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Working Party on Gender Equality

REACHING THE GOALS IN THE S-21: GENDER EQUALITY AND  
ENVIRONMENT  
Volume III

(Note Submitted by Sweden)

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AusAID	Australian Agency for International Development
BADC	Belgian Development Co-operation Agency
BMZ	Ministry for Economic Co-operation and Development (Germany)
CDE	Capacity Development in Environment
CIDA	Canadian International Development Agency
DAC	Development Assistance Committee (OECD)
DEV	Development Cooperation Division of the New Zealand Ministry of Foreign Affairs and Trade
DFID	Department for International Development (United Kingdom)
DGIS	Directorate-General for International Development (The Netherlands)
ECOGEN	Ecology, Community Organization and Gender (funded by USAID)
EIA	Environmental Impact Assessment
FAO	Food and Agricultural Organization of the United Nations
GreenCOM	Environmental Education and Communication Project (funded by USAID)
MERGE	Managing Ecosystems and Resources with a Gender Emphasis (partially funded by USAID)
NEDA	Netherlands Development Agency
NGO	Non-Governmental Organization
NORAD	Norwegian Agency for Development Cooperation
NRM	Natural Resources Management
NZODA	New Zealand Official Development Assistance
PRA	Participatory Rural Appraisal
OECD	Organisation for Economic Co-operation and Development
SEGA	Socio-Economic and Gender Analysis (part of the ECOGEN initiative)
Sida	Swedish International Development Cooperation Agency
TORs	Terms of Reference
UN	United Nations
UNCED	United Nations Conference On Environment and Development
UNDP	United Nations Development Program
UNIFEM	United Nations Development Fund for Women
USAID	United States Agency for International Development
WID	Women in Development
WP-GEN	DAC Working Party on Gender Equality (formerly DAC Expert Group on WID)

## Executive Summary

1. This study documents efforts made by bilateral development co-operation agencies to mainstream gender equality perspectives in their work on the environment. It is intended to support agencies' implementation of the OECD DAC policy statement, *Shaping the 21st Century: The Contribution of Development Co-operation*(1996).

2. The examination of gender equality mainstreaming in environmental programming is complicated by the multiple ways agencies work with environmental issues: in natural resources management initiatives, in explicitly environmental programmes (such as capacity development for environmental programming) and in viewing the environment as a cross-cutting theme.

3. The report pulls out key findings and good practices from seven agency sub-reports and an 'in-country' study from Zimbabwe. Agency findings are discussed as they relate to policy, the institutional/organisational level, policy dialogue, tools and methodologies, monitoring and evaluation and donor agency capacity. Examples of good practices are presented throughout the report and concrete examples of factors that support the mainstreaming of gender equality perspectives are discussed.

4. Five areas are recommended for future attention:

- *Getting the agency fundamentals right:* This study reiterates the importance of agency efforts to support a mainstreaming strategy and confirms their validity in work on the environment. Key among these elements are leadership, allocation of responsibility to all staff (rather than specific 'gender experts') and the dedication of resources.
- *Document the key linkages/rationales for the consideration of gender equality and environmental sustainability:* There is an ongoing need to explain the linkages between gender equality objectives and environmental sustainability. Concrete experiences that have created win-win situations should be documented.
- *Move the analysis and focus up from the community level:* Although an understanding of the community level is vital, it is important to expand the areas under consideration to include broader spheres of activity such as gender issues in institutions involved in decision-making around environmental issues and resource use, national structures and institutions and international bodies. Participation in the process is important in these areas.
- *Ensure that capacity development initiatives and frameworks on the environment integrate the ability to work with gender equality.*
- *Ensure an 'agenda-setting focus' in mainstreaming strategies that recognises the importance of women's collective action and struggle in both the conceptualisation and the movement toward people-centred sustainable development:* It is important to go beyond a focus on women's participation in current initiatives. Emphasis should be given to the creation of opportunities for women to participate equally with men in both the definition of environmental priorities and in developing solutions.

*"Men and women, depending on their class, race, ethnic orientation and age, interact in a distinct manner with the environment. There is no single mode of interaction between women*

*and environment; distinct relationships depend on the position which one occupies in society. Men and women have different access to environmental resources; the problems of their environment affect them in different ways. Thus their participation in sustainable management of the resources is not equitable, neither are the benefits they receive.*

*A gender sustainable-development framework is oriented by holistic awareness of people and resources, emphasising the design of integrated programmes to improve the quality of life of the planet and the quality of life of the people. In both gender and sustainable-development perspectives, relationships, empowerment, responsibility with well-being of the population and the earth's resources are the key references".<sup>1</sup>*

## I. INTRODUCTION

5. At its 1996 High Level Meeting, the OECD DAC approved a major policy statement, *Shaping the 21st Century: The Contribution of Development Co-operation (the 21st Century Strategy)*. This document reflects on "the lessons of development co-operation over the last 50 years" and puts forward "strategies for the first part of the next century." It builds on the vision of partnership and sets out development goals in the areas of economic well-being, social development, and environmental sustainability and regeneration.

6. In order to support the implementation of this strategy in a manner that is consistent with the international consensus achieved on gender equality (equality between women and men) through UN Conferences (such as the Beijing Fourth World Conference on Women) and the DAC's own endorsement of gender equality as a vital goal for development and development co-operation, the Working Party on Gender Equality agreed to carry out inventories of good practice in mainstreaming gender equality in several of the goals established in the *21st Century Strategy*: poverty, health (primarily sexual and reproductive health and rights and maternal mortality), education and environmentally sustainable development.

The theme of this report is the mainstreaming of gender equality perspectives in bilateral development co-operation focused on the environment.<sup>2</sup>

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<sup>1</sup> Mariam Abramovay and Gail Lerner, "Introduction" in Ana Maria Brasileiro (ed). *Gender and Sustainable Development: A New Paradigm - Reflecting on Experience in Latin America and the Caribbean*. New York: UNIFEM, 1996., p. 11.

<sup>2</sup> Despite the growing prevalence of 'gender equality' as a key concept and term, there is still some divergence in both the words and the definition of terms used by development cooperation agencies. While this report recognizes the important distinctions among these words (and their conceptual underpinnings), a discussion of these differences is beyond its scope.

## II. OBJECTIVES AND METHODOLOGY

7. According to the Terms of Reference (Annex 3), the specific objective for this study is to document the efforts made by bilateral development co-operation agencies to mainstream gender equality perspectives in their work on environment - both policy development and dialogue as well as project and programme development.

8. This study builds on a survey circulated to all Members of the DAC Working Party on Gender Equality (WP-GEN) in March 1997, to which AusAID, BADC, BMZ/GTZ, CIDA, Danida, Portugal, Sida, and USAID responded. Seven agencies were selected for additional follow-up.<sup>3</sup>

9. An international team of three consultants and an advisor were contracted for the study and each member was assigned responsibilities.<sup>4</sup> Seven sub-reports focusing on specific bilateral co-operation agencies were commissioned as well as an in-country study of approaches and projects in Zimbabwe. The team met in Ottawa (7-8 August 1997) to review the terms of reference and possible approaches. At that meeting, thematic issues, methodological challenges and options, and contents for the sub-reports were discussed. A chart summarising key themes and issues is reproduced in Annex 4. Team members then prepared sub-reports on each agency based on interviews and document review. These sub-reports attempted to probe deeper than the survey into issues of agency achievements, constraints, obstacles, lessons learned and good practices. Given the time and resources available, the consultants were dependent on the project examples identified by agency staff and on information from specific individuals available during the short period of time for the study. These reports did not constitute comprehensive audits or extensive surveys. A second team meeting was held on 8-10 September 1997 (again in Ottawa), with two team members attending. Preliminary findings and possible directions for the final report were discussed.

10. Challenges presented by this methodology include the following:

- Agency sub-reports were rapid appraisals (generally a product of 2-3 days' research); therefore, interesting projects, initiatives and resources may have been missed. In addition, the team was unable to verify (or cross-tabulate) staff impressions with field interviews, interviews with implementing agencies or independent data from specific countries. Evidence in the majority of cases remains anecdotal.

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<sup>3</sup> Throughout this report, 'agency' has been used a short-hand form to refer to the official development assistance (ODA) institution(s) of a specific country, even though in reality in some countries there is not one agency. The development of ODA policy and its administration can involve several institutions such as the ministry of foreign affairs and an aid executing agency.

<sup>4</sup> Beth Woroniuk was the team leader and drafted the final report. She also had responsibility for CIDA, USAID, and ensuring input from multilateral organizations. Tabeth Matiza Chiuta was responsible for Sida, Norad, DFID (UK) and the in-country study of Zimbabwe. Juliet Hunt was responsible for NZODA and AusAID.

- It was often difficult to separate generic or institutional gender equality ‘mainstreaming’ issues from those specifically relating to environmental issues and programming.
- The search for ‘good practices’ often resulted in confusion on the part of agency staff. Many staff were reluctant to have their initiatives considered as a good practice. They argued that their project had elements that demonstrate how progress has been made, but were still hesitant to have a specific initiative singled out. During this exercise, the team was careful to note that highlighting one aspect of a project or initiative as a good practice did not imply that the entire project was successful. Rather, the goal of the exercise was to identify small, sometimes incremental, steps where progress had been made to bring these two issues together.<sup>5</sup>

- Attempts to understand ‘gender mainstreaming’ are complicated by many factors. One important question is how do we know when gender equality considerations have been mainstreamed? In many cases, there has been little clarity around what it means to ‘ensure that gender considerations are incorporated’ into a specific initiative. In the absence of agreed targets or goals, an assessment of whether or not gender equality considerations have been fully integrated into a policy or programme is subjective. For example, it is not sufficient to have a discussion of gender inequalities and recognise women’s and men’s differential contributions to a specific project. Mainstreaming is only achieved when additional steps are taken to ensure that this analysis actually **influences** the broad choice of programme objectives and the overall direction of the initiative.

**Box 1: Mainstreaming as a Strategy to Support Gender Equality Objectives**

Mainstreaming is the overall strategy adopted in Beijing to support the goal of gender equality. A mainstreaming strategy has two major aspects:

- the integration of gender equality concerns into the analyses and formulation of all policies, programmes and projects;
- initiatives to enable women as well as men to formulate and express their views and participate in decision-making across all development issues.

A mainstreaming strategy does not preclude initiatives specifically directed toward women. Similarly, initiatives targeted directly to men are necessary and complementary as long as they promote gender equality.

See DAC Guidelines on Gender Equality and Women’s Empowerment in Development Co-operation (1998).

11. To date, many of the discussions on gender equality mainstreaming in bilateral development co-operation have focused on the required agency processes and procedures. The relatively new focus on impact and results offers a potential to shift the discussion and analysis to the actual difference these changes have made in gender relations and the movement towards women’s empowerment. A definition of mainstreaming as a strategy to support gender equality objectives in development co-operation is provided in Box 1.

<sup>5</sup> Given this uncertainty around good practices several of the cases in this report have been described in anonymous terms.

### III. BACKGROUND

12. In the early stages of this initiative, the team identified four important framing issues to guide the study (See Annex 1.) Since these issues are discussed in later sections, this section explores two broad issues: how development co-operation agencies work with environment issues, and the specific constraints related to the challenge of mainstreaming strategies in environmental initiatives and programming.

#### 1. The Environment in Development Co-operation

13. The *21st Century Strategy* emphasises environmental sustainability, especially the development and implementation of national strategies for sustainable development. As can be seen in Box 2, the Strategy focuses on the development of participatory mechanisms to achieve the environmental sustainability goal. National capacity to “address environmental issues and respond to environmental problems” is also emphasised. Discussions on incorporating gender equality issues in bilateral development co-operation in the environment should, therefore, take this framework into account.

14. The environment is incorporated in numerous ways in development co-operation programmes. First, there tends to be an equation of natural resources management and environment programming (the forestry, agriculture, fisheries sectors, for example). Yet, many water and sanitation or forestry

programmes can result in damage to the environment, and advocates have argued that there is a need for improved ecological practices in the broad area of resource management. Second, some environment programmes explicitly support and target sound environmental management and the implementation of international agreements relating to environmentally sustainable development. Examples of these types of projects include environmental capacity development and projects relating to desertification and ozone depletion. Finally, the environment is also seen as a ‘cross-cutting theme’ that should be taken into consideration in all initiatives (especially those concerned with biophysical impacts such as mining, energy and infrastructure initiatives).

15. Thus, the consideration of how bilateral development agencies have worked with gender equality perspectives in their environment programming is complicated. On the one hand, there are the issues of bringing equality objectives into natural resources management and programming with an explicit focus on the environment and, on the other, there is the issue of trying to explore what happens when two horizontal issues, cross cut each other.

#### Box 2: The Environment in *Shaping the 21st Century*

Environmental sustainability and regeneration: By the year 2005, all countries should have a current national strategy for sustainable development in the process of implementation so as to ensure that current trends in the loss of environmental resources - forests, fisheries, fresh water, climate, soils, biodiversity, stratospheric ozone, the accumulation of hazardous substances, and other major indicators - are reversed at both global and national levels by 2015. The national strategy for sustainable development, called for at Rio, is foreseen as a highly participatory instrument intended “to ensure socially responsible economic development while protecting the resource base and the environment for the benefit of future generations”.

See *Shaping the 21st Century: The Contribution of Development Co-operation*. 1996 (p. 11).

## 2. Constraints to Mainstreaming a Gender Equality Perspective in Environmental Initiatives

16. A considerable amount of literature exists on the general constraints and obstacles that agencies face while working with gender equality issues.<sup>6</sup> What is now needed is an understanding of how these issues specifically play a role in the environment. Although the institutional context is important, the specific ‘value-added’ of this study is to provide concrete examples (good practices) of how agencies have worked to integrate gender equality and environment issues. In other words, what has worked in the areas of gender equality, environment and development co-operation?

17. This concern fits in with the current development co-operation emphasis on results and impacts. In addition to specific results in the area of gender equality, there is also a need to ensure that environmental impact assessments include gender equality considerations.

18. A major input to this discussion is the growing literature on gender equality and environmental issues. Earlier thinking on women and the environment tended to assume a simplistic convergence of interests: a) women were natural environmentalists, and b) improvements in the environment would automatically produce gains for women. Current research clearly indicates that this win-win equation does not always hold. For example, a recent study sponsored by the Netherlands Ministry of Foreign Affairs stated: “the study showed that the prevailing assumption that better environmental management ultimately benefits women was by no means always true” (*Gender and Environment: A Delicate Balance Between Profit and Loss* in Annex 2, Part 2).

19. There is an increased analytical sophistication and accumulation of knowledge from specific situations. Important advances include the rejection of the argument that women have a ‘special’ relationship with nature and the current focus on documenting specific case studies (recognising different geographic, cultural, environment and economic realities) and on outlining policy options. (See Annex 5 for a brief list of specific resources.) The challenge for bilateral development co-operation agencies is to access and translate this material into a form that is easily absorbed by staff and partners.

## IV. AGENCY FINDINGS

### 1. Policy Level

#### a) *Environment and sustainable development policies*

20. In general, the formal integration of gender equality issues in environment or environmentally sustainable development policies is weak across the agencies surveyed. Several policies are totally ‘gender blind’ with no references to either gender equality or women. Others have marginal references, usually to women as water users or as contributors to agricultural production. One policy does have frequent references to women, but these are confined to the sections dealing with health, family planning and education. One other policy notes the importance of women’s full participation to achieve sustainable development. Currently, however, there is no agency policy that makes clear and explicit links between

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<sup>6</sup> See, for example, the references listed in the third part of Annex 5.

gender equality and environmental sustainability as complementary and supporting goals for development co-operation.

21. During the study, some agency staff questioned whether or not it was important to fully reflect gender equality considerations in official environment policy documents. In many cases, these documents do not include day-to-day considerations and decisions by agency staff. Also, many agencies have broad or general policies that are difficult to implement in concrete situations. Given that resources devoted to gender equality issues are limited, emphasis should be placed on improving specific projects rather than on revising policy documents.

22. Although the argument about how to dedicate scarce resources may have some merit, it is also important to acknowledge that policy documents (whatever their weaknesses) constitute an organisation's official statement of priorities and their understanding of issues. If the linkages between gender equality and environmental sustainability are not made explicit at this level, then an important opportunity is lost. Agency policy can be used to argue for resources in this area and to demonstrate that the necessity to combine these two issues is not merely the whim of an individual project officer. A policy document outlining clear linkages between gender equality and environmental sustainability can also be an important element in policy dialogue.

**Box 3: Bringing a Gender Equality Perspective to Energy Policy: One Example**

A 1997 UNDP document, *Energy After Rio: Prospects and Challenges*, provides a useful example at the policy level of how gender equality issues can be relevant in thinking about energy planning. The document analyses the critical linkages between energy and key global issues such as "poverty and development including gender disparity, population growth and food security; environment including health impacts, acidification, climate change and land degradation; the economy including investment, foreign exchange and trade impacts; and security concerns such as national access to energy supplies and nuclear proliferation." Locating energy policy within this broad context helps to highlight both the importance and relevance of gender equality issues for those working in the energy sector.

See UNDP (1997) (in Annex 5).

23. Although the direct links between setting out key principles in a policy statement and their implementation in practice should not be overestimated, neither should the weight of policy statements as an important instrument be underestimated. Box 3 provides one example of how these concerns were brought together at the policy level in the specific field of energy.

**b) Gender equality/women in development policies**

24. All agencies in this study have gender equality or women in development policies. The strengths, weaknesses, achievements and shortcomings of these policies and approaches have been well documented in other reports.<sup>7</sup> Many agencies have revised their policies in recent years to reflect one or all of the following: the shift (both analytical and programmatic) from a focus on women to gender relations and inequalities; the growing commitment to gender equality as a development goal; and increased recognition of the importance of a mainstreaming strategy.

25. Several agency sub-reports noted that the existence of an agency policy that stresses the importance of gender equality as a cross-cutting theme has been an important lever or stimulus in advancing these considerations in environmental programming. The general work on "getting institutional procedures right" (such as using a gender analysis, developing gender equality strategies at the project

<sup>7</sup> See, for example, Johanna Schalkwyk (1994). *Assessment of DAC Members' WID Policies and Programmes - Overall Report*. CIDA. Work carried out under the auspices of the DAC Expert Group on Aid Evaluation (OECD).

level, and dedicating specific project resources) has had an impact in this area. Thus, it is important not to underestimate the impact that the general efforts to implement gender equality policies can have in specific areas or programming themes such as the environment.

26. Not all agencies involved in the study explicitly recognise gender equality (or women's participation) as a fundamental development goal. Although there were brief discussions on whether or not this was an obstacle to further integration of gender equality considerations in environment programming, there was no consensus on this issue.

27. One final note on gender equality policies: Although most of these policies state that gender equality is a cross-cutting theme that should be taken into account in all policy areas and programmes, few, if any, state the reciprocal responsibility of gender equality initiatives to be sensitive to environmental considerations. Several policies mention the importance of women's involvement in environment initiatives and strengthening women's position as decision-makers in this area. However, there is little discussion of giving priority to environmental sustainability issues in (for example) women-specific programming.

## **2. Institutional/Organisational Level**

28. In many cases the policy "separation" noted above is mirrored in institutional structures and procedures. For example, there are reporting requirements and agency tracking systems for both themes, but they rarely overlap. Project officers are generally asked about environmental impacts and gender equality impacts at two separate points in project documentation. Also, agency marker information fails to capture where, and how well, these two themes are developed in an integrated manner.

29. Given the acceptance of gender equality and environment as cross-cutting themes and the adoption of mainstreaming strategies, agencies view staff as having some responsibility for the incorporation of each issue in their projects and programmes. Staff from several agencies cited the existence of multidisciplinary teams as important to integrating both of these perspectives in the wide range of sectoral programming.

30. In addition, each agency has developed specific structures (with specialist staff) to support its work on both gender equality and the environment. There is usually a central policy support unit with one or more staff devoted to gender equality (or social analysis). Two of the agencies surveyed also have at least one gender equality specialist located in their geographic programming branches. None of the agencies surveyed had staff with a joint formal responsibility and professional expertise in both gender and the environment, although there were examples of specialists who had an interest and some experience in combining these two themes. Thus, expertise on gender equality and the environment (especially in specific sectors) has generally had to come from outside the agency.

31. The principal difference between institutional mechanisms to support environment and gender equality as cross-cutting themes is that the environment unit tends to be better resourced (in terms of staffing and budget). In several agencies, the work of the environment unit is further supported by a domestic law that requires environmental assessment in government initiatives. Staff in the environment units share some of the mainstreaming concerns of gender equality staff and they are often advocates for the inclusion of environmental considerations in other types of development programming.

32. Several agencies have developed collaborative relationships between the two policy units. For example, Sida has a joint fund to identify linkages between gender equality and the environment and to develop tools and methods in this area.

33. While there appears to be interest on the part of staff to bring these two issues together, staff members often say that they lack methods, tools, information and/or training. There appears to be little, if any, overt hostility to linking gender equality and the environment.

### **3. Policy Dialogue**

34. In answering the survey, several agencies replied that they incorporated gender equality issues into their policy dialogue on environmental issues. Despite these replies, in the follow-up agency studies it was often difficult to identify specific, concrete examples of where this type of policy dialogue had indeed happened. Even rarer was an analysis of what was required to bring these two issues together and factors that supported success.

35. The Zimbabwe Country Report prepared for this study said that in-country agency staff cited different experiences when it came to raising gender equality issues with partners working on environmental issues. One agency said that these efforts are still “very much challenged by tradition and culture”, while another reported that “gender issues are generally accepted by both the national and local institutions as key principles that should be considered in environmental programmes”.

36. Factors that inhibited policy dialogue of this type included:

- the reporting by some staff that high level consultation agendas are often limited;
- that linkages between gender equality and environment issues are not always clear in specific sub-sectors (or situations), and agency staff do not always have the capacity to make the arguments; for example, one staff member stated that they needed to identify ways of showing partner countries that taking a gender equality perspective ‘pays off’;
- the difficulty for bilateral co-operation agencies to request partner governments to take on tasks that they themselves do not do domestically, for example, gender-sensitive EIA (Environmental Impact Assessment).

37. In the specific examples of successful policy dialogue on these themes, mobilisation of concrete evidence and examples appear to be important. Several agencies were able to identify specific project-based examples where concrete evidence from monitoring reports or evaluations were useful inputs to discussions with partner institutions and assisted in convincing organisations to introduce gender equality considerations into the next phase of a project or in new projects in the same sector. (See, for example, Box 4.)

38. There was no consensus across the agencies involved on the use of either *Agenda 21* or the *Beijing Platform for Action* in policy dialogue. A number of organisations have prepared guides for their staff on what these documents say and how they could be used, but there is little documentation or analysis on how these international agreements can be effectively mobilised.

39. Although most agencies saw their relationships with multilateral organisations as important, there were few examples of how the issues of gender equality and environment were combined in policy dialogue at this level.

#### 4. Tools and Methodologies

40. This study looked at four different types of tools which:

- consider environmental aspects (for example Environmental Impact Assessment guidelines);
- support the integration of a gender equality perspective in environmental programming;
- support a gender equality mainstreaming strategy across a wide range of programmes or sectors; and,
- implement participatory approaches.

41. Agency environment tools rarely include gender equality considerations, except in a general and non-specific fashion (“gender considerations should be part of the analysis”). EIA considerations are often based on domestic environmental legislation and tend to focus on biophysical aspects. Although some agencies have moved to strengthen the social dimension of these impact assessments, there is little emphasis or explanation of gender-specific implications.

42. Box 5 provides a recent example of an attempt to bring equality considerations into a specific environmental tool. Although the focus of the guidelines is on indigenous knowledge, there are references to the need to pay specific attention to the situation and input of indigenous women throughout the document.

43. Staff from several agencies who were interviewed were divided on whether or not the absence of gender considerations from EIA guidelines was necessarily a weakness. It was argued that if a good environmental assessment and a solid social analysis (that explicitly included a gender analysis) were carried out, a process that merged these two types of analyses would not be necessary. Both called for different types of expertise, they argued, and asking for their incorporation into one was unrealistic.

#### **Box 4: Using Evidence from Monitoring and Evaluation in Policy Dialogue**

The monitoring and evaluation of Phase 1 of a forestry project in Mexico revealed that benefits from the project were primarily accruing to men. As a result, sub-projects for women were incorporated as an ‘add-on’ in that phase.

The agency consistently raised gender equality issues with the partner organisations in the first phase and in the lead-up to the formulation of Phase II.

A special study on the social distribution of forest resources, and distribution of benefits within the household, has been included in the design process for Phase II. The future of the project now holds strong potential for an improved integration of gender equality considerations.

Source: Agency sub-report for this study.

#### **Box 5: Mainstreaming Gender Equality Issues in Specific Environment Tools: One Example**

In 1997, CIDA released a draft set of guidelines on environmental assessment and indigenous knowledge. These guidelines raise specific issues of indigenous women’s knowledge and the importance of their participation in environmental assessment.

“These Guidelines look to ensure the participation of indigenous women, given the traditional knowledge they hold, the special and critical role they play in their societies, and the fact that they will experience the consequences of development most keenly. Since indigenous women are generally not yet widely organised to respond to requests to participate in environmental assessments, extra care must be taken to design a process that will include them in a central role, in a way that respects the demands of their lifestyles. (p. 8)”

Source: Alan R. Emery and Associates (1997). In Annex 2 (CIDA).

44. Annex 2 provides an extensive list of checklists, guidelines, methodologies, research studies and other publications which focus on gender equality and environment issues. Many are related to specific sectors in the broad field of natural resources management. Fisheries, forestry, water and sanitation, and agriculture appear to be well covered. Areas that have been neglected to date include initiatives with a more explicit environmental focus: capacity development for environmental planning; national policy formulation and implementation; environmental economics; and policy themes in environmental areas such as ozone depletion, waste management and desertification.

45. There are other tools that aim to support the mainstreaming of gender equality considerations and objectives in a more generic fashion. These are short checklists or questions that should be asked in all situations and for all projects. Some agencies have also developed generic terms of references that can be used and adapted in specific situations. Again, although some staff found these useful in setting out minimal obligations, they also stressed that they lacked the expertise to apply these guidelines in specific sectors.

46. Participatory Rural Appraisal (PRA) has been widely touted as an appropriate mechanism to use in community-based natural resources management. Several training models and tool kits draw heavily on this methodology, for example, ECOGEN's SEGA and the FAO's SEAGA.<sup>8</sup> Although this methodology holds great potential, several important caveats relating to gender equality issues have been raised.

47. PRA is generally vulnerable to the charge of romanticism in overlooking the force and persistence of political hierarchies at local level. Up to now, PRA has certainly not paid much attention to the problems of supporting the bargaining power of women locally (as that of other subordinated groups), whether in groups or as individuals, beyond the period of initiation and appraisal of a project. At present, PRA relies on little more than moral persuasion for seeing that gender-equitable resource allocations of project resources are put into effect (Joekes, et al.; 1996: p. 38).

48. The Zimbabwe Country Report prepared for this study also documented a project that had made extensive use of participatory approaches to support resource management at the district level. "Despite the intensive use of PRA, the process did not specifically manage to mainstream gender perspectives in its activities. The reason for this could have been caused by the lack of gender balance within the core team and district teams which were dominated by men."

49. The agency sub-reports also found little evidence of direct use by bilateral staff of participatory tools. These tools are more likely to be used by those directly involved in the planning of initiatives and projects (local NGOs, implementing agencies, local governments, etc.).

50. Even with this wide range of tools, not much is known on whether, and how, these instruments are used. Staff interviewed from different agencies said that there was often a challenge to get tools into the hands of programme staff (and implementing agencies and partners), and having them used on a regular basis. There is also a danger that tools will be used in an overly mechanistic manner, like checklists, with little reflection or adaptation to the specific situation.

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<sup>8</sup> See also publications such as Rachel Slocum et al (eds.) *Power, Process and Participation: Tools for Change*. London. Intermediate Technology Publications, 1995 and Lyra Srinivasan, *Tools for Community Participation: A Manual for Training Trainers in Participatory Techniques*. New York. PROWESS/UNDP Technical Series Involving Women in Water and Sanitation, 1990.

51. The use of tools is also complicated by the wide range of expectations on the part of staff. Many complain that certain tools are too long, not specific enough and too theoretical. It is, therefore, difficult to design one document that meets so many different needs.

52. Anecdotal evidence suggests that several measures can assist in the use of specific guidelines or other tools:

- Staff involvement in the development phases (if staff participate in the design and conception phase and have input into what sort of ‘tool’ they are looking for, this appears to increase the eventual effectiveness of the product).
- Specific, targeted training in the use of the tool (often one-to-one rather than an agency-wide workshop).
- Ensuring that the tool clearly relates gender and environment concerns to the day-to-day work of the targeted user; in other words, the user has to be able to quickly see how the tool will help her/him do the work they are already doing, but in a more effective and efficient fashion.

## 5. Monitoring and Evaluation

53. Throughout this study, monitoring and evaluation emerged as important at two levels: within specific projects, and at the agency level as a whole. Also, a shift in the focus of monitoring and evaluation to results and impact can provide opportunities to discuss gender-differentiated impacts and implications.

54. At the project level, both the process of the evaluation (how it is conducted) and its content and focus (what issues are considered) are important. Most agency guidelines on evaluation state that gender considerations should be incorporated into the evaluation’s terms of reference. Although a thorough audit was not possible in this study, there was strong anecdotal evidence to suggest that this is not always the case.

55. Gender considerations are unevenly integrated in evaluations of environment projects. However, it was found that when careful consideration of gender equality was included, this encouraged integration in future projects since the positive linkages between environment and gender equality had been identified. Box 6 outlines how an evaluation incorporating gender resulted in the identification of concrete ways to address gender issues in future phases of the project.

56. Several other examples were identified. First, gender perspectives were included in the TORs for an evaluation of a rural water supply project in Tibet. The evaluation found that social development issues, including gender equality, were just given ‘lip service’ and that the key role played by women in the project was undervalued.

### **Box 6: Using Evaluations to Identify Project Gaps**

#### *Water Resources Management Strategy - Zimbabwe*

In 1993, Zimbabwe launched a national Water Resources Management Strategy Project (WRMS), with financial and technical support from DFID, NORAD, GTZ and DGIS. The overall objective is to foster the sustainable, equitable and economical utilisation of Zimbabwe’s water resources.

Based on the recommendations of the evaluations carried out by the donor agencies, a study on Gender and Water Resources Management Strategy was commissioned under the auspices of the Zimbabwe Women’s Resource Centre Network (ZWRCN). The study examined ways of mainstreaming a gender perspective in the WRMS by looking at gender and water resources management, gender and water pricing, gender aspects of control and access to water, gender in decentralisation of water rights, and gender issues in the decentralised water management structures.

See *Zimbabwe Country Report* prepared for this study.

These findings influenced the next phase of the project

which incorporated a stakeholder analysis project at the design stage. Second, a gender-sensitive evaluation of a slum improvement project in India revealed that gender issues were an important linking factor between hygiene, health and environment, and influenced the next stage of project implementation.

57. At the agency level, monitoring and evaluation pose other difficulties. Most agencies report on DAC's statistical "Policy Marker on Gender Equality incorporating Women in Development", which replaced the OECD/DAC/WID criteria in 1997. The DAC policy marker tracks progress on the implementation of WID or gender equality policies. It is supposed to apply to all projects and programmes, including those in the environment. It therefore goes some way in demonstrating the use of gender analysis across sectors.

## **6. Building Donor Capacity**

### **a) Training**

58. All agencies studied provide separate training on both gender equality/WID issues and environment issues. There have been few (if any) studies to understand the efficacy of this training. In fact, two of the sub-reports indicate that despite considerable agency investment in staff training, a significant number of personnel are still unconvinced that gender equality is a fundamental issue in development and development co-operation.

59. In addition, only a few examples exist of how the two themes have been explicitly linked in training initiatives. Sida has held specialised training sessions on "gender equality and water"; CIDA has been attempting to bring the issues together in a broader approach through the promotion of training on sustainable development that integrates social, political, economic, environmental and cultural aspects of sustainability through its "second generation" sustainable development course. This course has yet to be finalised.

60. A key challenge inherent in the development of training initiatives is to avoid the compartmentalisation of environment and gender issues. Even in a course on sustainable development that holds the potential, in theory, to bring these two themes together, there is the danger that 'gender' will be dealt with one day and 'environment' another, without identifying how these issues co-exist in people's lives and development co-operation initiatives.

### **b) Supportive research**

61. Both Sida and USAID have been involved in the development of numerous 'supportive research' publications. Sida has published 'think pieces' on integrating gender equality into development co-operation programmes, as well as specific documents on gender and the environment. USAID has invested considerably in programmes that have aimed to document gender considerations in environment sectors and programming and to improve participatory, community-based natural resource management planning and programming. Specific initiatives include GENESYS, MERGE and ECOGEN.<sup>9</sup>

62. New Zealand has also been involved in supporting local-based research in specific project initiatives. While this research has not focused on building NZODA's internal capacity, it has contributed

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<sup>9</sup> Selected documents produced under these initiatives are listed in Annex 2 (USAID).

to the development of local capacity to carry out a gender analysis and strengthen linkages to overall environmental planning (See Box. 10.)

**c) *Contacts with women's organisations and sectoral experts***

63. A good practice from the New Zealand agency report noted that one of the factors facilitating the mainstreaming of a gender approach was the involvement of local gender specialists, especially in the early stages of project design. In this case, the local specialist played a key role in ensuring that women's views were heard by making sure that community meetings broke into single sex groups.

64. Several sub-reports, however, indicated that agencies often lacked the capacity to establish ongoing relationships with women's organisations and sectoral experts, particularly in developing countries. Given the limited staff resources dedicated to the promotion of gender equality issues, agencies had difficulty in ascertaining who was active on specific issues, who (or what institutions) had developed relevant expertise and who was capable of providing specific support. One interviewee said it would be useful to know of dynamic speakers/advocates who could play a role in convincing staff and senior management how and why these two issues fit together.

## **7. Project Level Good Examples**

65. The response to the team's request for examples of specific projects that have begun a process of mainstreaming a gender perspective into environmental concerns demonstrates that this type of project continues to be the exception rather than the rule. From those agencies able to provide examples, the integration of a gender perspective in environment projects tended to be rare. Yet, despite the absence of gender equality considerations in environmental discussions at the policy level, these two issues are being brought together in specific project situations.

66. As might be expected, a significant number of good practices were drawn from the areas of water supply and sanitation, agricultural extension, forestry and community-based natural resources management. As noted above, these areas have received significant attention and the linkages between women's involvement, the gender division of labour and project effectiveness are clearer and better known. Yet, even in these areas, there are still widespread challenges to the mainstreaming of a gender equality perspective in all projects.

**Box 7: Mainstreaming Gender Equality Perspectives in Environment Programming: Small Steps Forward**

A CIDA project to support Vietnam's environmental capacity is half-way through its five-year implementation period. The project has three major expected outcomes:

- the establishment of an effective regulatory and institutional framework;
- fully operational environmental monitoring, planning and pollution management units/functions;
- adequately developed and utilised technical and managerial human resources.

As part of the project, a gender baseline was developed and there has been significant progress in the development of a gender strategy for the project. Although project staff believe that more needs to be done to fully consider gender equality issues, this project has made significant steps forward.

Factors that have supported this success include:

- explicit expected outputs for women in development as a cross-cutting theme included in project documentation;
- strong support from the project manager;
- consideration given to 'gender expertise' in the process to contract the executing agency;
- allocation of project resources for a project-specific gender advisor.

Source: Agency sub-report prepared for this study.

67. There were also interesting examples from a number of other areas: ecotourism, urban slum improvement, road building, biodiversity protection, land rights, energy planning and support for capacity development in partner institutions.

68. A quick survey of multilateral and other international organisations revealed documented initiatives in the areas of water and sanitation (World Bank), women-specific projects (UNIFEM), and a range of other issues (Commonwealth Secretariat).<sup>10</sup>

69. An analysis of the factors that supported the integration of a gender perspective in environment confirmed earlier findings from other good practices studies. These studies found that there were 'generic' organisational factors or variables that seem to support the mainstreaming of gender equality analysis and objectives into sectoral programming.<sup>11</sup> Boxes 7 and 8 describe projects where progress has been made in this area. Although the project in Box 7 is still in the early stages of implementation, it is an interesting example. The project team has taken steps to document gender equality baseline and develop a strategy to ensure that gender equality issues are incorporated throughout the project.

70. This study validated earlier studies that identified key operational factors supporting the integration of gender in development projects, including:

- gender analysis carried out during project planning along with sex-disaggregated data collection and baseline studies;
- use of specific expertise that successfully combines a number of skills (e.g. gender analysis, sector-specific knowledge, regional experience, local contacts);
- use of local gender equality specialists;
- clear recognition that all staff (not just the social/gender analysts) have a responsibility to ensure that gender equality considerations are incorporated in the project;

#### **Box 8: Gender-Sensitive Community-Based Participation**

##### *Land Management and Environment Project*

This Sida project began in 1988 to bring services, such as agricultural extension, to the target group of agro-pastoralists in an East African country. Since 1994, a bottom-up approach focusing on community participation, empowerment of local groups and capacity building has been planned and is now being implemented in the district. The project has developed an innovative, demand-driven approach to promoting individual and local responsibility for development initiatives. The project aims to strengthen village capacity to participate in planning of local development activities, to identify and prioritise concerns, to learn how to bargain with, and make demands on, external agents such as extension workers and district authorities. A gender analysis has been used to increase the likelihood that women, as well as men, will be able to make demands, and that gender issues will be identified and addressed throughout the entire project cycle.

The objective for the 1996-99 project phase is "increased productivity in the use of natural resources in a sustainable way."

Specific activities include:

- a gender-disaggregated baseline study;
- gender awareness and planning workshops;
- in-service training;
- introduction of a 'gender accounting method' (a project-specific system to track participation of both women and men);
- development of a village self-monitoring system.

Source: internal agency documentation.

<sup>10</sup> The Commonwealth Secretariat Manual (annotated in Annex 2) outlines case studies in the areas of agriculture, agroforestry, biodiversity conservation, energy supply and conservation, fisheries, forestry, mining restoration, organizing for rural development, soil conservation, sustainable livelihoods, water conservation/aquaculture and waste management.

<sup>11</sup> In the past few years, considerable thought and analysis has been given to the challenges of mainstreaming gender equality considerations in development co-operation organisations. See part 3 of Annex 5 for a selection of documentation on this theme.

- identification of the constraints and obstacles to women's and men's participation and the development of concrete strategies to overcome them;
- explicit integration of gender equality into logframes/LFA and/or the clear definition of expected results in formal project documents;
- allocation of specific resources to support the project's gender strategy, including gender advisors with proven expertise in specific areas, the availability of female staff to work with women in communities, and technical advisors with proven ability to facilitate gender-sensitive participatory processes;
- specifically designed gender training for partners (see Box 9) instead of a pre-packaged, generic training programme;<sup>12</sup>
- support for the inclusion of a gender equality perspective by one or two key people (often agency staff); and
- specific consideration of gender equality issues in the terms of reference of evaluation and monitoring.

**Box 9: Designing Appropriate Gender Training**

A pollution control project in Indonesia provides technical assistance and technology support and training to a provincial government, with emphasis on pollution control implementation.

One project progress report noted that there was little knowledge and much confusion on the agency's gender principles. Gender awareness training was carefully designed to minimise possible constraints. For example, both men and women were involved as speakers and trainers. Speakers were chosen so that they would adopt neither a rigidly feminist nor cultural point of view. Rationales used in the training to gain commitment to gender mainstreaming included drawing on the Indonesian government's gender policy, and arguing that women tend to be a wasted resource in development if they are not equal partners with men.

Source: Agency sub-report for this study.

71. In addition to mainstreaming gender perspectives in broad-based programmes, there was a general consensus on the importance of developing specific initiatives that explicitly look at gender imbalances and that try to develop strategies to support women's empowerment in the environment area. Box 10 outlines an example of this type of project in South-East Asia. These specific projects appear to be most effective when they are catalytic and aim to influence broader initiatives. There is an ongoing need to facilitate opportunities for women to come together and develop their own analyses of environmental concerns, and possible solutions.

<sup>12</sup> Gender training can be an important strategy, however experience shows that it is not a panacea. In order to be effective, a training strategy requires a clear understanding of the obstacles facing a specific institution in their efforts to integrate a gender equality perspective. It must also be accompanied by other measures that will support the learning that happens in the training sessions.

**Box 10: A Specific Initiative Targeting Gender Equality Issues in Environment Programming:****Study on the Role of Women in Water Resources Development in the Lower Mekong Basin**

This project aims to provide a basis for a common strategy, and corresponding guidelines to enhance the role of women in water resources development in the lower Mekong. The study constitutes an important part of the basin-wide strategy to increase the effectiveness of development of the Mekong water and related resources. The project's outputs, including a gender-integrated policy framework for the Mekong River, are expected to improve development planning and strengthen the co-ordination role of the Mekong River Commission (MRC).

A gender focus has been explicit in this project from the outset. Study teams included men as well as women and involved local people. The study teams used various tools to develop their gender analysis including the Harvard framework, time-use studies, and analysis of the existing in-country databases, which identify where there is/is not sex-disaggregated data. Line agencies from the countries involved include those concerned with agriculture, forestry, and watershed river management. It has been necessary to make clear links between gender, policy issues, and the day-to-day management issues faced by these line ministries.

National papers have been prepared for the four Mekong Basin countries. In addition to identifying key areas where women are involved in, or affected by, water resources development, the national papers found that most development policies, strategies, plans and programmes of the water resources sector are not gendersensitive and that women are left out of decision-making processes at this level. In addition to highlighting the need for guidelines to integrate gender issues and analyses into all MRC development plans, programmes and projects, the papers urge the merging of water resources planning with integrated rural development issues such as women's illiteracy and lack of access to credit and training.

Source: Agency sub-report prepared for this study.

## V. IMPLICATIONS FOR DONOR AGENCIES

72. In addition to the specific cross-agency findings, the sub-reports raise issues that are relevant to efforts to support the mainstreaming of gender perspectives in work on the environment, such as:

- mainstreaming strategies both generally and in the area of environment;
- linkages between gender equality and environmental sustainability;
- moving the level of analysis up from the level of the community;
- bringing a gender equality perspective to capacity development in environment; and
- moving towards mainstreaming strategies with an 'agenda setting' focus.

### 1. Mainstreaming Strategies Generally and in Environment Programming

73. The findings of the sub-reports demonstrate that mainstreaming efforts in environment programming have received a significant boost from the overall or 'generic' efforts of agencies to pursue a mainstreaming strategy. The insistence at policy level that gender equality considerations are relevant in all programmes and projects was cited by staff from numerous agencies as an

important factor in the progress achieved in specific projects. The policy commitment gives them concrete backing in their discussions with reluctant counterparts. Some of the lessons learned from environment projects are also relevant across the spectrum of projects and can be of assistance in general mainstreaming efforts. The lessons documented in the Brazil Global Climate Change Program (outlined in Box 11) provide an example.

74. Despite the importance of these efforts, the sub-reports warn that the meaning of mainstreaming and gender as concepts (and their practical implications) are unclear amongst agency staff. This lack of clarity appears to be even greater amongst implementing agencies and partner organisations. In the Zimbabwe Country Report, national officials are quoted as saying that their lack of capacity to work with gender equality issues is a major constraint.

**Box 11: Institutionalising Gender Considerations: Lessons Learned from One Environment Project**

**Lessons Learned: USAID initiative to research the themes of socio-economics and gender in relation to the environment, and to incorporate and institutionalise gender considerations into the activities of organisations working on a major, multi-faceted environment programme, the Brazil Global Climate Change Program.**

- The process of integrating gender considerations into organisations is slow, and requires strategies that produce short-term benefits to a targeted organisation.
- Without specific attention to gender and women in development issues, socio-economic research does not necessarily provide information on differences between men and women's roles, responsibilities and rights, and women may continue to remain 'invisible' and by-passed by technical assistance and other project activities.
- Socio-economic research skills within NGOs are not easily developed without trained social scientists and technical assistance, but simpler rapid rural appraisal methods can meet many information needs.
- The quality and relevance of repeated exposure to socio-economic and gender issues appear to influence how these are incorporated by an institution, as does the existence of a key individual or group continuously promoting awareness of, and commitment to, them.
- A system of monitoring and evaluation of socio-economic and gender indicators is critical to reinforcing the link between research findings and planning, and to improving project implementation and reporting.

Source: Muirragui and Anderson, 1995 (in Annex 2, under USAID).

75. This study also asked: "what is different about attempts to bring a gender perspective to the environment sector, as opposed to integrating gender equality considerations across other development priorities? Were there any specific challenges or issues that emerged in working on environment issues?" Although there was no consensus on the answers, some thoughts included the following:

- As already discussed, environment initiatives can take many forms. Since environment is also a cross-cutting theme, there are additional challenges. Some agency staff thought it was too much to 'integrate everything into everything', and raised questions about how these issues would be blended into agency reporting and monitoring procedures. This was a specific concern in the process of preparing reports from the field to headquarters. Reports tended to become shorter, leaving less room to develop ideas and inter-linkages.
- Women's and men's differential access to land and other related resources (for example, credit and technology) emerged as a key issue at the intersection of environment and gender equality issues. Women's relative lack of access to resources influences their perceptions of environmental issues and their willingness and ability to participate in natural resource management programmes.<sup>13</sup>

<sup>13</sup> See (Guijt, 1997) in Annex 2 under Sida, and (Mehra, 1995) in Annex 5, Part 2.

Acknowledging these issues also brings legal, social and economic dimensions into the environment discussion.

- Given the differences among regions and countries in social and economic circumstances and environmental conditions, and differences among women themselves, each situation requires its own analysis. According to one review:

*a common message... is the importance of creating a better understanding of the location- and time- specific gendered nature of environmental use and management. In other words, all use and management of natural resources are shaped to some extent by gender relations and these people-landscape interactions are unique for each location. (Guijt, 1997, p. 1.)*

This conclusion was echoed in a recent publication by NEDA, *Gender and Environment: A Delicate Balance Between Profit and Loss* (see Annex 2, Part 2). The authors argue that although there are examples of initiatives that provide both environmental and gender equality gains, there has not been a systematic analysis of the necessary conditions to support these win-win situations. "In view of the diversity of societies and cultural patterns and, thus, of widely differing gender relationships and resources, it is no simple matter to draw general conclusions and formulate suitable guidelines for generating such win-win situations" (p. 7).

- Many of the people working on environmental issues and programmes (within development co-operation organisations and in partner institutions) have scientific or technical backgrounds. A recent USAID workshop noted:

*The world view of gender specialists (usually social scientists) and environmental specialists (from social, natural and multidisciplinary backgrounds) can often differ. Gender specialists may draw from a variety of conceptual frameworks that cross disciplines. Much of the data is qualitative; it is not always possible to reliably predict environmental and social outcomes from gender actions, and models tend to be descriptive rather than predictive. The environmental staff are trained in more formal ecosystem or economic modelling. It is not always easy for the environmental staff to see how gender work "hangs together." (Diamond, et al. 1997: p. 15 - in Annex 2, Part 1.)*

- Many environmental initiatives focus on the physical environment with little consideration for people. It is not always easy to broaden the project scope to include social or cultural considerations. If the primary focus of an initiative is to change the flow of water or develop a disease-resistant plant rather than influencing the social context of how these resources are used, then it will be difficult to identify the gender implications of the project.
- In some cases, 'solutions' to environmental problems may involve interventions not focusing on the environment or seen as part of the environment sector.

*In some circumstances, sustainable and productive environmental management may be best achieved by ensuring the availability of alternative income and employment, in situ or elsewhere, such as to reduce people's dependence on environmental resources (and their need to degrade them in some situations). Progressive change for women may therefore, in some circumstances, imply enhanced involvement in, for example, wage labour or trade and prioritisation of resources to support such activities (e.g. through credit or marketing schemes) rather than for environmental conservation schemes (Joekes, et al., 1996, p.41).*

Sectoral-based programming presents constraints. This observation reinforces the need for holistic analysis and integrated programming.

- Questions about the social context of environment and power relationships often challenge the dominant development model. Also, it is often difficult to find answers to many of the questions raised within the framework of a specific development project. It is easy to talk about the necessity of a ‘holistic vision’ of development; it is much more difficult to implement this vision within sectoral programmes with fixed time-frames and disbursement pressures.

## **2. Documenting the Linkages Between Gender Equality and Environmentally Sustainable Development**

76. Several agency sub-reports highlight the need to document the linkages between gender equality and environmental objectives.<sup>14</sup> In order to convince both agency and partner organisations’ staff of the rationale and potential benefits for integrating these two issues, they should be clearly articulated.

77. It is evident from the sub-reports that different linkages/arguments work differently with different audiences. Agency staff indicated that examples drawn from people’s fields of specialisation were important, i.e. forestry examples to use with foresters and agricultural examples to use with soil scientists.

78. Given the time constraints on agency staff, the ‘packaging’ and presentation of material on these linkages is also important. They tend to look for succinct documents that simplify the issues, without becoming overly generic, and provide practical advice, without adding too many steps.

79. Although a comprehensive discussion of this theme is outside the scope of this report, findings from this study prompted the development of a possible framework to consider these issues. Annex 2 proposes a preliminary categorisation of key issues linking environmental sustainability and gender equality issues.

80. The good practices in the agency sub-studies also raise several potential starting points for discussion of these linkages, including:

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<sup>14</sup> A parallel need, identified by several staff interviewed, is to identify people who combine a number of skills, specifically region (or country) specific experience, sector expertise and the ability to work with gender equality issues. It is often difficult to find technical advisors who bring this blend of skills. It is even more difficult when this person is asked to be an advocate and work at a number of different levels (documenting success, lobbying officials, providing concrete technical advice to colleagues...). It should be pointed out that there was not unanimous agreement on documenting linkages between gender and environment as a priority task. One sub-report stated: “some people interviewed do not see the development of these links as a high priority, others think that this linking is already happening to a certain extent, especially at the project level where there may be sector specialists who have a mix of skills in environmental assessment and gender analysis... Others find it difficult to see any links at all beyond sectors such as water supply and sanitation or agriculture. One interviewee suggested that since there are no evident examples of project failure because of this approach, there is no strong rationale to devote greater effort into linking gender and environment.”

- the perspective of women/ improving women’s situations and status;
- project effectiveness/efficiency;
- sustainable development;
- participation.

These options are not necessarily mutually exclusive and could be developed in combination.

**a) Improving women’s status and position**

81. One option is to start with women, look at the work they do, look at the impact on them of environmental change, and their roles in environmental management. This is perhaps the best known approach and the most common. For example, it is the focus of the “Women and Natural Resource Management” training module from the Commonwealth Secretariat (see Box 12).

82. Although this approach may be widely used, it is not always the most effective. The absence of a gender perspective can produce distorted analysis. For example, women are often seen as responsible for fire wood collection. However, a study from El Salvador noted that this was an overly simplistic view as the family’s demand for firewood was determined by more complicated gender issues. Fires tended to be kept constantly stoked to meet husbands’ continuous demands for food, including freshly made tortillas. Thus, any attempt at reducing wood consumption would have to involve both women and men.<sup>15</sup>

83. Programmes which focus exclusively on women often blur the importance of looking at gender and social relations and power imbalances in social institutions and structures. This exclusive focus can also lead programmers to design specific (albeit marginal) initiatives for women to compensate for projected negative impacts of the project, rather than question its overall design and priorities. This type of focus also tends to concentrate on the micro level initiatives and natural resource management activities (gathering water, fuel, etc.). It can lead analysts to overlook the implications at the national and policy levels.

<p><b>Box 12: Linking Women and the Environment</b></p>	
<p>One training manual identifies the multiple relationships that women have with the environment and natural resource management problems:</p>	
<ul style="list-style-type: none"> <li>• “Women may contribute to deteriorating environmental conditions: their commercial farming, forestry, household management and other related activities may contribute to, cause or exacerbate some environmental problems.</li> </ul>	<ul style="list-style-type: none"> <li>• Women contribute to the resolution of environmental problems: they contribute to, and participate in, natural resource conservation techniques that can prevent and/or repair environmental damage, contribute positively to environmental management and protection and, ultimately, promote sustainable development. They are especially active in primary environmental care.</li> </ul>
<ul style="list-style-type: none"> <li>• Women are victims of environmental change: women, especially rural and urban-fringe women, are at particular risk from environmental dislocations, because their livelihood depends so much on stable and fertile natural resources. Furthermore, their bodies absorb pollutants and toxins that, due to their reproductive role, can be passed on to the next generation. They are more vulnerable to the ravages of declining resources because of their daily responsibilities in caring for families and communities.”</li> </ul>	
<p>Source: Commonwealth Secretariat, 1996, pp. 9-10 - listed in Annex 2.</p>	

<sup>15</sup> The same study cited another factor influencing the demand for firewood: “husband’s perceptions of a warm and loving atmosphere in the home were enhanced by the constant presence of a lit hearth.” Quoted in GreenCOM (1996). *Issues in Urban and Rural Environments: GreenCOM Gender Reports*. (Mimeo). Washington, DC

**b) Project efficiency/effectiveness**

84. Others have pointed out that environmental issues and project efficiency/effectiveness should be the entry point, not women or gender<sup>16</sup>. For example, a recent World Bank 'tool kit' on gender in the water and sanitation sector argues:

*Experience has shown that the participation of women along with men in project planning, implementation and maintenance can enhance project efficiency. Benefits to project performance include better functioning facilities, more hygienic and better use of facilities, enhanced coverage of capital and maintenance costs, and improved maintenance. (World Bank, 1996, p. 9 - listed in Annex 2).*

85. Box 13 provides the example of a project that started with an environmental issue and then used a gender analysis to help develop a solution. With this type of 'linkage', sector-specific examples and case studies are important. People will need concrete examples, not just mere statements, proving that the incorporation of a gender perspective will lead to improved projects. This approach, however, is not without its problems. If arguments are phrased in efficiency terms only, there is a danger that women will only be seen as a resource to be mobilised in the implementation of projects. Most often, initiatives will not have involved women in the design and development of priorities. Although 'efficiency grounds' may be an effective entry point with some audiences, it is also important to ensure that once the issue is on the agenda, there are links to a consideration of women's empowerment and effective participation.<sup>17</sup>

**c) Sustainable development**

86. A third option is to advance the concept and practice of sustainable development. In this case, it is important to sketch out a 'holistic vision', making explicit the linkages among sustainable livelihoods, environmental survival, cultural trends, and gendered structures (power relationships and institutions). There are different examples of how this concept has been mobilised, including UNDP's effort to develop a framework for the discussion of energy issues, (see Box 3), and UNIFEM's discussions of gender and sustainable development:

*A gender sustainable development perspective should be infused with a commitment to change the cultural values and sexual division of labour, to attain, in the near future, a state where men and women share power and labour in the management and control of fragile ecosystems. A gender sustainable development framework should be shaped by an awareness of the impact of development on people and resources, emphasising the design of integrated programmes to improve the quality of life of the planet together with the quality of life of its people. It should battle against relations of inequality between women and men, between the nations, and between humanity and natural resources<sup>18</sup>.*

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<sup>16</sup> The Commonwealth Secretariat Manual also offers an interesting table (p. 11) that sets out three rows: (i) environmental problems and natural resources management issues (such as air, atmosphere...), (ii) corresponding causes and human activities and (iii) the impact on women.

<sup>17</sup> See for example (Jackson 1993c) in Annex 5, Part 1 and NEDA (1997) in Annex 2, Part 2.

<sup>18</sup> Mariam Abramovay and Gail Lerner, "Introduction" in Ana Maria Brasileiro (ed). *Gender and Sustainable Development: A New Paradigm - Reflecting on Experience in Latin America and the Caribbean*. New York: UNIFEM, 1996., p. 11.

87. Recent efforts to build a vision of people-centred, sustainable development also fall into this category. For example, the recognition that gender equality is a goal of development is an important element. The Beijing *Platform For Action* restates the link between poverty and the environment and points out that governments have “expressed their commitment to creating a new development paradigm that integrates environmental sustainability with gender equality and justice within and between generations” (para 248).

88. DFID’s (previously ODA) emphasis on social analysis with a clear gender perspective is another way of approaching this issue. A possible approach is to build on win-win situations that seek out environmental solutions in ways that support equality between women and men.

89. The difficulty with this option, however, is that at one level it is easy to talk about interdependence, but it can be difficult to develop integrated projects with the current constraints imposed by development co-operation procedures. The sectoral focus and expertise used by most agencies can hinder a multi-disciplinary approach and integrated initiatives.

**Box 13: Using a Gender Perspective to Solve an Environmental Problem**

In Egypt, USAID (through the GreenCOM project) worked with officials to increase participation by community members in the design and management of irrigation canals. A primary concern was that the canals were often clogged.

In designing its research, GreenCOM placed special emphasis on women. For example, women were interviewed separately. Women explained that the canals were clogged because there was no place to dispose of solid waste. It turned out that women’s work and responsibilities were tied to the maintenance of irrigation canals, but their needs were not taken into account when the canals were upgraded.

As a consequence, the responsible Ministry recognised the need to deal with the women’s concerns and mandated that the new, improved irrigation systems would include the establishment of solid waste sites in which women can dispose of household refuse.

In this case, the starting point was the clogged canals, and project officials were able to demonstrate the efficiency of ensuring women’s input in the design of a solution.

Source: Agency sub-report prepared for this study.

***d) Participation necessarily involves both women and men***

90. A fourth option is to bring the concept of participation into the discussion. If stakeholders (with a recognition of the differences between, and amongst, groups of women and men) are involved and active in setting priorities and development directions, then there could be a strong possibility of linking environment and gender equality issues.

91. Box 14 provides an example of how the acknowledgement of the need for participation by women and men led to the development of a solution to an environmental issue.

92. Although, in theory, this approach holds significant appeal, two difficulties have emerged in practice. First, many institutions have launched studies of participation without specific attention to gender equality issues. In many cases, ‘participation’ does not automatically include differentiating between women’s and men’s participation and articulation of interests<sup>19</sup>

93. Each of these possible linkages hold potentials and pitfalls. All warrant further development and documentation. There is also a need to increase people’s ability to work with each set of arguments and modify them to comply with specific audiences and circumstances.

<sup>19</sup> See, for example, Jennifer Rietbergen-McCracken (ed). *Participation in Practice: The Experience of the World Bank and Other Stakeholders*. World Bank Discussion Paper No. 333, Washington, D.C. The World Bank, 1996. Although this paper includes thought-provoking discussions on participation (lessons, costs, how to support, etc.), except for a few marginal points, a consideration of gender equality issues is absent.

### 3. Moving the Analysis and Focus up from the Level of Community-Based Natural Resource Management

94. To date, the primary focus of efforts to bring a gender perspective to bilateral co-operation programmes appears to have been in the area of community-based natural resource management. As mentioned above, guides have been developed and research has been carried out on women's and men's roles and responsibilities in natural resources management at the community level (primarily in the sectors of forestry, water, agriculture and fisheries). Investments have also been made in the development of frameworks and tools to support gender-sensitive participatory mechanisms, again primarily in the areas of natural resources management (for example, USAID's ECOGEN, the Commonwealth Secretariat's manual, the SEAGA module developed by FAO, UNDP and the ILO - see Annex 2 for documents). Admittedly, this level of planning and focus is fundamental, but it is also important to expand the analysis to other levels.

95. One area or theme receiving increased attention in the literature is the importance of understanding how institutions both shape, and are shaped by, gender relations. Both women's and men's scope for action, environmental responsibilities and perception of environmental issues are influenced by organisations (formal decision-making structures) and institutions (defined by one set of analysts as 'regularised patterns of behaviour in households and communities'). People do not make decisions about resource use in isolation from their social, economic and cultural positions. Gender as an influencing factor within these organisations and institutions is, to date, an under-studied element and not as well understood as it should be. "Research is required into how positioning in households, communities and other institutions influences decision making around resource uses and management." (Joekes, *et al.*, 1996, p. 36).

96. Support for women's collective action is also considered by institutions. Several of the good practices in this study highlight the importance of creating spaces for women to organise and articulate their concerns. This finding is echoed in the literature on gender and the environment. To cite just one example, Guijt (1997) argues that women need access to decision-making spaces that influence their capacities to use resources. Thus, an important gender/environment issue is the creation or opening of more legitimate public space for women, especially for collective action, since this can limit risk, uncertainty and insecurity. This emphasis is consistent with the Beijing *Platform for Action* which included the strategic objective to involve women actively in environmental decision-making at all levels (K.1).

#### Box 14: Participation in Watershed Management

The Sustainable Agriculture and Natural Resource Management Collaborative Research Support Program was funded by USAID. The site is a watershed in Mindanao and is situated in a fragile area of cloud forest. A lake used to generate electricity was silting up from logging and the increase in horticultural production. There was a need for research on sustainable natural resource management, particularly to reduce soil loss and to engage local institutions in monitoring soil loss and soil recovery.

The project invited young men to monitor the water to determine if the techniques being used for soil conservation were reducing the silting. However, the men were not effective. Women farmers, as well, were brought in to monitor the water without much success. The project then determined that women were more interested in health issues than soil loss. As women learned about how water quality affects the health of their families and the program expanded to include monitoring for E. coli, women became interested and participated. This led to their further engagement in a wider range of environmental activities. Ultimately, the community's involvement led to positive outcomes such as an increase in the adoption of soil conservation technologies by both men and women farmers.

Source: ECOGEN Case Study outlined in Diamond *et al* (1997) in Annex 2 (USAID).

97. National planning processes constitute a third important level of emphasis. This is discussed in the next section on capacity development.

98. A fourth opportunity is to start with the international conventions and discussions on environment issues and demonstrate how and why gender equality issues are important. Box 15 outlines an example of how NORAD has pursued work along these lines. Research and work on why a gender equality perspective is useful and needed in the other conventions and international environmental issues in general would also be useful.

**Box 15: Using the International Conventions as a Starting Point**

In August 1997, in collaboration with the Ministry for Foreign Affairs, NORAD's Environment Division supported a seminar on the Convention on Desertification and Gender Issues. Held in Oslo, the workshop focused on female farmers and their importance in the implementation of the Convention. Special funds have been set aside to explore and elaborate how to address gender issues under the Convention. A Seminar Report will be prepared.

Source: Agency sub-report prepared for this study.

#### **4. Incorporating a Gender Equality Perspective in Capacity Development on Environment**

99. A focus for the OECD DAC Working Party on Development Co-operation and Environment in recent years has been capacity development. Guidelines were produced in 1995 and a major workshop was held in Rome in December 1996. Other than one isolated reference to 'gender issues' in the guidelines, there appears to have been a general failure to incorporate gender equality issues into these broad discussions<sup>20</sup>.

100. With the dual emphasis on partnership and ownership of initiatives residing with partner governments, the broadening of the concept of capacity development to include the ability to work with gender equality issues is an obvious and essential step. This does not contradict the current themes in the discussion of capacity development, but rather calls on those involved to bring an awareness of how gender inequities interact with both the causes and possible solutions to environmental issues. It also requires broadening the list of skills or capacity requirements for institutions to include the ability to bring a gender equality perspective to the institution's ongoing work.

101. Although there is current discussion on gender equality and institutional issues, little of this debate has been directly applied to work in the environmental area. One recent study designed to assess the overall capacity of the Government of Bangladesh to work with women in development issues developed five elements or aspects of capacity (Khair Johan Sogra, Johanna Schalkwyk, *et al.*, 1996 - in Annex 5). Each of these elements is relevant to strengthening capacity to bring a gender equality perspective to environment planning, management and monitoring. Table 1 takes these 'components' and suggests an initial list of the implications in capacity development for environment. It should be stressed that this is merely the beginning of the discussion, and more work is required. Different strategies will be

<sup>20</sup> Under basic orientations, gender issues is listed eighth out of ten: "Capacity Development in Environment must take gender issues fully into account in all aspects and levels of development and implementation, recognising the specific role that women play in environmental resource management." (Donor Assistance to Capacity Development in Environment, 1995, p. 8, OECD/DAC Development Co-operation Guidelines Series.)

Although a document on capacity development published after the 1996 workshop does have one section on women, there are few other mentions in the text. The document states that "donors and their partners must ensure that support for CDE gives due attention to the crucial role of women both as natural resources users and full partners in equitable development"; however, there is little explanation of what that means. See *Capacity Development In Environment - Principles in Practice* - OECD, 1997 (in Annex 5, Part 1).

needed to support the work of specific institutions given their own focus, weaknesses, strengths and experiences.

**Table 1: Gender Equality and Capacity Development in Environment**

Aspect of capacity	Relevance in environmental policy and planning
<p><b>Understanding and commitment:</b></p> <p>clarity about the goal of women’s equality at both senior decision-making and working levels of government, and commitment to pursuing this goal on the part of both institutions and individuals.</p>	<ul style="list-style-type: none"> <li>• Government adoption of commitments in <i>Agenda 21</i> and the Beijing <i>Platform for Action</i> relating to women, equality issues and the environment.</li> <li>• Agreement with these commitments among decision-makers and high-level government officials.</li> </ul>
<p><b>Structures and mechanisms:</b></p> <p>to ensure that equality issues are raised within government planning and decision-making processes, to make inter-sectoral linkages, to monitor progress, and to hold agencies accountable on issues of gender equality.</p>	<ul style="list-style-type: none"> <li>• Co-operative links between ministries/departments responsible for environment policy and planning and those responsible for equality issues.</li> <li>• Improved capacity of government structure(s) with responsibility for equality issues (“women’s machineries”) to work on the environment.</li> </ul>
<p><b>Information, data and research:</b></p> <p>the availability of necessary inputs, such as research on women’s situations, and adequate gender-disaggregated data to support policy and programme formulation.</p>	<ul style="list-style-type: none"> <li>• Available information and research on women’s and men’s different resource use patterns, access to resources, and ability to participate in environmental programmes.</li> <li>• Available information on concrete linkages between gender inequalities and environmentally sustainable development – including such related factors as women’s right to land tenure.</li> </ul>
<p><b>Analytic, planning and management skills:</b></p> <p>to identify and respond to gender equality issues relevant to the institution’s mandate.</p>	<ul style="list-style-type: none"> <li>• Capacity to identify how and why gender equality is an important consideration, both in the general context and within specific situations.</li> <li>• Capacity of those working in environmental assessment to commission or carry out a social analysis that includes gender equality considerations.</li> <li>• Capacity to develop policies and programmes that support both gender equality and environmental sustainability.</li> </ul>
<p><b>Participatory mechanisms:</b></p> <p>through which women and women’s development advocates can participate in decision-making about policy and programme formulation and evaluation.</p>	<ul style="list-style-type: none"> <li>• Development and use of gender-sensitive community participation mechanisms, in consultations, decision-making processes, etc.</li> <li>• Strengthened capacity of community organisations to articulate and represent the needs and interests of both women and men.</li> </ul>

102. Additional themes related to capacity building are those of employment equity and women's involvement in key decision-making positions. Although it is important to separate these issues, they are interlinked. Women's participation in an institution (or ministry) is no guarantee that the institution will effectively incorporate gender equality perspectives in its policies and programmes. However, an increased presence of women (often referred to as a critical mass) has supported a higher profile for gender equality objectives. Also, it has been well documented that in order to successfully involve women in participatory processes at the community level, it is often necessary to have female staff working in these areas.

103. During the inventory, staff from one agency argued that support for the women's national machinery (women's bureaux or offices) is an important element of capacity building in the environment. They pointed out that these institutions could be a valuable resource for environmental ministries and other related institutions, if they were better managed. There has been significant discussion on the effectiveness of national machineries and the role of donor support to these institutions but with little consensus. Certain bilateral co-operation agencies have dedicated significant support to national machineries, while others tend to be sceptical.

104. Renovating the concept of capacity development to include gender equality perspectives should not be that difficult. This concept is woven throughout the Beijing *Platform for Action* in the 'mainstreaming paragraph' and specific strategic objectives. For example, Strategic Objective K.2 reads: integrate gender concerns and perspectives in policies and programmes for sustainable development. K.3 reads: strengthen or establish mechanisms at the national, regional and international levels to assess the impact of development and environmental policies on women.

105. Despite the relative newness of this discussion, there were several project examples of attempts to improve partner capacity in this area. In the case documented in Box 16, despite the willingness of the agency to devote project resources to this function, there was little formal guidance on the best ways to pursue capacity development. The current gender advisor was primarily focusing on gender training and sensitisation for staff of partner agencies.

106. In addition to the absence of current project models to follow, capacity building on gender equality issues poses another difficulty in that it is hard to measure progress. In the current climate of 'results-based management', clear expected results are needed for building gender equality considerations into capacity development initiatives, and developing indicators and process markers that will assist in the measurement of progress.

**Box 16: Building the Capacity of Partner Institutions to Work with a Gender Equality Perspective**

*South Pacific Ocean Development Program - Phase II*

Through institutional strengthening and a project fund, this program aims to increase the capacity of the South Pacific region to more effectively manage the development and protection of its ocean and marine resources in a sustainable manner.

A mid-term evaluation of the first phase found that although the program had an important developmental impact, there was a general lack of attention to gender equality dimensions.

In order to overcome this weakness, it was agreed that a full-time gender advisor would be placed with the primary institutional partner. Her responsibilities include:

- providing technical assistance to strengthen the capacity of institutions participating in the program to undertake gender-responsive policy development, planning, implementation and monitoring;

providing and/or co-ordinating resources and analysis to the bilateral agency on gender equality policy implementation in the region.

Source: Agency sub-report prepared for this study.

## 5. Moving towards Mainstreaming Strategies with an ‘Agenda-Setting’ Focus

107. For over a decade, numerous activists and writers have argued that it is not satisfactory to merely involve women in development initiatives and that is necessary to pursue an ‘agenda setting’ approach to mainstreaming. This approach implies the transformation of the existing development agenda to include the involvement of women, and the full acceptance of equality between women and men as a fundamental element of sustainable development. “The participation of women as decision-makers in determining development priorities is the key strategy here: “women participate in all development decisions, and through this process bring about a fundamental change in the existing development paradigm.” (Jahan, 1995, in Annex 5). This is a relevant dimension to keep in mind when discussing mainstreaming gender perspectives in environment programming.

108. There are two possible and related pitfalls that accompany the mobilisation of efficiency arguments to support gender mainstreaming in environment programming. First, without a specific focus on gender inequalities, development co-operation programmes may fail to adapt programme objectives toward the correction of gender imbalances. For example, given the requirement to include gender analysis in project design, several examples from the sub-reports indicated that gender analysis had indeed been done. Yet there is often no indication that this analysis actually influenced the overall design of the project. The analysis remained a marginal ‘add-on’, something done to satisfy institutional requirements rather than a contributing element to project design. Box 17 provides one example.

109. Second, there is a related danger that women are seen only as instruments to be mobilised to implement projects that they had little say in designing or even establishing in the first place. According to one report (Joekes *et al.*, 1996: 31-2):

*project success has often been secured at women’s expense, by appropriating women’s labour, unremunerated, in activities which prove not to meet their own needs or whose benefits they do not control. New ‘environment’ chores have been added to women’s already long list of caring roles. Women have sometimes been treated, in effect, as a source of cheap labour for environmental projects.*

**Box 17. The Challenge of Moving from the Analysis of Women’s Roles and Constraints to the Development of Empowerment Strategies**

A 1993 study of the Renewable Resources Sector went a considerable distance in integrating gender issues. It identified major constraints to women’s participation in various sectors and went further than in other sector or strategy documents to integrate gender considerations into mainstream environment-related sectors. However, the study does not then integrate this analysis of constraints into its consideration of partner government priorities or into its discussion of strategies for bilateral development assistance. Strong anecdotal evidence indicates that this is a very common problem. While there may be a mention of women and some analysis of women’s (rarely gender) roles, responsibilities and constraints, there is often a lack of attention to strategy and action to address constraints in program and project documentation through the activity (management) cycle.

Source: Agency sub-report prepared for this review.

110. In order to avoid these pitfalls, the concepts of women’s participation and collective action are important. Also, just as the legal changes guaranteeing women independent property rights are important, so is the capacity of women’s organisations at the local level to claim and act on these new rights (IDS, 1995, in Annex 5). In other words, merging gender equality and environment issues is not merely a technical issue that can be resolved in a mechanistic way. There is a strong political dimension that involves activism, mobilisation, resistance and challenges (see Box 18).

**Box 18: Women and Public Policy: Contribution of Women to Environmental Public Policy Formulation**

In this UNIFEM-funded project, the Institute for Cultural Action (IDAC) in Brazil aimed to broaden the access and participation of women in the formulation of public policy as well as to identify strategies to improve the environment in ways that would respond to the needs and realities of working women.

The project initially comprised a range of activities from training of health personnel in Rio de Janeiro, to the preparation of case studies and the review of legislation and public policy. Building on past work, IDAC made explicit connections between women's health issues, environmental concerns and local, state and national development policies. Representatives involved in the project noted the importance of the UNCED in raising awareness of issues. Between 1992-93, IDAC worked with the Municipal Council of Rio de Janeiro to monitor environmental policy and women's policy. One 'output' was the establishment of a Commission on Women's Issues by the city.

Lessons learned include:

- women's issues can be successfully incorporated into public policy debates when they are connected to other major social, economic and environmental concerns.
- to bring women's issues into the public policy sphere requires action at local, regional and national levels.
- participation in major international conferences provides women's groups with critical policy experience as well as the opportunity to articulate a woman's perspective on major national and international issues.
- project implementation does not always proceed as planned due to changes in the wider environment.

Source: Sherry Keith and Robert Henriques Girling, "Women and the Environment: Four Projects in Brazil" in Ana Maria Brasileiro, 1996 (in Annex 2).

## VI. CONCLUSION

111. This rapid examination of seven bilateral development co-operation organisations has revealed progress to date, strengths, weaknesses, and areas for further action for integrating gender equality perspectives in work on the environment. Section Five has built on these findings to identify five areas for future work to bring these issues into the implementation of the *21st Century Strategy*.

112. Key areas for future work include:

- *Support for getting the agency fundamentals right:* The elements required to support a strategy for mainstreaming gender equality are well documented. This study has reiterated these elements and confirmed their validity in work on the environment. Agencies now need to demonstrate that they are willing to mobilise political commitment and resources to ensure that this issue receives the support required.
- *Documenting the key linkages/rationales for the consideration of gender equality and environmental sustainability:* Although much work remains to be done, Annex 1 suggests a framework for the consideration of the linkages between gender equality and the environment. This report also outlines four potential starting points for 'making the case' for a joint consideration of gender equality and the environment. However, more work is needed in this area. Specific cases, project successes and failures, and advances, should be documented so that they can be used in policy dialogue, training and capacity building. This study demonstrates the importance of using examples that will 'ring true' with diverse audiences.

- *Moving the analysis and focus up from the community level:* Although an understanding of the community level is vital for movement and progress on this issue, it is important to expand the areas under consideration to include other spheres of activity, such as gender issues in institutions involved in decision-making around environmental issues and resource use, national structures and institutions and international bodies. Participation and participatory process are also important issues in these areas.
- *Ensuring that capacity development initiatives on the environment integrate the capacity to work with gender equality issues:* A capacity development framework for environment activities that fails to incorporate the capacity to work with gender equality issues is fundamentally flawed. There are numerous entry points to bring these two issues together in a capacity development framework; however, the absence of a gender equality dimension in the discussions to date constitutes a fundamentally important missed opportunity. Given this absence, a specific investment in this area is now called for.
- *Ensuring an 'agenda-setting focus' in mainstreaming strategies that recognises the importance of women's collective action and struggle in both the conceptualisation and movement toward people-centred sustainable development:* As bilateral development co-operation agencies focus on the results and impacts of their investments, it is important to try to understand the differentiated impacts on women and men in terms of their everyday lives and their ability to mobilise and take action in numerous areas. Environmental survival and gender equality will be strengthened through an understanding of how people's decisions and actions are filtered through institutions and power structures. Development of strategies to bring these two issues together will have to ensure that suggested actions do not simply 'add women' to the current mix of projects and initiatives. The challenge is to aim higher and ensure that equality between women and men constitutes a fundamental determining factor in the definition of strategies and expected results.

113. Another way to present findings from this study is to build on the partnership approach advocated by the *21st Century Strategy* document. Table 2 shows the major constraints and opportunities in three different areas or 'spheres of activity'. Some constraints and opportunities cut across all three levels, while others have relevance for one level only:

- *agency level:* these are factors that bilateral development co-operation agencies can control;
- *project level:* these are factors that are open to joint negotiation between agencies and partner institutions;
- *partner level:* these are factors that are primarily the responsibility of partner governments and institutions.

**Table 2: Summarising Constraints and Opportunities within a Partnership Framework**

	<b>Agency</b>	<b>Projects</b>	<b>Partners</b>
<b>Constraints</b>	Absence of clear, situationspecific rationales/linkages for the integration of gender perspectives in environment programming.		
	Absence of situation-specific information on the overlap of gender issues (e.g. relations, decision-making, institutions), and environmental concerns.		
	Absence of expertise that combines gender analysis skills, environmental sector knowledge and country-specific experience.		
	Inherent difficulties of applying a 'holistic' analysis in specific situations given resource shortages.		
	Constraints imposed by short timeframes, sectoral programming requirements and other institutional rigidities.	Varying interpretations of what 'gender equality' means and implies.	Opposition and resistance to changes in gender relations (especially in power relationships).
<b>Opportunities</b>	The development of a people-centred sustainable development framework, grounded in gender-sensitive participatory practices.		
	Current emphasis on capacity building offers an entry point to discuss capacity to integrate a gender equality perspective.		
	Growing political constituency at national and international levels that supports changes relating to both environmental sustainability and equality between women and men.		
	Increased attention within development co-operation efforts on results and impacts provides an opportunity to look at the effect of initiatives on the lives of women and men and their interactions with the environment.		
	Government commitment to both Agenda 21 and the Beijing <i>Platform for Action</i> .	Growing set of project examples that demonstrate ways that environment and gender equality issues can be brought together in specific programmes.	Government commitment to both Agenda 21 and the Beijing <i>Platform for Action</i> .

## Annex 1

### An Initial Framework: Linkages Between Gender Equality and the Environment

Extent, Impact and Responses to Environmental Degradation	Examples of How and Why Gender Inequalities and Differences Are Relevant
<p><b>Extent of environmental degradation:</b> Gender differences and inequalities influence the extent and form of environmental degradation.</p>	<ul style="list-style-type: none"> <li>– Women’s insecure access to land often means that they may be less likely, or able to, adopt long-term environmentally sustainable agricultural practices.</li> <li>– Failure to recognise and document women’s productive roles in relation to natural resources can mean that programmes to promote environmental sustainability do not reach them and are, thus, ineffective. (Men and women often have diverse needs for natural resources, with men’s needs generally given more official attention.)</li> <li>– Women’s household maintenance and domestic responsibilities (and the daily urgency to procure water or fuel or dispose of waste) may result in women adopting unsound environmental practices where resources are scarce.</li> <li>– Men’s financial responsibilities for family maintenance may result in them pursuing income-generating opportunities that although profitable in the short-term, damage the environment in the medium to long-term.</li> <li>– Women and men tend to have different responsibilities for domestic purchases. Failure to recognise their different roles as consumers may result in consumption patterns that contribute to environmental damage.</li> </ul>
<p><b>Impact of environmental degradation:</b> Women and men can experience environmental crises differently.</p>	<ul style="list-style-type: none"> <li>– The gender-segregated workforce in the formal sector produces different environmental risks for women and men, for example in mining (often dominated by men), or related to pesticide use in the production of flowers for export (often dominated by women).</li> <li>– Women and men have different opportunities to generate incomes. Women are often dependent on small-scale home-based enterprises that may require additional fuel or generate additional domestic waste.</li> <li>– Environmental contamination produces different reproductive health hazards for women and men.</li> <li>– Women’s domestic responsibilities mean that they are especially vulnerable to home-based environmental hazards such as respiratory and health problems due to indoor air pollution from cooking fires.</li> <li>– Different gender roles/responsibilities for family maintenance mean that women’s workload to ensure water and fuel for family use increases when these are in short supply.</li> <li>– Traditional attitudes around masculinity can make men reluctant to adopt safe working practices in environmentally unstable habitats.</li> <li>– When environmental degradation results in sickness, this can increase women’s work burden as they tend to be responsible for caring for the family at such times.</li> </ul>

<b>Extent, Impact and Responses to Environmental Degradation</b>	<b>Examples of How and Why Gender Inequalities and Differences Are Relevant</b>
<p><b>Individual Responses:</b> Women and men will respond differently to environmental degradation given gender differences and inequalities.</p>	<ul style="list-style-type: none"> <li>– Responses to environmental degradation and resource shortages are influenced by age, class and family hierarchy: For example, there may be some incentive for women to conserve fuel if its gathering is the responsibility of a daughter-in-law.</li> <li>– Given women’s and men’s differing needs for natural resources, they will tend to have equally differing views or perspectives on environmental problems and priorities.</li> <li>– In some cases, women’s close dependence on environmental resources for family survival has led to their developing an awareness, and subsequent knowledge of, environmentally sustainable practices, such as the benefits derived from medicinal plants and non-timber forestry products.</li> <li>– Women’s heavy workload and the uneven distribution of work and responsibilities within the family often results in women having less time to devote to environmental issues and/or programmes.</li> <li>– The gender division of labour influences migration decisions to escape environmentally damaged rural areas. Given different opportunities for women and men, they often have varying migration patterns from the countryside to urban centres.</li> <li>– Biases in the education system may mean that women lack access to technical training (as land-use planners, marine scientists and environmental lawyers, for example) that would enable them to support the development and implementation of environmentally sound practices.</li> </ul>
<p><b>Collective Responses:</b> organisational, community and governmental responses to environmental degradation are influenced by gender differences and inequalities.</p>	<ul style="list-style-type: none"> <li>– Biases against women in community-based organisations have made it difficult for women to participate in formal structures and institutions.</li> <li>– Yet women have been mobilised at the community level to work on environmental issues that directly affect their home and family, such as water and waste management.</li> <li>– Participatory mechanisms often used by development organisations fail to recognise the needs of women and the obstacles that women face when attempting to engage in participatory processes.</li> <li>– Gender stereotyping about appropriate work may limit the potential for women’s involvement in programmes, and even business opportunities, promoting environmentally sound practices (such as waste recycling).</li> <li>– Women generally face significant barriers when attempting to enter political life, and constitute a small percentage of policymakers and decision-makers at the national level.</li> <li>– Women’s invisibility in the policy and decision-making processes means that their perspectives, needs, local knowledge and alternative solutions are often ignored.</li> <li>– Women often have less access than men to the media and other means of communication to lobby for change and promote environmental issues.</li> </ul>

## Annex 2

### Resources on Gender Equality and Environment

Components:

- I. Resources from agencies included in the inventory (annotated).
- II. Resources from other bilateral agencies (not annotated).
- III. Resources from multilateral organisations.

#### I. RESOURCES FROM AGENCIES INCLUDED IN THE INVENTORY (ANNOTATED)

##### AusAID -- Australia

*Guide to Gender and Development* (1997)

Includes sets of questions for 4 project cycle and 11 sectoral areas, including environment-related programming. The questions are intended to be used as a guide to assist AusAID Activity Managers and contractors with the assessment, appraisal, and implementation of gender perspectives through the activity management cycle. The set of questions on Environment is designed to have a gender perspective, rather than a woman-focused perspective, although many of the questions do refer specifically to women. Questions on the Environment cover: project objectives and target group; the gender division of labour, access and control of resources; access and control of the benefits and project impact; social, cultural, religious, economic and demographic factors and trends; participation and consultation strategies; women's social status and roles as decision-makers; counterpart agency capacity; project monitoring; and project resources.

*The Fourth World Conference on Women, Beijing, 4-15 September 1995: A Reference Guide for Development Cooperation* (1996)

Lists the 3 strategic objectives of the Platform for Action (PFA) under Women and Environment, along with all other strategic objectives. Also includes a select list of actions from the PFA, highlights activities focused on women's role in the management of resources; rights of indigenous women; and research.

*"Aus AID" Water Supply and Sanitation Period Contracts* with attachments (including AusAID Tender Requirements and Terms of Reference) (August 1997)

Weighted selection criteria for awarding period contracts include: cultural sensitivity and demonstrated ability to address cross-sectoral issues; and age and gender balance of personnel proposed for the consultant team. Specifies that each team must provide CVs for personnel which address the cross-sectoral issues of community management, social and gender analysis (among others). Obligations of companies to comply with Affirmative Action (Equal Employment Opportunity) legislation are noted.

Proposals for the period contracts are assessed according to 3 criteria: expertise and experience in the sector; ability to satisfy the Government's gender and development policy which aims to promote equality of opportunity for women and men as participants and beneficiaries of development; and the level of awareness and response to issues relevant to ecologically sustainable development.

"Environmental assessment and management" are highlighted in the attached TOR. The scope of services includes the provision of environmental analyses, and the provision of technical advice on cross-sectoral issues including community management, and social and gender analysis (including participatory approaches).

“AusAID Natural Resources, Rural Development and Environment Period Contracts” with attachments (including AusAID Tender Requirements and Terms of Reference) (August 1997)

As above, with the difference that “environmental (including social) assessment and management” are highlighted in the attached TOR. The scope of services includes the provision of environmental analyses, and the provision of technical advice on cross-sectoral issues including “community management”, and “social and gender analysis (including participatory approaches)”.

## **CIDA<sup>21</sup> -- Canada**

Alan R. Emery and Associates (1997). *Guidelines for Environmental Assessments and Traditional Knowledge*. A Report from the Centre for Traditional Knowledge to the World Council of Indigenous People. Funded by the Canadian International Development Agency and Environment Canada.

This is a new set of guidelines and still in a ‘testing’ phase (as of mid-1997). In several places, the guidelines make a special mention of women’s distinct role in environmental management. Women’s participation is important because:

- aboriginal women often have specific knowledge;
- women share with men “responsibility for stewardship of values” (p. 8);
- indigenous women have, in the main, been harder hit than men by the negative consequences of development.

The Guidelines also argue that special measures are often needed to ensure the participation of aboriginal women: These Guidelines look to ensure the participation of indigenous women, given the traditional knowledge they hold, the special and critical role they play in their societies, and the fact that they will experience the consequences of development most keenly. Since indigenous women are generally not yet widely organised to respond to requests to participate in environmental assessments, extra care must be taken to design a process that will include them in a central role, in a way that respects the demands of their lifestyles. (p. 8)

McCann, Barbara (McCann Consulting, (1998). *Building Bridges: A Review of Infrastructure Services Projects Addressing Gender Integration*. Prepared for WID and Gender Equity Division, Policy Branch. January. 44pp.

Although the focus of this report is on infrastructure projects, there is an overlap with several environmental sectors, including water, irrigation and sanitation and energy. The report documents specific project examples and draws out general lessons learned.

Syme, Hilary (consultant) (1992). *Women, Water and Sanitation: A Guide to the Main Issues and Existing Resources*. Water and Sanitation Sector. April. 66 pp.

An extensive resource aimed at CIDA staff looking at women’s participation in water and sanitation projects. The aim of the guide is to “illuminate the main issues and options for CIDA staff and development partners as they advance a complementary process: the development of sustainable water and sanitation projects in which women play a vital role from beginning to end.” CIDA-specific and international resources are carefully documented.

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<sup>21</sup> CIDA also plans to produce a new tool in the near future. Although the terms of reference have yet to be finalized, it is envisioned that the tool will support the work of CIDA staff in their efforts to bring together environmental and gender equity considerations, be user friendly and bring the issue up from the sectoral focus of earlier guidelines.

*Women and Fisheries Development*. Produced by Communications Branch (January 1993). 12 pp.

This booklet sets the general rationale for the consideration of a gender approach in fisheries programming (with an emphasis on transformation and change in the fishing sector). It outlines common faulty assumptions and proposes eight suggestions to provide guidance on including women in fisheries development contexts, and on “mitigating potentially damaging structural changes.”

## **DFID -- United Kingdom**

*A Guide to Social Analysis for Projects in Developing Countries* (1995). London. 248 pp.

From the introduction: “The Guide is primarily intended to help social analysts working in developing countries become members of inter-disciplinary teams and provide practical advice to those institutions and agencies responsible for designing and running development projects. Part One describes the role of the social analyst in project design, with particular emphasis on what is required from social analysts who want to work as consultants. Part Two provides resources for the social analyst in the form of detailed sector checklists, examples of project frameworks, and a comprehensive bibliography of further reading.”

## **NZODA -- New Zealand**

*Women in Development Action Plan 1994 - 1999*. Development Cooperation Division, Ministry of Foreign Affairs and Trade, Wellington, New Zealand (June 1994).

A generic and comprehensive action plan to achieve the policy goal of ensuring that women participate in, and benefit fully from, NZODA’s aid programme. Includes 11 objectives designed to build commitment, institutional capacity, reporting, and monitoring and review systems, with specific outputs for each objective.

*Women in Development Action Plan Review 1995 - 1996*. Marion Quinn and Taliloa Lagolago, Evaluation, Analysis and Programme Support Section (DEAP) Development Cooperation Division (April 1997).

A thorough and generic review of the WID Action Plan with no particular focus on sectors. The ability and commitment to monitor progress towards full WID integration throughout NZODA, and the progress towards WID performance being included as part of staff performance appraisal processes, are examples of best practice. The document notes that women have been employed most frequently (as NZODA consultants) on education and agriculture/rural development assignments and, to a lesser degree, in environment sector projects. Makes a number of recommendations to advance WID integration focusing on management, monitoring, procedure, data, study and training awards.

*Women in Development and Multilateral Agencies: A Review of Policies and Practice*. Evaluation, Appraisal and Programme Support Unit, Development Cooperation Division, Ministry of Foreign Affairs and Trade, Wellington, New Zealand (July 1995).

A valuable desk study based on questionnaire responses from a range of multilateral agencies, which summarises key aspects in their approach to mainstreaming gender issues, including: whether each agency has a policy statement on WID/GAD; whether gender issues are addressed in project procedures; whether they collect disaggregated data; monitoring; proportion of women-specific and “WID-integrated” work; staffing; staff and consultant training. Nineteen multilateral agencies are reviewed; unfortunately, UNEP is not one of them (because there was no NZODA funding to UNEP at that time).

*Guidelines for Preparing Terms of Reference.* Development Cooperation Division, Ministry of Foreign Affairs and Trade, Wellington, New Zealand (October 1995).

A valuable document including model terms of reference designed to assist programme managers and others to devise specific TORs which comprehensively address the range of cross-cutting issues in: project identification; pre-feasibility; feasibility; review; management services consultant scope of services; and technical adviser scope of services. Both environmental and gender perspectives are adequately but separately addressed through most of the model TORs. The pro forma for the management services consultant could be strengthened regarding the need to disaggregate data wherever possible in monitoring and reporting (training is addressed adequately). The pro forma for the technical adviser could emphasise more strongly the need for gender awareness and analysis skills in project management and capacity building areas.

## **Sida -- Sweden**

*Gender, Environment and Development: Some Linkages.* A Report from a seminar held in Stockholm on 15 October 1991 as part of preparations for the United Nations Conference on Environment and Development (UNCED).

This seminar report includes 3 background papers and a summary of seminar discussions.

*A Gender Perspective in the Water Resources Management Sector: Handbook for Mainstreaming.* (Helen Thomas, Johanna Schalkwyk & Beth Woroniuk, prepared in close co-operation with the Department for Natural Resources and the Environment). Publications on Water Resources: No. 6.

This handbook, comprising three sections, aims to further develop awareness, commitment and capacity for integrating gender perspectives in water resources management. The handbook includes an analysis of linkages between gender equality and water resources which should guide sector analysis and policy development, and help to set concrete measurable goals; talking points to guide dialogue of gender in relation to water resources; management taking the starting point in both social justice and effectiveness rationales; and guidance for mainstreaming gender in different parts of the planning cycle, i.e. sector analysis, project formulation/appraisals, annual review and evaluations.

Guijt, Irene (1997). *Gender and the Environment in Development Cooperation: An Assessment of Agenda 21 and the Platform for Action.* (Department for Policy and Legal Services and Department for Natural Resources and the Environment).

The objective of this study was to explore the interlinkages between the promotion of gender equality and efforts to promote environmentally sustainable development, with the aim of developing the understanding of the interface between gender equality and the environment.

Hannan-Andersson, Carolyn (1995). *Gender Perspectives on Water Resources Management: Domestic Water Supply and Environmental Sanitation*

This paper, presented at the UNICEF/INSTRAW workshop (September 1995), looks at the history of women's roles in water and sanitation, the new challenges and strategies and new principles for water resources management.

Lundqvist, Jan & Klas Sandstrom (nd). *Most Worthwhile Use of Water: Efficiency, Equity and Ecologically Sound Use; Pre-requisites for 21st Century Management*

The paper looks at the policy agenda consistent with sustainable water resources management, focusing on the pending challenging issues of scarcity, efficiency, equity and ecological sound use of water.

## USAID -- United States

### *ECOGEN Project*

*ECOGEN* - "Ecology, Community Organisation and Gender (*ECOGEN*) is a joint project of Clark University and Virginia Polytechnic Institute and State University established for the purpose of examining the role of gender in rural livelihood systems". Funded by the US Agency for International Development, Bureau for Science and Technology, Division of Rural and Regional Development and supported by the Women in Development Office of the Agency's Bureau for Program and Policy Co-ordination. Many of the *ECOGEN* publications are available from Clark University. The website is: <http://www.clarku.edu/departments/intdevlp/>

Asamba, Isabelle and Barbara P. Thomas-Slayter (1991). *ECOGEN Case Study Series - From Cattle to Coffee: Transformation in Rural Machakos*. 36 pp.

One of the four objectives of this case study was to understand the impact of gender roles on rural livelihood systems, and particularly the ways in which gender roles and responsibilities affect the sustainable management of natural resources at household and community levels. It notes that gender is an important variable for two basic reasons: (i) "the responsibilities for managing resources are designated according to gender", and (ii) "the responses to the environmental crises are largely initiated, collectively, by women who see the very basis of their livelihood system eroding".

Thomas-Slayter, Barbara et. al. (1995). *A Manual for Socio-Economic and Gender Analysis: Responding to the Development Challenge*. *ECOGEN*. 278 pp.

This extensive manual outlines the SEGA approach, details participatory tools and strategies, provides 10 case examples and offers suggestions to measure effectiveness. The SEGA approach aims at enabling a development professional "to conceptualize social and community change in new ways by: a) encouraging him or her to visualize the interconnected processes of environment, social and economic change, and b) clarifying the relevance of social factors (i.e. class, caste, gender, age, ethnicity and religion) in determining access to and control over resources. The SEGA approach encourages the development professional to analyse social relations. When he/she understands the relationships among people, social structures, and resource bases, it becomes possible to work with a community to change the conditions that hinder development." p.2.

Thomas-Slayter, Barbara; Andrea Lee Esser and M. Dale Shields (1993). *Tools of Gender Analysis: A Guide to Field Methods for Bringing Gender into Sustainable Resource Management*. For the *ECOGEN* Research Project. 44 pp.

After a brief introduction on gender analysis, the environment and poverty, this guide outlines a series of participatory tools to be used at the community level to: (i) improve problem identification, (ii) improve project design and implementation, and (iii) improve project management. A brief list of suggested references is also included.

Thomas-Slayter, Barbara et al. (nd). *Introducing the ECOGEN Approach to Gender, Natural Resources Management and Sustainable Development*. 12 pp.

This paper sets out the conceptual framework, defines the premises and methodologies, and outlines the challenges guiding *ECOGEN* research.

Urban, Anne-Marie and Mary Hill Rojas (1994). *ECOGEN Case Studies Series - Shifting Boundaries: Gender, Migration and Community Resources in the Foothills of Choluteca, Honduras*. 54 pp.

From the abstract: "This analysis of the 'shifting boundaries' of a rural livelihood system focuses on the foothills of Choluteca in Southern Honduras. It explores both migration and the management of local resources in the context of existing patterns of gender and socio-economic inequities. This case study examines how the rural men and women in the steep foothills of Choluteca, the uplands, manage their

natural and social environments in the context of environmental degradation, limited access to and ownership of productive land, limited wage earning opportunities and increasing levels of poverty. Evidence from this study suggests that the women and men in this region face growing uncertainties and declining, long-term household security as they struggle to carve a livelihood out of the steep hillsides.”

### ***GENESYS Project***

Caro, Deborah and Amé Stormer (1994). *Gender Research Guide for the Agriculture, Environment and Natural Resource Sectors: A Tool for Selecting Methodologies*. Under the GENESYS Project for USAID/G/R&D/WID. 54 pp.

With a focus on agriculture, environment and natural resources, this guide annotates approximately 30 ‘methods’ (tools, research methodologies, guidelines, etc.) designed to support developing scopes of work and terms of reference, designing gender-inclusive programmes and projects, involving community groups, and monitoring and evaluating the impact of development activities on women and men. Related references to numerous other documents are also included.

GENESYS (1992). *Gender and Agriculture and Natural Resource Management in Latin America and the Caribbean: An Overview of the Literature*. Special Studies No. 7. November. 28 pp.

This literature review highlights knowledge gaps relating to the respective roles, responsibilities, interactions and impacts of women and men in agriculture and natural resource management in Latin America and the Caribbean. Research gaps in four main areas are singled out: promotion of sustainable agriculture, prevention/reduction of deforestation, conservation of biodiversity, and water conservation and quality. Both specific and general recommendations for future research are provided.

Muirragui, Eileen I. & E. Suely Anderson (1995). *Gender and Socio-Economic Considerations in Environmental Programs and Projects: Lessons Learned in the Brazilian Amazon*. GENESYS Special Study #14. March.

From the abstract: “This paper analyses the experiences of the Gender in Economic and Social Systems (GENESYS)/Brazil Project, a three-and-a-half year pioneering endeavour in the Brazilian Amazon, supported by the Office of Women in Development of the US Agency for International Development (USAID) and USAID/Brasilia. This project aims to research the themes of socio-economics and gender in relation to the environment, and to incorporate and institutionalise gender considerations into the activities of organisations working on a major, multi-faceted environmental program, the Brazil Global Climate Change Program (GCC).”

The paper includes lessons learned and guidelines for similar projects.

Diamond, Nancy et al. (1997). *A Working Session on Communities, Institutions and Policies: Moving from Environmental Research to Results*. WIDTECH (funded by the Office of Women in Development, Bureau for Global Programmes, Field Support and Research, U.S. Agency for International Development). Washington, D.C.

Report of a workshop that aimed to define best practices in considering gender aspects of environmental issues, and to identify future opportunities and steps to enhance environmental management at USAID. Particular attention was given to the MERGE and ECOGEN programmes.

Picard, Mary (1996). *A Guide to the Gender Dimension of Environment and Natural Resources Management - Based on a Sample Review of USAID NRM Projects in Africa*. SD Publications Series, Office of Sustainable Development, Bureau for Africa. Technical Paper No. 30.

This review looked at 11 USAID natural resources/environmental projects in Africa for their “treatment of and information about gender issues”. The paper “provides insight into the ways in which gender issues have been or can be conceptualize as part of a design effort, and, most importantly, the many substantive and nonsubstantive ways that benefits to and participation of women has been defined.”

Picard, Mary (1996). *A Selected Bibliography of Gender in Environment and Natural Resources - With an Emphasis on Africa*. SD Publications Series, Office of Sustainable Development, Bureau for Africa. Technical Paper No. 31, August.

A companion piece to the 1996 guide by the same author. This bibliography lists multiple resources organised around themes such as women/gender and energy, conservation, forests, water, and mobilising and empowerment.

## II. RESOURCES FROM OTHER BILATERAL AGENCIES (NOT ANNOTATED)

Commission of the European Communities (1993). *Women and Development: Co-operation with Latin American, Asian and Mediterranean Countries, Management of the Project Cycle*. Includes tables on gender issues related to energy/forestry, agriculture, irrigation infrastructure and management, and land holding.

Directorate General for International Cooperation/Ministry of Foreign Affairs, The Netherlands (1989). *Women and Agriculture: Policy on an Operational Footing: Main Points & Checklist*.

Directorate General for International Cooperation/Ministry of Foreign Affairs, The Netherlands (1990). *Women, Energy, Forestry and Environment: Policy on an Operational Footing: Main Points & Checklist*.

Ministry for Foreign Affairs of Finland, Department for International Development Cooperation, Helsinki (1995). *Looking at Gender, Agriculture and Rural Development*.

Ministry for Foreign Affairs of Finland, FINNIDA. Helsinki (1993). *Looking at Gender and Forestry*.

NEDA. Netherlands Development Assistance, Development Cooperation Information Department, Ministry of Foreign Affairs (1997). *Gender and Environment: a Delicate Balance Between Profit and Loss*. Working Paper 1 - Women and Development. The Hague. (To order copies, contact the Information Desk, Ministry of Foreign Affairs, PO Box 20061, 2500 EB The Hague, the Netherlands, Fax: (070) 348 44 18)<sup>22</sup>

## III. RESOURCES FROM MULTILATERAL ORGANISATIONS

### Commonwealth Secretariat

*Women and Natural Resource Management: The Overview of a Pan-Commonwealth Training Module*. 1996. 67 pp.

As part of a training package, this document focuses on issues and strategies for promoting women's role in the environment and natural resource management. Complementary elements of the training programme include training manuals for the four Commonwealth regions and a training video ("Women of the Rainforest").

The manual includes an introductory section on 'gender, the environment and sustainable development', case studies from Commonwealth members, and a bibliography.

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<sup>22</sup> The Netherlands Directorate General for Development Cooperation also funds the Energia Network. Found on the web at <http://www.energia.org/>. ENERGIA is an international network on women and sustainable energy which links individuals and groups concerned with energy, environment and women. ENERGIA aims to strengthen the role of women in sustainable energy development through information exchange, training, research, advocacy and action.

## **FAO (Food and Agriculture Organization of the United Nations)**

*The home page for the Women and Population section of Sustainable Development DIMENSIONS, a service of the Sustainable Development Department (SD) of the Food and Agriculture Organization of the United Nations (FAO):* <http://www.fao.org/WAICENT/FAOINFO/SUSTDEV/WPdirect/WPhomepg.htm> (or FAO home page at <http://www.fao.org> and links through 'sustainable development'). This useful site offers access to short information pieces and a range of FAO documentation.

*FAO Plan of Action for Women in Development (1995).* FAO Conference, Twenty-eighth Session, 20 October - 2 November 1995.

“This FAO Plan of Action on Women in Development defines the role the Organization will play in stimulating and facilitating efforts, both within the house and with our partners at the national level, to overcome constraints and take advantage of opportunities to increase the involvement of rural women as contributors to and beneficiaries of economic, social and political development.”

The plan has three strategies objectives: 1) to promote gender-based equity in the access to, and control of, productive measures; 2) to enhance women's participation in decision and policymaking processes at all levels; and 3) to promote actions to reduce rural women's workload and enhance their opportunities for remunerated employment and income.

*Gender Analysis and Forestry - International Training Package (1995).* By Vicki L. Wilde and Arja Vainio-Mattila. Forests, Trees and People Programme. Kit with booklets.

Using participatory methodologies, this training package is designed to help forestry workers understand “community diversity - by gender and age, class, caste, or ethnicity - and acquire skills to assess the implications of agroforestry, afforestation, watershed management, etc.” The materials were developed with input primarily from trainers and foresters in South Asia and include country-specific case studies.

*The Socio-economic and Gender Analysis (SEAGA) Programme*

From the programme summary: “The goal of SEAGA is to incorporate gender and socio-economic analysis in policies, programmes and projects resulting in development that is responsive to local peoples' needs and situations. The objective of the SEAGA Programme is to strengthen regional, national and local capacities to undertake and utilise socio-economic and gender analyses to achieve sustainable, equitable and efficient development”. The training programme includes Users' Guides and Reference and a Hypertext computer programme. The programme is a joint FAO, ILO and UNDP initiative with numerous other agencies and NGOs involved. Website for the programme: <http://www.fao.org/WAICENT/FAOINFO/SUSTDEV/seaga/default.htm>

*Women in Fishing Communities - Guidelines (1988).* 63 pp.

The guidelines are “meant to ensure that women, as part of fishing communities, are adequately addressed by projects, project activities and FAO Regular Programme activities.” Checklists cover: (1) the general situation of women in small-scale fisheries, (2) fish production, (3) fish processing, (4) fish marketing, (5) non-fisheries activities, (6) community activities and social services, (7) organisational, technical and financial support, (8) household food security, (9) population activities, and (10) impact of new technologies and economic and social structures.

**INSTRAW**

*Women, Environmental Management and Sustainable Development* (1995). ISBN-91-1-1270006-5, Sales No. E.05.III.C.2 (INSTRAW/ILO Turin Centre, Turin).

This was not reviewed due to the cost of the package (US\$ 315.00).

**UNCHS/UNEP Sustainable Cities Programme**

*Gender Responsive Environmental Planning and Management Source Book (in development)*

The Sustainable Cities Programme held an international workshop on gender-responsive environmental planning and management in the urban context for mid-1998. People were invited to submit case studies for discussion at the workshop, and organisers hope to develop a 'source book' that would "provide guidance and build the competence of not only gender specialists, but also city managers, to incorporate through the EPM approach, gender concerns in addressing urban issues." The source book should be ready for distribution by the end of 1998. Contact: Gender Focal Point, Sustainable Cities Programme (SCP), UNCHS (Habitat), PO Box 30030, Nairobi, Kenya. E-mail: scp@unchs.org

**UNDP-World Bank Water & Sanitation Program**

*Gender Issues Sourcebook for the Water & Sanitation Sector*. Prepared by Wendy Wakeman, UNDP-World Bank Water & Sanitation Program on behalf of the Working Group on Gender Issues of the Water & Sanitation Collaborative Council. June 1993. 110 pp.

This loose-leaf binder brings together a number of tools to assist development practitioners implement gender-sensitive projects in the water and sanitation sector. These tools include guidelines (for use in various circumstances), checklists, sample terms of reference, and participatory methodologies for use at the community and agency levels.

**UN/DAW (United Nations - Division for the Advancement of Women)**

*Report: Expert Group Meeting on Women, Population and Sustainable Development: The Road from Rio, Cairo and Beijing*. Santo Domingo, Dominican Republic, 18-22 November 1996. EGM/WPSD/1996/REP.1, 19 December 1996. [Available through the DAW Web location: <http://www.un.org/dpcsd/daw>]

This report of the Expert Group meeting briefly summarises key themes discussed including: evolution of concepts through Rio, Cairo and Beijing; priorities from various organisations; the relationship between global and local issues of sustainable development; and women in decision-making. The meeting also developed an extensive list of recommendations including support for gender mainstreaming throughout programming, strengthened data bases, and more specific analyses of the ongoing evolution of thinking and implementation of policies as they relate to the nexus of gender, population and sustainable development.

Follow-up to the Fourth World Conference on Women: Implementation of Strategic Objectives and Action in the Critical Areas of Concern - *Revised draft agreed conclusions submitted by the Chairperson of the Commission in the critical area of concern: women and the environment*. Commission on the Status of Women, 10-21 March 1997. E/CN.6/1997/L.3/Rev.1.

This document restates the commitments made in the *Beijing Platform for Action*.

## **UNEP (United Nations Environment Programme)**

*Guiding Principles for Integrating Gender into UNEP Activities.* 27 November 1996. Gender Issues Office, Division of Policy and External Relations.

These guidelines for UNEP staff set out questions to consider before writing a UNEP project, and during the process of writing a project in UNEP format. Also included are gender analysis criteria, indicators of a 'successful gender-sensitive project', and a summary of the gender planning approach. The guidelines are also interesting in their inclusion of two other dimensions: the integration of gender issues in institutional activities (training, resource mobilisation efforts, raising gender concerns at conferences, etc.), and gender equity within UNEP hiring and promotion practices.

## **UNIFEM (United Nations Development Fund for Women)**

*The UNIFEM Gender, Environment and Development Guide.* (nd) Available on-line at [gopher://gopher.undp.org/11/unifem/polieco/eco/susta/ged](http://gopher.undp.org/11/unifem/polieco/eco/susta/ged)

The objective of this guide is "to assist UNIFEM staff and consultants in determining the specific environmental aspects of new and ongoing UNIFEM projects in order to: ensure the ecological sustainability of projects and programmes; optimise positive environmental aspects, including environmental improvement and regeneration; and prevent and minimise negative impacts of the projects and programmes on the environmental situation and related social conditions." The guide includes discussions of sample projects and suggestions for further reading.

*Gender and Sustainable Development: A New Paradigm. Reflecting on Experience in Latin America and the Caribbean.* Edited by Ana Maria Brasileiro. (1996). 78 pp.

This booklet documents concrete examples of UNIFEM-supported initiatives in Ecuador (organic agriculture, production and marketing in Ecuador: opportunities for rural women in sustainable micro-enterprises); Guatemala (strategy of locally-based conservation groups) working on conservation and sustainable use of natural resources); Brazil (experimental school for women and the environment; income generation with technologies that protect the environment; women, the environment and the media; and contribution of women to environmental public policy formation); and the Caribbean (support for networking and capacity development for women's organisations).

## **The World Bank**

*Tool kit on Gender in Agriculture: Gender Tool kit Series No. 1.* By Monica S. Fong and Anjana Bhushan. Gender Analysis and Policy, Poverty and Social Policy Department. (1996) 93 pp.

This 'tool kit' aims to assist Bank staff incorporate gender concerns into their agricultural sector work and the project cycle. It seeks to demonstrate why attention to gender is important and how such attention can be ensured. It reviews gender roles in farming systems and discusses the improvement of agricultural initiatives through the incorporation of gender considerations. Also included is an extensive discussion of gender issues by sub-sector (forestry, livestock, etc.). In addition to numerous concrete examples drawn from Bank projects, the tool kit also contains diskettes with Powerpoint slides to assist in the development of presentations.

*Tool kit on Gender in Water and Sanitation: Gender Tool kit Series No. 2.* By Monica S. Fong, Wendy Wakeman and Anjana Bhushan. Gender Analysis and Policy, Poverty and Social Policy Department; UNDP-World Bank Water and Sanitation Program; TWUWS - Transportation, Water and Urban Development Department (1996)  
107 pp.

This 'tool kit' is designed to provide Bank staff with practical tools to incorporate gender issues into water and sanitation programmes and projects. It sets out why attention to gender is important and how this attention can be ensured. The three main sections of the publication cover an introduction to gender issues in the water and sanitation sectors, and ten lessons from concrete experiences and specific 'good practices'. The extensive appendices include sample terms of reference for consultants, references, and diskettes with Powerpoint slides to support presentations.

## Annex 3

### Terms of Reference

Policy/Gender Equality Group in Sida  
Carolyn Hannan-Andersson

1997-07-28

#### **Terms of Reference for an inventory of mainstreaming gender equality in bilateral development co-operation focused on environment, carried out by Sida for the OECD DAC Working Party on Gender Equality**

##### **Background**

The OECD DAC *21st Century Strategy* was adopted at the High Level Meeting in 1996. The Working Party on Gender Equality agreed to carry out inventories on mainstreaming gender equality in some of the key goals established in the *21st Century Strategy* - poverty, health, education, and environmentally sustainable development. Canada undertook to carry out substantive work on poverty. The United Kingdom volunteered to work on health, together with Sweden. The United Kingdom will focus on maternal mortality, while Sweden will cover sexual and reproductive rights and health. Sweden agreed to carry out an inventory on education. At a later stage, Sweden also undertook to work on environment since it chaired the DAC subsidiary body working on environment.

For each of the three areas - education, environment, and sexual and reproductive rights and health - an initial inventory was carried out through a questionnaire distributed by the Gender Equality Group. After an initial analysis of the responses within Sida, the decision was taken to commission specialist consultant teams to continue the work in the different areas: one for environment, one for sexual and reproductive rights and health, and one for education. Each team will have a team leader responsible for compiling the overall report which will summarise the findings and make recommendations.

##### **Objective of the environment inventory**

The objective of the inventory is to document the efforts made by bilateral development co-operation agencies to mainstream gender equality perspectives in their work on environment, by policy development and dialogue as well as project and programme development. Best practices should be identified and illustrated, particularly in relation to practical methodologies and tools. Potentials/opportunities as well as constraints should be identified.

The main focus of the inventory is bilateral donor agencies. However, contact needs to be made with the major multilateral actors in each area to gain access to relevant information on policies, strategies, methodologies and tools. It will be the responsibility of the team leader to ensure that there is adequate focus on multilateral agencies.

In addition to the internal work of DAC Members, attention should be given to the implications for implementing the *DAC 21st Century Strategy* and for the work of the DAC subsidiary body working on the environment.

The inventory should focus attention on the manner in which the Beijing Platform for Action is utilised for operational guidance as well as on the more specific international agreements made at the Rio Conference on Environment.

### **Work tasks**

The work involves desk study of documents, visits to donor agencies, one country assessment, preparation of sub-reports and an overall report. The work will be comprised of the following steps:

- i) analysis of results of initial questionnaire, and preparation of additional questionnaires for more in-depth interviews;
- ii) more in-depth interviews (by telephone or by visits to donor agencies);
- iii) one in-country study of donor efforts and co-ordination by a team member;
- iv) preparation of sub-reports on results of interviews;
- v) study of the *21st century strategy*, and work programme of the subsidiary body working on environment, and implications of the inventory for this work;
- vi) preparation of an overall report.

The teams should meet twice. The first meeting should be at the commencement of the inventory to agree on a common methodology framework and prepare “terms of reference” for the sub-reports on donor agencies and the in-country study. The second meeting should be held when all the sub-reports have been prepared. This meeting will draw out the main conclusions for the overall report and discuss the implications for the internal work of DAC Members, the implementation of the *21st Century Strategy*, and the work of the subsidiary body on environment.

#### ***i) Analysis of initial questionnaire responses and preparations for more in-depth interviews***

The team will analyse the responses to the initial questionnaire sent to donors and study the policy and strategy documents provided. More questions will be prepared for further interviews. Additional materials will be obtained directly from donor agencies as necessary.

#### ***ii) Visits to donor agencies***

A number of donor agencies should be identified for visits to obtain more in-depth knowledge and materials. The responsibility for these visits should be divided between team members. Individual team members should produce separate sub-reports on those donor agencies studied in depth. (See attachment for the division of responsibilities.) The main discussions should be held with sector specialists rather than gender specialists. That is, discussions should not be held with central gender offices but with programme officers dealing with environment, although gender specialists will need to be consulted and kept informed.

#### ***iii) Country-level assessment***

One in-country study (Zimbabwe) should be carried out to assess the mainstreaming of attention to gender equality by all donors active in the sector. Ministries and NGOs should also be consulted in these studies. Potentials, constraints and best practices should be identified.

#### ***iv) Preparation of sub-reports***

All team members should prepare separate reports on the findings of their desk studies and interviews. These reports will not be published but will be made available to the participating organisations for internal use.

***v) Study of the implications for the 21st Century Strategy and the work of the subsidiary body working on environment***

The team leader should have the main responsibility for studying the *21st Century Strategy* and the work programme of the subsidiary body on environment and for leading discussion of the implications and possible recommendations.

***vi) Preparation of an overall report for submission to Sida***

A team meeting should assess the sub-reports and make recommendations for changes before the final versions are produced. The implications for internal DAC Member work for the implementation of the *21st Century Strategy*, and for the work of the subsidiary body on environment, should be discussed. An outline for the overall report should be agreed upon, and drafts submitted to all team members for comment before a final draft is submitted to Sida. The team leader is Beth Woroniuk, assisted by Juliet Hunt and Tabeht Matiza Chiuta.

## Annex 4

### Methodology Table

<b>IDENTIFY</b>	<b>AGENCY ISSUES</b>	<b>THEMATIC ISSUES</b>	<b>INTERNATIONAL POLICY DOCUMENTS AND ADVOCACY TOOLS</b>
<i>Look for concrete examples</i>	<i>Consider the following range of agency issues:</i>	<i>Consider this range of thematic issues:</i>	<i>Look at how the following documents are currently used and their potential use:</i>
<p>Best practices and gaps/constraints</p> <p>Potentials and opportunities</p> <p>Weaknesses that need to be addressed</p>	<ul style="list-style-type: none"> <li>i) policy statements and strategies</li> <li>ii) organisational responsibilities and administrative structures</li> <li>iii) policy dialogue</li> <li>iv) regional, country and sectoral programming</li> <li>v) mandatory screening procedures</li> <li>vi) environmental impact assessment</li> <li>vii) methodology and tools</li> <li>viii) monitoring and evaluation procedures</li> <li>ix) building donor organisational capacity</li> <li>x) supportive research</li> <li>xi) other issues, constraints and opportunities</li> </ul>	<p>Capacity building for national institutions (building the capacity to incorporate a gender perspective into environmental policy, regulation, planning, etc.)</p> <p>Community-based natural resource management planning and implementation</p> <p>Mainstreaming in core environmental issues and programming</p> <p>Responsibilities of donors (internal capacity issues)</p>	<p><i>Agenda 21/Rio</i></p> <p><i>Beijing Platform for Action</i></p> <p><i>OECD DAC 21st Century Strategy</i></p>

## Annex 5

### Documents Reviewed and Selected References

#### Components:

- I) Documents Reviewed
- II) Selected References to Gender Equality and the Environment
- III) References to Gender Equality Mainstreaming in Development Cooperation

#### I. DOCUMENTS REVIEWED <sup>23</sup>

Josefsson, Ulrika (1997). *Following Up the 21st Century Strategy* (mimeo). Promemoria, Department for Policy and Legal Services/Gender Equality Unit, Sida.

OECD-DAC (1996). *Shaping the 21st Century: The Contribution of Development Co-operation*.

\_\_\_\_\_ (1995). *Donor Assistance to Capacity Development in Environment*. Development Co-operation Guidelines Series.

OECD-DAC - Working Party on Development Assistance and Environment (1997). *Gender and Environment*. (Note by the Secretariat). DCD/DAC/ENV(97)7.

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<sup>23</sup> See also Annex 2 for the annotated list of resources reviewed. Each sub-report also includes an extensive list of documents reviewed for that specific agency.

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<sup>24</sup> In September 1997, the UN Division for the Advancement of Women produced an extensive working bibliography on Gender Mainstreaming for a joint workshop of the UN Inter-agency Committee on Women and Gender Equality (IACWGE) and the OECD DAC Expert Group on Women in Development.