

Implementing Gender Mainstreaming in Germany



# Towards Gender Justice in Environmental Policy



FrauenUmweltNetz

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### Address by Parliamentary Secretary of State, Margareta Wolf

In 2005, gender mainstreaming will be 10 years old, or, more precisely, 2005 will mark the tenth birthday of the Platform of Action, agreed upon at the 4th World Conference on Women in Beijing, in which gender mainstreaming was first anchored as a strategy and thereby acquired international significance. At the same time, the UN Millennium Development Goals will be celebrating their fifth anniversary in autumn 2005. I am delighted that Sweden has taken the initiative to prepare for these events by organizing a meeting of environment ministers, and also that the UNEP is organizing a Women's Assembly to coincide with it. A review of the results of the Platform for Action of the 4th World Women's Conference (10 years after Beijing) is scheduled to take place at a UN Conference in March 2005. The Conference will also draw up a balance sheet to show what has been achieved in the five years of the UN Millennium Development Goals.

The equality of women and men was recognised in Germany as a universal guiding principle of the Federal Government by a 1999 Decision of the Federal Cabinet. A range of environmental policy instruments and methods were also developed.

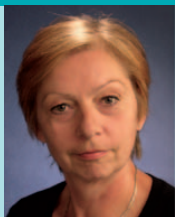
The Gender Impact Assessment (GIA) forms an important basis for the development of these operational tools. Reviews of the effectiveness of the GIA with reference to legal amendments such as, for example, in the field of radiation protection, to the Environmental Information Act and to the Environmental Statistics Act have shown that this method can be a way of broadening people's perceptions and thereby of increasing their willingness to establish more gender justice.

Environmental organizations have a particularly significant role to play in implementing gender mainstreaming into environmental policy. They support this important process not only in their role as multipliers pursuing an active information policy, but also by taking action in their own ranks to ensure that the principles of gender mainstreaming are introduced into their organizations and are implemented consistently.

The environmental organizations will be attending the Women's Assembly in Nairobi, where they will be presenting their work. I look forward to the outcome of the discussions about the issues and problems encountered in implementing the gender mainstreaming process in the various countries, but in particular about the findings and encouraging examples. The brochure you hold in your hands is intended as Germany's contribution to these discussions.

I wish you all stimulating reading.

A handwritten signature in black ink that reads "Margareta Wolf". The signature is written in a cursive style.



*Ulrike Röhr*  
*Director LIFE e.V./FrauenUmweltNetz*

Gender mainstreaming in environmental policy – all well and good, but how does it work? That is one of the questions we repeatedly come up against when reporting on what has been set in motion over the last few years at the level of policy, administration, research and organisations in the environmental sector in Germany. What are the necessary preconditions for successful implementation, and which of the numerous gender mainstreaming instruments are suitable for the environmental sector?

In this brochure, we aim to answer these questions and to show interested parties from other countries what pathway, or rather, what pathways toward gender mainstreaming have been chosen in Germany. The pathways did not always follow a straight line, they are certainly not the only ones and definitely not the only correct ones – but they are tried and tested and, under the given circumstances, have produced initial success. We will describe for you how gender mainstreaming has been anchored in federal policies and how it has been implemented in the Federal Ministry for the Environment. We will introduce you to the mechanism – the Gender Impact Assessment – that has been especially refined for integrating gender perspectives into environment policy, show you how it is used and what experience has been gained from it. We will present to you some of the projects promoting gender mainstreaming in the environmental field which have been funded by the Federal Ministry for the Environment.

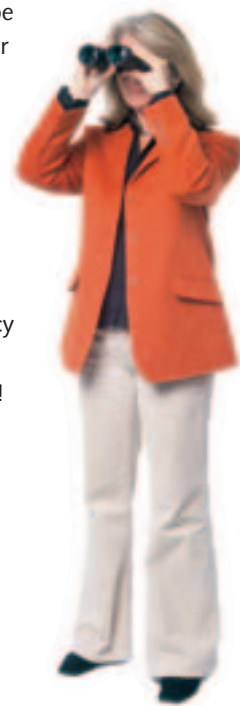
This brochure is also, however, intended to counter a frequently voiced prejudice: that gender differences in the environmental field exist only in the South. The image of women walking for miles in search of firewood or carrying heavy pots of water on their heads also shapes people's thinking in the North. Our electricity comes out of the sockets, our water out of the taps which are to be found in every house, it is true – but does that mean justice is done? Who determines how the electricity that comes out of the socket is produced? Who decides how the quality of the water is assessed and who decides whether resources are used, to what end and in what amounts? Do women and men have the same ideas about what should be done to protect the environment, or do gender relations also have a role to play here? Gender relations are power relations, which find reflection in every environmental issue. We will

illustrate this in relation to a number of issues, using “data, facts and arguments” – which unfortunately are all too often available only in limited quantities.

In producing this brochure we have occasionally drawn upon existing articles and/or presentations and would at this point like to thank the authors, Dr. Jutta Emig from the Federal Ministry for the Environment and Dr. Doris Hayn and Dr. Irmgard Schultz from the Institut für sozial-ökologische Forschung [Institute for socio-ecological research], who made them available to us. Above all, we would like to thank the Federal Ministry for the Environment itself, without whose financial support this publication would not have been possible.

As almost all the background literature, particularly that on the representation of gender aspects in individual subject areas of environmental relevance, is available only in German, we have avoided listing it here. Anyone who is interested can find the bibliography on the website at <http://www.genanet.de/5.0.html?&L=1>

We hope that you will take inspiration from the strategies, instruments and examples presented here, that you will be able to adapt these to suit your particular local situation and that they will prove to be of benefit to you. We look forward to discussing people's experiences and to continuing, together with you, to put gender mainstreaming into practice in environmental policy and sustainable development: from the exception to the rule!





# Gender mainstreaming in environmental policy: the structures

Since the end of 1998, Germany has had a Red-Green Coalition government, which in its coalition agreement agreed to implement gender mainstreaming. Just six months later, in mid-1999, the Federal Cabinet decided to recognise the equality of men and women as a universal guiding principle and actively to support the achievement of this task through the strategy of gender mainstreaming. This marked the beginning of the process of implementing gender mainstreaming in Germany.

## The preconditions have been established

Based on existing legal and political objectives, the Federal Ministry for Family Affairs, Senior Citizens, Women and Youth drew up an implementation concept. An interministerial working group (IMA) on “Gender mainstreaming” was set up in May 2000 under the auspices of this Ministry to initiate and continuously monitor this process. Its members are the heads of department responsible for introducing gender mainstreaming in the various Ministries. The “Gender Mainstreaming Section” based in the Ministry for Women’s Affairs is responsible for coordinating the working group.

The first decision of this IMA was to call upon all Federal Ministries to develop pilot projects on gender mainstreaming, the progress and results of which they had to report in the regular meetings of the IMA.

A year after the start of the process, in July 2000, the amendment to the Common Ministerial Rules of Procedure (GGO) set out in binding form for all departments the order in paragraph 2 (new): “The equality of women and men is a universal guiding principle and should be promoted by all political, standardising and administrative measures carried out by the Federal Ministries in their respective areas (gender mainstreaming)”.

## The organisation of implementation in the Federal Ministry for the Environment (BMU)

The implementation of gender mainstreaming was defined in the BMU as a **fundamental task of policy planning** and at the same time consequently received the necessary substantive and organisational backing of senior Ministers. The BMU chose the field of radiation protection as a pilot project. Using it as an example, a general test procedure, the so-called gender impact assessment (GIA), was to be developed that was to be applicable

to all tasks and fields of environmental policy. All the departments of the Federal Environment Ministry and subordinate authorities (Federal Environmental Agency, Federal Office for Nature Conservation and Federal Office for Radiation Protection) were involved from the beginning of the process, i.e. even in the selection procedure for the pilot project, and formed the “project team”. The BMU had thus from the outset taken on the task of addressing a key concern of “**mainstreaming**”, and at the same time took a procedurally innovative step: no new enforcement measure was promulgated or even imposed upon the “machinery of government”.

Content and procedure were developed together step by step in this project team, which also involved the active collaboration of the organisational section and the personnel section, which is responsible for further training, among other things.

There has also been close cooperation from the outset with the Ministry’s Equality Commissioner, with whom a clear division of tasks was agreed. The personnel section and the Equality Commissioner continue as before to be responsible for the “conventional” advancement of women, while the project team deals with the implementation of gender mainstreaming in the Ministry’s specialist functions.



Membership of the project team was not ultimately decided on the basis of personal interest or commitment; rather, the members received a specific secondment order through their respective supervisors, with the objective of representing the specific specialist concerns and interests of their respective departments in the project team. This gave the project team a special substantive status as well as an elevated status within the organisation.



### Objectives and tasks of the team

At the start of the project, the project team held an intensive substantive discussion of its objectives and specific tasks. These were defined as follows:

- Continuous shaping and monitoring of the gender mainstreaming process in the Federal Environment Ministry
- Multiplier function within the respective departments in the Federal Environment Ministry or in the subordinate authorities
- Drafting of individual topics (communications, gender service, proposals on organisational anchoring)
- Advisory function with regard to gender mainstreaming.

The multiplier function should be emphasised at this point. Personal conversations by project team members with their respective colleagues ensure that information about current developments and results of the gender mainstreaming process are communicated promptly to the specialist departments. This has proven to be more effective than written information alone. It has in the end been shown that this communication process is not a one-way street. Early in the development of the gender impact assessment, for example, specific technical concerns and requirements were fed in from the specialist departments via the project team members.

### A gender impact assessment (GIA) for the environmental field

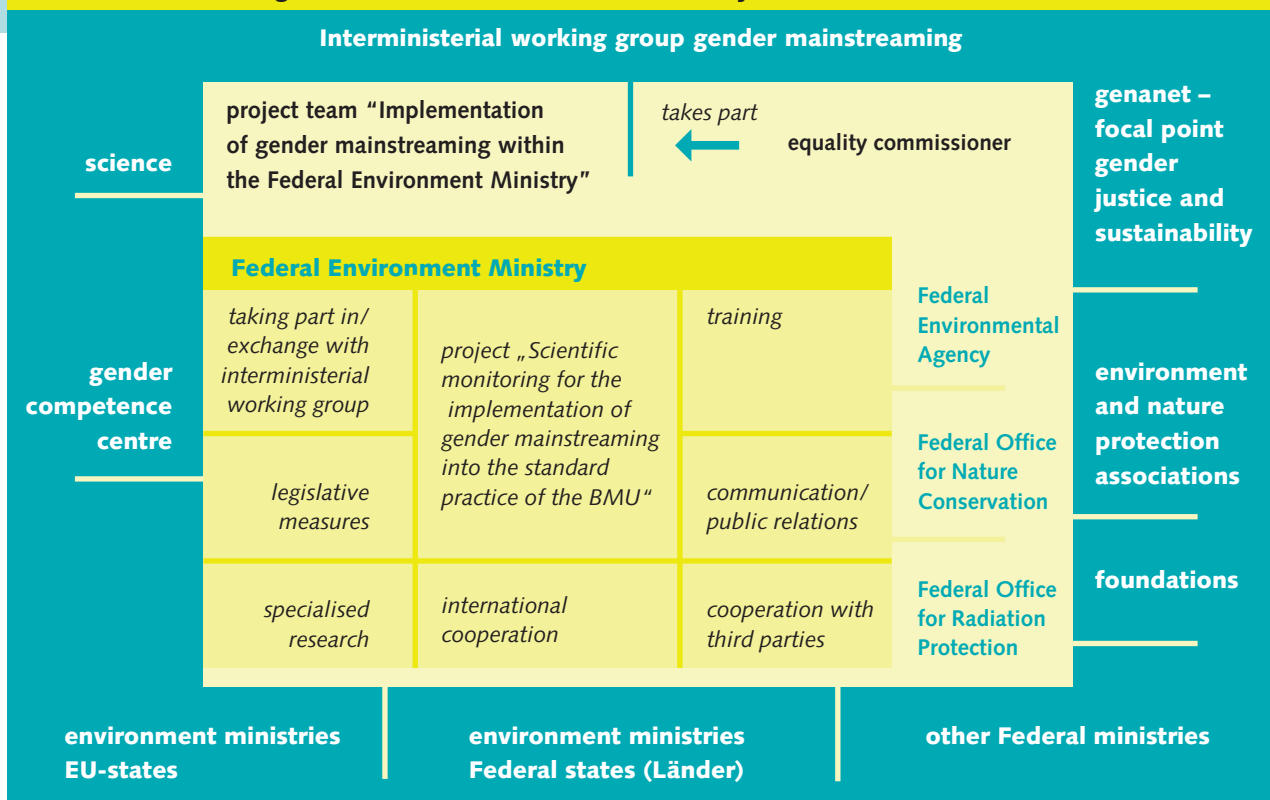
The development of a suitable assessment procedure stood at the fore in the first phase of the implementation process. It quickly became clear that the procedures developed previously mainly for sociological problems could not simply be transferred to environmental administrations. The Federal Environment Ministry therefore commissioned a research project to develop a method which would indicate the gender relevance of environmental measures. This was backed by the notion that it is not just equality policy upon which gender mainstreaming has a positive impact but that environmental policy could also benefit from it. In other words, **taking the differing daily realities of women and men into account can and should produce a qualitative improvement in environmental measures.** This correlation was defined by the project team as the “formation of alliances of objectives” and was fundamental to acceptance by colleagues in the department. Those who, in addition to their “actual” task, also deal with equality policy effects saw in this definition a strengthening of the basis of their arguments for the environmental measures which they supported. Moreover, the central idea of qualitatively improving environmental measures through gender mainstreaming contributes to objectifying any disputes and conflicts.

In concrete terms, the method to be developed was also intended to fulfil the following requirements:

- to enable every colleague, without prior specialist gender knowledge, to check whether a particular project has gender relevance.
- to be essentially applicable to all a Federal authority's tasks.
- at the same time, to make decision-making processes more transparent.

The Federal Environment Ministry was able to obtain the assistance of the Institute for Socio-Ecological Research to develop and trial this assessment procedure tailored to the specific needs of the environmental administration (see presentation of the GIA in the following article). In developing the assessment procedure, the Environmental Ministry has had a substantial influence on the overall process with regard to gender mainstreaming within the Federal Government. Its structure and key contents have been incorporated into the work aid on “Gender mainstreaming in the preparation of legislative measures”, which is used in all Federal ministries.

## Gender Mainstreaming Network of the Environment Ministry and its subordinate authorities



### Organisational anchoring – a glance into the future

The process of implementing gender mainstreaming is not yet complete even in the BMU.

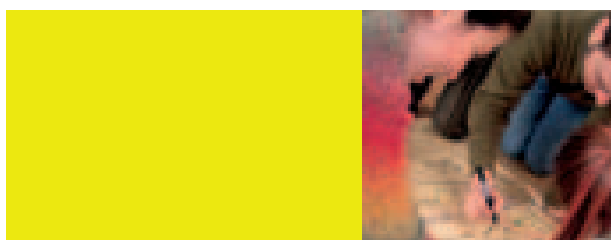
As an essential foundation for this, the rules of procedure of the BMU are currently being amended to take gender aspects into account. This will put in place the binding framework for integrating gender mainstreaming into all the Ministry's policy areas.

In addition to this, the project team has developed objectives and ideas for the appropriate implementation of gender mainstreaming. In accordance with these, the following conditions are deemed to be necessary:

- There must be specific targets for achievement by set dates. The issue of competence and responsibility for the assessment must be clearly regulated.
- Work units must be given the necessary assistance in the form of flexible practical aids and recommendations.
- Responsibility for due regard being paid to the equality objective in a specific project must lie locally with the particular work unit which has specialist responsibility for the policy task. After intensive discussions in the BMU, the conclusion was reached that it does not

appear expedient to establish a central "Gender Mainstreaming" work unit that would carry the responsibility for implementing this strategy into all specialist policies. This is seen to hold the risk of ghettoizing the topic, and it would also not conform to the "spirit" of gender mainstreaming.

- Responsibility for further development of the overall process and for cooperation with other departments, especially within the interministerial working group, remains with the central department. In the transition period – which will doubtless last for quite a long time – until gender mainstreaming can be implemented autonomously by all specialist units, the central department, as well as the project team, will offer more advisory services on specific issues.
- In order to ensure that such mainstreaming functions properly, a diverse range of flexible support mechanisms will be required in addition to personal consultations in individual cases. Under the heading Gender Service, this set of practical aids is currently being built up in the form of a "toolbox".



## GenderService

- Information which is disseminated over the authority's internal intranet (toolbox):
  - on application of the gender impact assessment and the work aids developed for it
  - on gender-just language
  - on the legal foundations of equality and general information on gender mainstreaming,
  - on current results of relevant research
  - bibliographies
- Further training events that are adapted to suit the specific requirements of employees.
- Establishing sites for communication (fora on the Intranet, in-house publications)
- Identifying individuals, both inside and outside the Ministry, with knowledge of gender in environmental policy
- Proactive mailings on gender-relevant findings of the Federal Environment Ministry

## Transmission of the BMU's gender mainstreaming activities

The gender mainstreaming process is not restricted solely to the Environment Ministry. In addition to the activities described here, the employees responsible are actively trying to network with other institutions in order to initiate gender mainstreaming there, too. Not least through its pioneering role, the BMU has also been able to pass on its experience of dealing with gender issues to the environmental and nature conservation organisations.

A regular exchange of experience between the BMU, gender experts from the environmental field and representatives of organisations which have specifically set themselves the task of linking gender with environmental protection and sustainable development has been institutionalised and is increasingly perceived as an area for influencing policy.

In addition, the BMU uses available public funds to support relevant projects by organisations. A number of these are described in this brochure. Apart from these special "gen-

der projects", a general signal has been sent out with regard to project funding, namely that all organisations are called upon to give greater consideration in future to gender aspects, both in their projects and in their other organisational activities. For example, whenever an application for financial support is made, questions have to be answered concerning the gender relevance of the planned project and the participation of women in its design and implementation.

## Much has been achieved, but there is still a long way to go

The Federal Environment Ministry is on the right track with its approach to implementing gender mainstreaming. The development of the gender impact assessment and the introduction of its anchoring within the organisation laid essential foundations for implementing gender mainstreaming in the BMU. However, it must be assumed that there is still a long and sometimes difficult way to go until equality policy concerns become an automatic component of environmental policy action. To this end, it would be helpful if the BMU's example were disseminated more widely among the environmental ministries of the *Länder* – some *Länder* like Rheinland-Pfalz or Nordrhein-Westfalen have already followed the BMU's example. It is also important to investigate the gender aspects of countless specialist areas, as they are not always so obvious as to catch one's attention immediately on cursory inspection. The development and testing of the work aid "Gender mainstreaming in departmental research", a product of the pilot project on the gender mainstreaming process at the Ministry for Women's Affairs, constituted a first step in this direction.

In order for the process not to be abandoned when the obstacles in the way become too large, comprehensive networking is required. To this end, a specialist conference on "Perspectives of gender mainstreaming in the environmental field" was organized at the national level by the BMU, amongst others, in Spring 2004, and the present brochure is designed to make a similar contribution at the international level.

*This article is a slightly amended version of a paper presented by Dr. Emig, Section Head in BMU's Central Department and head of the project team, at the conference on "Perspectives of gender mainstreaming in the environmental field" on March 16, 2004 in Berlin.*



*It is becoming increasingly clear that an important factor in shaping women's environmental orientation is their experience in organising everyday life. To date, women have greater environmental awareness, because of the roles assigned to them and the proportion of care work they undertake, and they behave accordingly. Men, by contrast, demonstrate a greater knowledge of the facts, but this does not automatically translate into corresponding behaviour.*

*However, this is neither a natural law nor biologically determined. There are, on the other hand, initial indications suggesting a direct link between gender justice and environmental orientation: the achievement of a partnership-based relationship model, as the results of various studies show, seems to be associated with a stronger environmental orientation, which in turn leads to greater readiness to exhibit sustainable types of consumption behaviour. These can then be seen e.g. in shared use of tool or equipment and in car sharing. A very clear example can also be seen here of the alliances of objectives, referred to in the first contribution in the brochure, between gender justice and environmental protection. Working towards gender-just relationship models, in which gainful employment and care work are shared fairly between partners, is closely linked with environmental awareness and more environmentally friendly behaviour and thus also acts as an "adjusting screw" for environmental protection.*

## Being determines (environmental) awareness

The figures from a representative opinion survey commissioned by Greenpeace were published quite recently, in August 2004. They once again confirm that women worry more about the environment than men (86% of women, 76% of men). In addition, women rate environmental problems as more serious than men do, and this is particularly evident in the areas of transport (84% against 71%), nuclear energy (68% against 45%) and genetic engineering (72% against 54%). Only 19% of women, compared with 37% of men, would (perhaps) buy genetically modified food and 93% of women call for better labelling so that they are in a position to take appropriate action.

These significant differences in environmental awareness are evident across all subject areas and are equally clearly reflected in corresponding behaviour.

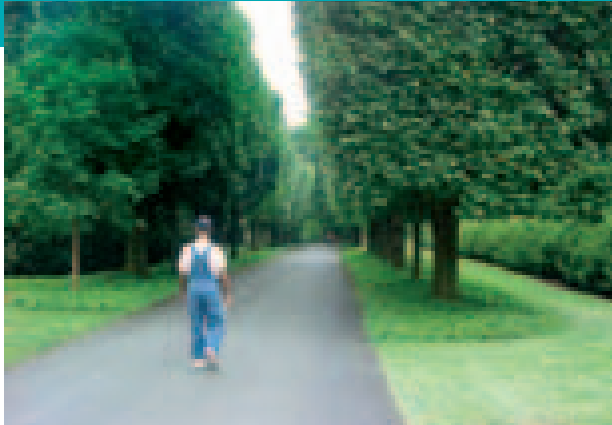
Most striking here are the differences in transport behaviour (see also the Mobility section page 26) where just under half of all men, but only 37% of women, declare that they never go to work or school by bike or local public transport. Similarly, 47.3% of men, compared with only 34.5% of women, never keep to the 100 km/h speed limit on motorways "voluntarily".

One of the first studies (and for a long time the only one) on the subject of "Women and the Environment" in Germany, in 1990/91, dealt with women as participants in local waste management. Current data on waste avoidance and recycling behaviour shows that the topic is no less explosive 14 years later: even before the introduction of the controversial returnable deposit on cans, 53% of German women were avoiding canned drinks, compared with only 38% of men. 10.9% of women, compared with 17.2% of men, buy their drinks "always" or "often" in cans. Despite the returnable deposit, 4% of women throw the cans away, while 9% of the men do so.

Gender differences in the answers about participation in recycling: proportion of those surveyed who stated that they always recycle these materials

	Women (Whole group)	Men (Whole group)	Single women	Single men
Glass	90%	85%	88%	73%
Food waste	65%	58%	60%	41%
Tins	77%	72%	72%	56%
Textiles	69%	63%	67%	47%
Medicines	68%	66%	68%	52%

# A gender impact assessment for the environment



There are a large number of instruments and methods for implementing the political strategy of gender mainstreaming: cost/benefit analyses, checklists and guidelines, monitoring, awareness-raising, training and further training, 'flying experts' and the instrument of gender budgeting, which has already been in use internationally for several years.

All these instruments can be broadly divided into three categories:

- Analytical instruments, such as e.g. checklists, equality audits, gender-disaggregated data, statistics and analyses;
- Educational and communication instruments, such as e.g. training courses and sessions, events and public relations work;
- Consultative instruments, such as e.g. the setting up of steering and ruling committees, surveys and hearings.

The gender impact assessment is highlighted in this context as a key analytical instrument. It was developed in the Netherlands in the early 1990s, following the realisation that the presumed gender-neutrality of policy measures has unintentional and often unforeseeable, yet far-reaching and frequently negative effects on gender relations in society and on women and men. It is used to analyse or review the impact of measures on women and men as well as on gender relations. Its key function consists in identifying the equality policy effects of a specific measure (planned legislation, programmes, concepts, strategies, projects, etc.). The gender impact assessment makes a contribution to differentiated views and provides the basis for more suitable solutions and appropriate decisions.

The two scientists, Mieke Verloo and Connie Roggeband, who developed the concept, stress that the gender impact assessment was based on other instruments for estimating consequences, in particular the environmental impact assessment, which represents an international example of a well-established policy instrument. In the period since then, efforts have been made in many countries to develop the gender impact assessment instrument for different levels and different policy areas and to adapt these methods to other policy areas.

## The gender impact assessment prototype for environmental policy

The Federal Ministry for the Environment opted in its pilot project on gender mainstreaming to develop a "Gender Impact Assessment (GIA) in the Field of Radiation Protection and the Environment". Under this project, a sample GIA prototype was developed for the environmental field. This contains firstly a topic- and task-specific component, the GIA checklist, which is used to carry out the testing. Secondly, the prototype comprises the organisational/ institutional anchoring of the GIA. Both components – the substantive 'What' and the strategic 'How' – are key characteristics of any gender mainstreaming process.

The institutional anchoring of the GIA has to be worked out in a specific way for each institution or organisation. There are three variants for integrating the GIA into organisational or administrative procedures: the prospective, the ancillary and the retrospective GIA. Fundamentally, the three variants offer different options: conducting a GIA after a measure has been completed can reveal gender-specific 'gaps'; in the case of measures yet to be developed or ongoing, there is however, the opportunity to identify gender aspects and then to integrate these into the measure. With the ancillary GIA, the opportunity for integrating gender aspects is far greater than with a retrospective GIA since, if the GIA is integrated into the development of a measure, then gender aspects can systematically be incorporated into decision-making processes, negative impacts and unintended ancillary effects on the equality of women and men identified before the policy measure is implemented and alternative solutions indicated.

The GIA checklist presented in detail below is designed accordingly for an ancillary application. It can be used not just within environmental *policy* but more widely for a variety of measures in the environmental field.

## The basic structure of the GIA checklist

The GIA checklist is – in line with the environmental impact assessment (EIA) – designed as a multi-stage model with three assessment stages to be implemented consecutively. In the first stage, the gender relevance of a measure is determined as part of the relevance test (pre-analysis). Then, in the second stage, the gender impact assessment (main analysis), a detailed analysis is carried out. The results of this analysis are the starting point for the third and final stage, the evaluation with vote.

### Overview of the GIA checklist

#### 1 Relevance test (pre-analysis)

- Determination of the type of measure
- Determination of the relevance of gender issues
- Result of the relevance test

#### 2 Gender impact assessment (main analysis)

- Description of the measure
- Analysis of the gender aspects of the measure
- Result of the main analysis

#### 3 Evaluation and vote

- Weighing-up of the environmental objectives and of the analysed gender aspects
- Measures for improving the data situation
- Overall vote



## The relevance test

An advantage of the multi-stage model lies in the separation of the relevance test from the main analysis. The first stage, the 'relevance test' makes it possible to determine whether and to what extent a measure should be subjected to more in-depth analysis. Pre-analysis of this kind is particularly important and appropriate to the field of environmental protection and nature conservation, because those measures which can be classified as not gender-relevant, or only negligibly so, can in this way be exempted from detailed and time-consuming testing (e.g. measurement methods in the sense of technical guidelines). At the same time, the pre-analysis is also used to establish which parts of a measure (e.g. individual paragraphs of a law) are gender-relevant so that in the main analysis only these are subjected to detailed assessment.

The "preliminary" relevance test ends in a decision for or against a main analysis. This decision has to be justified and documented in writing. Since no clear limit can be defined at which a measure is gender-relevant or below which a GIA does not have to be conducted, the following directions provide an aid to decision-making:

*"If pre-analysis has shown that women and men are affected differently, a gender impact assessment should be carried out. The existence of even one indicator is sufficient for an assumption of gender relevance, particularly if, for example, the planned measure would represent a severe encroachment of an area protected by basic rights. A GIA should also be conducted if gender relevance cannot be excluded."*

Overall, the relevance test is thus both sufficiently narrowly defined so as not to have to test all measures in detail irrespective of their gender relevance and sufficiently broadly defined so as not "rashly" to exclude measures from testing.



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## The main analysis

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The main analysis comprises a detailed and differentiated analysis of the gender aspects of a measure, i.e. the planned measures are analysed both in terms of their equality policy objectives and in terms of their impact on women and men and on gender relations. Only such a degree of detail makes it possible to determine precisely the effects of a measure and to indicate alliances of objectives and conflicts between environmental objectives on the one hand and equality policy objectives on the other. Only on the basis of such detailed analysis results can concrete options for improvement be proposed, as required to comply with the objective of gender mainstreaming, in the sense of actively promoting the equality of women and men.

In the main analysis, various alternatives and variants of a measure, together with their respective effects on equality, are established. Ancillary measures for changing underlying conditions which are not themselves the object of the planned measure are, however, also explicitly examined.



The analysis results of the main analysis do not pre-empt the decisions, but present a solid decision-making basis for stipulating measures and putting them into concrete form.

It should be noted that consultations with socially relevant groups are also examined as part of the main analysis, since consultation processes occur anyway with policy measures for which the GIA prototype was primarily developed. It is important in the GIA that, as well as conventional interest groups, women's and environmental organisations with gender competence should also be consulted. In addition, gender experts and the target groups of the measure and those affected by it should also be consulted in all cases. The analytical gender mainstreaming instrument, GIA, presented here thus integrates elements of consultation instruments and takes into account both gender aspects of the environmental topic concerned and aspects of the gender-specific composition of institutions and authorities.

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## The evaluation with vote

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In the third stage of the assessment, the environmental objectives and analysed gender aspects are weighed up. Only at this stage do the identified alternatives and variants undergo an evaluation which is subsequently the basis for an overall vote and a specific solution proposal.

In this context, potential improvements which cannot be achieved as part of the measure itself should also be specified and documented. These may be (positive) factors/underlying conditions to be promoted and/or (negative) factors/underlying conditions to be eliminated, which can contribute toward equality policy improvements.

Measures to improve the data situation should also explicitly be disclosed. This is of particular importance where implementation of the GIA has shown that gender-disaggregated data surveys, data analyses and statistics are lacking. Questions regarding environmental measures and those on the gender relevance and gender aspects of measures must be answered in the relevance test and the main analysis. The two stages of the assessment differ in the degree of detail required in the answers, the processing of the main analysis building directly on the results of the pre-analysis. An explanation follows of how to proceed in analysing a measure and in identifying gender aspects.

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## Analysing a measure

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The determination and detailed description of the planned measure is required both in the relevance test and in the main analysis of the GIA.

While only a brief inquiry is made in the relevance test as to what measure is intended, the planned measure is examined in detail within the framework of the main analysis. The following aspects should be disclosed for a measure such as, for example, a law being amended, a programme being elaborated or a project being designed:

- the technical objectives/environmental policy objectives of the measure and their justification,
- gender-disaggregated data (where available) and/or research results on which the measure is based,
- possible instruments for achieving the objective,
- the actors involved in shaping the measure and the opportunities for the implementing organisation or institution (in this case, the Federal Environment Ministry and its subordinate authorities) to exert influence,

- and the technical alternatives/variants of the measure which have been analysed and the results of this analysis.

The detailed description of the measure in the GIA, and particularly the analysis of technical alternatives and variants, has the effect of “providing reassurance” on the planned measure and of checking whether, for the purposes of the intended technical objectives, the planned measure has been well chosen.

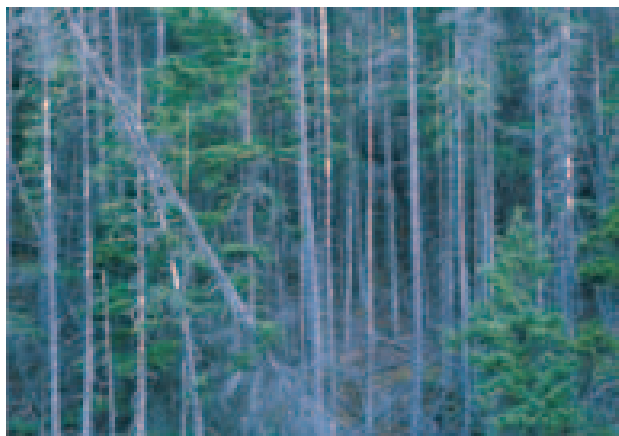
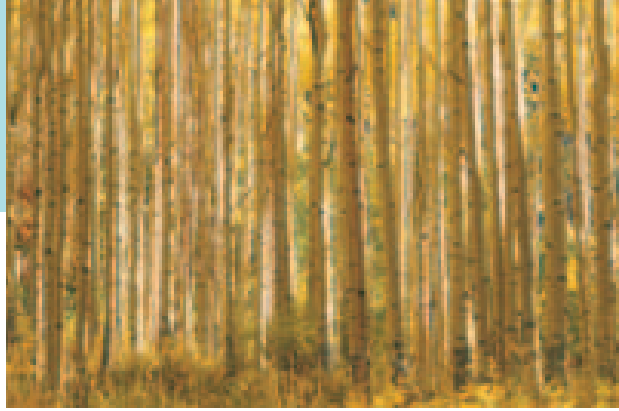
### Identifying the gender aspects of a measure

As is usual in gender mainstreaming, the GIA concept presented here determines ‘gender relevance’ by answering the question of whether women and men are differently affected by the planned measure.

The relevance test of the GIA examines both groups of individuals who are directly affected by the measure (the target groups of the measure) and groups of individuals who are indirectly affected (individuals on whom the measure has an impact). Following on from this, it investigates the degree of affectedness of the directly and indirectly affected groups of individuals. The final question, and one that is crucial to the outcome of the relevance test, is that of whether women and men are differently affected and, if so, where the differences lie. If no data or only insufficient data is available to answer this question, it must be asked whether it is conceivable that the measure affects women and men differently.

A detailed description of the gender aspects of the measure is then given as part of the main analysis. Answers have to be given to the questions of whether equality policy objectives are affected by the measure and what gender impacts (main and ancillary impacts) the planned measure will have. Based on the results of the relevance test, a detailed description must be given of the different gender-specific affectedness of the groups of individuals directly and indirectly affected and different gender-specific solutions presented. It must also be specified which relevant groups (and experts) have been consulted with respect to the gender aspects, in what form and at what time.

According to current thinking in the international debate on gender impacts, three gender dimensions which are always deemed to be gender-relevant can serve as ‘searchlights’ for different degrees of gender-specific affectedness in the environmental field:



**Gendered division of labour:** This refers to gender aspects relating to career work, family work and care work and the gendered division of labour (occupational situation, training, etc., as well as family and care work, compatibility of career and family, responsibility for certain types of care work by women/men; environmental protection-related housework by women/men, etc.).

**Social organisation of human reproduction and health:** This concerns physio-biological conditions of women’s/ men’s constitutions; differing gender-specific sensitivities/ vulnerabilities.

**Shaping power of women and men in technology, science and politics:** These are gender aspects relating to self-determination, autonomy and co-determination in decision-making (proportion of women/men in decision-making roles, proportion of women/men in positions of control, proportion of women/men in stakeholder groups, etc.).

## Sample application: gender impact assessment of the amendment to the Radiation Protection Ordinance



The amended Radiation Protection Ordinance is a code of rules with a large number of paragraphs. Only those regulations which are of gender relevance, that is, those lying in the area of overlap between radiation protection and reproductive health, were subjected to the gender impact assessment. These are the regulations on the setting of limits, in particular on a separate limit for the foetus and on the reduction of uterine dose limits, and new regulations governing access to so-called controlled areas. The general ban on access for pregnant women was abolished and replaced by a differentiated protection concept. In addition, the amended Radiation Protection Ordinance affects a series of detailed provisions concerning workplace design, the stringent monitoring of radiation exposure and improved information (including for pregnant women and nursing mothers). Those directly affected by these provisions are women and men exposed to radiation by virtue of their occupation, that is, medical personnel, personnel working in the field of research, personnel at nuclear facilities and airline personnel.

The gender impact assessment posed in particular the question of why the Radiation Protection Ordinance makes different gender-specific provisions for men and women in relation to reproductive health. In order to identify the gender aspects of a measure, it was asked what effects the new provisions have on the health of women and men and on the unborn child and what effects they have on the occupational situation of women and men in occupations exposed to radiation.

Since few detailed findings were available on these questions, the Öko-Institut (Institute for Applied Ecology) Darmstadt e.V. conducted research as part of the main analysis, the results of which served as a basis for the evaluation in the third stage of the gender impact assessment.

The leading question for the evaluation was whether the examined provisions of the Radiation Protection Ordinance achieve an “alliance of objectives” between radiation protection objectives and equality policy objectives. With regard to the occupational situation of women in occupations exposed to radiation who are pregnant or would like to have a baby, this question was answered with a resounding “yes”. The provisions were also evaluated with regard to the dictate of equality. Since the Radiation Protection Ordinance contains additional limits for women, the suspicion that men could be disadvantaged was investigated. The differing gender-specific provisions are, however, justified by the status of medical research, which states that radioactivity is incorporated differently by the ovaries and uterus on the one hand, and by sperm on the other.

After all the individual aspects had been weighed up, it was concluded overall that the provisions of the Radiation Protection Ordinance examined achieve an improvement in gender equality. In spite of this clear vote, possible improvements were identified during the course of implementing the gender impact assessment and these were drawn up as recommendations. The greater need for informing women affected was identified as particularly important and this should be addressed by an information brochure about the connection between radiation protection and reproductive health.

It should be highlighted that, in addition to the large number of technical findings, applying the gender impact assessment to the amendment of the Radiation Protection Ordinance showed one thing clearly: the GIA really is an assessment of impact on gender and not just on women.



## Sample application: gender impact assessment of the amendment to the Environmental Information Act

Germany's Environmental Information Act (EIA) is a law which grants the general public rights to access environmental information. It establishes inter alia the right of every man and of every woman to request environmental information from those offices with a statutory duty to inform, an arrangement that is designated a "passive duty to inform". The amended version of the EIA is intended to promote maximum possible systematic availability and dissemination of information, in particular also through the use of electronic media.



When the gender impact assessment was applied to the amended version of the EIA, the first thing queried was the gender relevance of the measure: the measure contains no differing provisions for women and men and thus contributes to the formal (legal) equality of the sexes. At the same time, however, different use of the statutory options by men and women is to be expected, since they use electronic media differently. This means that de facto disadvantages in the use of the options of the EIA may possibly occur which, insofar as environmental information is a basis for participation in decision-making processes, would also have consequences for women's and men's access to decision-making processes. Since little was known about previous use of the EIA, a study, based on expert interviews, was conducted of the experiences of different groups in using it.

It was shown that "ordinary citizens" in particular face serious problems. Besides their general ignorance of the

law, they lack the information and know-how to make a successful application, but they frequently also lack other prerequisites such as e.g. persistence, experience of dealing with authorities, time, money or legal expertise.

In the survey, experts remarked that there is a greater interest in environmental information among women. This is attributed to their background experience, which is more heavily related to reproduction and child-rearing. As well as gender aspects, aspects of social differentiation were also specified as being relevant. It was revealed that less articulate and socially disadvantaged sections of the population and foreign ethnic groups had greater difficulties in applying and were at the same time particularly affected by environmental problems.

Against the background of these results, it became clear that the EIA needs target-group-specific marketing (in the sense of communication) in order actually to achieve its objective of informing the general public. The result of the gender impact assessment was therefore that a leaflet was designed "for the general public", in which the opportunities for and limits of using the EIA are presented in a way that incorporates the key guidance and support requirements which emerged from the study.

The sample application of the Environmental Information Act shows one thing clearly: it is not enough just to query improvements in (formal) equality through the law – application of the law in "real life" must also be examined. Accompanying measures for changing the underlying situation are therefore – as shown in the case of the EIA – also necessary. The major significance of marketing and communication which has become clear in this sample application should in future always be included when considering gender perspectives in environment-policy areas of action.

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## The evaluation approach of the gender impact assessment

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The GIA prototype presented here is based upon the fundamental idea of gender mainstreaming, that gender equality should be further advanced by all measures. Application of the GIA therefore involves evaluating the progress made in the implementation of equality policy objectives. The evaluation carried out as part of the third stage of the GIA does not focus on the absence of and failure to consider equality policy objectives (negative evaluation), but rather concentrates on “enriching” concrete measures with gender aspects and equality policy objectives (positive evaluation).



**close cooperation, between**

This necessitates weighing up technical, e.g. environmental policy, objectives and equality policy objectives against one another. The GIA prototype is based upon a procedurally designed “Weighing-up-of-objectives approach”. Under this approach, technical and equality policy objectives are linked in relation to several individual aspects of a specific measure. This entails identifying technical objectives and equality policy objectives separately and then evaluating them against one another in relation to individual aspects of the measure. This approach aims to determine conflicts of objectives and ultimately to achieve alliances of objectives. Specific options for improvement can be indicated on this basis.



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## The GIA prototype and the legislation work aid

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The development of the GIA prototype in the pilot project of the Federal Ministry for the Environment, Nature Conservation and Nuclear Safety was incorporated into the gender mainstreaming process at Federal level from the outset. The status of the pilot projects at the individual ministries was regularly presented, assessed and pooled in the interministerial working group on gender mainstreaming. In the working group on the subject of ‘statutory control’, both the “Work aid for assessing equality policy impacts” drawn up in a pilot project by the Federal Ministry for Family Affairs, Senior Citizens, Women and Youth in collaboration with the Federal Chancellor’s Office and the “Prototype for a gender impact assessment” developed by the BMU were presented. The IMA decided to combine the two approaches into a uniform assessment procedure, the “Work aid for Article 2 of the Common Ministerial Rules of Procedure: Gender mainstreaming in the preparation of statutory provisions (Gender-disaggregated assessment of the consequences of legislation)“.

## technical and gender expert

This work aid is based upon the structure and the key elements of the checklist presented here. The results of the Environmental Ministry pilot project have thus had a decisive influence on the interministerial working group’s work aid for legislation. The legislation work aid is used for determining the gender-disaggregated consequences of legislation, is thus a gender impact assessment for a specific type of measure, namely the preparation of statutory provisions (legislation).

The GIA instrument has now been used many times in the environmental policy field, tested as to its practicability and examined in terms of its effects on specific measures. Three of these sample applications – in the fields of radiation protection, environmental information and product-oriented environmental protection – have already been completed, while the ongoing application of the GIA to the amendment of the Environmental Statistics Act will be completed shortly.



## Negative consequences for equality

policy can be avoided in this way.

### Outlook

The sample applications in environmental policy which have been completed to date show that the GIA prototype enables analysis of the impacts of concrete measures on women and men and on gender relations. By identifying the effects of a planned measure on equality policy, the variant of the measure which achieves optimal equality policy improvements can be established. Negative consequences for equality policy can be avoided in this way. Good results are thus achieved in applying the GIA to concrete definable measures.

The instrument is designed for use by non-gender experts. It cannot, however, be a substitute for gender competence and knowledge and gender research. Answers to the questions in the GIA checklist are made with the aid of gender knowledge and gender-disaggregated data taken from the respective subject area and area of activity. Since, however, wide-ranging and detailed knowledge is not yet available in many fields, in future, as the investigations in the context of the three sample applications make clear, two things will be required. Firstly, a (creative) method of dealing with knowledge gaps and a lack of data will have to be developed in order to make thorough use of the available information on gender aspects in GIA applications by applying "common sense". Secondly, subject areas and fields of activity, the gender perspectives and aspects of which are as yet still scarcely known, will have to be reappraised to this end. Furthermore, application of the GIA can contribute toward revealing major research gaps and tasks

which will have to be processed by gender experts. The GIA is a practical work aid which assists individuals, including those without wide-ranging gender competence, to integrate gender equality into concrete measures in their day-to-day work. The GIA checklist presented here consists of open questions. These, in contrast to closed questions, which have to be answered with a yes/no, explicitly require reflection and analysis. As has been shown in the applications to date, this is of great importance at the current stage of implementation of gender mainstreaming. The sample applications have also illustrated that a dialogue, as well as close cooperation, between technical and gender experts is essential. It will certainly be some time until the consideration of gender perspectives in all environmental (policy) measures has established itself as a genuinely automatic procedure.

*The contribution is an abbreviated version of the article "Das Gender Impact Assessment (GIA) – Ein Instrument zur Umsetzung von Gender Mainstreaming [Gender Impact Assessment (GIA) – An Instrument for Implementing Gender Mainstreaming]" by Doris Hayn and Irmgard Schultz published in: Doris Hayn (Ed.): "Gender Mainstreaming im Naturschutz [Gender Mainstreaming in Nature Conservation]". Bundesamt für Naturschutz [Federal Office for Nature Conservation]. Bonn-Bad Godesberg 2004: pp. 121-138*



## The power of the sexes: energy from the gender perspective

### Society's division of labour in the energy sector

*Energy production and distribution is one of the most important factors in the economies of the industrialised countries and as such also wields a corresponding degree of power. A quite substantial gender difference is evident here, as women are largely excluded from the exercise of this power, the proportion of women in top management in the energy industry lying below 1%. This marked and very rigid division of the sexes is due firstly to a situation in which women are severely under-represented in technical occupations: this is reflected in the fact that women make up just six per cent of the total number of engineers compared with an average of 19 per cent for the German energy sector as a whole. Secondly, however, the energy industry also does not appear to offer a very attractive workplace for women.*

*Yet there is also a division of labour between the sexes in private households: on the one hand there is the invisible and correspondingly lowly-valued work of energy saving through changes in behaviour, and on the other hand there are those activities, valued considerably more highly by society, which relate to saving energy through technical equipment and investment, whether in thermal insulation, energy-efficient heating systems or solar energy use. It is probably clear which task is assigned to whom in private households.*

### Attitudes to using nuclear energy

*There are scarcely any studies of gender aspects in the energy sector available for the industrialised countries. The sole exception is provided by regular surveys on the population's attitudes to nuclear energy, which in all the industrialised regions of the world, be it Japan, Germany, Finland or the USA, produce the same result: women reject the use of nuclear energy considerably more firmly than men. In Finland, only 14% of women, compared with 46% of men, support the long-term use of nuclear energy. In Germany, 46% of women, compared with only 20% of men, fear that nuclear power stations could become the target of terrorist attacks. The correlation between gender, level of education and attitude to nuclear energy is also striking: the more educated women are, the more negative is their attitude toward nuclear energy, while the opposite applies in the case of men, whose attitudes are more positive the higher their level of education.*

### Financial participation in renewable energies

*Basically, the position of women and men does not differ substantially in the area of renewable energies from that in the conventional energy sector. A different aspect will therefore be focussed upon here, that of financial involvement in wind farms or major solar energy plants, which in some industrialised countries provides a further opportunity to support the expansion of renewable energies. Whether and, if so, how this opportunity is used by women cannot be stated definitively, again because of a lack of data. Reports by operating companies indicate that the proportion of women shareholders fluctuates between 10 and 20%. However, this estimate refers solely to the number of women, not to the level of investments. It can be assumed that because of the differences in income between men and women (on average, women's earnings in Germany are 70% of men's salaries) the opportunities for financial investment are more limited for women. So here, too, gender relations in society have the consequence that the contribution of women and men to the supply of sustainable and renewable energy differs and is unable to reflect their respective attitudes to energy supplies.*

## A healthy climate? Gender justice in climate protection

Whether it is a question of preventing the greenhouse effect or adapting to climate change, none of the areas of political and social action involved are gender-neutral. Gender differences clearly pervade areas relevant to climate protection such as energy or mobility but are just as evident in perceptions of climate change and responses to it. However, they continue to find little reflection in the shaping of policy, not least because of the limited numbers of women at the centres of economic and political power.

Gender differences in climate protection are most immediately visible at the level of **participation and involvement**. Women are underrepresented at all relevant political decision-making levels. For example, the proportion of women in the government delegations at the UN climate change negotiations fluctuates between 15 and 20%. There is not a single woman in a decision-making position on climate protection at the German Environment Ministry. Even at local government level, where the proportion of women is normally higher, the situation is not much better.

Women and men **perceive risks** differently – this also applies to climate change. More than half of women rate the climate changes brought about by the greenhouse effect as extremely or very dangerous, compared with only 41% of men. Correspondingly, women are also more strongly convinced than men that global warming in the next 20 to 50 years is inevitable.

Confidence in the **role of environmental policy** also varies according to gender: more women than men doubt that Germany will be able to cope with the problems resulting from climate change. Nevertheless, almost 62.9% of women, compared with only 53.8% of men, advocate a pioneering role for Germany in climate policy.

This differing perception of climate change and of the possible policy responses to it also impacts on **motivation to engage in climate protection**: women are more prepared to alter environmentally damaging types of behaviour. They are less convinced that science and technology will solve environmental problems without us having to change our way of life. Correspondingly, they also put a greater value on the influence that each individual person has on preventing climate change.

The **mechanisms for preventing climate change** are also not gender-neutral. Emissions trading systems, for example, owe a large part of their attraction to their strictly economic focus. However, financial mechanisms do impact on gender relations, as the fiscal-policy instrument of gender budgeting reveals. Furthermore, in the final analysis, private households are also being asked to meet reduction targets. Here at least the gender relationship is highly relevant: who takes the decisions on using renewable energy or modern thermal insulation or on what form of transport to use? How are economically different preconditions – women in Germany earn on average 30% less than men and 27% of single mothers live below the poverty line – taken into account in the policy design of financial mechanisms?

**Taking these gender differences into account in the planning of climate-protection measures and shaping climate-protection policy from the gender perspective would signify an important step not just toward gender justice but also toward a society in which sustainable climate protection is not merely a vision but a practical reality.**

All the figures given are based on the results of surveys conducted every two years on environmental awareness and environmental behaviour in Germany.

# Giving fresh impetus: genanet – focal point gender justice and sustainability



Sustainable development cannot be achieved without gender justice. This statement, which has frequently been repeated since the UN Conference on Environment and Development in 1992 is also the basis of the work of **genanet**, the focal point gender justice and sustainability,

which commenced its work in mid-2003. It proceeds on the assumption that political decisions and planning in the field of environmental protection and nature conservation can have differing impacts on men and women but have not yet been accorded the attention they merit. Initiative, commitment, research and networking are therefore called for in order to counter existing obstacles and to support positive approaches.

Initiative and staying power were also needed in order to get the centre off the ground. An important role in this was played by the working group “women” at the Forum Umwelt und Entwicklung [German Forum on the Environment and Development]. Since its founding in 1994, i.e. shortly before the 4th World Conference on Women, the working group has fought for the establishment and financing of structures for networking on practical activities and for discussing research questions relating to women/gender and environment/sustainability.

In accordance with this, **genanet** sees itself as a national coordination and service centre which pools existing work on gender, the environment and sustainability. In doing so, it aims to receive and pass on ideas from others but also to put its own stamp on them. Major focal points of its work are: firstly, supporting environmental organisations and administrations which want to set themselves the task of integrating gender aspects into their technical work, and secondly, developing strategies and arguments which can be used for anchoring the gender perspective. Political lobbying and the provision of information for its specialist public accompany and support these activities.

## Information pool

One of the instruments for disseminating the gender approach in environmental and sustainability policy is **genanet's** information pool, which is available on its website. It offers a database with literature and research results on a wide variety of topics from across the entire environment and sustainability spectrum: from biodiversity and product development to risk assessment and employment. From the gender perspective in each case, of course. Summarized background information, presented on fact sheets similar to those which you find in this brochure, supplement this offer and are intended to assist the reader in obtaining an initial overview of possible gender differences or effects of gender relations in the subject areas. To examine current topics in greater depth, seminars are offered or conferences organised. A pool of experts on gender and sustainability makes it possible to provide the names of speakers on (almost) all topics on request. This also helps to counter the persistent rumour that in many fields there aren't any women to call upon, which is repeatedly given as the reason why only men are speaking at a conference. An events calendar and reports on conferences and seminars complete the package.

In addition to the information pool, the quarterly circular “genaNews” provides the opportunity to have the latest information on research projects, political developments, new publications, event dates, initiatives and campaigns delivered “free to your door”.



# genanet

focal point gender justice and sustainability

## genanet's „think tank“

The heart of the centre is its think tank: it is here that position papers and opinions on current environmental policy topics and processes are drawn up. This was the case, for example, in the run up to the International Conference for Renewable Energies (Renewables 2004), for which, partly in collaboration with women's/gender networks operating internationally, statements, demands and background information were drawn up, which were then presented at the conference. It was also the case for the first revision of the national sustainability strategy, which the Federal Government meant to use to report on progress toward sustainability and to adapt the strategy to take into account current developments. Here, position papers on the individual subject areas highlight the – usually overlooked – gender perspective and make suggestions on how it could be integrated. These papers also form a basis for political lobbying.

The think tank is, however, also designed to provide a space, away from current and frequently very fast-moving day-to-day political business, to search for new approaches and links between the topics of gender relations, the environment and sustainability. Thinking up new ideas and developing innovative strategies for integrating the gender perspective into environmental policy is a challenging demand and all too often fails because of the lack of time from which everyone involved suffers. Nevertheless, this demand is at the same time the vision which holds the network together. Therefore, at least a partial attempt is made here to find new ways to meet the contradictory requirements of time pressure on the one hand and the demand for (time-)intensive familiarizations and discussions on the other. Two fora were recently launched on the Internet, one on the topic “Biodiversity – Nutrition – Agriculture”, where amongst other things the viewpoints of regional, organic and GM-free agriculture will be discussed from the gender perspective. In a further forum, on environmental justice – gender justice, issues such as that of “what is just and what is equal” will be explored. The fora also invite people to plan joint projects so that they can discuss individual aspects at greater length and more intensively.

## Do good and talk about it: PR work

genanet wants to bring gender-just environmental and sustainability policy issues closer to the attention not just of the specialist offices responsible but also of a broader public. Intensive press publicity work is the basis for this but it also shows clearly how unwieldy and difficult to convey the topic is. Newspapers generally report daily and need to find the most attention-grabbing stories possible, which are rarely on hand in this subject area. Greater thought will therefore have to be given in future to the campaigns and occasions which can be used to bring gender and sustainability issues to the attention of the media. The environmental journalism, on the other hand, is increasingly showing itself to be open to gender topics and reports, to a greater or lesser extent, regularly on these.



## Beyond the confines of Germany: European and international cooperation

genanet is primarily active at the national level, but also wants to use the positions it has drawn up to exert influence on European environmental and sustainability policy. To this end, the focal point is collaborating closely with the European women's network Women in Europe for a Common Future – WECEF.

As far as networking at the international level is concerned, the aim is to provide greater awareness of the gender aspects of environmental and sustainability issues in the industrialised North.



*From field to market stall to shopping bag and from saucepan to plate... The food supply chain does not always proceed so visibly. Many intermediate points remain invisible and make agriculture and food look like separate areas. However, in the face of debates about the compulsory labelling of genetically modified foods and about widespread food allergies and also in the face of the growing interest in organically cultivated foods, it is crucial to make clear the connections between nutrition and agriculture. However, a holistic examination only makes sense if the gender perspective which permeates both fields is laid bare and can create space for new perspectives.*



## Gender on your plate. Food production and consumption from the gender perspective.

*Agriculture is still deemed to be a male-dominated area in which the **shaping power** of women often remains invisible. This power is of direct concern as soon as agricultural property relations come up for discussion: 90% of agricultural enterprises are owned by men. Women, by contrast, are recorded in official statistics as “supporting family members”. Consequently, the contribution of women, which is often crucial to safeguarding the existence of agricultural enterprises, is categorised as a mere ancillary activity. Such dismissive treatment impacts not only on the day-to-day gender-specific division of labour, but also, in the long term, on the old-age provision of women employed in agriculture.*

*Women are often the driving force when it comes to converting to **organic farming**. This can be explained by the tendency for women to be more environmentally aware and to be more concerned about food security. Despite these factors, women are also less visible in the area of*

*organic farming because of patriarchal structures. For example, when contracts are concluded between “nature conservation” and “agriculture” under stewardship agreements, it is always the management of the farm (generally the male head of the family) who is approached. On a positive note, the German Ministry for Consumer Protection has recently reclassified the Landfrauenverband [Country Women’s Association] as an autonomous interest group rather than as a subgroup of the Farmers’ Association. The crisis in agriculture could, in the context of organic restructuring, ultimately develop into an opportunity for women.*

***Nutrition**, on the other hand, is traditionally classed as forming part of women’s responsibilities. Women are as a general rule responsible for day-to-day food preparation in families. Only at the weekend or when guests have to be entertained do husbands reach for their aprons. Time-budget studies show that on average women spend 80 minutes a day preparing meals and clearing up after them, while men spend an average of 20 minutes on these tasks.*

*The nutritional behaviour of men is more strongly enjoyment-oriented, while women are oriented more toward a **health-conscious** form of nutrition. 35 – 50% of men partake of meat daily, while only just under 25% of women do so. Women’s consumption of vegetables, fruit and milk products, by contrast, is significantly higher. “Watching their diet” is important for almost 50% of women, while only 25% eat solely “what they like”. For men, the ratios are virtually reversed. Accordingly, the responsibility for healthy eating continues to be ascribed to women. At closer inspection, however, this health awareness frequently turns out to mean conforming to the prevailing ideal of keeping slim, which can lead to eating disorders.*



## Is the chemistry right? Gender, chemicals and health

We live in a society which is flooded with tens of thousands of artificially produced chemicals. As long ago as 1981, over 100,000 chemicals were registered in the European Union, since when about 4,000 more have been added to the list. The world's annual production of chemicals amounts to some 400 million tonnes. People are exposed to potentially hazardous chemical substances at each stage of their life and during the course of each day – whether in school or at the workplace, during leisure time or when doing the housework. They are in our clothes, in computer screens, in children's toys, in carpets, in washing and cleaning agents and, above all, also in our food. They are deposited in breast milk, as well as in the soil, in water and in the air.

The impact on health of these chemicals has not yet been researched in many areas, and major uncertainties exist, in particular with regard to the interaction of different chemicals. Their differing effects on women and men, above all in relation to their social roles, is still largely a 'blind spot'. As regards the biological

(men's and women's) hormone systems, there are now a number of indications that, depending on the chemicals concerned, they reduce fertility in men and lead to early sexual maturity or even to masculinization in girls and women.

### Gender-specific division of labour

Because of the gender-specific division of labour, women and men perform different activities, both at work and in the home. This results in differing levels of exposure to harmful substances and differing strains on their health. On average, occupational cancers occur more frequently in men, while asthma and allergies occur more often in women. Accordingly, cleaning staff, for example, the overwhelming majority of whom are female, have double the risk of contracting asthma (12%) as women from other occupations (5%). Washing and cleaning agents are chemicals containing groups of substances that cause problems to health and act as ecotoxins, such as for example

perfumes with their high allergenic potential.

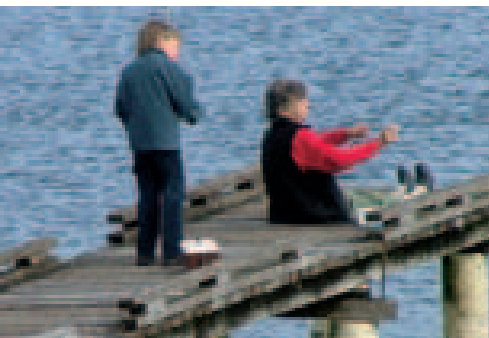
Likewise, all persons who deal with housework are also exposed to these stresses. 14% of them complain about health problems when using cleaning and preservative agents. According to current data, however, women and men spend differing lengths of time at differing intervals on washing and cleaning: approx. 73% of all women in Germany participate in washing clothes, but only 18% of men do so. On average, women spend 30 minutes a day doing the washing, compared with only 2 minutes for men. The situation is not quite so extreme where cleaning is concerned: here 91% of women and 54% of men are involved. Here, too, women spend more time on average: women clean for 47 minutes a day, while men spend just 15 minutes cleaning.



### Participation in product development

On the other hand, the opportunities for consumers, both men and women, to take action and to influence the harmful substances brought into private households are severely restricted, above all by the lack of information with regard to the composition of products and the effects associated with their ingredients. Where women are concerned, this problem is aggravated by the latter's marginal involvement in product development. This is reflected both in the low proportion of women working as technical experts/developers in industry and in the disregard shown for the knowledge they have acquired through their everyday use of the products.

# Gender greenstreaming – gender justice in the work of nature conservation and environmental organisations



What are the numbers of women and men working in an environmental organisation? Who decides? Is there a male view and a female view of nature? These questions feature right at the top of the agenda in a new project by the Deutscher Naturschutzring [German League for

Nature and Environment] which the organisation would like to use to bring greater gender justice into the work of nature conservation and environmental organisations. Since July 2004, the staff working on the project “Gender greenstreaming – gender justice in nature conservation and environmental protection” have been engaged in developing, jointly with the members, a variety of activities and initiatives aimed at integrating issues surrounding “gender conditions” into the work of the organisations.

Deutscher Naturschutzring (DNR) is the umbrella organisation for nature conservation and environmental organisations working in Germany. It has 94 member organisations, ranging from the Alpenverein (Alpine Association) to the Zoologische Gesellschaft Frankfurt [Frankfurt Zoological Society], belonging to it. The DNR's functions include not only coordinating the work of the member organisations but also initiating specific projects in order to advance important aspects of nature conservation and environmental protection.

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## About Gender Greenstreaming

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The core concern of the project is, in close cooperation with the member organisations of the DNR, to analyse gender relations, i.e. gender-specific features of the organisations' working conditions, structures and contents. It is still predominantly men who are the moving forces behind environmental policy in the institutions relevant to decision-making and whose ideas as to how protection of the environment is best achieved dominate. Consequently, proposals for anything other than technological solutions often fail to attract attention. If the significance of gender conditions to an organisation's own nature conservation work is to be disclosed and critically examined, one thing is vital: the

process needs to be designed and carried forward not just by the top management of the organisation but also by its base. For the gender mainstreaming process, the heterogeneous structures of DNR member organisations will require that top-down methods be supplemented by activities initiated from the bottom up in order ultimately – and this is another goal of the project – jointly to develop approaches for examining gender relations in organisation-specific work contexts.

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## How it came about: the preliminary study

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The project builds on the results of a preliminary study commissioned by DNR which was drawn up by the University of Lüneburg in 2003. To date, gender mainstreaming activities have been initiated by the environmental organisations only on a sporadic basis. Enquiry was seldom made as to how gender issues and people's understanding of their own relationship with nature are connected. At first glance, gender appears to be remote from practical nature conservation work: for the survival of a toad, surely it is irrelevant who carries it over the road? On the other hand, the organisations have a number of mechanisms and activities which can be described as traditional methods for the advancement of women. The aim of the study was therefore to determine more precisely what relevance is given to gender aspects in the work environments of the organisations and what obstacles stand in the way of integrating gender issues.

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## The next steps:

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From September 2004, the member organisations will be informed about the project through regional round-table talks, and starting points will be sought that can be used to illustrate the relevance of the gender perspective. In early 2005, a perspectives workshop will decide on further activities. The focus will be on “model projects” relating to current issues facing the organisations. In the model phase, the integration of gender aspects into nature conservation and environmental protection work will be “trialled” and illustrated, for example in relation to the issues of “water” or “land use”.

## What is the situation in our own organisation?

Critical questions which the nature conservation and environmental organisations should ask themselves are:

- Who works for / gets involved with us, who feels engaged and motivated by what?
- Who is involved in the shaping of our nature conservation and environmental protection work?
- How are problems perceived and taken up?
- Which solution strategies are preferred by whom? In these strategies, which roles and tasks are intended for whom?

## Why the environmental organisations?

### Four reasons for concerning environmental organisations with gender aspects

#### 1. Anyone who is "gender-blind" contributes toward making environmental problems worse

Our society consists of men and women who have been socialized differently and contains a variety of blueprints for living and life stories as well as differing social and cultural roles (gender). This variety is also evident in the way we act in general, in the reflections and career decisions we make from a certain perspective and also in the manner of our individual and society's treatment of nature. If we do not keep sight of the fabric of social relations and power structures in society, we will possibly take decisions that will contribute toward intensifying environmental problems and reinforcing discrimination.

#### 2. Long live diversity – new perspectives and approaches to solutions are in sight

If the thematic approach and its implementation at the professional and voluntary level did justice equally to the daily realities and experiences of men and women, this would firstly open up new perspectives on environmental problems and approaches to solving them. Secondly, women or those who move in "women's spheres" would feel adequately represented and would accordingly be more highly motivated actively to contribute their knowledge and ways



of looking at things. Last but not least, active integration of the gender dimension into the organisational context would assist the organisation in establishing a profile for itself: in commercial organisations the institutionalised consideration of gender has long been seen as a badge symbolising a modern type of organisation.

#### 3. Fair's fair: basic legal principles and the question of justice

The equality of men and women is already enshrined in the Basic Law. In order to attain this goal, however, a number of things still need to happen. The Federal Government has recognised gender equality as a universal guiding principle. It is also necessary, particularly for nature conservation and environmental organisations with their roots in social criticism, to develop work structures that enable tasks and co-determination and decision-making powers to be shared fairly between men and women.

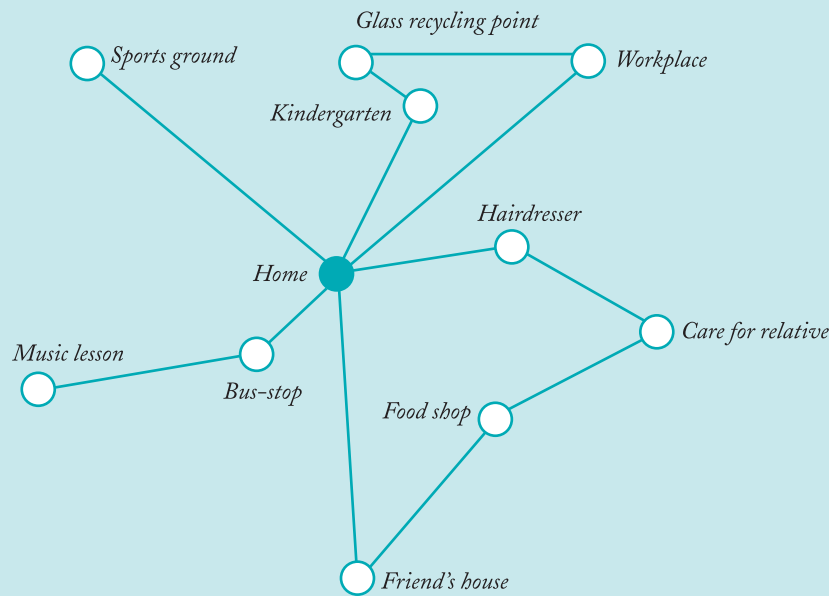
#### 4. Lovely money – the allocation of subsidies

Another reason relates to the fact that the organisations' activities are partially dependent on public funds. When they are deciding for or against providing financial subsidies, the subsidising institutions do indeed attach particular importance to the question of whether gender aspects are taken into consideration. The Gender Greenstreaming project is itself being supported financially by the Federal Ministry for the Environment/Federal Environmental Agency.

*The article is based on the presentation of the project which appeared in the first issue of the Gender Greenstreaming project newsletter in September 2004.*



## Women's journey chains



## Women's movements everywhere: gender issues in mobility

Women and men use different means of transport, as can be seen from figures on car ownership or the number of flights made per annum. Only 31% of cars in Germany are owned by women, and even when women have access to a car, they make less intensive use of it: men cover around 17,500 km a year in their cars, while women cover only around 10,000 km. This is connected, among other things, with the fact that women's family commitments mean that they travel over a smaller radius. As far as the number of flights made is concerned, the disproportion in the ratio is even more marked: women make 0.8 flights per year, compared with 2.2 flights made by men. On the other hand, women make journeys disproportionately more frequently on foot, by bus and train or by bicycle.

The purpose of journeys made on a day-to-day basis and the way they are organized show that the gender perspective is a decisive factor not only in relation to the

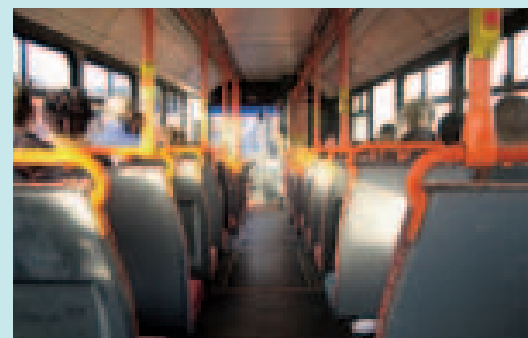
means of transport chosen but also to overall mobility behaviour. This is apparent from their different patterns of mobility, which depend heavily on who does which jobs. Domestic work or child care entail different travel requirements from paid employment or the journey to the sports ground.

A paradoxical situation thus emerges: journeys by women are significantly more complex than those made by men in full-time employment, especially where part-time employment is added to the equation. At the same time, journeys referred to as "leisure journeys" often involve no pleasure at all for the individual concerned, but consist in taking children to sports clubs or fetching them from music lessons. Because of their more limited access to cars, women make a large proportion of these complicated journeys without a car and are confronted with a transport infrastructure that is inadequate for their needs. Frequent criticisms here are long waiting times at poorly lit

bus-stops, the problem for those in jobs of finding service times to match the start and end of their work, high steps which make it difficult to travel with a bike, pushchair or luggage and poor connections in suburban and rural areas.

Rather than going toward expanding a needs-oriented reliable local transport system, financial resources continue instead to flow into prestigious projects such as the expansion of high-speed rail links. A saving of 9 minutes on a high-speed link, for example, comes out at a cost of construction of 400 million euros. 15 minutes' waiting time at a tram-stop, by contrast, just has to be put up with and means that the time saving which was made at great cost in the long-distance transport sector is cancelled out in the local transport connection. The fact is that unfortunately there is then often no money left for cycle paths, closely interlinking area-wide rail networks or investments in the local public transport system's vehicle fleet.

Consequently, it is no wonder that women represent the fastest growing group among car users, as a study by Deutsche Shell AG shows. Car ownership by women has doubled since 1980, while among men it remains static. This cannot adequately be explained by increasing employment among women. Rather, it represents a compensating strategy: the mobility requirements of women cannot be met by an ill-fitting and underfinanced local public transport system. Women therefore see themselves forced to switch to the car, even though they are the ones who view the growing volume of traffic as a particularly negative development.





## Will consumption be female in future?

Significant gender differences are also evident in consumption, which is very clearly subdivided into areas which are almost exclusively the responsibility of women, such as clothing, cosmetics or food and those which fall predominantly into men's sphere of responsibility, for example all electronic appliances or DIY goods. Women buy more clothes overall, which is shown simply by the fact that women's and girls' outerwear makes up 42% and men's and boys' clothing only 24% of the total garment industry. However, when buying clothes, they take environmentally relevant criteria into account more often than men, in that they buy more ecologically-produced clothing (natural fibres) and more second-hand clothes. Whether this offsets their very high demand for clothes overall is open to doubt.

### Household goods

Gender differences can also be seen in the technology with which single households are furnished, and marked preferences are shown here – many of the technical appliances which come under the heading of information and communication technology are found more frequently in male households. Female households, by contrast, are better equipped with appliances which make housework easier, such as washing machines and freezers. The most striking difference can be seen in the equipping of households with computers and access to the Internet: in 2003, only 34% of women living alone had PCs installed (the lowest level recorded) and only 22% had Internet access. The comparative figures for men were 54% with a PC and 41% with Internet access.

### Gender differences in consumption behaviour

Areas of behaviour / Agree "always/often"	Women	Men
Look out for products with limited packaging	52 %	37 %
Purchase fruit and vegetables from the local region	72 %	57 %
Look at packaging information on the environmental compatibility of products	49 %	38 %

### Health orientation

It is repeatedly found that women show a greater health orientation, extending to all spheres of private consumption, while men are more frequently inclined toward comfort and convenience and "consumption-is-tiresome" attitudes. It is, however, also a fact that while women continue, as before, to be almost solely responsible for many areas, such as washing, providing meals and looking after the home, their opportunities to exert influence and power to shape matters are limited. All too often, men's views, e.g. on meat consumption or canned drinks, prevail.

### Changing gender roles

Where consumption is concerned, changing gender roles are brought into focus above all by the responses to them of marketing companies, industry and business. Whereas a few years ago men were still principally in charge of buying technical equipment, from cars to stereo equipment and computers, and DIY goods, this appears to be changing enormously. Trend researchers tell us that it is increasingly women who make purchasing decisions and whose needs will determine future markets. Some companies have already responded to this change and are targeting women through advertising and brochures in order to stimulate their demand for DIY goods, for example. However, if this trend should assert itself, it also provides hope for more sustainable consumption in the future, because women place greater value on health-, risk- and environment-related factors than men. They give a very clear thumbs down to genetic engineering, for example: only 19% of women, as against 37% of men, would "definitely" or "perhaps" buy genetically modified foodstuffs.



## Participation in the environmental sector by girls – a preliminary study

A preliminary study drawn up as part of the European project “Girls’ Action Plan” (organised by LIFE e.V.) on participation and sustainable development made a provisional examination of the participation of girls and young women in BUNDjugend. The aim was to examine whether girls participate on equal terms or whether there are any gender-specific barriers.

During childhood and adolescence, according to the outcome of the survey, nature conservation attracts more girls than boys. The average level of girls’ participation in the youth organisations stands at 60%, but the proportion declines as they get older. Girls are evidently very interested in environmental issues. The kind of self-organisation (through local youth groups) practised by BUNDjugend also fits in well with girls’ preferences. Nevertheless, no gender-specific analyses or conceptual discussions have yet taken place.

## I see a green future ahead! I see a green future ahead!

### An environmental youth organisation working for greater gender justice

There are many hackneyed sayings used to describe the relations between young and old. “The youth of today are the decision-makers of tomorrow” is one such saying. But of course the way in which people will live, work and behave and the issues they will be committed to in a few years’ time are essentially determined by the examples and role models young people learn from today. Alternatively, they may critically analyse what they see around them and actively try to change it. A youth organisation in the environmental field is, of course, specially placed in this regard: its young members have already taken the step of deciding that they are not going simply to accept the status quo but are going to fight actively for a better world.

This background makes it particularly exciting to observe how an environmental youth organisation, BUNDjugend, tackles the issue of gender relations. It is the youth branch of the “Bund für Umwelt- und Naturschutz Deutschland e.V.” [Association for Environment and Nature Protection in Germany] (BUND) and, with 43,000 members under the age of 25, is one of the largest environmental youth organisations in the Federal Republic of Germany. The “Gender Mainstreaming in BUNDjugend” project was launched in April 2003 with the support of funding by the Environmental Ministry.

It is interesting that while at present 70% of the voluntary leaders of BUNDjugend and 50% of those attending the delegates’ conference are female, and young women are thus well represented, it is men who then move on to paid work with BUND. The situation as regards honorary posts in the “mother organisation” appears to be even worse: here women are very poorly represented and, despite their diverse contacts, they experience difficulties when it comes to being considered and accepted for a position.

## I see a green future ahead!

A key finding of the study states that the environmental youth organisations could encourage and support girls still better if they took account of girls’ specific interests, analysed their own gender-specific structures and dismantled barriers. At the same time, there is ample potential here to inspire girls with enthusiasm for the environment and technology as well as to make career areas in these fields more accessible to them. It is therefore high time to launch the project on “Gender mainstreaming in BUNDjugend”.



# I see a green future ahead!

## The project – changing role models and upgrading skills for advancement

How do young women and men in BUNDjugend treat one another, where can improvements to how people treat one another be made and how can the way be made easier for young women in particular to enter environmental organizations and careers? The project initiators decided both to provide targeted assistance to young women and to work with young men. One of the pillars of the project consists in changing the way in which environmental protection is communicated and in altering existing gender relations. Different images (of roles) of the future in environmental protection should be conveyed to young people. As well as presenting role models and information about environmental careers, the organization's own website will highlight new career paths for young women, as well as for young men ("of course women have a career, and men look after the children..."). BUNDjugend has chosen here to go down the path of not explicitly mentioning "gender" on its website. In this way, the aim is to supplement the role models which young people, with their limited experience, can conceive of, with less traditional role models and for this to happen as it were "unnoticed" and to be accepted as a matter of course.

The second pillar relates to implementing gender mainstreaming internally within BUNDjugend. A gender workshop was organised for the young people from the organization's youth leadership (the elected seven-member board), in which most of them had their first experience of reflecting as a team on gender roles and of identifying areas of activity, structures and procedures which bring to light gender relations and aspects in their own work. As well as in areas of internal communication and of office responsibilities, gender aspects are particularly evident in project organisation. For this reason, an analysis is now routinely carried out of which target groups are being addressed by individual projects. For example, in some projects, as was the case with the "NaturTageBuch" [Nature Diary] project, 75% of those taking part are girls.

In the first year of the project, a skills-upgrading unit also started up workshops and individual coaching in order to respond to the shortcomings identified in the analysis of structures and coping strategies (coping with the assumption of responsibilities, putting forward one's own opinion, trusting in one's own abilities) and at the same time to enable individually tailored skills training for young environmental activists. A supplementary mentoring programme will be launched in 2005. The aim is specifically to encour

age women and men, following their involvement in BUNDjugend, subsequently also to become active in BUND.

Is the work carried out to date on gender mainstreaming already having a concrete impact on the projects? Nicola Moczek, National Director of BUNDjugend, reports that it is her impression that gender issues are being dealt with more sensitively. A study accompanying the project "Youth Alliance on Future Energy", for example, showed that of the 150 participants at the Conference on the Future of Renewable Energies (Youth Energy Summit 2004), generally considered to be a classic "male-dominated issue", exactly as many young women took part as young men. A campaign developed specifically with the gender issue in mind seems to have succeeded in meeting the needs of both groups, while avoiding using one-sided role models.



Indeed, the approach of the youth organisation is, in terms of its practical "self-interest", also an easy model to pass on to other organisations: smoothing the way for young people into environmental organizations, encouraging young women to become and above all to remain active in environmental protection, professionally and as volunteers, and at the same time perhaps changing well-worn working structures in the organisation – what else could an organisation wish for!

## Outlook: establishing gender justice. Now!



The first steps have been taken along the way to gender justice in environment and sustainability policy. Instruments have been developed and are being adapted to suit other types of measures. Structures have been put in place and will, it is hoped, grow and consolidate. The environmental sphere – and this is a real surprise – is setting the pace for other policy areas. So for the moment it only remains to be hoped that the process does not lose momentum and that it can

be anchored sufficiently firmly in place that it will be continued, whatever the political omens.

The picture looks a little different at the level of the organizations. While there have been isolated women's projects from time to time, as well as isolated individuals politically committed to women's issues, the general implementation of gender mainstreaming was for a long time not even on the horizon. This too was a surprising situation: how could the pioneers of the environmental movement be lagging behind when it came to gender justice? However, things have changed recently in the organizations, too, as the "Gender Greenstreaming" project presented here shows. In the immediate future it is essential that a closer eye be kept on all environmental organizations and that pressure be exerted on them not only from outside, but also internally, through their members. The main thing here is to support existing initiatives to the best of our ability, so that they do not remain an exception.

In this brochure we also wanted to show that gender aspects and gender relations play an important role in environment and sustainability policy even in the "North". This has been illustrated using individual issues as examples. Once again it has been shown that we are confronted here with a considerable lack of research results and data on gender aspects in the environmental field. Here, too, it is vital that something be done in the future to close these gaps. In Germany there is a socio-environmental research programme as well as a (very recent) one on sustainability. As part of these programmes, gender aspects are set out, as a requirement of research projects, at least on paper, whose patience is inexhaustible. The questions of how they are actually implemented into the mainstream of research, whether they are placed in a small niche, delegated to outside specialists, or whether "gender" permeates all research questions and teams, cannot as yet be definitively

evaluated. Therefore it is important to devote more attention to monitoring implementation of these gender mainstreaming requirements.

It is also high time, as many of the gender aspects presented here show in individual subject areas, to pay greater attention than before to gender aspects in economic control instruments. This applies on the one hand to all relevant political instruments, such as for example eco-tax or emissions trading. However, it also applies to the entire budgetary policy and the gender-just distribution of budgetary funds. While gender budgeting has already been agreed upon by the Federal Government, it is still awaiting implementation. The allocation of subsidies in the environmental field could provide an initial starting point. Here, the question of gender relevance is indeed now examined in the case of organizational projects, but the answers to the question do not as yet have any effect on the evaluation or approval of an application.

Whether one likes it or not, environmental policy is becoming increasingly reliant on economic instruments. Therefore, gender mainstreaming will only become a really powerful instrument if it can be successfully anchored in these processes.

In this spirit, we wish ourselves and you all the stamina and energy needed for tackling this task!



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