



# URBAN WASTE

URBAN STRATEGIES FOR  
WASTE MANAGEMENT  
IN TOURIST CITIES



## Gender Mainstreaming in Waste Planning





URBAN-WASTE – 690452 – D3.6

URBAN-WASTE

# Urban strategies for Waste Management in Tourist Cities

## D3.6 – Paper on gender mainstreaming in urban planning: case on waste management

<b>Grant Agreement No:</b>	WASTE-6a-2015 690452	<b>Project Acronym:</b>	URBAN-WASTE
<b>Project Title:</b>	Urban Strategies for Waste Management in Tourist Cities		
<b>Funding scheme :</b>	Horizon 2020: Eco-Innovative Strategies: “Waste: a resource to recycle, reuse and recover raw materials”		
<b>Project Coordinator:</b>	Consulta Europa Projects and Innovation		
<b>Start date of the project :</b>	01/06/2016	<b>Duration of the project:</b>	36 months
<b>Contractual delivery date:</b>	31/05/2019		
<b>Actual delivery date:</b>	31/05/2019		
<b>Contributing WP:</b>	WP3		
<b>Dissemination level:</b>	Public		
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### Abstract

As a Horizon 2020 Eco-Innovation Strategies Project, Urban Waste has pioneered embedding gender throughout its design, structure, implementation and evaluation. This paper reviews the experience of gender mainstreaming waste minimisation in eleven case study tourist areas across Europe. Bearing in mind the male-dominated nature of waste management, and the limitations of gender mainstreaming noted in the critical literature which we review, we conclude that organisational and attitudinal changes towards gender equality during the project were achieved through attentive awareness raising and training, suggesting that the fundamental changes needed to achieve gender equality require intensive engagement. This engagement has produced a number of recommendations which the project summarises under the



categories of communication, staffing, consultation and public participation, equipment and strategic change. We further argue that, given the apparent correspondence between engagement with gender equality and improvements in waste minimisation (measured by gross CO<sub>2e</sub> reductions), such intensive engagement is worthwhile substantively, to ensure gender equality within waste management, and instrumentally, to achieve improvements in waste minimisation.

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## List of abbreviations

ACR+	Association of Cities and Regions for Recycling and Sustainable Resource management
CE	Consulta Europa
WP	Work Package
D	Deliverable



CoP	Communities of Practices
ICT	Information and Communication Technology
EU	The European Union
EC	European Commission
EASME	European Agency for Small and Medium Enterprises



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# 1. Introduction

The Urban Waste project was designed to develop 'eco-innovative and gender sensitive waste prevention and management strategies in cities characterized by high levels of tourism'. The specific challenges of tourist cities are the particularly sensitive natural and/or cultural heritage which attracts visitors in the first place; the seasonality of tourism which puts high pressure on municipal services at specific, but limited times of the year; and the transitory nature of tourists who are momentarily disconnected from their customary waste management and consumption habits. Uniquely for waste management projects, and environmental projects more widely, addressing gender in waste prevention and management was a specific objective; the other two were to 'foster and structure a participatory framework for policy-making in waste management' and 'apply and integrate an urban metabolic approach for urban waste management'. As a consequence, gender considerations have played a significant part throughout the project, from the original proposal, through the organisational and training aspects of the project and how all elements of the project incorporated gender dimensions, to the final, gender-sensitive assessments. This is consistent with the aims of gender mainstreaming generally and in the Horizon 2020 research and innovation programme, even if these aims are frequently met with resistance (Mergaert and Lombardo, 2014).

Horizon2020 is the first EU research funding programme to comprehensively require projects to address gender equality and sensitivity, and Urban Waste was commended at the outset for its approach to integrating gender. However, the EU's own gender equality approach is not without criticism, as we shall explore below, and the process of ensuring gender remains central to the project has not been unproblematic. Mindful of both these factors, this paper identifies how gender has been incorporated at each stage of the process, and then assesses how effective has this been, and what, if any, lessons can be learned. One of the key criticisms of 'gender mainstreaming' research proposals and projects is that this can too easily become a 'tick-box' exercise serving to meet key criteria of the funding on paper, but often failing to secure any change at all, let alone long term change. The conclusions of the project, such as can be drawn at this stage when the actions are so recently completed, are a reflection of the diversity of responses from different pilot cities. Lessons can be learned from these responses ranging from good practice to cautions. They signal both the potential of gender mainstreaming in organisations where there is pre-existing enthusiasm or enthusiasm to be/become committed, but also the obstacles that exist, and can be created, by teams and organisations which do not recognise gender inequality or its importance.

## 2. Gender mainstreaming in the EU

The UN Beijing Women's conference in 1995 established the principle of 'gender mainstreaming'<sup>i</sup> in which all government policies and practices should, as a matter of course, be evaluated for their impacts on men and women, so that neither group is disproportionately discriminated against. The EU legally incorporated this, binding all member states to its enactment. According to Sylvia Walby (2005: 461), although there are 'weaknesses in implementation', the EU has 'become a transnational actor that is very important for the contemporary development of gender mainstreaming with strengths in promoting the policy in abstract.' Article 13, of the Amsterdam Treaty, signed in 1997, formalised fundamental rights and provided mechanisms by which these must be upheld by member states, including the possibility to discriminate on the grounds of gender specifically in order to permit positive action to ensure equality. (European Union 1997). Whereas previous legislation referred to equality in rates of pay between men and women, the new Treaty introduced two additional articles. These included the promotion of equality between men and women (Article 2 amendment), and a new paragraph which was added to Article 3 stating that: "In all the other activities referred to in this Article, the Community shall aim to eliminate inequalities, and to promote equality, between



men and women." (European Union 1997). Debates have moved forward since the Treaty was signed, to incorporate the full range of gender and to consider how gender intersects with other inequalities, sometimes abbreviated to 'Gender+' (Verloo *et al*, 2011).

Gender mainstreaming is also frequently justified on the instrumental grounds that financial performance, efficiency and/or creativity and innovation increases when, for example, boards of major companies are gender balanced (Davies, 2011; European Commission 2012; McKinsey, 2016). This, however, neglects the gender justice objective, and leads Angela McRobbie (2009) to suggest that gender mainstreaming bolsters neoliberal managerialism by focusing on how decision making can benefit from women's skills and knowledge, rather than on the gender justice of equal opportunities (and outcomes) for women. However, Grosser and Moon argue that gender mainstreaming benefits the corporate social responsibility agenda, "simultaneously good for both business and wider society" (in Walby 2005, 457). It is therefore important to recognise that the effective implementation of gender mainstreaming should enable women to have equal rights as men, including to participate in careers and in civic engagement, and that operational benefits accrue to organisations which strive to achieve gender balance in decision making. Mieke Verloo was positive about the aims of gender mainstreaming to prioritise the lives and experiences of individuals, in its potential to lead to better government, to involve women as well as men, in acknowledging the diversity amongst men and women, and to make gender equality issues visible "in the mainstream of society" (1999, 8). However, she was sceptical that sufficient expertise existed amongst professionals to challenge prevailing discourses, and to align the necessary interests from those "at the top" and those "down under" in the planning system. The EU refers to descriptive and substantive equal representation, which recognises that while equal numbers are important to achieve a critical mass which provides a decision making environment in which both women and men have the confidence to make effective interventions that are respectfully received, it is not in itself sufficient (EIGE, 2015) .

Despite the alacrity with which the institutions of the EU accepted gender mainstreaming, the European Parliament itself has expressed concern that it 'is not yet as robust as intended, whilst recent academic evaluations argue that it remains less embedded in the institutional fabric of European decision-making than comparable instruments, such as evaluation.' (European Parliament, 2019).

Lut Mergaert and Emanuela Lombardo (2014) have criticised EU research and innovation programmes for allowing individual and institutional resistance to restrict the effectiveness of gender mainstreaming in Framework Programme (FP) 6, which subsequently diluted the gender equality dimensions of FP7, including the abandonment of Gender Action Plans. The research and innovation programme which replaced 'Framework Programmes' for the period 2014-2020 - Horizon2020 – has, however, adopted gender as a cross-cutting theme in its 'Societal Challenges' programme. Nevertheless, Rachel Minto and Lut Mergaert (2018) remain sceptical about the institutional embeddedness of gender mainstreaming within the EU. Amongst their observations are a lack of resources for comprehensive gender mainstreaming training and a lack of gender mainstreaming in evaluation at an institutional level. Further, Bianka Vida has concerns that the lack of Horizon2020 reviewers' gender expertise and persistent individual and institutional resistances, continue to limit the achievement of gender equality in the research and innovation programme (Vida, 2017). This is despite plentiful advice on how to implement gender mainstreaming (from EIGE, and various UN agencies, not to mention consultancies), most of which share a common approach of establishing baselines, such as collecting gender disaggregated data; gender impact assessment; gender budgeting; training and awareness raising; implementing changes; monitoring and assessment. The gender methodology used in Urban Waste broadly followed these suggestions and Table 2.1 details the gender considerations at each stage of the project.



STAGE OF PROJECT (EIGE STAGE)	GENDER INITIATIVES
Proposal design (DEFINE)	
Organisation of project (PLAN)	Gender Strategy developed
Preparation/benchmarking (PLAN)	Survey of pilot organisations to collect gendered employment data. Stakeholder groups assessed for gender balance.
Survey of tourists (PLAN)	By gender as well as by age, ethnicity, education and place of residence to assess socio-economic dimensions of waste attitudes and behaviour.
Focus groups (PLAN)	Specifically on gender to explore attitudes and behaviour towards waste and waste management.
Training and mutual learning (ACT)	1 <sup>st</sup> Mutual Learning event was devoted to gender mainstreaming training; subsequent short sessions at various ML events. Three gender webinars on communication; budgeting; reporting.
Measures (ACT)	Training on how measures will have gendered impacts; Measure evaluation forms gender proofed.
Final evaluation (CHECK)	Changes to gender balance of stakeholders; Gendered changes to organisational structures; Gender impact of measures; Identifying good practices in and barriers to gender mainstreaming.
Final report & deliverable	Changes to gender balance of stakeholders; Informs future proposals and projects.

*Table 2.1: Gender considerations at each stage of the project*

Both Ulrike Roehr et al (2008) and Gunnhildur Lily Magnúsdóttir and Annica Kronsell (2015) stress the role of masculinist institutions in determining working practices which can limit the opportunities of women (and men) with caring responsibilities. Indeed, Virginia Held cites Carol Gilligan's argument that women who 'advance occupationally learn to think like men' (Held, 2006: 27), implying the existence of a dominant masculinity in occupational structures. It is therefore important to not simply recruit gender balanced panels, communities of practice and so on, but also to ensure a diversity of experience of those men and women who are invited. The power of these masculinist structures suggests that despite 20 years of official gender mainstreaming in Europe, it remains poorly understood. The challenge of Urban Waste, then, was to support a move towards organisational structures in which women and men with different backgrounds can work together, and to contribute to the creation of conditions in which employees can develop the necessary expertise to mainstream gender awareness and sensitivity across the work of their organisations. If this could be achieved, then the conditions for more environmentally sustainable policy and behaviour are also more likely to be created (Ergas and York, 2012).



## 3. Waste management in the EU

### 3.1 Waste and climate change

How we produce, manage and minimise waste is critical to how we achieve the drastic reduction of greenhouse gas emissions necessary to avoid a climate catastrophe. In the EU, greenhouse gas emissions from the management of waste contribute 3 per cent of the EU total (European Commission, 2018).

Following formal recognition of women as a 'major group' by the UNFCCC at COP 17 in 2011 (19 years after the UNCED which recognised this in Agenda 21, and see Morrow, 2017), the EU called on its institutions and member-states to gender mainstream environmental and climate change (and other) policies. EIGE (2016:8) summarises Council decisions to:

...call[s] on the Member States and the Commission to take active and specific measures aimed at achieving a balanced representation of women and men in decision making in the field of climate change mitigation at all levels, including the EU level; to support women in science and technology at national and European levels; to eliminate gender stereotypes and promote gender equality at all levels of education and training, as well as in working life; and to integrate the principle of gender mainstreaming into all relevant legislation, policy measures and instruments related to climate change mitigation.

### 3.2 Gendered jobs in waste management

European Council decisions since 2009 have recognised that environmental issues (which include waste management) are gendered. However, across the EU, as worldwide, waste management remains profoundly masculinised, and this is reflected in OECD data. Table 3.1 provides the gender balance of jobs in 'water supply, sewerage, waste management and remediation' calculated by the OECD, and shows a heavy bias towards men.

COUNTRY	MALE (%)	FEMALE (%)
Denmark	96,000 (72.2%)	37,000 (27.8%)
Greece	212,000 (77.4%)	62,000 (22.6%)
Italy	2,015,000 (87.5%)	287,000 (12.5%)
Portugal	286,000 (78.4%)	79,000 (21.6%)
Spain	1,128,000 (84.2%)	244,000 (17.8%)

Table 3.1: Employment by gender in water supply, sewerage, waste management & remediation activities, 2017

Source: OECD, 2017



Gender issues have been poorly understood and largely neglected in waste management and most other environmental and technical sectors. The EU's own Eco-Management and Audit Scheme (EMAS) for the environment (which includes waste management) makes no reference to gender (Dri et al, 2018). This inattention to gender is reflected in low proportions of women employed in these sectors and lower still proportions in senior decision making positions (EY, 2015; OECD 2017). A number of studies and reports, including those from the sector itself, have stated the importance of a gender sensitive perspective (Charrington, 2017; EY 2019).

While waste management remains a highly masculinized profession across Europe (Christiansen *et al*, 2016), when women have been involved in decision making at the municipal level, a difference has been noted in how waste has been managed, and how communities have been engaged in waste minimization (Buckingham, Reeves and Batchelor, 2005).

Despite the requirements of gender mainstreaming for gender equality, gender mainstreaming, gender budgeting, and the collection of country-specific gender-disaggregated data, gendered employment data at sector level is still not comprehensive (if available at all), and there is no cross-EU comparison of gendered employment in waste management. The OECD data is only available for five of Urban Waste's eight case study countries, and it does not break down jobs by seniority, although from data elsewhere it is probably safe to assume that senior decision making and technical jobs are more likely to be held by men (see also Buckingham, Reeves and Batchelor, 2005), just as they are across science and research-related jobs (Catalyst, 2018; European Commission, 2019), and in the energy sector (IRENA, 2019).

### 3.3 Gendered attitudes and behaviour towards waste

Despite male dominance of paid work in environmental and climate change related areas, in the home women take the main responsibility for unpaid waste disposal and related decisions, some examples of which can be found in Table 3.2. These Eurobarometer survey responses represent a persistent trend in environmental surveys for women to express greater concern for environmental problems and a greater propensity to take steps to minimise waste. The only waste related questions where men scored more highly than women were in using rechargeable batteries and in making an effort to stop unwanted mail. In both this was by only one percentage point, notably a smaller difference than those noted in Table 3 (European Commission, 2014; 2017). One US/Chinese study reports that men eschew environmentally sensitive behaviour as being too feminine (Brough and Wilkie, 2017).

Gender	% reduce or separate waste	% reduce consumption	Avoids food waste	Avoids over-packaged goods	Drinks tap rather than bottled water	Thinks reducing waste is not important
Female	73	59	85	65	70	12
Male	68	52	81	59	63	20

Table 3.2: Gendered attitudes and behaviour towards avoiding waste

Sources: European Commission, 2014 ; 2017



## 3.4 Context for gendering Urban Waste

The context, then, for the Urban Waste project is one in which the participating professional sector is highly masculinised, which provides a challenge for gender mainstreaming which to date is only tenuously embedded in practice across the EU. Moreover, there is scant research into how waste production and waste management is gendered in the EU and its constituent countries, and no gender-disaggregated employment data available. One of the few examples of such a study is in non-EU European Serbia where a German-funded investigation into gender mainstreaming Serbian local waste management, drew up an action plan and gender indicators to recommend municipal action to manage waste in a way that did not disadvantage women, and which would maximise their decision making (Bacanovic, 2011). It is reasonable to assume, however, that institutionalised practices and resistances are generally such to maintain the status quo across the sector (see Mergaert and Lombardo, 2014). What this paper aims to do in the remaining space is to examine the effectiveness of gender mainstreaming as a strategy for raising gender awareness and reducing gender inequality in environmental services in the EU. The Urban Waste project, then, is in a position to provide some insights into how waste management in tourist cities can be encouraged to gender mainstream, and to assess the success of this both in the process and outcomes. By way of a conclusion, we argue that although organisations can introduce more gender-just approaches to waste management, these are likely to be more effective if they are developed through local, participatory, gender sensitive decision-making, rather than adopted 'off-the-shelf'. We also identify the challenges and what we consider to be some of the factors which contribute to these.

# 4. Gender mainstreaming the project

## 4.1 Embedding gender awareness throughout the project

Urban Waste recruited eleven pilot cities representing a range of tourist destinations with a variety of natural and cultural endowments, in eight different countries across Europe (Croatia, Cyprus, Denmark, France, Greece, Italy, Portugal, Spain). Each pilot city was required to collaborate with a (gender-balanced) group of stakeholders to jointly identify, develop and implement a number of waste minimisation measures, innovative for its own city. This emphasis on a participative process created scope for gender balanced or women-dominant stakeholder groups to counterbalance male-dominant waste management organisations. The project appointed a 'gender auditor' (the lead author of this paper) who was responsible for developing and implementing a gender strategy (Buckingham, 2017) which would inform all stages of the project.

Benchmark data was collected on local participants and organisational structures, and quantitative and qualitative surveys that were conducted amongst tourists, waste management staff and workers in the tourism sector were gender-sensitive. Focus groups were held with members of each of these groups in order to explore the gender dimensions of waste behaviour and attitudes more deeply. Bearing in mind that, according to the EBRD (2010:2), 'it has often been observed that when a client is gender aware it also indicates that the project is on the right track towards developing an appropriate gender-sensitive response', the project embedded a continuous programme of training and mutual learning, in which gender played a key part, particularly to ensure that the context for identifying and implementing measures was gender-aware. The end-



of-project evaluations have assessed gender impact. (Refer to Table 2.1 for a reminder of the gender mainstreaming process implemented in the project.)

It was quickly apparent that the level of knowledge about gender amongst most project participants was low, and there were many misconceptions (including over-estimations) about the extent of gender equality in participants' own countries and organisations. In some cases there was initial indifference which occasionally bordered on hostility.

Using the outcomes of the benchmark data collected, we identified that cities fell into one of the following: (i) already or almost immediately gender aware, which to a large extent informed processes and outcomes; (ii) developed gender awareness which impacted positively on the process; (iii) developed a modest gender awareness but with limited or no impact on the process; (iv) insistently gender denying, with no impact on outcomes. With only a couple of exceptions, these characteristics were consistently displayed throughout the project. The discussion of these emerging characteristics will engage with changes to stakeholder groups and organisational structures as well as in the implementation and evaluation of the measures. They will also be compared with the success of the pilots in achieving carbon emission savings, and some examples of positive changes are provided to indicate the extent of what may be more enduring change.

## 4.2 Baseline data

An initial survey conducted across all eleven pilot cities established that the waste management workers who responded worked in departments which reflected the global male dominance indicated above. Of 339 waste management staff surveyed, three quarters of waste management departments in which they worked were run by men, and departments in which there were no women were three times more likely than departments in which there were no men. Male dominated departments were also reported as more common. (de Luca *et al*, 2017) However, the departments in which the pilot city representatives worked displayed a slightly more complex arrangement, as Table 4.1 indicates, with men marginally more likely to be dominant in the most senior posts, but not necessarily in professional and associate professional and technical jobs. As Table 4.2 sets out, most cities started with stakeholder groups which were dominated by men.

Case Study %(N)	Managers & senior officers	Professionals	Ass. Professional/ technical	Admin and secretarial	Process, plant, machine operatives
<b>Copenhagen</b>	CEO F				
M		20(2)			
F		80(0)			
<b>Lisbon</b>					
M	100 (2)	37 (16)	49 (26)		89 (836)
F	0	63 (27)	51 (27)		11 (103)
<b>Nice (WM team)</b>					
M	75(9)	64(7)	66(37)		
F	25(3)	36(4)	34(19)		
(WM dept#)					
M	77(10)	82(18)	93(392)		
F	23(3)	18(4)	7(28)		



<b>Nicosia</b>					
M	100(1)	100(1)	25(1)		
F	0	0	75(3)		
<b>Ponta Delgada</b>					
M	0		100(3)	33(1)	100
F	100(1)		0	66(2)	0
<b>Santander</b>					
M	67(4)	67(2)	100(11)	70(7)	100
F	33(2)	33(1)	0	30(3)	0
<b>Syracuse</b>					
M	2(100)	0	8(47)		
F	0	1*(100)	9(53)		
<b>Tenerife</b>					
M	0	100(1)	100(15)		
F	100(1)	0	0		
<b>Tuscany</b>	Political lead F				
M	50 (1)		33(1)	0	
F	50 (1)		66(2)	100(2)	

Table 4.1: Distribution of jobs by gender for case studies, 2016

NB: No/incomplete data provided by Dubrovnik and Kavala

CASE STUDY	YEAR	MALE (%)	FEMALE (%)	GENDER UNSPECIFIED
Copenhagen	2018	16 (38%)	26 (62%)	
	2016			14 (100%)
Dubrovnik	2018	24 (53%)	21 (46%)	
	2016	6 (25%)	8 (33%)	10 (42%)
Kavala	2018	45 (80%)	11 (20%)	
	2016	18 (86%)	3 (14%)	
Lisbon	2018	24 (32%)	52 (68%)	
	2016	4 (50%)	4 (50%)	
Nice	2018	41 (60%)	27 (40%)	
	2016	8 (21%)	7 (18%)	23 (61%)
Nicosia	2018	39 (53%)	34 (47%)	
	2016	14 (61%)	9 (39%)	
Ponta Delgada	2018	13 (38%)	21 (62%)	
	2016	5 (42%)	7 (58%)	



Santander	2018	12 (75%)	4 (25%)	
	2016	31 (69%)	14 (31%)	
Siracusa	2018	39 (51%)	34 (46%)	3 (3%)
	2016	21 (62%)	13 (38%)	
Tenerife	2018	31 (69%)	14 (31%)	
		No data	No data	
Tuscany	2018	27 (47%)	30 (53%)	
	2016	15 (54%)	13 (46%)	

Table 4.2: Gender of stakeholders at start and end of project

### 4.3 Attitudes of waste managers, tourism sector and tourists

Informed by the gendering of environmental attitudes and behaviour noted earlier, the initial survey explored gendered attitudes and behaviour towards waste amongst those working in the tourism sector, waste management, and tourists in all pilot cities.

With regard to how tourism affects waste, male respondents working in tourism were marginally more likely than their female counterparts to consider tourism not relevant. There were only very small, and not consistent, differences in how women working in the tourism sector view their municipality's performance on waste management, and there was a slightly greater propensity for women working in the tourism sector, compared to men, to think that tourists care less about managing their waste when on holiday than when at home.

Regarding views of gendered waste behaviour amongst those working in waste management, some gender differences can be noted. Three of the top four of women employees' priorities are linked to behaviour change, compared to three of men's top four being operational<sup>ii</sup>. This suggests a benefit of gender balanced teams to have the potential to deliver a broader mix of policies. However, while there was no noticeable difference between what male and female waste management respondents believed influenced people's behaviour, some probing questions in the focus groups revealed gendered assumptions.

The environmental awareness of holiday accommodation was seen to be more of a decisive factor in booking for women tourists than men, with the largest percentage of women saying this was the most important factor, compared with men for whom it was the second least important factor. Male and female tourists reported that they always or often recycled waste. While on holiday a similar proportion of men and women (5%) reported that they were more likely to dispose of waste responsibly, whereas more men than women said that they were less likely to do so. More men than women said that their waste behaviour when on holiday was the same as at home. As surveys and focus groups found that women are more active recyclers and waste minimisers than male family members when at home, this result implies that men continue their less environmentally sensitive behaviour when on holiday. Both men and women stated that they would be more likely to dispose of waste responsibly if they had access to better information on waste recycling facilities, and on the consequences of their actions (ranked 1<sup>st</sup> and 2<sup>nd</sup> respectively for both genders).



## 5 Gender proofing waste reduction measures

### 5.1 Training, communications and measures

From the outset, gender mainstreaming was signalled as a key dimension of the project which all partners were expected to incorporate. Recognising the low level of gender awareness and gender expertise amongst participants, the first mutual learning event focused on building gender-awareness, and with specific training on how to run gender-sensitive focus groups. This was followed by further sessions at mutual learning events, and three webinars, in which 9 out of the 11 partner organisers participated (although one attended only one of the three).

Each of the pilot studies was required to identify, through participatory stakeholder decision-making, a number of waste minimisation practices which were innovative to their area. At the outset, pilot cities were asked to monitor how these measures were gendered: in decision-making, extra work involved, and in communication. From the evaluation data received (this varied in quality between pilots, and was not always complete), it appeared that in seven cases, the extra work fell to women, compared to the five cases in which the additional work fell to men. In another seven cases the extra work appeared to be divided evenly. The gender of decision makers did not appear to make a difference to where the extra work fell. In two cases (interestingly both noted as having been committed to understanding and promoting gender equality from early in the project) it was also possible to establish how tourist behaviour was gendered and in both these, women exhibited more environmentally sensitive behaviour (in participating in a 'Swap' event, and in being less likely than men to request individually packaged toiletries when rooms were providing products in larger, reusable fixed containers).

With regard to ensuring communication was gender sensitive, 14 measures were claimed to be so, while two were not. The delivery of training on gender-sensitive communication by webinar and in a mutual learning event, and the gender auditor working closely with those providing communications templates, contributed to the eventual degree of awareness about the importance of gender-sensitive communication that was developed across the pilot cities.

### 5.2 Gendering the WasteApp

As with communication, ICT was another transversal measure applied across all pilots. Given that ICT has a strongly gendered dimension whereby men and women tend to use ICT in different ways and to different extents (EIGE, 2016), specific attention was paid to the design of technological and digital solutions to be implemented individually or in conjunction with other measures, particularly the WasteApp. This interactive mobile application was based on a gamification model in which the user's (tourist's) good practice is rewarded. This included interactive maps showing the location of the recycling bins, water fountains (to prevent purchasing of disposable water bottles) and public and private sponsors providing awards for responsible tourists. The map thus aimed to be useful for tourists to identify relevant waste prevention and management services and for cities to raise awareness and facilitate more responsible behaviours among tourists. The gender auditor worked with the developer of the WasteApp to ensure prototype development included



women and men, to ensure gender sensitivity in design, and that gender was included as a category in the software so that use by gender could be monitored. Nonetheless, the end-of-project data confirms that, despite detailed attention to gender, consistent with research (EIGE, 2016) the WasteApp was more popular amongst male tourists (see Figure 5.1). However, given the lower recycling and waste minimisation practices of men referred to earlier, a tool which engages more with men could also be seen as a positive achievement (cf Brough and Wilkie, 2017 referred to earlier).

Gender

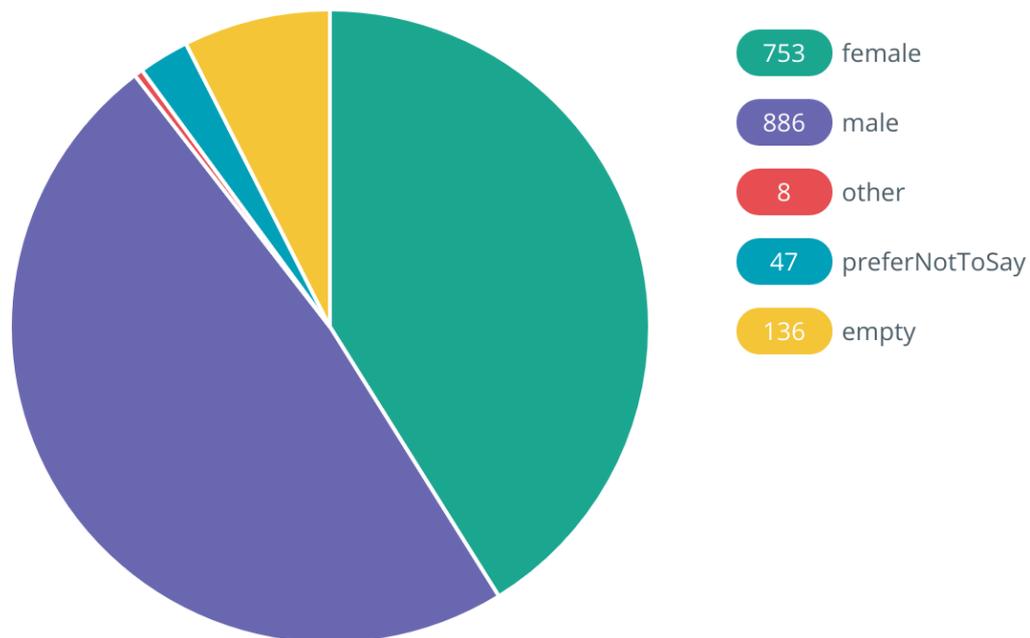


Figure 5.1: Gendered use of WasteApp

### 5.3 Changes in practices

The extent to which observations about gendered work have led to changes in practices has been captured by an end-of-project survey summarised in Table 5.1. We have identified eight pilot cities which have introduced changes to ensure more gender-sensitive practice, or greater gender equality in employment, longer term. One pilot region, Tuscany, reported no further changes from an employment practice they already claimed to be 'family-friendly' and supporting women, but have reported that they have been prompted by the project to think about the possibility of including a gender strategy in regional waste planning. The remaining two pilot cities did not complete this element of the survey, from which we conclude that no longer term gender-sensitive measures have been established.



## 5.4 Calibrating gender equality and awareness with environmental performance

We have explored whether there seems to be any correspondence between pilot cities which appear to be more gender-aware (through reporting changes to practice, ensuring stakeholder and/or employee gender balance), and which have achieved the greatest environmental improvements (measured in gross CO<sub>2</sub>e reductions). It is clear from Table 5.1 that those case studies which started the project with the greatest gender-awareness, and where women had the strongest presence (Tuscany, Copenhagen and Lisbon), were amongst the greatest CO<sub>2</sub>e savers (ranked by CO<sub>2</sub>e savings per measure they rank 1<sup>st</sup>, 3<sup>rd</sup>, 5<sup>th</sup>, respectively; by total savings, 2<sup>nd</sup>, 5<sup>th</sup> and 3<sup>rd</sup>). Of these three, Lisbon seems to have learned more from the emphasis on gender in Urban Waste:

*In my opinion, it's important to keep addressing and raising this subject to ensure equal treatment, opportunities and respect regardless of gender but also race and religion. Also, and regarding the Stakeholders, since the UW Project takes gender in consideration this might raise awareness on establishments that don't yet provide equal opportunities for all. (Lisbon)*

CASE STUDY	Ranked by performance (average/measure)	T CO <sub>2</sub> e prevented/recycled (number of measures)*	% female stakeholders (= remains same/+ increased)	Gender of senior staff	Gender sensitive changes to practice
Copenhagen	5 (3)	*(1) 2.17 (1)	62% (=)	Retains female majority	√
Dubrovnik	nd	nd	47% (nd, 2016)	nd	None reported
Kavala	7 (7)	0.57 (3)	20% (+)	Retains male majority	√
Lisbon	3 (5)	7.147 (4)	68% (+)	Retains female majority	√
Nice	6 (6)	2.11 (2)	40% (nd, 2016)	Incomplete data	None reported
Nicosia	8 (9)	0.32 (1)	47% (+)	Retains male majority	√
Ponta Delgada	9 (8)	0.051 (1)	62% (+)	Retains female majority	√
Santander	4 (4)	4.228 (2)	44% (+)	New female head	√
Siracusa	10 (10)	0.025 (1)	46% (+)	Retains male majority	√
Tenerife	1 (2)	13.161 (4)	31% (=)	Retains male majority	√
Tuscany	2 (1)	13.12 (3)	53% (+)	Retains female majority	√

Table 5.1: Case studies' environmental performance relative to gender equality and sensitivity

\*Copenhagen had completed two measures, but CO<sub>2</sub>e reductions measured for one measure were necessarily provided in a form that was not comparable with other case studies.



With the exception of Tenerife<sup>iii</sup> which made the highest gross CO<sub>2</sub>e reductions overall and 2<sup>nd</sup> highest average per measure, those cities which showed the least amount of gender-awareness, judged by lowest percentage of female stakeholders, and retaining male dominated senior waste management (Kavala, Nicosia, Siracusa), achieved some of the lowest CO<sub>2</sub>e savings (7<sup>th</sup>, 9<sup>th</sup> and 10<sup>th</sup> gross savings; 7<sup>th</sup>, 9<sup>th</sup> and 10<sup>th</sup> per measure). For the project, the most interesting cities are those which had increased their female stakeholders and changed the gender composition of their waste management team during the course of the project, and had otherwise demonstrated a strong commitment to gender equality. Santander ranks 4<sup>th</sup> whether measuring gross savings or an average by measure. The two less convincing results are Ponta Delgada which showed strong commitment to gender equality but ranks low in both gross and average CO<sub>2</sub>e reductions (9<sup>th</sup> and 8<sup>th</sup> respectively), while Nice, which demonstrated little commitment to gender equality ranked 6<sup>th</sup> whichever way its CO<sub>2</sub>e reductions are measured.

Santander in particular stated how useful they found Urban Waste's focus on gender, stating that: 'the simple fact of taking into account gender equality in Urban Waste project-related activities is a way of influencing the organisation and the stakeholders.' The city is also recommending to 'follow the general strategy maintained throughout the project, bearing in mind gender equality in all tasks. For example in convening stakeholders, in focus groups, in Communities of Practice, in communication campaigns, in data collection, statistics, surveys and surveys.'

While Nicosia is at an early stage of developing a gender awareness, they also identified the utility of the gender approach for them:

*We found it very useful. Men and women must be able and have equal opportunities to participate and successfully fulfill the different tasks assigned to them in the workplace. Therefore, the manager of each department must remember this issue/term. Even if we consider gender equality in our organisation /department, the Urban Waste project through webinars, examples and via the implementation of the measures helped us to become more familiar with this factor. (Nicosia)*

Five of the cases studies (two of which, Copenhagen and Tuscany, already had provided evidence of good gender awareness) claimed that their city/country was already attending to gender equality. Three of these, however, had not provided evidence of commitment to gender equality requested at the start of the project, nor demonstrated particular enthusiasm for gender equality during the course of the project so these responses could be seen as 'blocking' mechanisms for change. Neither did their employment and stakeholder data reflect gender equality (emboldened by authors for emphasis):

*Urban Waste **gender focus has been consistent with the strategy concerning gender equality** developed by the Cabildo de Tenerife from its cross-cutting approach (Tenerife)*

*The section of the Urban Waste project on gender equality very interesting. **Gender equality is always considered by our organization as encouraged by the Italian citizen.** Within Urban Waste we were inspired to further integrate these rules in the way we direct our communications to the general public (Siracusa)*

*Urban Waste's focus on gender equality very interesting. **Gender equality is always considered by our organization as it is encouraged by the Greek national rules for procurement.** Within Urban Waste we were inspired to integrate these rules further into how we address our communications to the general public. (Kavala)*



One pilot city (Nice) failed to respond to the question on how a focus on gender had influenced their project, and another case study (Dubrovnik and Neretva County) did not find the emphasis on gender at all helpful, other than instrumentally in helping to secure grants in the future. It stated that: 'It is not very useful. It is useful only in terms of future Horizon 2020 project where we can use experiences from this project.' This was the only pilot city from central/Eastern Europe, and we discussed the changes to women's status that had followed regime changes from 1990, which might have impacted on the lack of recognition project staff had for existing gender inequality. However, since (i) Croatia is one of the lowest (24<sup>th</sup> of 28) performing countries in the EU on gender equality (EIGE, 2017), (ii) Croatia's own feminist organisations are critical of their country's performance (Grgic, 2018; Prtoric, 2018), and (iii) all the staff we spoke to have been young and will not have had adult experience of pre-1990 conditions, this history is probably not the cause of the hostility to gender in the project.

## 6. Conclusions

From the Urban Waste project, we have learned lessons about gender mainstreaming in an area of environmental management on two levels. At a practical level, by embedding gender at every stage of the process, and by the gender auditor being centrally involved in the management and direction of the project, a number of achievements towards considering gender impact and achieving gender balance have been made. These have been stronger in some places than others, and a summary of sharable strategies has been circulated and forms part of the final report. (See Table 7.) This embedding of gender awareness has, as much as possible, avoided the gender mainstreaming element of the project becoming a 'tick box' exercise (although some cities have engaged more than others with the gender mainstreaming process). Mergaert and Lombardo's (2014) identification of 'resistances' at the individual and institutional level resonates with some cases in the project, where either individuals resistant to the idea of promoting gender equality or institutions which are not receptive are able to block gender mainstreaming.

Overall objective	Examples provided by pilot cities
<p><b>Communications</b> – make sure that your messages do not reinforce stereotypes (for example that decision makers are men or that women should be doing all the domestic waste disposal). Equally important for visual images as for language.</p>	<ul style="list-style-type: none"> <li> Having noticed that open air festivals created a lot of litter, and that young men were the most likely to litter, <b>Copenhagen</b> used female and male 'trash talkers' at festivals and similar events to be able to communicate equally with men and women participants. <b>Syracuse</b> has already adopted this approach and found it useful.</li> <li> <b>Kavala</b> is considering messages in their communication campaigns to ensure that they inspire and encourage men and women equally, while <b>Santander</b> has ensured that all the language used in their communications campaigns is gender sensitive.</li> <li> An awareness-raising campaign was carried out in <b>Santander</b> in collaboration with <i>Ecovidrio</i> to promote the recycling of glass by supporting research into breast cancer, with a special container located in an emblematic square of the city.</li> </ul>
<p><b>Staffing</b> – take every opportunity to enable women to have an equal opportunity to be promoted as managers and decision makers with a plan to achieving parity. Jobs in each area of waste, from administrators to operatives, should be equally accessible to women and men.</p>	<ul style="list-style-type: none"> <li> <b>Ponta Delgada</b> has introduced a requirement for all external waste collection and street cleaning contracts to have a minimum percentage of jobs that will be held by women.</li> <li> <b>Tuscany</b> has family friendly policies in their offices (eg flexible hours/working from home) which makes it easy for parents to combine caring work with paid professional work and does not therefore discriminate against carers of young children.</li> <li> In <b>Santander</b>, the company providing waste management services</li> </ul>



	<p>provides gender training and awareness-raising within the company's training plans.</p> <ul style="list-style-type: none"> <li>In <b>Copenhagen</b>, the politicians have agreed a target of a maximum 10 percentage points difference between male and female employees regarding directors/CEOs, heads of departments and head of units.</li> </ul>
<p><b>Consultation and public participation</b> – ensure that the conditions (eg times, places) and publicity encourage women and men from a range of situations to take part.</p>	<ul style="list-style-type: none"> <li><b>Tenerife</b> is searching for equal numbers of women and men to be speakers for congresses.</li> </ul>
<p><b>Equipment</b> – ensure that waste equipment is manageable by women and men equally.</p>	<ul style="list-style-type: none"> <li>When implementing the food tracking device employees in the <b>Nicosia</b> partners used plastic bags, which enabled women and men with different lifting capabilities to manage the waste.</li> <li><b>Nicosia</b> also provided small bins with two wheels for recyclable glass when trialling recycling advisors in tourist establishments. As a result, everybody was able to use and transfer/move this kind of bin.</li> </ul>
<p><b>Strategic</b> – consider undertaking a strategic review of policies and organisational operations to ensure that they benefit from gender equality and awareness.</p>	<ul style="list-style-type: none"> <li><b>Tuscany</b> has been prompted to think about the possibility of including a gender strategy in regional waste planning.</li> <li><b>Santander</b> is recommending that they follow the general strategy maintained throughout the project (see Table 4.2), bearing in mind gender equality in all tasks. For example, in convening stakeholders, in focus groups, in Communities of Practice, in communication campaigns, in data collection, statistics, surveys and surveys.</li> </ul>

Table 6.1: Specific recommendations for gender mainstreaming waste activities from pilot cities

We have to conclude that itemising ‘good practice’ alone, however, is not sufficient to promote effective gender mainstreaming elsewhere, and that these examples have only been possible because of the intensive and detailed work which we still find to be necessary – over twenty years after the EU adopted gender mainstreaming, and a commitment to gender equality. There are some indications from our research that better gender awareness, and gender equality practices are linked with better environmental awareness and practices. This bears out research at the global scale, where countries which perform highly on gender equality also do so on environmental measures (Ergas and York, 2012), although the relationship between the two is not necessarily straightforward. Experience of the Urban Waste project reported here reinforces the findings of Pinto and Mergaert’s (2018) work at the EU institutional level, that gender mainstreaming requires more resources than are currently expected to deliver it within a context that adds another layer of work without restructuring what are often quite masculinist organisational structures.

Waste management, an industry with significant environmental impact, but with low levels of gender equality awareness and practice, as Urban Waste has demonstrated in many cases, needs to pay more attention to gender and this is likely to influence the degree to which sustainable environmental improvements can be made. Changes need to be made at all levels though, and local waste management authorities would benefit also from international professional standards becoming gender sensitive. This research also makes a case for national and EU institutions, as well as professional associations, applying gender mainstreaming more consistently.



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<sup>i</sup> The ECOSOC agreed conclusions 1997/2 defines gender mainstreaming as: "...the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality."

<https://www.un.org/womenwatch/osagi/pdf/e65237.pdf>

<sup>ii</sup> The top four priorities for women employees were, in order of importance: improving waste collection, behaviour change, awareness raising and waste prevention. Men employees shared the top two priorities, but with a smaller number of responses, followed by the optimisation of recycling and the reduction of landfill.

<sup>iii</sup> Interestingly, the pilot city in the area from which the project has been developed and managed achieved the highest CO<sub>2</sub>e savings, partly, no doubt because they (along with one member of Group ) introduced the highest number of measures

