



HOW TO INCLUDE GENDER IN SOLID WASTE SERVICES

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1. Introduction

The local government is an important tier of government that is considered closest to the citizens. Municipalities provide a vast array of services to citizens which have a significant impact on their lives. The local government also provides an extensive range of community services relating to property, economic, social, recreational, and cultural spheres. These services include but are not limited to, the construction and maintenance of local roads, public lighting, water supply, wastewater drainage, waste collection, and disposal as well as vital social infrastructure and community facilities. These services play a vital role in defining the quality of life for women and men in a community.

Yet, women and men are not homogenous groups. Age, ability, ethnicity, cultural and religious background, and socioeconomic status all impact people's ability to access and use services. Taking this into account, women and men may experience different barriers and constraints concerning accessing services.

This guide attempts to provide an answer to the question of how to mainstream gender in the waste management process in all its key phases. It is mainly intended at guiding the municipal administration (mayor, municipal administration, public utility companies' management, and administration, etc.) step by step through the process of waste management and providing advice and ideas on how to include the gender aspect in its implementation, based on EU legislative and policy framework for waste management. In this context, the document will provide an analytical overview of waste management processes and practice with a focus on gender aspects in southeast Europe economies.

This guide focuses on the following main waste management aspects:

- Planning and decision-making in waste management;
- Management of waste following the hierarchy of prevention and waste management given in the Waste Framework Directive;
- Data collection and waste statistics and;
- Service delivery by waste operators.

The guide has been drafted within the NALAS project: "Strengthening the knowledge base and capacities of NALAS to promote gender-responsive policy-making and to engender local service delivery in SEE", within the framework of the regional UN Women project "Promoting Gender Responsive Policies in South East Europe and the Republic of Moldova", which is financially supported by the Austrian Development Agency and the Swiss Agency for Cooperation and Development.

The project's overall goal is to contribute to the enhanced regional exchange of experience and knowledge on Gender Responsive Budgeting (GRB) as well as increased regional cooperation in the area of gender equality among Local Government Associations (LGA). As a result of this intervention, NALAS will become fully capacitated to promote gender-responsive policy making at the regional level, by mainstreaming gender at the statutory, strategic, and operational levels.

The development of this manual is in line with the European Charter for Equality of Women and Men in Local Life¹ whose signatory is NALAS. It is developed in 2019 with input provided by the

¹ The European Charter for Equality of Women and Men in Local Life, CEMR, May 2006, http://www.ccre.org/docs/charte_egalite_en.pdf

regional experts on gender and SWM as well as input provided by the NALAS Task Force for Solid Waste and Water Management and the Gender Focal points. The Methodology was updated in June 2022 based on the findings from its practical testing in the City of Bijeljina in the Republic of Srpska, Bosnia and Herzegovina.

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The Methodology “How to include gender in solid waste services” was updated in the frame of the NALAS project “Promoting e-learning and regional knowledge base development on gender-responsive budgeting”, supported in the framework of UN Women project “Promoting Gender Responsive Policies and Budgets: Towards Transparent, Inclusive and Accountable Governance in the Republic of North Macedonia”, financed by Switzerland and Sweden.

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2. Key gender concepts and principles

If we accept the assumption, that the living environment in the most direct way determines the circumstances of the genders (sexes) and if the local government following its competencies deals with the most direct living conditions, then it is natural to conclude that the local government has also a responsibility to deal with gender equality. The promotion of gender equality is not only an obligation that emanates from respecting laws but also the best indicator of the success or non-success of the functioning of the local bodies in fulfilling the results of their activities².

If women are socially, politically, and culturally repressed and marginalized that is a result of the way they are treated in a certain cultural community following the cultural norms of that community. So, it can be said that the marginalization of women is a product of certain social norms, and social norms can be changed.

The local government, as an integral part of the structure of government, according to its constitutional positioning, is closest to the citizens in terms of decision-making for their living conditions. Its main task is to secure social processes within which opportunities for citizens for achieving well-being and spiritual development will not be determined by race, class, sex, or nationality. Such social processes should enable conditions for the realization of their rights and freedoms, protect their dignity as human beings, and allow for economic and social security and equal opportunities. Thus, each democratic unit of local-self-government has a crucial role in securing social, economic, and political justice for all citizens in the community. In this context, the approach to gender equality can be presented as an issue of human rights, as an essential condition for achieving efficient democracy, issue of social justice in the direction of improving women's employment, education, working conditions, and social protection and as an issue of social and economic development, by promoting the participation of women in political, economic and social processes of decision-making.

Sex refers to biological and physiological characteristics and is a relatively constant category that determines the natural differences of a person since birth. Gender refers to socially constructed roles, behaviors, characteristics, positions, and activities that the society considers adequate for men and women, girls and boys, thus determining the social relations between them. Unlike the biological characteristics and differences between women and men, gender roles are acquired through socialization thus forming gender identity. These roles differ among cultures and locations and, luckily, change over time.

As a result of gender identity, people in society have certain gender roles which are socially defined. The stability of gender roles is due to them being institutionalized. Agents for gender socialization are family, school, community, media, other institutions, and society as a whole. By imitating the parents, children from an early age adopt the existing gender roles. This division of these roles is mostly institutionalized by biological factors in society which is why gender roles are very often the basis of and support gender stereotypes. Gender stereotypes are beliefs about how women and men are, and how they typically differ according to their characteristics, skills, and behavior. These are simplified images of the characteristics of all men and women.

² Rodovata ednakvost i lokalnata samouprava: opstina Bitola, Bobi Badarevski, Zdruzenie na gragjani Akcija Zdruzenska, 2006, Skopje.

Stereotypes influence perception and behavior and perpetuate the institutionalization of gender roles in society.

Gender equality is an important goal of social justice. It represents equal visibility, empowerment, responsibility, and participation of both sexes in all spheres of public and private life. It is the principle of being fair and recognizing, accepting, and equally valuing the differences between women and men and the diverse roles they play in society by enabling equal access to, and distribution of resources between women and men.

While it would appear that women and men have the same formal opportunities, gender inequality causes many women to face significant disadvantages which influence their well-being. To guarantee that community needs are considered and responded to in the most informed and appropriate way it is crucial to take into account gender when developing local policies, plans, and services³.

Gender mainstreaming has been embraced internationally as a strategy for realizing gender equality. It involves the integration of a gender perspective into the preparation, design, implementation, monitoring, and evaluation of policies, regulatory measures, and spending programmes, to promote equality between women and men and combat discrimination.

By mainstreaming gender in public life gender equality becomes part of the public policy and gender issues enter the political discourse.

In 1995 at the UN Fourth World Conference on Women in Beijing a strategy was developed for treating gender equality as a social issue⁴. It is here that gender equality was explicitly recognized as a human right and a prerequisite for human development.

The European Charter for Equality of Women and Men in Local Life⁵ provides a moral and public commitment to the principle of equality between women and men. It determines that gender equality is not just a human right but also a democratic value that needs to be applied to all aspects of life: political, economic, social, and cultural.

Equality between women and men is one of the European Union's founding principles. It goes back to 1957 when the principle of equal pay for equal work became part of the Treaty of Rome. The European Commission adopted a Women's Charter⁶ and committed to strengthening gender equality in all its policies. The Commission implements its commitment through strategic documents⁷ which represent a reference framework for increased effort at all levels, be they European, national, regional, or local.

Local governments have a unique opportunity to contribute to achieving the world goal – of gender equality, through services that need to respond to men and women, through equal

³ Fact Sheet 1, Gender equity in local government partnership, led by Victorian Councils, Regional Women's health Services and supported by Association of Victoria and Vic Health, July 2012.

⁴ Report on the Fourth World Conference on Women, 4-15 September, Beijing, 1995, (<http://www.un.org/womenwatch/daw/beijing/pdf/Beijing%20full%20report%20E.pdf>)

⁵ The European Charter for Equality of Women and Men in Local Life, CEMR, May 2006, (<http://eur-lex.europa.eu/legal-content/BG/ALL/?uri=URISERV:em0033>)
http://www.ccre.org/docs/charte_egalite_en.pdf

⁶ Women's Charter, March 2010 (<http://eur-lex.europa.eu/legal-content/BG/ALL/?uri=URISERV:em0033>)

⁷ The Strategic Engagement for Gender Equality 2016-2019, EU, 2015 (https://ec.europa.eu/anti-trafficking/sites/antitrafficking/files/strategic_engagement_for_gender_equality_en.pdf).

representation of both sexes in decision-making, and through gender mainstreaming in local policy making and management.

3. Why is gender important for waste management?

One of the key services that local government provides to its citizens is waste management. Waste management or waste disposal is defined as all the activities and actions required to manage waste from its inception to its final disposal⁸. This includes amongst other things collection, transport, treatment, and disposal of waste together with monitoring and regulation. It also encompasses the legal and regulatory framework that relates to waste management including guidance on recycling.

In this context, waste management is often perceived as a technical or technological matter and therefore completely deprived of gender perspective. Still, such understanding is not fully accurate since in many ways waste management systems are defined and dependent on human behavior and requirements which can and often differ between men and women. There are authors⁹ which have shown in their research that there are differences in the way women and men look at waste as well as that recycling and reusing of wastes have critical gender dimensions. Furthermore, there is a number of waste management aspects to be considered that affect different social groups including men and women differently regarding their needs and capabilities.

Also, waste management can have double-fold directional economic and financial influences on the local communities and society in general. In poorer and less developed societies engagement in the waste management system is often an opportunity for women to generate additional income for their households and families¹⁰. On the other hand, recent research¹¹ shows the obvious positive correlation between the employment rate of women and their representation in executive structures of companies which then adds to an increase in financial performance, efficiency, creativity, and innovation.

4. Overview of Waste Framework Directive and EU waste policies

Directive 2008/98/EC of the European Parliament and of the Council on Waste or the Waste Framework Directive (the Directive hereinafter) is the leading piece of EU legislation governing waste management. It sets the basic concepts and definitions but also gives policy guidance regarding the waste management and processes for the member states and those economies that in perspective strive to become members.

When adopted on November 19, 2008, the Directive repealed a number of other directives¹² giving thus general framework of waste management requirements and setting the basic waste management definitions for the EU.

⁸ https://unstats.un.org/unsd/publication/SeriesF/SeriesF_67E.pdf, unstats.un.org., retrieved February 2nd 2018.

⁹ A. Schienberg, M. Muller, Gender and Waste, WASTE, Gauda, September 1999

¹⁰ B. Woroniuk and J. Schalkwyk, Waste disposal & equality between women and men, SIDA, Stockholm, November 1998

¹¹ S. Devillard et al, Women Matter 2016 - Reinventing the workplace to unlock the potential of gender diversity, McKinsey&Company, December 2016

¹² Waste Directive 2006/12/EC, Hazardous Waste Directive 91/689/EEC, and the Waste Oils Directive 75/439/EEC.

The Directive also gives firm policy guidance saying that the first objective of any waste policy should be to minimize the negative effects of the generation and management of waste on human health and the environment. It further discusses that waste policy should also aim at reducing the use of resources, and favor the practical application of the waste hierarchy. The Directive obliges member states to take measures to encourage waste management options that deliver the best overall environmental outcomes. This may also require the introduction of different waste streams departing from the hierarchy where it is justified by the waste life-cycle which could also include aspects specific to the habits and needs of both men and women.

The Directive as a part of overall environmental acquis doesn't explicitly mention gender or different roles of men and women in the waste management system but leans on and encompasses general equality and human rights principles like the transparency of the processes and consultation and involvement of citizens and stakeholders. It also prescribes that handling of the waste should be done in line with the general environmental protection principles of precaution and sustainability, technical feasibility and economic viability, and protection of resources. The Directive emphasizes waste management without endangering human health or the environment and, in particular: without risk to water, air, soil, plants, or animals; without causing a nuisance through noise or odors; and without adversely affecting the countryside or places of special interest.

The waste hierarchy is one of the pivotal principles set out by the Directive. It obliges member states to apply as a priority order the following waste management hierarchy: prevention; preparing for re-use; recycling; another recovery, e.g. energy recovery; and finally disposal.

1) Prevention is the measures taken before a substance, material or product becomes waste, and include reduction of the quantity of waste through re-use of products or the extension of the life span of products; reduction of the adverse impacts of the generated waste on the environment and human health; or reduction of the content of harmful substances in materials and products;

2) Preparing for re-use is checking, cleaning, or repairing recovery operations, by which products or components of products that have become waste are prepared so that they can be re-used without any other pre-processing. Re-use is any operation by which products or components that are not wasted are used again for the same purpose for which they were conceived.

3) Recycling is any recovery operation by which waste materials are reprocessed into products, materials, or substances whether for the original or other purposes. It includes the reprocessing of organic material but does not include energy recovery and the reprocessing into materials that are to be used as fuels or for backfilling operations.

4) Other recovery is the operations other than recycling in which waste materials are used as fuel for energy production or for backfilling operations.

5) Disposal is any operation that is not recovery even where the operation has as a secondary consequence the reclamation of substances or energy.

5. Outline of the waste management process

Given the fact that the economies of the South-East Europe region are either member states or in some stage of the EU accession process their waste management systems are under the heavy influence of EU regulation i.e. Waste Framework Directive. Still, some differences in actual implementation, for example in terms of waste treatment, can be observed between the economies judging by the Eurostat waste statistics (for example waste treatment in 2014¹³) or NALAS Report: Benchmarking on Solid Waste Management in South-East Europe 2015¹⁴ which could be a consequence of uneven starting positions/backgrounds (ex. Yugoslavia or ex. Eastern block) but also different national and local policies and priorities.

Regardless of mentioned differences, all the economies base their waste management system on the integrated approach outlined in the Waste Framework Directive and defined by the principle of waste management hierarchy. The integrated waste management system is comprised of six major functional elements that are also called waste management cycles are as follows:

- 1) Waste generation;
- 2) Onsite handling, storage, and processing;
- 3) Waste collection;
- 4) Waste transfer and transport;
- 5) Recycling, waste processing, and recovery;
- 6) Disposal.

Being an original task of the local government waste management is regulated by a series of local acts, public policies, and strategic and operational documents. Creating local waste management policies and enabling conditions and environment for proper handling of waste usually requires consensus on key waste management aspects translated into the form of a local waste management plan. The development and enforcement of a municipal waste management policy include three stages: I – planning phase (development and adoption of local and regional waste management plans/public utility company solid waste management plans), II - implementation stage, and III - monitoring and evaluation phase.

6. Gender and waste management planning

Waste management is by law, but also in citizens' daily life, perceived as a service of special interest to the public and therefore needs to be treated as such in terms of availability (scope of the service), affordability (the price of the service), quality (health and environmental standards, timely and uninterrupted provision), and efficiency (budgetary/public finances, human and material resource and energy efficiency). As a service of public interest waste management also has to fulfill the needs of various social groups including women and men which can have completely different views and requirements regarding this service. Still, the traditional approach to waste management especially in the planning and decision-making phase leans towards the generalization of user groups and stakeholders, primarily based on population density and socioeconomic status, to more easily reach the parameters for meeting their needs. As

¹³ http://ec.europa.eu/eurostat/statistics-explained/index.php/File:Waste_treatment,_2014-1.png

¹⁴ http://www.nalas.eu/Publications/Books/SW_rep_2015

mentioned previously waste management is traditionally considered gender-neutral, particularly in the planning phase being based on households as the key element of received service. However, when it comes to decision-making at the level of local authorities or the service provider it is usually heavily influenced by a masculine perspective, since most of the decision-makers are men, hence providing a gender-blind perspective. Therefore it is important to apply gender perspective and mainstreaming in all phases of waste management starting with the phase of planning, even more so because when it comes to the waste management “the lifestyles of women and men differ in their use of local services and public or open spaces, or confront different environmental problems”¹⁵.

Waste management planning is a task of local authorities which arises from the Waste Framework Directive and can include various planning documents for different geographical areas (local, regional or special areas waste management plans), specific phases in the waste management cycle (source separation plans, recycling plans, plans for closing and re-cultivation of old and non-sanitary landfills), or special task plans like waste prevention programs.

Waste management plans should contain at least the following elements outlined in the Waste Framework Directive:

- a. the type, quantity, and source of waste generated within the territory, the waste likely to be shipped from or to the national territory, and an evaluation of the development of waste streams in the future;
- b. existing waste collection schemes and major disposal and recovery installations, including any special arrangements for waste oils, hazardous waste, or waste streams addressed by specific Community legislation;
- c. an assessment of the need for new collection schemes, the closure of existing waste installations, additional waste installation infrastructure in accordance with Article 16, and, if necessary, the investments related thereto;
- d. sufficient information on the location criteria for site identification and the capacity of future disposal or major recovery installations, if necessary;
- e. general waste management policies, including planned waste management technologies and methods, or policies for waste posing specific management problems;
- f. organizational aspects related to waste management including a description of the allocation of responsibilities between public and private actors carrying out the waste management;
- g. an evaluation of the usefulness and suitability of the use of economic and other instruments in tackling various waste problems, taking into account the need to maintain the smooth functioning of the internal market;
- h. the use of awareness campaigns and information provision directed at the general public or a specific set of consumers;
- i. historically contaminated waste disposal sites and measures for their rehabilitation.

Waste management plans are usually adopted for a period of 5 to 10 years and should be regularly updated and in line with plans of higher hierarchy as well as valid spatial plans.

Procedure for adoption of waste management plans as well as mechanisms for public involvement are set in the national legislation of each of the SEE economies, but the obligation

¹⁵ The European Charter for Equality of Women and Men in Local Life, CEMR, Brussels, 2006

lies in the provisions of the Waste Framework Directive (Article 31) and Article 7 of the Aarhus Convention¹⁶.

In order for waste management plans to be gender mainstreamed one can adopt both strategies: (i) increased women's participation in the development of the waste management plan that will allow for women's perspectives to be included in its design and eventually delivery; and (ii) mainstreaming gender in overall waste management approach from waste generation; onsite handling, storage, and processing; waste collection; waste transfer and transport; recycling, waste processing, and recovery; and disposal.

Waste management plans are adopted by appropriate local or regional bodies be it the Assembly or the Council or in the case of inter-municipal cooperation bodies of all involved local authorities. The process starts with acquiring political support in the form of an executive decision to start the preparation of the plan which usually describes the legal basis, authority in charge, the validity period of the plan, territorial coverage, needed budget, etc. Authority in charge is responsible for the drafting of the plan and for this purpose it can either use in-house capacities or engage external expertise through the process of public procurement. Drafting of the waste management plan is the first and perhaps critical entry point for the introduction of gender perspective. In most economies of South East Europe, there are gender focal points or gender mechanisms at the local, regional and provincial levels. Involving them in the process of drafting the waste management plan will provide for the gender perspective to be included in the zero drafts of the plan and before it is consulted with the public.

Once a draft plan is ready it should be available for public debate which is regulated by the law (usually public administration or law on local government or the environmental protection act), following governmental regulations, local statutes, and decisions. For the different needs, interests, and perspectives of women and men to be detected and reflected in the waste management plan, the local government needs to ensure that in the public consultation both women and men (and their subgroups: rural women and men, women and men with disabilities, women, and men with different ethnic background, etc.) are included. This will require the participatory process to be gendered and the time, place, and the information shared with the public to be adjusted to the needs of women that are different from the needs of men¹⁷.

After the public debate plans go back to appropriate public authority as a proposal that undergoes political debate before official adoption. This is the final point to exercise gender mainstreaming, of course, if there is a political will and commitment for it. Following its adoption, the plan becomes a valid document and a part of the strategic regulatory framework which is executed by the local administration, inspection, public utility companies, and other designated public or private parties or institutions.

In some economies of South-East Europe, there are mechanisms existing in the political arena that can provide space for the additional introduction of the gender perspective in waste management and policy making at the local level. These are green councils and so-called green

¹⁶ Convention on Access to Information, Public Participation in Decision-making and Access to Justice in Environmental Matters, Aarhus, Denmark, 25 June 1998.

¹⁷ In example, public consultation should be organized at times when child care facilities are provided, or at venues where participants can take their children with (i.e. public parks, playgrounds and etc.); to be organized at times when women and men are free from paid and unpaid care work; and to be communicated in a citizens friendly language using gender sensitive terminology.

seats in local assemblies. Green councils are bodies established by the act of local assembly or the council as a consultative body consisting of an equal number of representatives of local self-government and public companies but also civil and expert society. The green seat is a kind of voice from the civil society in the local assembly with no right to vote.

The entire process of development and adoption of the plans is shown in Chart 1.

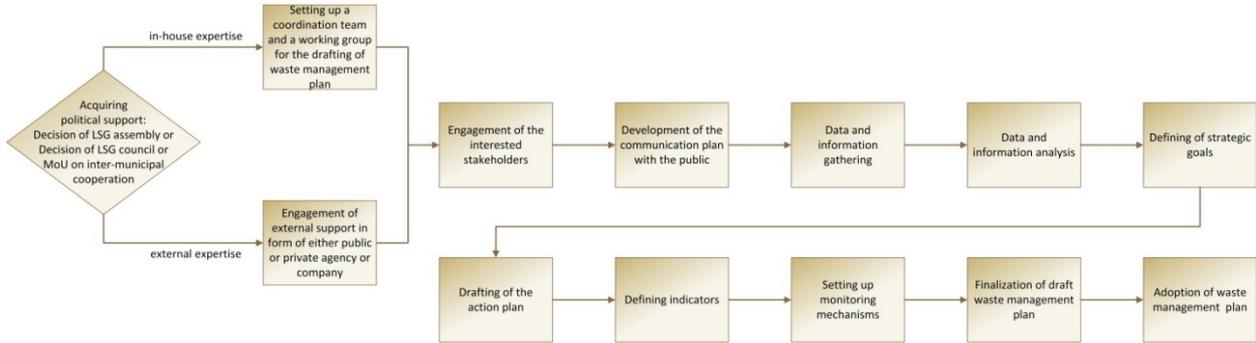


Chart 1. Outline the adoption process of local and regional waste management plans

The municipality of Karlskoga¹⁸ in Sweden is a good example of gender mainstreaming of public/communal services. Although it is not an example of waste management but snow removal, it gives a nice insight into what gender perspective in public services is all about. Namely, in 2014 city officials in this municipality realized that it is harder to walk or bike through snow than to drive a car and consequently ordered pedestrian walkways, bicycle paths, and bus stops to be cleared of snow before larger roads. The manager in charge of snow clearing on city property realized that major traffic arteries and other roads for cars and larger vehicles were cleared first, often late at night when they were rather empty except for occasional lorries. Pedestrian walkways and bicycle paths were last on the list. When staff from the traffic department looked closer at who uses the different types of roads and paths, they realized that their snow clearing routine affected women and men differently and that the traditional pattern of snow removal benefited much more the car users. The deeper investigation into this matter has shown that men drive cars more often than women, who in turn walk, bike, use public transport, and travel by car as a passenger more often than men. Single mothers and single women walk and bike more than any other group, as a proportion of their total travel. Therefore the new routine of cleaning pedestrian paths and bikeways first that was introduced clearly benefits women in particular, as more women than men walk, bike, and use public transport.

The following tables give an overview of planning phases in waste management, describe specific activities, and propose appropriate gender mainstreaming actions.

6.1. Preparatory Phase

The development of waste management plans is a very demanding process determining the directions in which this service is going to develop in the following period that can have a horizon

¹⁸ <https://www.youtube.com/watch?v=udSjBbGwJEG>

as long as ten years. For this reason, it is necessary to carry out a series of preparatory activities to make the process as successful as possible. The main results of the preparatory phase are information sharing, the establishment of the working structures and mechanisms, involvement of stakeholders, establishment of internal communication, and development of an external communication plan.

Activity	Description of the activity	Gender mainstreaming entry points
Acquiring political support	An executive decision is adopted either by the local government assembly or the council to start the process of drafting the waste management plan. In the case of a regional plan usually, an MoU on inter-municipal cooperation is signed. The decision contains steps of the drafting process, timing, process coordinator, and party responsible for drafting the plan.	To ensure a transparent and participatory process that encompasses the needs of all community members, public information needs to be provided regarding the process. At the start of the planning process, stakeholders need to be informed about the topic, the process, timing, and intended outcome(s). Adequate information channels (reflecting the local community) need to be developed for raising interest and especially for including women in the process. Targeting women can be undertaken by local CSOs through different forms such as, but not limited to, field campaigns for informing women (door-to-door, informative sessions, etc.) about the topic of waste management and identifying their needs within the topic. Executive decision on drafting waste management plan needs to contain an item about stages during which information and involvement of the public in the process (including representatives of women's groups) is envisaged.
Appointing of the drafting process coordinator	It is important to have one person from the local government with executive power to coordinate, direct and monitor the process. The coordinator can report to the assembly or the council regularly or on-demand. The coordinator should also be the address in the LSG that has continuous communication with the public and interested stakeholders.	The process coordinator must be gender-sensitized and aware of the power dynamics related to this issue (if necessary gender equality training could be organized for this person). It is also important that this person has contact with CSOs working on the issue of gender or women's/human rights. Collaboration with the gender equality focal point is also recommended.
Determining the drafting responsibilities - in-house expertise	Drafting of the plan can be done by LSG itself using in-house expertise. In this case, the executive decision should contain a provision on setting up of coordination team which is formed out of LSG staff working in specific departments (environment, urban planning, utilities, LED, social protection, etc).	If the LSG has a gender focal point or equal opportunities coordinator s/he should be part of the coordination team to secure gender lenses in the process. In addition, all members of the team should be trained in GE issues.
Determining the drafting responsibilities - external expertise	If external expertise is used which can be either public or private agency or company regular public procurement process should be conducted. In such a case executive	Public procurement announcements and TOR need to include the gender mainstreaming expertise of the selected agency/company in the selection criteria.

	decision should outline the terms under which external support for the drafting of the plan can be engaged.	
Engaging the interested stakeholders	This is an extremely important step to ensure wide acceptance of the plan and its smooth implementation. To provide involvement of all interested actors in the drafting process a working group should be formed. The Working group should consist of the LSG coordinating team and representatives of as many stakeholder groups (environmental, women, consumers, educational and scientific institutions. etc.).	Participation of representatives of CSOs whose mission is focused on women empowerment, gender equality or human rights needs to be secured in the working group to voice the interest of women in the community. The Working group for WMP needs to also include representatives from different social groups, and stakeholders, as well as the person responsible for GE in LSG.
Communication with the public	This activity should include the development of a communication plan with the public. This document should outline the communication process and assure that the citizens receive timely and accurately informed about the planning process and can get engaged in it.	Within the communication plan, adequate approaches and messages need to be developed for different stakeholder groups including women in the community. The gender equality aspect of the waste plan must be part of the public communication and outreach.

6.2. Baseline analysis

The baseline analysis or the status quo analysis is the mapping of the current situation in the field of waste management at the local or regional level. The baseline implies the collection and analysis of data according to the framework usually provided by the waste management law. It is necessary to identify sources of information whether it is official state statistics, available data from local service companies, or other information held by relevant institutions or organizations.

Still, baseline analysis should not be restricted to technical data but rather, in line with best European practices, incorporate gender-segregated attitudes and views of citizens/customers about the quality of service, the problems they recognize, and their needs. Such an approach has been used in the Case study in the City of Bijeljina, Republika Srpska, Bosna and Hercegovina while testing the Methodology. To identify possibilities to engender waste management service in Bijeljina a survey questionnaire was developed for primary data gathering on different aspects of the service delivery and the perception of the citizens/customers. Data was gathered through a questionnaire consisting of the different question groups covering aspects that included perception of the practices in waste management, different roles family members have in different phases of the waste management process, their needs and expectations as well as the level of satisfaction with waste management service.

Activity	Description of the activity	Gender mainstreaming entry points
Data and information gathering	This activity encompasses the gathering of the waste-related data stipulated in the Waste Management Law but also different social-economic and environmental data which can be relevant for making important strategic decisions. In this respect there should be two phases of data gathering – a baseline and endline	Appropriate tools (surveys, walk-throughs, mapping, transept, public debates, etc.) for data collection need to be developed which would also take into account the different habits, needs, and preferences of women and men in the waste collection process. Gender disaggregated waste-related data needs to be collected.

	data collection and analysis to determine pre and post-situation and the impact of the intervention on the status of gender equality.	The baseline should not include strictly technical information related to waste but also attitudes based on user opinion on different aspects of the waste management service. To determine the change that has occurred in terms of perceptions the endline survey should ask the same questions. An example survey questionnaire (baseline and endline) is presented in the Annex of this methodology. Also a Case study: Gender-responsive waste management through waste selection and recycling in the households of the City of Bijeljina that contain real-life survey questionnaires is available.
Data and information analysis	This activity is crucial and an entry into the planning process. It is conducted by either in-house or external experts and can consist of different tools for analyzing waste quantities and morphology, spatial analysis, etc. but should also include soft tools that take into account the perception of the status quo by different groups of actors.	Data processing needs to be sex-disaggregated and the analysis should be gender analysis. Gender analysis uncovers how gender relations affect the waste management problem detected with the baseline survey. It should inform if a gender-specific approach is needed in the design of the waste management plan or its implementation.

6.3. Defining the strategic framework

After defining the baseline it is necessary to determine the desired waste management situation in the given timeframe of up to ten years. If the situation analysis shows where the municipality or region is standing today in the field of waste management, at this stage it is determined where it should be after a certain period. This is achieved by defining the objectives of the Waste Management Plan and elaborating a strategic framework.

Activity	Description of the activity	Gender mainstreaming entry points
Defining strategic goals	This activity includes determining short, medium, and long-term goals which are defined by applying one of the usual workshop approaches. It defines the projection of the desired state in terms of waste management on a specific territory. This step is also very important when it comes to participation and identification of the needs of different stakeholder groups. This step is prepared by in-house or external experts and conducted by the working group.	Base strategic goals on data analyzed from the previous step to include different priorities of women and men. This means that the strategic goals need to be gendered (incorporate gender perspective) or at least one of the strategic goals to be a goal that enhances the gender equality situation determined in the baseline survey.

6.4. Preparation of action plan

After defined objectives and strategic framework, the process moves towards the preparation of the Action Plan for the implementation of the Waste Management Plan. The action plan determines the steps for achieving the goals set in the strategic framework. It shows the way how to get from the current to the desired state in the field of waste management. The action plan lists things to do and proposes the way to do them. It sets out measures and activities or projects for each of the defined goals. To ensure the implementation of the action plan, it is important to link the objectives and available resources both material and human. For each identified activity or project, it is necessary to determine the performance indicators, time frame, or deadline for implementation, as well as responsible, competent institutions or a person.

Activity	Description of the activity	Gender mainstreaming entry points
Drafting of the action plan	After defining objectives and strategic framework the preparation of the action plan for the implementation of the waste management plan should be developed. The action plan determines the steps for achieving the goals defined by the strategic framework. It represents a way to get from the current to the desired state in the field of waste management. The action plan should include activities, who would implement them, when and by when as well as the resources needed for implementation (human, budgetary, in terms of equipment). Finally, the action plan should present measurable and realistic indicators through which the success of the intervention will be measured.	To ensure that the final plan resonates with the needs of all community stakeholders' the public consultation process needs to take place during the drafting of the action plan. Different activities need to be developed for different target groups. Women and women's groups need to be invited and their voices enabled to be heard, acknowledged, and taken into account. Women should be taken as a specific target group that through their role in the family and the community can in particular contribute to action plan implementation. Specifically, various groups of women (women who are not publicly active and have the potential to be deprived such as housewives, unemployed, employed with low income, women with disabilities, students as well as women who are publicly active, visible in the community and have the potential for impact and initiative and pressure such as representatives of CSOs, public administration employees, media, business sector, and education) can be invited to mobilize their constituents for participating in the process. The indicators of the action plan need to be gendered (including gender perspective) and measure the progress in achieving the gender goals determined in the previous step, i.e. the advances in gender equality to the implementation of the action plan contributes to.

6.5. Preparation for implementation

To successfully implement a waste management plan, it is necessary to set up mechanisms for monitoring and overseeing the implementation. Determining the process of supervision, reporting on the implementation of measures and activities defined by the action plan as well as the approval of these reports is very important since the success of the entire implementation process depends on it.

Activity	Description of the activity	Gender mainstreaming entry points
Defining performance indicators	SMART waste management indicators per each strategic goal should be defined.	The defined indicators need to be engendered. They need to provide sex-disaggregated data as well as specific gender goals. Ex.30% of women will be informed on primary waste selection.
Setting up monitoring mechanisms	Determining the process of supervision, and reporting on the implementation of measures and activities defined by the action plan, as well as the approval of these reports is very important for the steering of the process, and implementation of the action plan.	To ensure the success of the implementation of the waste management plan the concept of citizen groups can be introduced within its monitoring and evaluation part. Citizens groups in the form of neighborhood eco-patrols or community groups which include mixed groups of women and men (sometimes even older children) can be established with clear guidelines for supervision and feedback. Establish a monitoring and evaluation mechanism that includes gender analyses of results.
Finalization of the draft waste management plan	Once implementation monitoring mechanisms and indicators for evaluating the performance are developed the waste management plan can be finalized and proposed to the Assembly for adoption.	It is recommended that the gender or equal opportunities commission (where such or similar body exists) review and endorse the plan before it is adopted by the Assembly.
Strategic impact assessment	All planning documents including local/regional waste management plans have to undergo scrutiny following the Law on Strategic Impact Assessment before they are adopted. This process is defined by the law and is in accordance with the EU environmental acquis. The decision if a document needs to undergo a strategic impact assessment is made by the local authority in case of a local waste management plan or regional authority or the ministry in case of the regional waste management plan.	The strategic impact assessment should include a gender impact assessment. For that purpose, it is necessary to assess the existing gender-related position and the projected impacts on women and men once the implementation of the plan starts. The impact assessment should include how the plan will impact both women and men, who will be involved, and who will be marginalized.
Adoption of the waste management plan	The local waste management plan must be approved and adopted by the LSG assembly. In the case of	Provides support and lobby for adoption by the assembly.

regional plan assemblies, all involved LSGs must adopt it with prior acceptance by the ministry in charge of environmental protection.

7. Overview of the gender perspective and participation in the policy-making process in the Public Utility Companies that handle solid waste

Public utility companies are established by the local authorities to perform certain tasks which are of public interest. Public Utility Companies (PUCs) for waste management are very common in South-East Europe and greatly outnumber private operators. PUCs are one of the major actors in the implementation of waste management plans and strategies and are in charge of a great part of the waste management process/cycle on a certain territory. They operate under public law and have boards that represent local authority but also employees. When considering waste management change from a gender equality perspective, various aspects should be taken into account. One consideration relates to the very low participation of women in decision-making in the sector.

The boards of the PUC as well as the company executives are appointed by the local government and thus are not subject to the obligation of equal gender representation as is the case in local assemblies. Yet, PUCs are part of the public sector and have to exercise equal gender representation under the Law on Gender Equality. This is important since waste management is a service dominated by men who have different understanding and views on certain issues compared to women.

For example, a short survey prepared by representatives of the Marmara Municipalities Union¹⁹ shows that more men are employed in the solid waste management system.

Numbers in municipalities	Persons
The average number of total staff engaged in SWM per 10.000 population	15,87
The average number of male staff engaged in SWM per 10.000 population	15,32
The average number of female staff engaged in SWM per 10.000 population	0,55

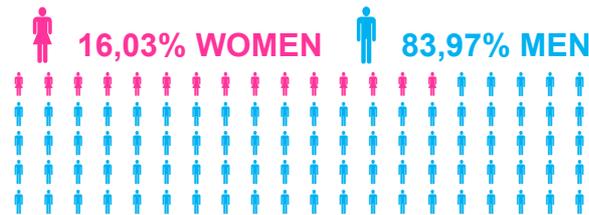
The female staff is almost near zero in general (0,55%). In some municipalities, it rises to 20% in Maltepe at the highest, followed by Eyüpsultan (10%), Gaziosmanpaşa (9%), Kadıköy (6,01%), Büyükçekmece (5,22%) respectively on the top five of the list while the smallest ratio of female to total staff is around (0,48%) in Bağcılar Municipality.

In North Macedonia, the gender structure of the employees in the communal issues sector also shows a predominance of men²⁰.

¹⁹ Survey on the Gender mainstreaming on solid waste management in Marmara Union municipalities prepared by Mustafa Ozkul & Ahmet Cihat Kahraman from the Environmental Management Department of the Marmara Municipalities Union (MMU) on January 26th, 2018. The survey results were presented at the NALAS regional workshop on February 1st, 2018 in Belgrade.

²⁰Godisen izvestaj od registarot na vrabotenite vo javniot sector 2021, mart 2022, MIOA, Republika Makedonija.

GENDER STRUCTURE OF THE EMPLOYEES IN THE COMMUNAL SECTOR



Consequently, local self-government needs to be sensitized and lobbied to increase the number of women on the boards of the PUC. Also, internal mobility towards higher management positions needs to be enabled by PUC management. LSGs can undertake activities to encourage women to apply for jobs in these companies not only in the administrative sector but in more technical positions by providing incentives for them (priority in employment, quotas, etc.).

A greater number of female executives in waste management PUCs would help introduce gender perspective into this service more easily.

By the law, PUCs have certain duties to the local authority in terms of planning. They have to prepare long (over 3 years) and mid-term (1-3 years) programs and annual business plans. The plans have to contain at least the following:

- planned sources of revenue and expenditures for purposes;
- procurement plan;
- investment plan;
- the planned method of distribution of profits, i.e. the planned way of covering the losses;
- elements for a comprehensive services tariff policy;
- salary and employment plan;
- criteria for using funds for assistance, training, propaganda, and representation.

Plans are being drafted by the PUC staff and since those are business plans of an enterprise there is no legal obligation to have a public debate. Therefore in this case entry points for the gender perspective are through internal training of staff and executives in the PUC on gender mainstreaming and gender tools. In addition, citizen groups and CSOs can lobby PUC to open public debates on the plans thus enabling the inclusion of the different perspectives of women and men within them. In addition, the plans have to be approved by the local government assembly in which case they become the subject of political debate and therefore also possibly exposed to gender perspective scrutiny through the equal opportunities/gender equality committees.

Representatives of PUCs must be an integral part of the coordination and working group at the level of local self-government during the preparation of the waste management plan. They are crucial for the development of the base, but also all other phases in the preparation of this strategic document. Representatives of PUCs in these working bodies should come from managing positions, and during the plan development process they should be sensitized to gender mainstreaming issues, which they can and should apply in procedures within their company as well as in daily work and decision-making processes.

7.1. The outline of the adoption process of SWM PUC plans and programs

Elements	Description of the activity	Gender mainstreaming action
Executive decision on starting the development of a business plan/program	The planning process in PUCs is defined by the law (usually either by waste management, public utilities, or law on enterprises). An executive decision is made by the general manager or the executive board depending on the statute of the PUC. It usually comes in the last quarter of the year for the next one. The decision determines steps, responsibilities, and timing.	To ensure a transparent and participatory process that encompasses the needs of all community members, public information needs to be provided about the process. At the start of the planning process, stakeholders need to be informed about the topic, the process, timing, and intended outcome(s). Adequate information channels (reflecting the local community) need to be developed for raising interest and including women in the process. Gender machinery at the local level (committees, commissions) needs to be included in the executive board. An executive decision needs to understand, accept and request equal representation in the decision-making process. Once the decision is taken adequate information channels (reflecting the local community) need to be developed for raising interest and especially for including women in the process. Targeting women can be undertaken by local CSOs through different forms such as, but not limited to, field campaigns for informing women (door-to-door, informative sessions, etc.) about the topic of waste management and identification of their needs within the top
Drafting of the business plan/program	Drafting of the business plan/program is usually done within the PUC using in-house resources and capacities. It has to be in line with the waste management plan and the local waste/environment-related ordinances. It contains usual planning steps including analysis of data (waste, economic, financial organizational, etc.), setting goals and objectives, drafting of the action plan together with the budget, and determining indicators and monitoring mechanisms. The plan contains important elements for the customers/citizens like tariff policy, elements of the source separation, and alike.	Appropriate tools (surveys, walk-throughs, mapping, transept, public debates, etc.) for data collection need to be developed which would also take into account the different habits, needs, and preferences of women and men in the waste collection process. The sex-disaggregated data then needs to be processed and analyzed to allow for the drafting of a realistic plan/program taking into account the different needs of women and men. The business plan/program needs to be based on data provided by (for example) a survey of gender-sensitive issues in service provision and should include developed gender-sensitive indicators. Key persons from the team leading the planning process can be trained on gender mainstreaming.
Public debate	Statutes of LSGs contain a provision on public participation in the decision-	To ensure that the final plan resonates with the needs of all community stakeholders'

	making processes thus incorporating principles set by the Aarhus convention. The public debate usually lasts for two to four weeks and is in line with the provisions set in the statute (public announcement at the website, board, address for the comments, and public hearing).	public consultation process needs to be conducted for the draft plan. PUC needs to align the public consultation process with the different stakeholder groups to receive realistic feedback. Women and women's groups need to be involved and their voices enabled to be heard, acknowledged, and taken into account. Gender-sensitive methods of involvement should be used such as door-to-door mobilization, street actions for informing by setting up info-points in public spaces, and informative meetings with various women's groups. Fieldwork can be combined with social media activities for including young women. CSOs working with women need to be involved as well as gender bodies from the local government unit.
Finalization of the draft business plan/program	Following the public hearing, a report is prepared with the received comments and suggestions. After that, the draft plan/program is finalized by including the citizen's proposals discussed during the consultation process in the draft document.	It is important when finalizing the document to review and determine engendered indicators. The final document should be shared with previous groups using methods for public disclosure (municipal website, e-mail lists, etc.)
Adoption of the business plan/program	Once the plan/program is finalized it is sent to the LSG council which prepares it for adoption by the local assembly. LSG assembly can amend the plan/program and endorse it.	It is recommended that the gender or equal opportunities commission (where such or similar body exists) review and endorse the plan before it is adopted by the Assembly.
Implementation of the business plan/program	After endorsement, PUC is responsible for the implementation of the business plan/program. PUC also has to prepare quarterly reports and send them to the local council. A yearly report on the implementation of the plan is also endorsed by the LSG assembly.	To ensure the success of the implementation of the plan the concept of citizen groups can be introduced within its monitoring and evaluation part. Citizens groups in the form of neighborhood eco-patrols or community groups which include mixed groups of women and men (sometimes even older children) can be established with clear guidelines for supervision and feedback. Also, a seat can be reserved (green seat) for the citizens at council sessions when quarterly reports are discussed.

8. Customers' perspectives of waste management and gender

1) Waste generation refers to activities involved in identifying materials that are no longer usable and are either gathered for systematic disposal or thrown away. It occurs by the creation of waste in individual households, institutions, and businesses. Waste generation is one of the critical elements for waste management planning since it represents input into the system and depending on the type, morphology, and quantity of waste in many ways determines further steps and stages of the system up to the waste end-of-life cycle. Quantity, morphology, and type of the waste can depend on different factors like:

- a) type of settlement urban/rural (in urban areas dominate plastic, paper, metal, and in rural biodegradable waste);
- b) household income (richer environments generate more waste per household);
- c) type of predominant economic activities (touristic areas have different patterns of waste generation in terms of quantities and morphology);
- d) season of the year or climate (for example in the winter ash can occur in the generated waste);
- e) social factors like behavior, level of awareness, level of education, religious and cultural beliefs, social and public attitudes, and their citizens' habits (for example women and men can have different household roles, priorities, access to household budgets, or alike).

This element of the waste management cycle can be subject to gender mainstreaming especially during the process of waste management planning and decision making where expectations and needs of different social groups (including women and men) should be taken into account. Also, everyday waste generation could be affected by campaigns and awareness-raising which can be directed and optimized for different social groups depending on the local socio-economic situation.

A Case study: Gender-responsive waste management through waste selection and recycling in the households of the City of Bijeljina has shown that in addition to different perceptions of the waste management service by women and men, in some societies there can be different gender roles in households when it comes to waste generation, recycling, and handling. The survey in Bijeljina depicts considerable gender differences, especially in the roles women and men play in each phase of waste management. For example, in buying household goods that directly contribute to waste generation, the research showed that women, or more precisely the adult females in the family most commonly (57.2%) purchase goods for the household, which is the case with 30.8% of the adult male. Similarly, the waste disposal in bins in the household is most commonly done by adult women (53.3%), while this is the case for only 27.6% of the adult male. The trend of women having a more important role in waste management continues when waste selection was assessed. The survey showed that (60.8%) of adult females do the selection of waste, which is the case with 28.4% of males.

Activity	Description of the activity	Gender mainstreaming entry points ²¹	Responsibility	Benefits for the PUC and LSGU
Purchase of groceries and goods	This step is important as an input to the system as food and goods can be packaged and sold differently. This may affect the quantity and composition of household waste. Also, purchasing habits can be different in different social groups including women and	Undertaking regular surveys (every 2-4 years) filled in separately by men and women in households to collect data on waste generation. The surveys need to include questions referring to what materials are considered waste by the different genders and how this correlates with existing categories of	PUC and LSGU administration NGO activists Public Utility Company and Local Self-government	Recognizing the clients' habits and needs Input to the determination of the morphology of the household solid waste. This will help determine the materials found in the waste stream and how to improve

²¹ Based on "Gender and waste", UWEP Working Document 12, Anne Scheinberg, Maria Muller, Evgenia L. Tasheva, September 1999, UWEP.

	<p>men but also based on the income level. Female adults (e.g., mothers, wives, grandmothers, etc.) most often are in charge of groceries and goods shopping and the situation is similar when disposing of waste in bins and containers because it is most often done by women. Selection of the waste is most often done by a female adult. All this shows us that through working with women, the greatest impact on the process of production and disposal of waste can be achieved.</p>	<p>waste in use. The results might show a need to re-categorize waste. Also, questions related to shopping habits need to be included in the survey. Organize focus groups with women and men to investigate packaging, how it has changed in the past 10-20 years and what they are ready to accept as change.</p>		<p>environmental protection.</p>
<p>Food preparation and use of goods</p>	<p>A large part of the household waste generation takes place in the kitchen while food is being prepared. Also, small family businesses and restaurants are considered places for waste generation. These types of jobs are usually connected to women.</p>	<p>Within the survey questions need to be included that will look at the source of waste (who generates it). Also, family habits in food preparation and waste management at home need to be looked at. An independent set of questions should be introduced to elicit bias regarding the generator of the waste and his/her/its status.</p> <p>An additional tool to be used is the “waste walk-through” exercise. This is a structured participatory tool that selects separate groups of men and women and requires them to go over their households performing an audit of the materials that are discarded. The group is reconvened to share their input.</p>	<p>PUC</p>	<p>Input to the determination of the morphology of the household solid waste. This will help determine the materials found in the waste stream and how to improve environmental protection.</p>
<p>Source separation</p>	<p>Source separation depending on the type of housing can be done</p>	<p>It is necessary to organize participatory consultative processes for women and</p>	<p>PUC</p>	<p>Better planning for training for different community groups for</p>

in the household	either through separate bins (individual housing) or separate containers and garbage bags (collective housing). It also can differ in urban (more plastic and other packaging waste) or rural (more organic components in the waste) areas. Nevertheless, source separation is based on the solutions outlined in the local waste management plan and is the first and crucial step in reusing or recycling the waste.	men separately when seeking to identify materials for source separation and recovery such as focus groups for women from different social strata. Training for different community groups for opportunities/ways of recycling. Mapping out and locating recycling infrastructure (bins) on the road to school, business areas, and hospitals- according to results of the survey.		opportunities/ways of recycling. Improved recycling leads to waste minimization. More reliable data for developing awareness-raising and educational campaigns.
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2) Onsite handling, storage, and processing are the activities at the point of waste generation which facilitate easier collection. For example, waste bins are placed at the sites which generate a sufficient amount of waste. This stage also includes primary or secondary waste separation. It is a critical point of integrated waste management since, on one hand, it depends on waste generation and all mentioned factors, and on the other, it is defined by the following means of waste handling i.e. transport, treatment and disposal. Furthermore, successful waste management systems, the ones that can reach goals set by the local waste management strategies, heavily depend on the same socio-economic factors (behaviors, awareness, roles of men and women, etc.), but also the existence of informal waste collectors (waste pickers), type of housing, terrain morphology, population density, and incentives or subsidies for source separation.

As mentioned, this stage facilitates the waste collection and can include the usage of different options and methods like one, two, or multiple bin system, in household separation, separation bags, bins, or containers, recycling yards or islands, underground or on the ground containers, bins, and containers of different volume, etc.



Household Waste Collection Box-Bijeljina, Republic of Srpska, Bosnia and Herzegovina

This stage is suitable for gender analysis and mainstreaming based on behavior patterns of men and women but also other socio-economic factors. For example, inadequate locations or the size of bins can impact how they are used by both women and men.

There are examples in waste management practice where the organization of recycling yards or the design of containers made a huge difference in the behavior of the users and the final success of the systems. For example, women may avoid using recycling yards that are poorly lit or sheltered which can make them uncomfortable or insecure or may not use containers that are too high or have heavy lids without an opening mechanism.

Activity	Description of the activity	Gender mainstreaming entry points	Responsibility	Benefits for the PUC and LSGU
Dumping of the waste in bins or containers	Dumping is done in bins and containers. This is the point at which citizens are exposed to the waste management system. The design of the bins or containers and their positioning is key to equal access of men and women to the system. Furthermore, clear instructions on how to separate and dispose of the waste are crucial to the success of the service.	The initial survey needs to include questions regarding women's satisfaction with existing waste handling services. If problems are identified they need to be addressed by other methods. One useful method is undertaking a waste audit. Mixed groups of women and men walk together in the field, to make photographs, measurements or time and motion observations together and then, also together, to write up the conclusions.	LSGs PUC	Interventions based on real needs that lead to satisfied citizens. Better services and better planning. Clean environment. Less illegal landfills.
Secondary separation	Secondary separation is done through recycling sites (yards or islands).	Women and men need to be involved personally in choosing the appropriate	LSGs PUC CSOs	Less garbage at dump sites.

	Those sites are fewer than regular bins and containers and are not always reachable to all users.	level and approach to different solid waste collection services. This can be done by focus group discussions.		Interventions based on real needs that lead to satisfied citizens. Better services and better planning. Opportunities for improved secondary separation (composting, re-using, etc.)
Dumping waste on illegal sites	Illegal dumping is leaving garbage outside of bins or containers and in illegal dump sites. It is common in settlements without a waste management system or those where it is not optimized.	A separate sex mapping exercise can be undertaken to identify waste dumps (both legal and illegal). Bringing both groups into a joint forum can better inform planning for intermediary and secondary collection points.	LSG CSOs	Clean community, healthy people. Real data for developing awareness-raising activities.
Waste picking	Waste picking is common in the SEE region. Waste picking is usually done by the Roma population and lower-income social groups. Within these groups, man/woman dynamics can be different as well as labor division. Changes to the system in terms of integrating picking into the formal system differently affect women and men. Very often it can lead to women getting excluded from formal employment or having a marginalized role.	Discussions including women need to be undertaken whenever there is an initiative for formalizing activities within waste picking in which women are involved and/or have a key role. Formal documents can be developed which safeguard women's interests such as ensuring quotas for women or other considerations. - Detailed mapping of all employees (who they are and how much they earn).	PUC	Will enable and improve fair employment by matching skills with jobs. The local government will decrease the costs of social assistance

3) Waste collection includes activities such as placing waste collection bins, collecting waste from those bins, and accumulating trash in the location where the collection vehicles are emptied. Although the collection phase involves transportation, this is typically not the main stage of waste transportation. More accurate waste collection is the collection and transport of waste to the place of treatment or discharge by municipal services or similar institutions, or by public or private corporations, specialized enterprises, or general government. Collection of municipal waste may be selective, carried out for a specific type of waste components, or undifferentiated, in other words, covering all kinds of waste at the same time. Dependent on the bin types, separation approach terrain morphology, settlement density, and type, or economic factors

collection can be done by different garbage vehicles (trucks, tractors, side-picker, small lorry, three-wheeler, or even carriage).

4) Waste transfer and transport are the activities involved in moving waste from the local waste collection locations and transfer stations to the recycling/recovery plant or regional waste disposal site in large waste transport vehicles.

5) Recycling, waste processing, and recovery refer to the facilities, equipment, and techniques employed both to recover reusable or recyclable materials from the waste stream and to improve the effectiveness of other functional elements of waste management. This stage is dependent on a particular waste management strategy and preferred recovery options. It could include preparation for re-use, separation of waste components, recycling, composting, waste to energy (incineration), or fuel production.

Some of these options are labor-intensive like recycling (separation) and usually can include a significant number of women which makes this process suitable for gender mainstreaming or utilization of characteristics like attention to detail and precision. Recycling and reusing of waste have critical gender dimensions, particularly those that could be used in setting up or be used in an informal sector enterprise.

6) Disposal is the final stage of waste management. It involves the activities aimed at the systematic disposal of waste materials at the point of waste end-of-the-life. Disposal is being done on preferably sanitary landfills. Still, in the South-East Europe region, there are many unsanitary landfills or dumps. This stage should also include re-cultivation of the land after the landfill has reached the end of its life cycle. At this stage consultation with different civic groups including also women is welcomed and necessary.

Other important aspects of the waste management system that could be subject to gender mainstreaming are the issue of tariffs and how they affect different groups as well as health and environmental issues. Also, complaints may differ depending on the gender of the customer and can be very indicative in terms of how the system should be adjusted to the needs of different groups.

Activity	Description of the activity	Gender mainstreaming entry points	Responsibility	Benefits for the PUC and LSGU
Tariff setting and subsidies	Tariffs are an important part of the sustainability of the waste management system as well as the collection rate of waste fees. The issue of possibility and willingness to pay can be connected to the level of service as well as to the household and community dynamics.	Assessment of the social structure (composition) of households is necessary to determine not only the total income of the household but also the power dynamics within it – who controls the money, and who prioritizes what. Very often women-led households might have lower income but be better/more regular payers. The system might need to be adjusted to accommodate these needs	PUC LSG Center for social affairs Employment agency	LSG will receive public respect PUC will increase the collection rate

		including providing subsidies for low-income single-parent households.		
Health and environmental hazards	There are health and environmental hazards related to the improper handling of the waste. These hazards can be related to awareness and service issues. Women and men can contribute to these hazards differently but can also be exposed to and affected by them differently.	The community (both women and men) needs to be consulted on habits and preferences for a specific approach to be developed for dealing with waste. In that way, hazards will be minimized.	PUC	Improved public health.
Public safety	There are public safety issues related to onsite handling and waste collection. Women and men are differently affected by the way the onsite waste handling is managed.	The waste handling sites need to be well lit; sheltered and the waste containers to be closed so that they do not attract stray animals that additionally affect women's perception of waste sites to be unsafe.	PUC	Improved public safety, and gender balance in the use of the investment in public waste management infrastructure
Filing complaints and Community Service Monitoring	Filing formal complaints about improper service delivery can be very complicated if local authorities/service providers do not develop various methods usable by different groups. Also, community groups can be organized at the neighborhood unit level for monitoring both waste collectors and residents and providing input for improvement.	The process of filing formal complaints can be difficult for different social groups and needs to be adjusted to allow numerous channels. For some women for whom mobility is an issue having to leave the house and visit the PUC or municipality can be difficult. The PUC needs to assess these approaches in the initial survey and develop them. As a result, the instrument needs to be replaced or a new one introduced to suit gender needs. Additionally, having a community group consisting of women and men (and even children) in a form of a neighborhood eco-patrol is very helpful as it can more directly monitor waste collection services. For this to work, a transparent process of nomination of the	PUC	Improved service of PUC. Gender-related issues can be easily detected.

		members of the community group needs to be undertaken with clear rules, conditions, and monitoring procedures. The received complaints need to be analyzed from a gender perspective.		
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9. Gender waste statistics and indicators

Sex- disaggregated data collection and statistics are very important for improved understanding of the different habits and preferences of women and men and for responsible planning of the waste management service to serve their different needs. The sex-disaggregated data for waste management planning should also include all relevant socio-economic areas of human activities such as employment, income, household habits, ownership, etc. Gender-sensitive indicators and data collection should also be applied in monitoring and evaluation of the services to provide valid information for the updating of plans and policies and provide input for the next cycle of planning. Usually, statistical offices are obliged by national laws to collect and process sex-disaggregated data at the national level, but there is no obligation for data collection and reporting at the local level. Improved gender statistics is a certain way to waste management planning which is in line with the needs of all socio-economic groups including women and men.

For example, data from Macedonia related to waste generation at the national level does not provide sex-disaggregated data which makes it difficult to develop a gender mainstreaming approach.

T-01: Generated municipal waste in the Republic of Macedonia and the annual amount of municipal waste per person^{*)}, 2016²²

Reference period	Generated municipal waste (in tonnes)	The annual amount of municipal waste per person (in kg)
2010	721 507	351
2011	735 250	357
2012	786 909	382
2013	792 785	384
2014	765 156	370
2015	786 182	380
2016	796 585	376

**) Estimated data*

Data from official gender statistics is not enough for engendering the waste management processes. Therefore, the Public Utility Companies – PUC, themselves, need to continuously gather sex-disaggregated and gender-disaggregated data in the waste management sector; in particular, PUC needs to gather data on gendered attitudes and behaviors concerning waste as this would help determine gender differences in each of the phases of the waste management process. To do this PUC needs to employ gender-sensitive participatory methods, reaching out to both women and men.

²² State statistical office, News release, Communal waste 2016, No: 5.1.17.07.

10. Tips, not to be forgotten when discussing waste management issues

- Waste management is an activity highly dependent on human behavior and socio-economic factors and hence it cannot be gender-neutral. More often waste management policies are gender blind since they fail to take into account different views about what constitutes waste, different habits within the waste generation and waste disposal, and different needs relating to waste management in general. Hence this topic is therefore suitable and desirable for gender analysis and mainstreaming.
- Integrating a gender perspective in assessment studies, planning, implementation, and monitoring of waste management projects is a necessity to provide better services for all citizens. This should include a gender-specific analysis of how available waste and resources are valued and used and how the specifics of the process could be improved for both women and men.
- In that context, gathering sex-disaggregated data and keeping gender waste statistics is an important and useful tool that enables informed planning and decision making as well as improved direct service provision.
- The key entry point for gender mainstreaming in waste management is the planning and adoption of policies, strategies, and plans. Consultations and data analysis before the introduction of new policies, procedures, and technologies and equal representation of women and men in these consultations is essential. The most effective option is to introduce a gender perspective in the drafting of plans and policies since it gives most of the space for this kind of intervention.
- The waste management cycle's first stages i.e. waste generation and handling also provide entry points for gender mainstreaming and should be carefully analyzed and inclusively planned.
- Campaigns and awareness-raising activities within solid waste management (referring to the selection, recycling, waste disposal, etc.), are necessary and need to address specific gender-sensitive aspects of waste management.
- Women are included in the waste collection process usually in labor-intensive, very often lowest-paid (formal or informal) roles. It is important to take this into account when formalizing waste activities.
- Empowering women to move up the hierarchy of waste management, not just in handling the waste, but in the management structures of local authorities, public utility companies, and in general when it comes to waste business opportunities is important.
- Women and other social groups should be consulted when closed dumpsites and landfill sites are being re-cultivated.