

# MEASUREMENT AND REPORTING: IMPORTANT ELEMENTS OF GENDER MAINSTREAMING IN ENVIRONMENTAL POLICIES

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*This Article identifies the advances and barriers in formulating gender-inclusive environmental agendas. It provides an overview of the manner and extent in which gender is highlighted in international agreements, national policies and reporting instruments. This Article highlights three main concerns regarding the articulation of gender and the environment in the majority of national and global reports: (1) An over emphasis on rural women—on one hand, the reports continue to treat women as a distinct and vulnerable target group in projects and programs, yet on the other, they perpetuate the idea that global environmental problems can be localized to remote areas of the world; (2) few studies and reports document or evaluate changes in or impacts on gender relations. There is still relatively little information on the participation of men in the development process and women’s experiences and behaviors continue to be isolated from broader socio-cultural trends; thus there is a lack of understanding of the structural causes of gender inequality; and (3) gender and the environment are often presented as parallel and distinct agendas; nonetheless achieving sustainable development requires their complete integration. The authors argue that solid monitoring and evaluation practices are fundamental in this process. Providing better indicators that capture the interrelationship between gender and the environment along with a reliable stream of data on the effectiveness of projects can result in improved decision-making and accountability among policymakers. Building on new and attainable environmental agendas that are gender-inclusive requires thoroughly evaluating the progress that has been made and consistently making recommendations for improvement.*

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## INTRODUCTION

Ensuring sustainability implies putting the rights of all people at the center of development. Over the past three decades, international agreements, national policies, and other reporting instruments have highlighted the correlation between gender, the environment, and sustainable development. While these mechanisms are designed to advance gender equality, environmental protection, and sustainable development, their implementation has overall been weak. Achieving sustainable development requires the improvement of a nation state's institutional capacities to fulfill their obligations. A starting point to mainstreaming gender in international conventions is evident in both the U.N. Convention on Biological Diversity (CBD)<sup>1</sup> and in the U.N. Convention to Combat Desertification (UNCCD).<sup>2</sup> Other conventions, such as the U.N. Framework Convention on Climate Change (UNFCCC) do not explicitly mention gender in their text.<sup>3</sup>

Nonetheless, the key reporting instruments of all of the aforementioned conventions, such as the National Biodiversity Strategies and Action Plans (corresponds to CBD),<sup>4</sup> the National Adaptation Programmes of Action (corresponds to UNFCCC),<sup>5</sup> and the National Action Programmes (corresponds to UNCCD)<sup>6</sup> include provisions for gender mainstreaming. The issues covered by each of these conventions have been identified as the greatest challenges to sustainable development.<sup>7</sup>

Concerning gender, the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) provides the basis for at-

<sup>1</sup> United Nations Convention on Biological Diversity, June 5, 1992, 1760 U.N.T.S. 79, available at <http://www.cbd.int/doc/legal/cbd-en.pdf>.

<sup>2</sup> Convention to Combat Desertification, G.A. Res. 241/27, U.N. Doc. A/AC/241/27 (Sept. 12, 1994), available at <http://www.unccd.int/Lists/SiteDocumentLibrary/conventionText/conv-eng.pdf>.

<sup>3</sup> United Nations Framework Convention on Climate Change, May 9, 1992, S. Treaty Doc No. 102-38, 1771 U.N.T.S. 107, available at <http://unfccc.int/resource/docs/convkp/conveng.pdf>

<sup>4</sup> See *National Biodiversity Strategies and Action Plans*, CONVENTION ON MIGRATORY SPECIES, <http://www.cms.int/about/nbsap.htm> (last visited Nov. 3, 2012).

<sup>5</sup> See *NAPAs received by the secretariat*, U.N. FRAMEWORK CONVENTION ON CLIMATE CHANGE, [http://unfccc.int/cooperation\\_support/least\\_developed\\_countries\\_portal/submitted\\_napas/items/4585.php](http://unfccc.int/cooperation_support/least_developed_countries_portal/submitted_napas/items/4585.php) (last visited Feb. 1, 2013).

<sup>6</sup> *National Action Programmes*, U.N. CONVENTION TO COMBAT DESERTIFICATION, <http://www.unccd.int/en/about-the-convention/Action-programmes/NAP/Pages/default.aspx>.

<sup>7</sup> UNITED NATIONS FRAMEWORK CONVENTION ON CLIMATE CHANGE, FACT SHEET: STEERING UP INTERNATIONAL ACTION ON CLIMATE CHANGE THE ROAD TO COPENHAGEN I, available at [http://www.preventionweb.net/files/12042\\_FactsheetTheRoadtoCopenhagenI.pdf](http://www.preventionweb.net/files/12042_FactsheetTheRoadtoCopenhagenI.pdf) (last visited Feb 1, 2013).

taining equality between women and men by ensuring women's equal access, and equal opportunities in the political, social, and economic spheres.<sup>8</sup> Article 14 of CEDAW, states that:

States Parties shall take into account the particular problems faced by rural women [more specifically] . . .

(g) To have access to agricultural credit and loans, marketing facilities, appropriate technology and equal treatment in land and agrarian reform as well as in land resettlement schemes;

(h) To enjoy adequate living conditions, particularly in relation to housing, sanitation, electricity and water supply, transport and communications.<sup>9</sup>

Countries that have ratified or acceded to CEDAW are obligated to submit national reports every four years describing the measures they have taken to comply with the Convention's obligations.<sup>10</sup>

This Essay examines the approaches taken to include gender and the environment in each of the aforementioned conventions, national policy instruments, and reports. This analysis will demonstrate that gender and the environment are continually treated and presented as distinct and parallel agendas, and as a result, creates a barrier to attaining sustainable development. Furthermore, this Essay evaluates the trends used to think about gender in environmental agendas, which present a regression in viewing women and men as equal contributors to the development process.

## I. THEORETICAL FRAMEWORK

There are several theoretical approaches to analyzing the interconnections between gender and environment. A discussion of these approaches sheds light on the themes that are currently emphasized in global and national discourses. Table 1 presents the main models used to understand and analyze the interconnections between gender and the environment.

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<sup>8</sup> Convention on the Elimination of All Forms of Discrimination Against Women, Dec. 18, 1979, 1249 U.N.T.S. 13, available at <http://www.un.org/womenwatch/daw/cedaw/text/econvention.htm#article14>.

<sup>9</sup> *Id.* at Part III, Article 14(2)(h).

<sup>10</sup> *Id.* at Article 18(1).

TABLE 1. MAIN MODELS USED TO INTERPRET THE GENDER-ENVIRONMENT RELATIONSHIP<sup>11</sup>

<b>Ecofeminist</b>	<b>Women in Development (WID)</b>	<b>Gender and Development (GAD)</b>
<p>Conceptualizes the relationship of women with nature, maintaining that there is a strong link between the two.</p> <p>Maintains that women's experiences (biological or cultural) give them a different natural mindset, a special knowledge that will enable them to save the planet and a tendency to protect the environment.</p>	<p>Assumes that women are the main volunteers in the fight against environmental degradation.</p> <p>Stresses the potential of women's role as day-to-day administrators of natural resources.</p> <p>Much is made of women's vulnerability to environmental change due to their dependence on these resources.</p> <p>Development projects and programs center on women and their needs as individuals and groups.</p>	<p>Maintains that discrimination against women is expressed in our societies mainly through: (i) division of labor; (ii) access to resources; and (iii) participation in decision-making.</p> <p>Accounts for social relationships of production and power.</p> <p>Identifies and seeks to evaluate the differences that exist between women and men by emphasizing the social, historical, and cultural nature of the processes of subordination and negotiation in which they are involved.</p>

The Ecofeminist approach's shortcoming lies in the fact that it considers women to be a "unitary concept and reality"<sup>12</sup> without acknowledging the differences that may exist among them because of ethnic background, social class, and age, among other factors. This standpoint does not contextualize the position of women in a social, historical, and material way. Furthermore, the responsibility bestowed on women as caretakers of the family and community excludes men from participating and taking on this role as well.

The Women in Development (WID) approach advocates for the incorporation of women in development policies,<sup>13</sup> while continuing to treat women as a distinct and vulnerable group in projects and programs. Integrating women in this manner has resulted in projects and programs in different sectors that benefit women in the short term. In some cases, women's knowledge has been utilized in areas related to family or community health (e.g., ensuring medicinal plants and food security) and environmental conservation (e.g., the protection of non-timber forest products).<sup>14</sup>

<sup>11</sup> See Maria Nieves Rico, *Gender, The Environment and the Sustainability of Development* (LC/L.1144 1998).

<sup>12</sup> *Id.* at 22.

<sup>13</sup> See CAROLINE O.N. MOSER, *GENDER PLANNING AND DEVELOPMENT: THEORY, PRACTICE AND TRAINING* 2-4 (1993).

<sup>14</sup> See *id.* at 52.

However, there are shortcomings to this approach. Projects and programs tailored under the WID approach rarely document their impact on gender relations. This approach also ignores the required strategies needed to pursue the various objectives involved in the use and management of environmental resources that will require the contributions of women and men alike. Indeed, studies have shown that gender-specific projects do not produce adequate results in practice.<sup>15</sup> As MacGregor notes, reports and case studies that over-utilize the co-location of the words “women” and “vulnerable” further the dominant belief that environmental degradation only concerns rural women in developing countries.<sup>16</sup> Presenting rural women as powerless undermines the fact that in many cases these women are active agents of change. Furthermore, it localizes what is a global environmental problem to rural or remote areas of the world.

The Gender and Development (GAD) approach focuses on socially constructed differences between men and women and emphasizes the need to study, document, and change the ways in which gender relations constrain or advance efforts to redress environmental degradation.<sup>17</sup> An important contribution of this approach with regard to policymaking is the use of the term “gender” as opposed to “women,” as it also accounts for men’s participation in the development process.<sup>18</sup> A singular focus on women excludes men from participating in the development process and isolates women’s experiences and behaviours from broader socio-cultural trends. Furthermore, according to Nieves Rico, GAD also aims to produce diagnoses and proposals through indicators that capture the interrelationship between women and men.<sup>19</sup> Analyzing and evaluating the initiatives that are undertaken is an integral part of the implementation process.

Some academics use the Neo-Malthusian approach to explain gender relationships and its impact on the environment. The Neo-Malthusian

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<sup>15</sup> See Esther Mwangi et al., *Gender and Sustainable Forest Management in East Africa and Latin America*, 16 J. ECOLOGY & SOC’Y 17, 29 (2011), available at <http://www.ecology-and-society.org/vol16/iss1/art17/ES-2010-3873.pdf>. An important finding of the study shows that “higher proportions of females in user groups, and especially user groups dominated by females, perform less well than mixed groups or male dominated ones.” *Id.* The report suggests that these differences may be related to “gender biases in technology access and dissemination, with a labor constraint faced by women,” and a possible limitation to women’s sanctioning authority. *Id.* It concludes by arguing that mixed female and male groups “offer an avenue for exploiting the strengths of women and men, while tempering their individual shortcomings.” *Id.*

<sup>16</sup> Sherilyn MacGregor, ‘Gender and Climate Change’: From Impacts to Discourses, 6 J. INDIAN OCEAN REGION 223, 227 (2010).

<sup>17</sup> See MOSER, *supra* note 13, at 2–4.

<sup>18</sup> See *id.*

<sup>19</sup> See RICO, *supra* note 11.

approach is an extension of notions first proposed by Malthus in 1798.<sup>20</sup> Malthus wrote that population growth, if unchecked, would become exponential, and the population would outgrow the resources available to support it.<sup>21</sup> Neo-Malthusian's believe that "population growth is . . . one main cause of poverty and environmental degradation. Therefore States must introduce contraceptive methods, even sometimes without the populations' (particularly women's) prior consent."<sup>22</sup> The underlying and limited implication of such thinking is that women are responsible for ensuring a system of "checks" on the world's population. In recent years this thinking has been explicitly linked to the environment.<sup>23</sup>

Many policymakers tend to follow a WID approach to development discourses and programs.<sup>24</sup> Although the WID approach may be successful when implementing projects on a small-scale, achieving truly sustainable development requires utilizing and promoting a GAD standpoint. This will encompass programs and policies that transform gender relations and ensure long-term and sustainable benefits for society overall.

## II. GENDER AND THE ENVIRONMENTAL AGENDA

The extent to which gender is and has been included in the environmental agenda can be observed in the reporting instruments of the Conventions on climate change, desertification, and biodiversity. Table 2 identifies the main objectives of each instrument and the convention to which it corresponds.

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<sup>20</sup> See Joan Martinez-Alier & Eduard Masjuan, *Neo-Malthusianism in the Early 20th Century*, 1–2, THE INT'L SOC'Y FOR ECOLOGICAL ECON., <http://isecoeco.org/pdf/Neo-malthusianism.pdf> (last visited Jan. 24, 2013).

<sup>21</sup> See *id.* at 1.

<sup>22</sup> *Id.* at 21.

<sup>23</sup> See *id.* at 18–19.

<sup>24</sup> See MOSER, *supra* note 13, at 3–4. ("Because it is a less 'threatening' approach, planning for Women in Development is far more popular.").

TABLE 2. REPORTING INSTRUMENTS OF THE RIO CONVENTIONS  
REPORTING INSTRUMENTS OF THE RIO CONVENTIONS

UNFCCC <sup>25</sup> National Adaptation Programs of Action (NAPAs)	CBD <sup>26</sup> National Biodiversity Strategies and Action Plans (NBSAPs)	UNCCD <sup>27</sup> National Action Programmes NAPs
Provide a process for the least developed countries to identify priority activities that respond to their urgent and immediate needs to adapt to climate change. The main content of NAPAs is a list of ranked priority adaptation activities and projects, as well as short profiles of each activity or project, designed to facilitate the development of proposals for implementation of the NAPA.	Principal instruments for implementing the Convention at the national level (Article 6). The Convention requires countries to prepare a national biodiversity strategy (or equivalent instrument) and to ensure that this strategy is mainstreamed into the plans and activities of all those sectors that can have an impact (positive or negative) on biodiversity.	Key instruments in the implementation of the Convention. National Action Programs are developed in the framework of a participative approach involving the local communities and they spell out the practical steps and measures to be taken to combat desertification in specific ecosystems.

Awareness of the inclusion of gender dimensions in national plans and programs of action is important. First, they serve as a means for the dissemination of parties' proposed programs of action to address these challenges. Second, the guidelines for the UNFCCC<sup>28</sup>, the IUCN<sup>29</sup>, and SBCD<sup>30</sup> each establish gender equality as a guiding element in their preparation. Gender considerations in these programs reveal the extent to which the state considers gender a relevant issue to address climate change, desertification, and the loss of biodiversity. The omission of gender concerns represents not only a complete disregard for the agreements and guidelines, but also for gender and sustainable development.

<sup>25</sup> *National Adaptation Programmes of Action (NAPAs)*, UNITED NATIONS FRAMEWORK CONVENTION ON CLIMATE CHANGE, [http://unfccc.int/national\\_reports/napa/items/2719.php](http://unfccc.int/national_reports/napa/items/2719.php) (last visited Feb. 1, 2013).

<sup>26</sup> United Nations Convention on Biological Diversity, June 5, 1992, 1760 U.N.T.S. 79, available at <http://www.cbd.int/doc/legal/cbd-en.pdf>.

<sup>27</sup> Convention to Combat Desertification, G.A. Res. 241/27, U.N. Doc. A/AC/241/27 (Sept. 12, 1994), available at <http://www.unccd.int/Lists/SiteDocumentLibrary/convention/Text/conv-eng.pdf>.

<sup>28</sup> United Nations Framework Convention for Climate Change, FCCC/CP/2001/13/Add.4, at 9 (Jan. 21, 2002), available at <http://unfccc.int/resource/docs/cop7/13a01.pdf>.

<sup>29</sup> INTERNATIONAL UNION FOR CONSERVATION OF NATURE, DRAFT GUIDELINES TO MAINSTREAMING GENDER IN THE DEVELOPMENT OF NATIONAL ADAPTATION PLANS (NAPs) 12 (2011), available at <http://unfccc.int/resource/docs/2011/smsn/ngo/306.pdf>.

<sup>30</sup> SECRETARIAT OF THE CONVENTION ON BIOLOGICAL DIVERSITY, CBD TECHNICAL SERIES No. 49, GUIDELINES FOR MAINSTREAMING GENDER INTO NATIONAL BIODIVERSITY STRATEGIES AND ACTION PLANS, 12 (2010), available at <http://www.cbd.int/doc/publications/cbd-ts-49-en.pdf> [hereinafter SCBD GUIDELINES].

Third, information contained in such reports constitutes the first step towards greater accountability and promoting gender equality.

A review of gender in NAPAs by the Women's Environment and Development Organization (WEDO) states that while gender equality is a guiding principle in the NAPAs, "it has been clearly shown that this does not always translate into comprehensive, effective planning, budgeting or implementing of adaptation plans or activities."<sup>31</sup> According to a report by UNFPA and WEDO, most of the NAPAs the Gender Advisory Team reviewed for the U.N. Office for the Coordination of Humanitarian Affairs (OCHA) identified women as a particularly vulnerable group, while very few demonstrated a commitment to gender equality through the various projects identified in the NAPAs themselves.<sup>32</sup> In such cases, it is clear that the WID approach to gender in environmental policies prevails. While there are positive examples of NAPAs that do integrate gender concerns, mainstreaming gender into NAPAs remains the exception rather than the rule.<sup>33</sup>

Similarly, a report by the Secretariat of the Convention on Biological Diversity (SCBD) explains that:

The actual state of play of gender mainstreaming into NBSAPs clearly shows the need for more articulated guidance on addressing gender inequalities within national strategies and action plans. Out of the 166 NBSAPs submitted by July 2008 to the SCBD, only 78 include any reference to women or gender. . . . [although] some NBSAPs address the question of promoting gender equality in a very fragmented and ad hoc manner. Nevertheless, as it is today, most NBSAPs lack any consideration of gender issues.<sup>34</sup>

The report presents detailed data on the references to gender and/or women within fifteen different sector issues, and notes that gender was most frequently mentioned in the context of agro-biodiversity, fisheries, poverty, and forestry.<sup>35</sup>

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<sup>31</sup> Women's Environment & Development Organization, Untitled WEDO Memo from COP 16, at 1, available at <http://unfccc.int/resource/docs/2011/smsn/ngo/313.pdf> (last visited Nov. 3, 2012).

<sup>32</sup> *Making NAPAs Work for Women*, CLIMATE CHANGE CONNECTIONS 4 (UNFPA & WEDO), at 4 (2009), available at [http://www.unfpa.org/webdav/site/global/shared/documents/publications/2009/climateconnections\\_4\\_napas.pdf](http://www.unfpa.org/webdav/site/global/shared/documents/publications/2009/climateconnections_4_napas.pdf).

<sup>33</sup> U.N. DEVELOPMENT PROGRAMME, RESOURCE GUIDE ON GENDER AND CLIMATE CHANGE 47 (2009), available at [http://www.un.org/womenwatch/downloads/Resource\\_Guide\\_English\\_FINAL.pdf](http://www.un.org/womenwatch/downloads/Resource_Guide_English_FINAL.pdf).

<sup>34</sup> SCBD GUIDELINES, *supra* note 30, at 22.

<sup>35</sup> *Id.* at 64.



Poulsen and Masse also note that NAPs “do not provide any specific information as to how countries will promote equality between men and women in dryland development.”<sup>36</sup> Furthermore, governments struggle not only to integrate gender dimensions into these environmental agendas, but also to allocate larger budgets to activities that promote gender equality. In countries that do allocate budget lines in their NAPs for activities that strengthen the role of women, this funding still represents less than three percent of the overall NAP budget.

### III. ENVIRONMENT AND THE GENDER AGENDA

An analysis conducted by Castañeda and Martin of ten CEDAW country reports points out that the inclusion of sustainable development and the environment in the gender agenda is still weak.<sup>37</sup> The analysis shows that sustainable development was rarely linked to energy, the environment, or climate change.<sup>38</sup> Sustainable development was more expressly linked to issues such as water supply and its management, health, exports, and indigenous groups. Castañeda and Martin found that in most cases the environmental programs and projects reported by the countries were presented as isolated and unrelated to other sectors.<sup>39</sup> Failing to report on the connections between different environmental issues narrows our understanding of the role gender plays in such issues. For example, a failure to account for the interdependence between water access and food security and its relation to gender can act as an obstacle to proper policymaking.

Often, gender and the environment and the use of indicators in CEDAW reports have resulted in the listing of projects tailored exclusively to women or in listing projects that have female beneficiaries. While some reports presented sex-disaggregated data to contextualize gender gaps in rural and urban contexts, most of the reports did not provide indicators or information that evaluated the success of the programmes and projects in reducing the existing gender gaps or in achieving environmental protection or sustainable development goals. Carrying out projects solely for women will not result in the achievement of long-

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<sup>36</sup> Lene Poulsen & Masse Lo, *Promoting Good Governance through the Implementation of the UNCCD*, in *GOVERNING GLOBAL DESERTIFICATION: LINKING ENVIRONMENTAL DEGRADATION, POVERTY AND PARTICIPATION*, 109, 120 (Pierre Marc Johnson et al. eds., 2006).

<sup>37</sup> Itzá Castañeda & Piedad Martín, *Convention on the Elimination of all Forms of Discrimination Against Women Country Report Analysis of Environmental-Sustainable Development Linkages*, in *POWERFUL SYNERGIES: GENDER EQUALITY, ECONOMIC DEVELOPMENT AND ENVIRONMENTAL SUSTAINABILITY* 52, 52–53 (2012), available at <http://www.undp.org/content/dam/undp/library/gender/Gender%20and%20Environment/Powerful-Synergies.pdf>.

<sup>38</sup> *Id.*

<sup>39</sup> *See id.*

term sustainable development, which calls for the equal participation of both women and men.

Some reports contextualize rural-urban differences; however, most of the focus is on rural women's issues. This could be a result of Article 14's emphasis on rural women's concerns. Nonetheless, recently there has been a tendency towards greater urbanization, particularly in developing countries. For example, in 2000, 76 percent of Latin America's population was already living in urban areas, and Asia and Africa were set to register a higher urban growth over the next thirty years.<sup>40</sup> Castañeda and Martin have pointed out that, because of the emphasis on rural women, "countries with a 'very high' Human Development Index [which tend to also be more urbanized countries] reported little in their respective CEDAW reports on the environment and sustainable development," and that in instances where it was mentioned, "the challenges were linked solely to rural women."<sup>41</sup> Given current urbanization trends it is vital to rethink this rural-centric focus and expand the country reports' analysis to include more on the urban sphere.

#### IV. GENDER AND ENVIRONMENT IN GLOBAL REPORTS

The previous analysis shows that, to a large extent, governments still treat and present gender and the environment as distinct and parallel agendas.<sup>42</sup> It is important to look at the ways in which international reports and indices present and treat the aforementioned in relation to sustainable development. Tables 3.A. and 3.B. present observations on global indices and reports that account for advancements in both gender equality and the environment. Table 3.A. refers to three global indices that measure progress in gender equality. Table 3.B. is a selection of various United Nations reports that inform on the advancement of women in relation to various types of environmental and developmental concerns.

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<sup>40</sup> Barbara Boyle Torrey, *La Urbanización: Una Fuerza Ambiental Considerable*, POPULATION REFERENCE BUREAU, <http://www.prb.org/SpanishContent/Articles/2004/LaUrbanizacionUnaFuerzaAmbientalConsiderable.aspx> (last visited Nov. 3, 2012).

<sup>41</sup> Itzá Castañeda Camey et al., *Advances and Limitations: Mainstreaming Gender in Environmental Policies*, ADDRESSING INEQUALITIES GLOBAL THEMATIC CONSULTATION (Oct. 2012), at 8, <http://www.worldwewant2015.org/node/283254>.

<sup>42</sup> See *supra* Part III.

TABLE 3.A. GLOBAL INDICES

TITLE	TYPE	DIMENSION	OBSERVATIONS
Global Gender Gap Report (WEF)	Index Annual 135 Countries	Economic Participation, Educational Attainment, Health and Survival, Political Empowerment.	<b>2011 and previous:</b> Does not include or measure any environmental dimension (e.g., use and access to natural resources, climate change, or water and sanitation).
Human Development Report (UNDP)	Index Annual 187 Countries	Human Development Index, Gender Inequality Index (before 2010 known as Gender Development Index), Multidimensional Poverty Index	<b>2006:</b> Focused on water scarcity, emphasizing gender inequalities and time-use. <b>2007/2008:</b> Focused on climate change and recognized that climate change will aggravate existing inequalities (including gender inequality). <b>2011:</b> Focused on sustainability and equity. Great attention to women's reproductive health.
Humanitarian Response Index (HRI) (DARA)	Index Annual Donor Countries	Responding to Humanitarian Needs, Integrating Relief & Development, Working with Humanitarian Partners, Implementing International Guiding Principles, Promoting Learning and Accountability	<b>2008:</b> Focused on donor accountability in humanitarian action. Women and gender mentioned in relation to violence and development. <b>2009:</b> Focused on clarifying donor's priorities. <b>2010:</b> Focused on the problems of politicization. <b>2011:</b> Focused on addressing the gender challenge. Heavy focus on women and gender issues in relation to humanitarian responses.

TABLE 3.B GLOBAL REPORTS

Progress of the World's Women (UNIFEM – U.N. Women)	Global Report Biennial	Identifies actions and strategies by governments and civil society to advance women's needs.	<b>2008/2009:</b> Presented little analysis of women in relation to the environment. Acknowledged that data regarding MDG Goal 7 are scarce and presented data mainly on water collection. <b>2011/2012:</b> Paid little attention to MDG goal 7.
The World's Women's Trends & Statistics 2010 (DESA)	Global Report Every Five Years	Statistics regarding: population, health, education, work, decision-making, violence, environment and poverty.	<b>2010:</b> Analysis on the environment covered housing, water collection, access to energy fuels, and natural disasters. Accounted for women's participation in environmental decision-making.
The State of World Population (UNFPA)	Global Report Annual	Reports on population dynamics in relation to development.	<b>2009:</b> Emphasized how climate change can affect women and states how stabilization of population will help reduce greenhouse-gas emissions. <b>2010:</b> Did not mention the environment. <b>2011:</b> Presented women as vulnerable, and suggested that their role as food providers links them to climate change. The report focused heavily on over-population, sexual education, reproductive health and family planning.
The State of Food and Agriculture (FAO)	Global Report Annual	Provides assessments of important issues in food and agriculture.	<b>2009:</b> Provided gender-sensitive recommendations and portrayed women as active agents of development. <b>2010–2011:</b> Focused on women's contributions in agriculture, arguing that closing the gender gap in agriculture is crucial to development.

Both the Global Gender Gap Report and the Progress of the World's Women Report barely accounted for the environmental dimension, but instead continued to present gender and the environment as parallel and distinct agendas.<sup>43</sup> Conversely, the *World's Women 2010: Trends and*

<sup>43</sup> See *supra* Tables 3.A., 3.B. See generally Ricardo Hausmann et al., *The Global Gender Gap Report 2011*, WORLD ECON. FORUM (2011), [http://www3.weforum.org/docs/WEF\\_GenderGap\\_Report\\_2011.pdf](http://www3.weforum.org/docs/WEF_GenderGap_Report_2011.pdf) (failing to include or measure any environmental dimension); U.N. DEV. FUND FOR WOMEN, PROGRESS OF THE WORLD'S WOMEN 2008/2009: WHO ANSWERS TO WOMEN?, U.N. Sales No. 08.III.F.1P (Sep. 18, 2008) (presenting little analysis of women in relation to the environment, and acknowledging that data is scarce and presenting data mainly on water collection regarding MDG Goal 7); U.N. DEV. FUND FOR WOMEN, PROGRESS OF THE WORLD'S WOMEN 2011–2012: IN PURSUIT OF JUSTICE, U.N. Sales No. 11.III.F.1 (July 2011) (paying little attention to MDG Goal 7).

*Statistics Report* went beyond its analysis of sector specific environmental issues by also evaluating the extent to which women participate in environmental decision-making.<sup>44</sup> The approach to gender in reports related to population and the environment (e.g., *The State of the World Population and UNEP's Annual Report*) closely follows the WID approach. Those reports mostly discuss the greater integration of women in programs and projects while still presenting them as a vulnerable target group. The *FAO's State of Food and Agriculture 2009 report* goes one step further by evaluating gender gaps in different agricultural settings, providing a foundation for closing these gaps in the future.<sup>45</sup>

Since the UNDP's 2011 Human Development Report focuses on sustainability and equity, this article pays great attention to the report's approach to gender equality. Since 1995, the Human Development Report has contributed greatly to the analysis of development concerns by providing and designing indices that shift from a primarily macroeconomic focus to taking into account other pertinent aspects of the socio-political sphere.<sup>46</sup> An important contribution of the 2011 report is the connection established between sustainability and gender equality. For example, the observation that "higher levels of gender inequality . . . led to lower levels of sustainability"<sup>47</sup> may help lead to a more explicit analysis of the correlations between gender equality and sustainability. While the 2011 Report includes many valid analyses of different development issues, greater efforts should be made to explore the structural causes of gender inequality and its relationship to sustainable development. For example, the Report's Gender Inequality Index (GII) solely concentrates on two aspects of gender equality: women's participation in decision-making and reproductive choice.<sup>48</sup>

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<sup>44</sup> See U.N. DEP'T OF ECON. AND SOC. AFFAIRS, *THE WORLD'S WOMEN 2010: TRENDS AND STATISTICS*, U.N. Doc. ST/ESA/STAT/SER.K/19, U.N. Sales No. E.10.XVII.11, at 154–55 (Oct. 2010).

<sup>45</sup> See U.N. FOOD & AGRIC. ORG., *THE STATE OF FOOD AND AGRICULTURE 2009: LIVESTOCK IN THE BALANCE* 4–5, 6, 35–37 (2009), available at <http://www.fao.org/docrep/012/i0680e/i0680e.pdf>.

<sup>46</sup> See, e.g., HUMAN DEVELOPMENT REPORT 1995: *THE REVOLUTION FOR GENDER EQUALITY* 2, 4 (1995), available at [http://hdr.undp.org/en/media/hdr\\_1995\\_en\\_overview.pdf](http://hdr.undp.org/en/media/hdr_1995_en_overview.pdf) ("An innovation of this year's Report, the gender-related development index (GDI), reflects gender disparities in basic human capabilities—and ranks 130 countries on a global scale . . . . Another innovation of this year's Report, the gender empowerment measure (GEM), looks at women's representation in parliaments, women's share of positions classified as managerial and professional, women's participation in the active labour force and their share of national income.").

<sup>47</sup> U.N. DEV. PROGRAMME, *HUMAN DEVELOPMENT REPORT 2011: SUSTAINABILITY AND EQUITY: A BETTER FUTURE FOR ALL* 28 (2011), available at [http://hdr.undp.org/en/media/HDR\\_2011\\_EN\\_Complete.pdf](http://hdr.undp.org/en/media/HDR_2011_EN_Complete.pdf).

<sup>48</sup> See *id.* at 7.

On the topic of women's participation in decision-making, the Report's approach is heavily influenced by the "ecofeminist" standpoint, as it suggests that:

[W]omen express more concern for the environment, support more pro-environmental policy and vote for proenvironmental leaders. Countries with higher female parliamentary representation are more likely to set aside protected land areas, . . . more likely to ratify international environmental treaties, [and were more likely to represent countries that reduced carbon dioxide emissions].

. . . .

In developed countries survey data show that women are more likely than men to engage in environmentally sensitive behaviours, such as recycling, conserving water and avoiding environmentally harmful products.<sup>49</sup>

Undertones of Neo-Malthusian thinking are evident in the section on women's reproductive choice, as the report consistently considers population control and reproductive health as a climate change mitigation strategy:

Our Gender Inequality Index (GII) . . . shows how reproductive health constraints contribute to gender inequality. This is important because in countries where effective control of reproduction is universal, women have fewer children, with attendant gains for maternal and child health and reduced greenhouse gas emissions . . . . [E]vidence suggests that if all women could exercise reproductive choice, population growth would slow enough to bring greenhouse gas emissions below current levels.<sup>50</sup>

UNFPA's 2011 Report also paid great attention to reproductive health and population control as climate change mitigation strategies.<sup>51</sup> However, the Report also presents a viewpoint by Fred Pearce who argues that "[g]iven existing income inequalities, it is inescapable that over-consumption by the rich few is the key problem, rather than overpopulation of the poor many."<sup>52</sup> The current level of population growth is alarming.

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<sup>49</sup> *Id.* at 63–64.

<sup>50</sup> *Id.* at 7.

<sup>51</sup> See U.N. Population Fund, *State of World Population 2011: People and Possibilities in a World of 7 Billion*, U.N. Sales No. 11.III.H.1, at 98 (Oct. 26, 2011).

<sup>52</sup> *Id.* at 96.

However, this phenomenon should be contextualized within other existing developmental concerns.

In both the Ecofeminist and Neo-Malthusian approaches, the experiences of women are used to understand gender and how it relates to the environment. Use of this approach during the design and development of public policies could result in the reinforcement of structural causes of inequality by continuing to reduce women exclusively to the stereotypical roles of mothers, nurturers, and caretakers. Instead, international reports should consider gender, not women, as central to their analyses and should rethink their approaches when associating women with the environment and sustainable development.

## V. MONITORING AND EVALUATION

When reporting on gender and the environment, solid monitoring and evaluation is fundamental, as it provides indicators that capture the interrelationship between gender and sustainability. The reliable provision of data on progress and on the effectiveness of projects will improve decision-making, accountability, and provide data to use in future policymaking. This section highlights some of the limitations in the current forms of measurement from a gender and environmental perspective and recommends that indicators related to the environment not only be differentiated by sex, but also documented more effectively.

There have been advances in the elaboration of gender indicators and sex-disaggregated statistics in the social, economic, and political spheres. This progress is exemplified in the Global Gender Gap Report,<sup>53</sup> the Human Development Report's Gender Inequality Index,<sup>54</sup> and DARA's Humanitarian Response Index (HRI) for 2011,<sup>55</sup> all of which pay specific attention to gender issues. However, environmental data at the national and international levels is rarely sex-disaggregated.

Those reports that have more profoundly analyzed the gender-environment link, such as DESA's World's Womens' 2010 Trends & Statistics Report and EIGE's Report on Gender Equality and Climate Change, argue that "more statistical information on links between gender and the environment is needed in several areas,"<sup>56</sup> and that the analysis of gender

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<sup>53</sup> See RICARDO HAUSMANN ET AL., GLOBAL GENDER GAP REPORT (2011), available at [http://www3.weforum.org/docs/WEF\\_GenderGap\\_Report\\_2011.pdf](http://www3.weforum.org/docs/WEF_GenderGap_Report_2011.pdf).

<sup>54</sup> See HUMAN DEVELOPMENT REPORT 2011: GENDER INEQUALITY INDEX AND RELATED INDICATORS, Table 4, (2011), available at [http://hdr.undp.org/en/media/HDR\\_2011\\_EN\\_Table4.pdf](http://hdr.undp.org/en/media/HDR_2011_EN_Table4.pdf).

<sup>55</sup> See DARA, THE HUMANITARIAN RESPONSE INDEX 2011, available at <http://daraint.org/wp-content/uploads/2012/03/HRI2011execsummary.pdf>.

<sup>56</sup> U.N. DEP'T OF ECON. AND SOC. AFFAIRS, THE WORLD'S WOMEN 2010: TRENDS AND STATISTICS, U.N. Doc. ST/ESA/STAT/SER.K/19, at 141 available at <http://unstats.un.org/>

and climate change is “considerably unexplored.”<sup>57</sup> Without data to analyze, researchers are unable to address important issues such as time-use in less developed countries, the capability of women and men to protect local natural resources, access to environment-related practical knowledge, and participation in the management of local natural resources.<sup>58</sup> Furthermore, the large majority of indicators related to gender and the environment continue to measure rural issues and focus heavily on the role of women as agricultural producers and agents of food security.<sup>59</sup>

Much more analysis is needed regarding the urban sphere. A UNDP report that reviewed several external reports and their inclusion of gender in MDG Goal 7 stated that efforts should be made in “providing sex-disaggregated data and information on access to water, sanitation and housing. . . . [and] identifying and using alternative data sources such as reports on urban conditions by UN agencies, civil society organizations and citizen’s groups.”<sup>60</sup>

At least one U.N. group, the Commission on the Status of Women (CSW), continues to promote the awareness of the links between gender and the environment.<sup>61</sup> At its 55th session in 2011, the CSW invited social, economic, political, and scientific institutions to discuss the impact of environmental degradation and climate change on women.<sup>62</sup> More specifically Resolution 55/1 calls for the development of tools, databases, and statistics that contain reliable, comparable and relevant data, disaggregated by sex and age, as well as gender-sensitive methodologies and policy analyses.<sup>63</sup> Moving forward, efforts must be made to improve the availability of sex-disaggregated and gender-sensitive in-

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unsd/demographic/products/Worldswomen/WW\_full%20report\_color.pdf [hereinafter WORLD’S WOMEN REPORT].

<sup>57</sup> EUROPEAN INST. FOR GEND. EQUALITY, GENDER EQUALITY AND CLIMATE CHANGE: REPORT 3 (2012), available at <http://www.eige.europa.eu/content/document/gender-equality-and-climate-change-report>.

<sup>58</sup> See WORLD’S WOMEN REPORT, *supra* note 56.

<sup>59</sup> U.N. FOOD AND AGRIC. ORG., BRIDGING THE GAP: FAO’s Programme for Gender Equality in Agriculture and Rural Development 6 (2009), available at <ftp://ftp.fao.org/docrep/fao/012/i1243e/i1243e00.pdf>.

<sup>60</sup> U.N. BUREAU OF DEV. PROGRAMME, EN ROUTE TO EQUALITY: A GENDER REVIEW OF NATIONAL MDG REPORTS 2005, at 47 (2005), available at <http://www.undp.org/content/dam/aplaws/publication/en/publications/womens-empowerment/en-route-to-equality-a-gender-review-of-national-mdg-reports-2005/en-route-to-equality.pdf>.

<sup>61</sup> See, e.g., U.N. COMM’N ON THE STATUS OF WOMEN, SHORT HISTORY OF THE COMMISSION ON THE STATUS OF WOMEN 19 (2006), available at <http://www.un.org/womenwatch/daw/CSW60YRS/CSWbriefhistory.pdf>.

<sup>62</sup> U.N. Econ. & Soc. Council, Commission on the Status of Women, 55th mtg., 16, U.N. Doc. E/2011/27 (2011), available at [http://www.un.org/ga/search/view\\_doc.asp?symbol=E/2011/27](http://www.un.org/ga/search/view_doc.asp?symbol=E/2011/27).

<sup>63</sup> See *id.* (dealing with mainstreaming gender equality and promoting the empowerment of women in climate change policies and strategies).



dicators and to further develop the measurement techniques that provide such data.

A greater focus on sex-disaggregated indicators is necessary to better understand the relationship between gender, the environment, and sustainable development. This movement will aid the proper measurement and evaluation of projects, programs and policies, and will result in more effective decision-making and policy performance.

### CONCLUSION

The current approach in policies and reports pertaining to gender, the environment, and sustainable development must move from the Ecofeminist and WID approaches towards an approach that shapes initiatives that help reduce gender gaps while promoting environmental protection. Presenting gender and the environment as parallel agendas, and promoting the development of small-scale projects directed solely towards women, alone cannot transform gender relations, and also fails to present an integrated approach to development concepts and strategies.

The availability of sex-disaggregated and gender sensitive data is essential for the evaluation of the current gender-environment situation at the local, national, and global level. A larger range of statistics and indicators are considered crucial for a broader examination of issues, the appropriate design of policies, and informed decision-making. Recently, access to environmental information has been established as a right in different countries. According to Sen, Stiglitz, and Fitoussi, “extending the right to access environmental information to more countries in the world is part of the extension of people’s right to access general administrative information.”<sup>64</sup>

Governments that signed and ratified the three Rio Conventions and CEDAW have officially committed themselves to implement these agreements and the mandates they include on gender equality.<sup>65</sup> Only through measurement mechanisms can we evaluate the extent to which governments are implementing their obligations. This greater political accountability will allow policymakers and civil society to gauge and demand the changes that are necessary for progress.

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<sup>64</sup> JOSEPH STIGLITZ ET AL., REPORT BY THE COMMISSION ON THE MEASUREMENT OF ECONOMIC PERFORMANCE AND SOCIAL PROGRESS 191 (2009), available at [http://www.stiglitz-sen-fitoussi.fr/documents/rapport\\_anglais.pdf](http://www.stiglitz-sen-fitoussi.fr/documents/rapport_anglais.pdf).

<sup>65</sup> INT’L UNION FOR THE CONSERVATION OF NATURE, ENVIRONMENT GENDER INDEX (2012), available at [http://www.genderandenvironment.org/index.php?option=com\\_docman&task=doc\\_download&gid=1955&Itemid=535&lang=en](http://www.genderandenvironment.org/index.php?option=com_docman&task=doc_download&gid=1955&Itemid=535&lang=en).

