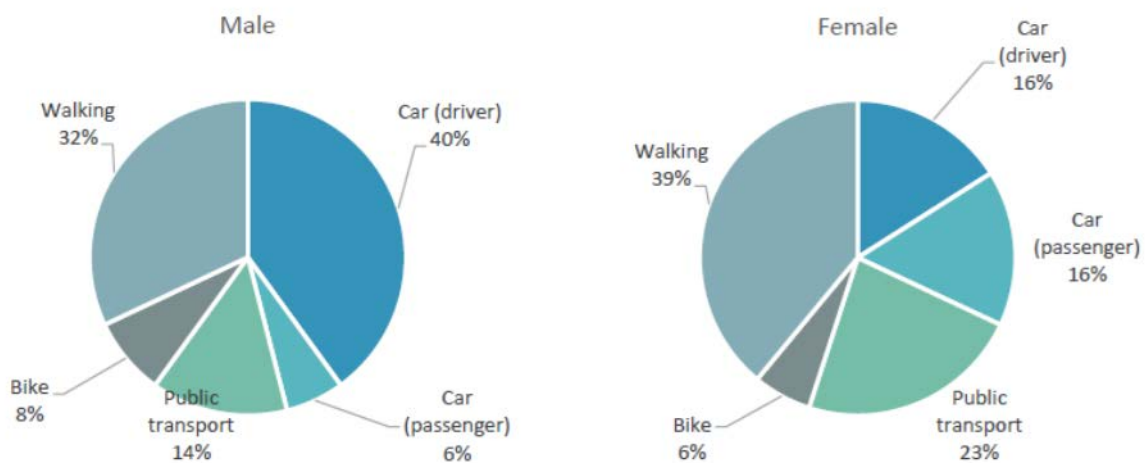
Sources:

USAID: Final Gender Analysis Report. 2020. https://pdf.usaid.gov/pdf_docs/PA00WNPZ.pdf

Statistical Office of the Republic of Serbia: Time Use in the Republic of Serbia, 2010 and 2015. 2016. http://publikacije.stat.gov.rs/G2016/PdfE/G20166006.pdf

Gender aspects in transport and urban planning

▸ Travel purposes, travel patterns and travel modes differ by gender.

▸ As for local travel, women travel primarily for family care purposes (managing everyday life, shopping, escorting children and elderly). If they commute to work, trips are usually short.

▸ Therefore, women have more complex trip patterns and need to combine different transport means during a single trip more often than men (e.g. 20 % of women and 14 % of men on weekdays).

▸ Men travel primarily for going to work and leisure, and their commuting distances, on average, are longer.

▸ 71 % of men and only 35 % of women own a driving license.

▸ Men drive motorised vehicles more often than women, e.g. men use a car on 40 % of their trips, while women use a car only on 16 % of their trips. In particular, men commute much more often than women with a car or motorbike, while women mainly walk to work or go by public transport.

▸ Women more often ride in the car as passengers than men. They use public transport and taxi more frequently than men.

▸ Men ride bicycles more frequently than women.

Source:

Gender Equality in Transport in Serbia (GETS) project: Gender Equality in Transport in Serbia, Coordination Body for Gender Equality Ministry of Construction, Transport and Infrastructure, 2019, https://www.rodnaravnopravnost.gov.rs/sites/default/files/2020-02/GETS%20MS2%20izve%C5%A1taj%20FINAL%2011.02.2020..pdf

Gender aspects in household energy

▸ As women are often in charge of family care, thus, they also deal with household energy, in particular cooking and electric household devices, while men tend to use more electronic equipment.

▸ Men tend to be more interested in installations such as heating systems or small-scale renewables, yet, decision-making at household levels is complex, and women tend to reject installations that might increase their work burden.

▸ Women tend to be more concerned about health aspects, for example of insulation materials.

▸ Due to their care duties and lower employment rates, women spend more time at home. This influences their energy consumption for heating and their exposure to in-door pollution.

▸ Women's comfort temperature is higher than men's, with consequences for energy consumption for heating and for cooling. In particular for cooling, temperature levels often do not accommodate women's comfort temperature.

▸ Women, in particular single mothers and elderly women, as well as marginalised groups are most affected by energy poverty.

▸ Women are underrepresented in the energy sector, yet to a lesser degree in the renewable energy sector than in the traditional energy sector.

Sources:

International data

Gender aspects in waste management

▸ Women find waste prevention more important than men and believe that consumers have a role to play to avoid waste.

▸ Women are more willing to change their behaviour in order to reduce and separate waste, avoid food and packaging waste than men.

▸ Women, more than men, support a ban of plastic bags.

▸ Unpaid work on household waste at home is mostly done by women, while paid work on waste is mainly done by men, particularly in operative and senior decision making positions.

▸ Among employees in the waste sector, women's priorities are related to behavioural change, awareness raising and waste prevention, while men's priorities are related to improving operations, such as optimising waste collection and recycling, and reducing landfill.

Sources:

UN Women Serbia Powerpoint Presentation on Gender and Waste Data in Serbia

International data

Gender aspects in disaster risk reduction

▸ The most vulnerable groups are female single households, single mothers, elderly, people with disabilities and other wise marginalised people such as Roma.

▸ Women and marginalised groups are less informed about natural disasters and how to cope with them, and are less involved in decision-making processes.

▸ Emergency alerts often do not reach women and marginalised groups.

▸ There are gender differences in the perception, preparation for, and response to natural disasters, with women being less confident, but probably more realistic about their preparedness than men.

▸ Before and during disasters, women are more concerned and involved in household and family related care, saving and organising essential items and supplies, and dealing with financial matters.

▸ Men, in contrast, tend to overestimate their preparedness. They are more involved community-level activities.

▸ In particular after disasters, gender stereotypes are often reinforced, and gender-based violence tends to increase.

Sources:

Gender Analysis of the Impact of the 2014 Floods in Serbia, Višnja Baćanović. 2015.
https://www.osce.org/serbia/135021

The Role of Gender in Preparedness and Response, Behaviors towards Flood Risk in SerbiaVladimir M. Cvetković, Giulia Roder, Adem Öcal , Paolo Tarolli and Slavoljub Dragićević. 2018.
https://www.preventionweb.net/files/62498_62498ijerph15027611.pdf

Approaches to Gender Mainstreaming

"Gender mainstreaming has been embraced internationally as a strategy towards realising gender equality. It involves the integration of a gender perspective into the preparation, design, implementation, monitoring and evaluation of policies, regulatory measures and spending programmes, with a view to promoting equality between women and men, and combating discrimination." (European Institute for Gender Equality EIGE)

"Women and men have different needs and living conditions and circumstances, including unequal access to and control over power, resources, human rights and institutions, including the justice system. The situations of women and men also differ according to country, region, age, ethnic or social origin, or other factors. The aim of gender mainstreaming is to take into account these differences when designing, implementing and evaluating policies, programmes and projects, so that they benefit both women and men and do not increase inequality but enhance gender equality. Gender mainstreaming aims to solve – sometimes hidden – gender inequalities. It is therefore a tool for achieving gender equality." (Council of Europe)

Gender Screening of a Programme

Equal representation, inclusion and participation of women and women's organisations, and gender-sensitive communication

A first step to gender equality is equal representation of all genders at all levels. Therefore, wherever possible, provisions should be taken to ensure gender parity. The following questions may help to find entry points in a planned programme for enhancing gender representation and ensure meaningful participation of women.

▶ Are any bodies going to be created, such as cross-sectoral coordination bodies, specialised agencies, expert / advisory boards, or networking schemes?

▶ Are any events planned such as dissemination conferences or expert workshops?

▶ Does the programme involve any training or capacity building activities?

▶ Are any outreach activities such as information campaigns planned?

▶ Does the programme involve participatory approaches?

Contents of a programme

Yet, although equal representation is a necessary first step, it is not sufficient for effective gender mainstreaming. The content of a programme requires a gender perspective, as well. Here are some entry points for a rough gender screening.

▶ Is gender (and social) equality included in the objectives of the programme?

▶ Are there any data to be collected? Then sex/gender-disaggregation would be necessary.

▶ Is there gender analysis foreseen?

▶ Who are the target groups of planned policies and measures?

▶ Which fields of action are directly affecting persons and households?

▶ Are there any policies that explicitly address women or gender issues, and are other social dimensions mentioned?

▶ Are there gaps from a gender perspective?

Gender Impact Assessment (GIA)

A Gender Impact Assessment is a more detailed gender analysis of programmes, policies, measures and projects. It consists of the following steps

1. Is the policy relevant in terms of gender? Does the policy concern one or more target groups, and will it affect their daily life?

2. How does the current situation in the field of action look like? What data and findings are available on gender differences and their underlying causes?

3. Who designed the policy and what are its intended impacts, what does it seek to achieve?

4. Which activities does it involve, who are the actors and which social groups are affected?

5. What might be the unintended impacts on gender equality and gender relations? Are they positive or negative?

6. How could the policy be improved to avoid adverse impacts and maximise positive effects on gender?

Gender Dimensions

The following gender dimension and the respective questions support such an analysis. The gender dimensions are areas of life relevant to gender inequality, and serve as search lights to detect impacts of programmes, policies, measures or projects on women and gender equality.

Representation and participation in decision-making

This is about equal participation and consideration of gender expertise in decision-making in science, technology and politics.

▸ Who was/is involved in the policymaking process?

▸ Who is involved, makes interventions, and is heard in consultations?

▸ Who decides at household level?

Gender norms, hierarchies and power relations

Social hierarchies and gender power relations at individual, structural and institutional levels. Gender norms and differences are constructed, constituted and reproduced, masculinity models are prevailing in problem perceptions, methods and approaches.

▸ Does the policy contribute to challenging male norms and privileges?

▸ Does it help to change institutional settings and approaches in order to integrate women's and paid and unpaid care workers' needs, preferences and approaches?

Resources and infrastructures

Needs for and access to resources and infrastructures such as food, housing, time, space, energy and transport services, water and waste management services, technologies, including provision and prioritisation of public infrastructures and for whom they are accessible and usable.

▸ Does the policy contribute to better access for all to energy and transport services, water etc.?

▸ Are there gender-specific consumption patterns that need to be considered?

▸ Are some infrastructures and services biased in terms of their orientation towards specific interests and social groups, rather than serving also underprivileged groups?

Care economy/care work

In most societies, the responsibility for family care and household work is attributed to women, yet without proper acknowledgement of its importance, as it is externalised from the market economy.

▸ Does the policy acknowledge care work and its value for society?

▸ Does it relieve women from household chores or does it rather increase efforts for family care and time constraints of women?

▸ Does it contribute to the redistribution of care work?

▸ Are responsibilities shifted to consumers, while neglecting the supply side?

Market economy and income

Social values, norms and institutions that cause and maintain gender-specific inequalities in access to paid work and its remuneration, including pay gap, wealth gap and pension gap.

▸ Does the policy put an additional financial burden on people with lower income?

▸ Who benefits from public investments and subsidies?

▸ Does the policy lead to job creation, and if yes, for whom?

▸ Does it contribute to better access to formal jobs?

▸ Does it ensure equal access to, ownership and control over productive assets and financial resources, such as credit?

Body, intimacy, health, safety

▸ Social organisation of health, freedom from violence, privacy, sexuality, and sexual self-determination.

▸ Does the policy take sex-specific vulnerabilities into account?

▸ Does it ensure women's safety in public spaces?

▸ Does it contribute to reducing harassment and gender-based violence?

▸ Does it improve the health of underprivileged groups?

Participatory Approaches

For many fields of action, target groups and people who are directly affected by the policy can be considered as experts, as they have the practical knowledge on their daily routines, capacities, preferences, potential changes of behaviour and barriers towards effective implementation of policy measures. Also, gender-specific needs assessments and sex-disaggregated data collection can be done in participatory processes.

The direct dialogue might provide findings on how to prioritise policy measure and how to modify them to effectively reach the target group. Moreover, a participatory process might also generate new ideas and solutions for policy development. In particular women are usually the experts on the everyday management of the household, so they would be the priority group to be involved.

Rules and mechanisms for participation and consultation in the political sphere, as well as at community and neighbourhood level need to be established. This should include the application of tools to ensure the equal and meaningful participation of all genders and the definition of monitoring mechanisms.