GENDER ISSUE GUIDE

URBAN PLANNING AND DESIGN





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FOR A BETTER URBAN FUTURE

GENDER ISSUE GUIDE

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UN HABITAT

Gender Issue Guide: Urban Planning and Design

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Acronyms

CEDAW	Convention on the Elimination of all Forms of Discrimination Against Women
CBO	Community-Based Organization
CCTV	Closed-Circuit Television
CIDA	Canadian International Development Agency
EU	European Union
GROOTS	Grassroots Organizations Operating together in Sisterhood
GUO	Global Urban Observatory
HIV/AIDS	Human Immunodeficiency Virus/Acquired Immunodeficiency Syndrome
ICPC	International Centre for the Prevention of Crime
M&E	Monitoring and Evaluation
NGO	Non-Governmental Organization
PGA	Participatory Gender Audit
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
UN-Habitat	United Nations Human Settlements Programme
UNODC	UN Office on Drugs and Crime
VAW	Violence Against Women
WHO	World Health Organization
WICI	Women in Cities International

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Urban road in Shanghai, China
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SECTION 1

Introduction

Today, the majority of the world's people live in urban centres. The global trend towards increasing urbanization promises to continue. Towns and cities in many countries of the global south, such as China, India, Indonesia, the Philippines, and Turkey, are expected to grow even faster (UN-Habitat, 2010).

There are numerous factors that contribute to increasing urbanization: rural-to-urban migration, land grabs and dispossession in rural areas, higher urban birth rates, opportunities presented by urban-centred economic growth, conflicts, and natural disasters. The urban advantage has reduced considerably, with large urban populations living in slums and earning incomes significantly below poverty lines.

The negative consequences of urbanization are disproportionately borne by poor working women and men, young and old. These result from high living densities, overcrowded and inadequate housing, environmentally hazardous living conditions, and rising incidences of urban violence, as well as inadequate basic services such as safe and affordable water, sanitation, drainage, electricity, and solid waste management, in addition to educational, health, and social services.

Local and national governments have been ill-prepared for the rapid urbanization they are witnessing. Numerous factors can be attributed to this, including a lack of sufficient resources and capacity at the local level, as well as a lack of inclusive urban policies and priorities at the national level.

Migration and urbanization processes are strongly shaped by gender roles and relations. Feminist research highlights the importance of bringing a gender perspective to the urban planning, management, and governance agenda. Women and men experience city life in different ways. Beyond the fears and risks of outright violence and assault, women and girls face gender-based discrimination across all aspects of daily life. These abuses range from gender-based violence to more subtle discrimination, including exclusion from political and socio-economic participation and limited access to services in the context of economic development and privatization.

Women not only perceive and experience cities in a way different than men, but also use public spaces in different ways (UN Women/Safe Cities Global Programme/2009). The physical and spatial order of cities is particularly linked to women's and men's work patterns. Poor women living in insecure neighbourhoods are more likely to need to commute in the late or early hours to and from work or to and from educational opportunities, and they are more likely to work as sellers in open markets. These routines may result in their being exposed to the risks of sexual assault, particularly if water collection is involved (UN Women/Safe Cities Global Programme/2009).

In addition, women's and girls' unpaid work in the home, such as domestic work and care work, has not been taken into consideration when planning and managing cities. Urban planning and design largely ignores gender-specific experiences, needs, and concerns, particularly with respect to poor women and girls (ActionAid, 2012).

While many cities are hubs of economic growth, employment, and cultural life, urbanization has also resulted in pronounced socio-economic inequalities, exclusion, and segregation (UN Women/Safe Cities Global Programme/2009). In addition to urbanization itself, the lack of inclusive, gender-sensitive, and pro-poor policy frameworks and governance have led to exclusionary trends in urban development. This divide can be seen by the growing number of gated communities, private security teams, high-rise apartment complexes, shopping malls, parks, and recreational facilities designated for the elite; meanwhile, marginalized groups and the poor majority face evictions and lack of housing, infrastructure, and services. This 'urban planning for the few' does not promote sustainability and economic stability.

Urban planning is part of the larger context of urban governance and management. The local government must recognize the systemic impacts of discrimination. The examining of urban governance with gender and socio-economic dynamics of the city in mind is a critical starting point in the assurance of equalities, inclusion, and urban sustainability. More specifically, low-income women, men, and other marginalized groups require further attention and inclusion in policies, projects, and decision making. Gender mainstreaming across local governments, municipal functions, and service delivery offers an opportunity to create inclusive cities respecting the human rights of women and men of all ages and of diverse backgrounds. Only when the diverse experiences and needs of women and men are integrated into urban planning and design will it be possible to form inclusive urban planning procedures, public spaces, and land management.

The objective of this gender guide on urban planning and design is to:

- Increase understanding of gender concerns and needs in urban planning and design
- Develop staff and partners' capacity to address gender issues in select human settlement areas
- Encourage staff and partners to integrate gender perspectives into policies, projects, and programmes for sustainable urban development
- Support institutionalization of the culture of gender mainstreaming and gender equality through the implementation of gender-sensitive projects/programmes and the monitoring of gender mainstreaming progress

Key gender concepts are explained in Annex 1.

SECTION 2

Urban Human Settlement Issues and Urban Planning and Design

Many cities are currently facing serious challenges across various sectors. Some challenges that arise from rapid urbanization include, but are not limited to, the following:

- Services – insufficient access to education, safety, and health care
- Infrastructure – lack of roads, street lighting and public amenities such as sanitation
- Livelihoods – lack of economic opportunities, adequate skills, and training
- Transport – unreliable and unsafe public transport, traffic congestion, and poor connectivity
- Housing – proliferation of informal housing and livelihood activities
- Environment – energy inefficiency, rising greenhouse gas emissions, and climate change

Urban planning and design provides city and national governments with a set of tested approaches, guidelines, and tools to address these challenges. What follows is support for the management of growth, as well as improved sustainability, efficiency, equity, and safety through planning and design at different scales. These include the slum and neighbourhood, district, city, regional, national, and supra-national scales.

Key approaches to achieving sustainable urban development include the following:

- Based on the principle of subsidiarity, improving policies and legislation regarding urban planning and sustainability
- Increasing capacities of institutions and stakeholders to undertake and effectively implement urban planning processes at the most appropriate and adequate scale, and in participatory and inclusive ways

- The integration of new urban planning and design initiatives into current urban planning frameworks

UN-Habitat is committed to supporting initiatives in urban planning and design to further the global agenda and commitment to sustainable urbanization.

REGIONAL AND METROPOLITAN PLANNING

UN-Habitat's Regional and Metropolitan Planning Section focuses on five key areas:

1. National Urban Policies
2. Review of national frameworks for urban and regional planning
3. City-region Development Strategies
4. Planning for intermediate cities and market towns
5. Urban Development Strategies for transport and energy corridors

These areas are briefly described below.

1. NATIONAL URBAN POLICIES

The development of a National Urban Policy is the key step in revitalizing urban space and providing needed direction to support urban development. The National Urban Policy provides an overarching coordinating framework to address the most pressing challenges related to rapid urban development.

A National Urban Policy covers certain priority issues:

- Slum prevention and regularization
- Access to land, basic services, and infrastructure
- Urban legislation
- Delegation of authority to subnational and local governments

- Financial flows
- Urban planning regulations
- Urban mobility
- Urban energy requirements
- Job creation

The following results are expected from a National Urban Policy:

- Identification of urban development priorities that are socially and economically equitable, as well as environmentally friendly
- Improved development and coordination of the national urban system through national and regional spatial plans for territorial development
- Improved coordination and monitoring of national and local government in all sectors
- Increased private and public investments in urban development to improve cities' productivity, inclusiveness, and environmental conditions

2. REVIEW OF NATIONAL FRAMEWORKS FOR URBAN AND REGIONAL PLANNING

Many cities have been experimenting with new planning instruments and approaches in their efforts to tackle the challenges related to exclusion, poverty, and rapid urbanization.

One of the main hindrances to the institutionalization of innovative approaches in urban planning is the lack of adequate urban planning frameworks and legislation at the national and subnational levels. In particular, the mismatch between local-level needs and national urban planning frameworks is increasingly recognized in many countries.

The review of national frameworks for urban and regional planning will lead to the following results:

- Timely integration of emerging issues in urban and regional planning frameworks

- Updated roles of different spheres of government
- Civil society and private sector to ensure effective urban and regional planning

3. CITY-REGION DEVELOPMENT STRATEGIES

City-regions and eco-regions both have natural and human features and are marked by dynamic hubs of activities. They have enormous potential for social and economic interactions, have vibrant settlements and landscapes, and already play an important role as engines of national and regional development.

However, due to the absence of coordination and planning, population growth tends to result in large slum areas. The population spills into informal areas in nearby urban centres, without accompanying the services and amenities. As a result, pressure on land and natural resources, as well as mobility constraints, have a negative effect on the economy and overall efficiency in the city-region.

City-region Development Strategies offer an important opportunity to overcome some of the key challenges associated with informal settlements.

City-region Development Strategies result in the following:

- More efficient use of land and other natural resources within the city-region
- Greener and lower carbon development in the region
- Creation of new social and environmental jobs and activities
- More compact and efficient settlements that can benefit from ecosystem services
- More effective investments in infrastructure and other facilities
- Reduced disaster risk for cities and related investments

4. PLANNING FOR INTERMEDIATE CITIES AND MARKET TOWNS

Intermediate cities and market towns host more than 60 percent of the world's urban population and are experiencing the fastest population growth among all the types

of cities (UN-Habitat, 2010). In the next 20 years, they will absorb more than 60 percent of overall urban population growth (UN-Habitat, 2010). Intermediate cities play an important role in local development, yet they often lack the financial and technical means of larger cities.

Development plans for intermediate cities and market towns will enhance the settlements' role within the national urban system.

Planning for intermediate cities and market towns will lead to the following results:

- Improved city planning and design strategy for the next decades
- Identification of city space required for population growth
- Expansion of services and infrastructures
- Improved management solutions for rapidly growing centres
- Integration of rural areas, their economic base, and their market functions
- Improved solutions that balance natural resource management and economic opportunities

5. URBAN DEVELOPMENT STRATEGIES FOR TRANSPORT AND ENERGY CORRIDORS

Corridors within regional development networks are emerging as new engines of growth. Very often, however, this growth occurs in an unplanned fashion, missing out on a range of social, economic, and environmental opportunities. Introducing urban development strategies across transport and energy sectors is an important move toward regional integration and development.

Urban strategies and projects for transport and energy will lead to the following results:

- More balanced population distribution along corridors
- Reduction of the negative social impacts of corridor development through specific planning policies

- Increased access to services and infrastructure for urban dwellers living in corridors
- More dynamic urban growth and sustainable local development using the advantages that corridors offer

CITY PLANNING, EXTENSION, AND DESIGN

UN-Habitat's City Planning, Extension, and Design Section focuses on three areas:

1. City Expansion and Densification Plans
2. Design of mixed-use and compact neighbourhoods
3. Urban design for vibrant public places

These areas are briefly described below.

1. CITY EXPANSION AND DENSIFICATION PLANS

Urban growth over the past 30 years has largely resulted in crowded slums and sprawling settlements on the urban fringe. Cities are consuming more and more land to accommodate new developments. In some regions, urban land has grown much faster than urban population, resulting in less dense and generally more inefficient land use patterns.

Pressure on land also results in increased property prices and, as a consequence, the occupation of land by slums or the 'leapfrogging' of development by urban sprawl. Living conditions deteriorate as a result of low density, as do efficient services and infrastructure. The overall efficiency of settlements is reduced and city development is hindered.

The development of city expansion and densification plans will lead to the following results:

- A spatial structure will be created as a means to support urban development and attract investments
- Large areas of land will be made available for development, thereby reducing land prices and speculation

- Urban densities will increase, accommodating population growth more efficiently
- The city's ecological footprint will be minimized, as it will be more compact
- Increased density and the consequent economic advantages, including the provision of infrastructure and services at lower costs
- Strengthened social interactions and reduced mobility demand

2. DESIGN OF MIXED-USE AND COMPACT NEIGHBOURHOODS

One glaring manifestation of rapid urbanization in many cities is urban sprawl, resulting in long distances travelled to places of work, shopping, sports and leisure, and other facilities that cities offer. This has consequences for high energy (fossil fuel) consumption by transport facilities and increased greenhouse gas emissions, the latter of which leads to global warming and climate change. Through mixed, high-density development that is linked to a mass transit transportation system, cities can be made more sustainable. The design of the 21st century city needs to move away from reliance on fossil fuel and high dependence on the motor car, and have a careful approach to land use controls and private interests. Failure to do so can translate into large disparities between the affluent minority and the poor majority in access to health and education and in overall quality of life.

The implementation of mixed-use and compact neighbourhoods will have the following key results for cities:

- The integration of various urban sustainability principles
- Urban renewal that incorporates densification and mixed-use solutions, pedestrian-friendly streets, and attractive neighbourhood recreational centres and parks
- More inclusive communities and increased social cohesion among city residents

3. URBAN DESIGN FOR VIBRANT PUBLIC SPACES

Public spaces play a crucial role in providing cities with key support for social interaction, economic exchange, and cultural expression. They also often embody the city's soul and image, as well as attract economic activities and creativity. Due to the

lack of sound policies, weak capacities of public authorities, poor design, and poor management and maintenance in many cities, public spaces are neglected. Misuse of public space generates congestion and conflicts, and existing regulations seldom help in solving these problems. These constraints affect the overall efficiency and economic potential of the city.

In order to reinvigorate the role of streets in the economic, social, and environmental functions of the city, the redesign of public space is required to make it more vibrant and inclusive. Public spaces include parks, green areas, squares/plazas, and streets.

Urban design with vibrant public spaces will lead to the following results:

- Better visual quality of the city, with a defined landscape
- Improved use of public spaces and increased economic, networking, cultural, and social activities
- Reduced conflicts and crime, and an overall improvement in safety
- Improved mobility and efficiency of transportation
- Increased social cohesion and more civil society groups

CLIMATE CHANGE PLANNING

UN-Habitat's Climate Change Planning Section focuses on four key areas in its effort to provide comprehensive policies, projects, and approaches for the improvement of urban environments.

There are four key areas of climate change planning:

1. Climate Change Mitigation and Adaptation Strategies
2. City Greenhouse Gas Emissions Assessments
3. City Climate Change Vulnerability/Risk Assessments
4. Urban dimension of National Adaptation Plans

These areas are briefly described below.

1. CLIMATE CHANGE MITIGATION AND ADAPTATION STRATEGIES

The effects of urbanization and climate change are converging in dangerous ways. Although cities cover less than 2 percent of the earth's surface, they consume 78 percent of the world's energy and are responsible, directly or indirectly, for a large proportion of greenhouse gas emissions.

Cities, and in particular the urban poor in the developing world, are at the same time the most vulnerable to, for example, storms, floods, and droughts. Cities need to respond to climate change by cutting their greenhouse gas emissions.

Climate Change Mitigation and Adaptation Strategies lead to the following results:

- Strengthened capacity within local institutions to deliver policies and action plans for climate change adaptation and mitigation
- Coordinated responses to climate change between local and national authorities
- Climate change issues mainstreamed into local and national urban and environmental plans, with a specific focus on the vulnerabilities of the urban poor
- Increased financial resource allocation to climate-related initiatives in urban areas
- Climate change solutions and best practices scaled up by communities and cities

2. CITY GREENHOUSE GAS EMISSIONS ASSESSMENTS

In order to account for the contribution of urban areas to climate change, it is necessary to measure their emissions of greenhouse gases. This requires particular methodologies to account for the various activities and the volume of the gases they produce. In order to make comparisons over time and space, standardized protocols must be developed.

There is a growing recognition of the contribution urban areas make towards greenhouse gas emissions and the importance of urban areas in addressing the causes of climate change. The important link between cities and climate change must be measured to

account for city-level emissions. These inventories will require the setting up of baselines, which can then be used to set targets for emission reductions in subsequent years.

3. CITY CLIMATE CHANGE VULNERABILITY/RISK ASSESSMENTS

City Climate Change Vulnerability/Risk Assessments provide a baseline analysis of the political/governance/management, environmental, and social context at the national and city levels. They evaluate the current and potential consequences of climate change and collect and summarize policies and action plans as they relate to climate change at the national, subnational, and city level.

Vulnerability and risk assessments provide the following results:

- Assessments/recommendations to key institutional stakeholders on city-related climate change mitigation and adaptation measures
- Assessments of policy mapping and good practices, as well as national development tools for potential scaling up
- The identification of gaps in the analysis of the policy and implementation process, and recommendations on how to strengthen current arrangements

4. URBAN DIMENSION OF NATIONAL ADAPTATION PLANS

Cities have started to address climate change by exploring low-carbon development paths and by building up their resilience, including through UN-Habitat's Cities and Climate Change Initiative. However, these efforts remain local, and key bottlenecks for a broader urban response to climate change need to be addressed.

An urban dimension to National Adaptation Plans leads to the following results:

- Strengthening of the national legal framework for cities and local governments to address climate change adaptation, including ecosystems-based adaptation and Disaster Risk Reduction
- Leveraged support for addressing the challenges of climate change finance
- Maximized support to local capacity development efforts

SECTION 3

Gender Equality and Urban Planning and Design

WHY IS IT IMPORTANT TO ADDRESS GENDER ISSUES AND CONCERNS IN URBAN PLANNING AND DESIGN?

Urban centres, with their diversity of people of different ages, ethnicities, linguistic groups, geographical locations, caste, and religious, cultural, political, and economic backgrounds, are made up of roughly 50 percent women and girls and 50 percent men and boys; however, historically and to this day, cities have been planned, designed, and governed without the equal engagement of women as decision makers. The exclusion of women from urban planning and land ownership and management has many negative consequences for women and girls in cities. Women who face dual discrimination due to their gender and an intersecting identity – e.g. refugee, migrant, or a low-income, disabled, or ethnic/religious minority status – experience heightened levels of marginalization and exclusion.

There is a tendency to view urban planning as gender-neutral, not shaped by or in the interest of a particular sex. This assumes that both sexes are affected equally. In reality, what is 'gender-neutral' usually has a male perspective and is in men's interest. The exclusion of women from urban planning means women's daily lives and perspectives do not shape urban form and function. In other words, city planning overlooks the specific challenges and concerns that women and girls face, underlining the fact that the city is not inclusive and equitable in its design, infrastructure, facilities, and services.

WOMEN'S DAILY LIVING IN CITIES

Women's work in the care, formal, and informal economies determines how they live in cities, as well as what services and infrastructural systems they use and when. Women's multiple responsibilities – e.g. providing food and water, maintaining a household, and caring for children, elders, and sick family members – lead to diverse interactions with the city. Their work determines how often they navigate their neighbourhood or city, at what times of day or night, and by what modes of

transportation. Due to women's multiple responsibilities, their journeys are typically more varied and complex than men's.

Feminist activists, professionals, and scholars have for many years highlighted the importance of recognizing as a vital function of society the unpaid care work undertaken by women and girls. The same is true for cities. Without the millions of hours that women and girls spend every day in social reproduction and in the informal and waged economies, no city could function or develop. Yet patriarchal traditions limit many urban women's and girls' access to crucial social, economic, and development opportunities and services.

Women and girls face exclusion across all key aspects of urban life, thus limiting the following:

- Assets for livelihoods and basic services
- Right to own land, inherit property, and have security of tenure
- Access to employment and equal wages
- Safety
- Decision making
- Services related to child care, education, and sexual and reproductive health (Khosla, 2012, p. 152)

As women and girls make up half the urban population, do more than half the work, do the majority of care work, and are often subjected to sexual and gender-based violence, cities ought to be designed and built with women's and girls' participation and interests in mind. There is room for great improvement of municipal governance, spatial organization, infrastructure, and services to better serve women and girls. Designing and managing cities with and for women will also improve cities for all, including marginalized groups and men.

The following table looks at some implications of urban planning and design for low-income women and girls.

ISSUE	IMPLICATIONS FOR LOW-INCOME WOMEN AND GIRLS
Lack of political voice	• Women and girls are excluded from participation in local government structures and decision making, including in urban planning and design. • Women and girls are largely excluded from decision making in community groups. • Women and girls are excluded from creating sustainable solutions for themselves and their cities. • Lack of a political voice denies women and girls their human right to choice in their lives.
Access to land, security of tenure, and housing	• Inadequate services and unaffordable land penalizes and impoverishes low-income women and men, especially single mothers and their children. • Lack of secure tenure or shared tenure increases women's poverty and vulnerability in situations of domestic violence and family breakdown.
Access to infrastructure and services	• Women and girls lose time and experience stress when negotiating access to inadequate potable water and toilets. • They face harassment and sexual assault when there are no toilets and they have to use the outdoors in the dark. • Unsafe water increases women's care responsibilities, raises health costs, and limits their income-generating possibilities as they spend most of their time caring for sick family members. • Access to safe, frequent, and affordable transportation is often missing. • Limited or non-existent health, school, and recreation services increase women's caregiving responsibilities.
Livelihoods	• Lack of employment opportunities and low incomes lead to insecure housing and lack of negotiation power in relationships. • Insecurity of tenure means poor women have fewer resources, fewer assets, and less credit. • Informal sector activities, such as sewing clothes or selling cooked and raw food, bring little income, given the required time and labour investments. • Wages below official rates place families and children in congested living environments.

ISSUE	IMPLICATIONS FOR LOW-INCOME WOMEN AND GIRLS
Safety and security	• Inadequate access to affordable water, toilets, electricity, and transport puts women and girls at risk of sexual harassment and assault. • Lack of safety and protection services inhibits women's and girls' mobility, and thus their right to the city. • Slums' and informal settlements' inadequate drainage and solid waste management, as well as poorly lit roads and lanes, etc., further compromise women's and girls' safety, security, and health. • Lack of employment and the nonexistent security from formal sector wages make women and girls vulnerable to sexual harassment from landlords and 'middlemen'. This can lead to sex work as the only way to make ends meet, thus making women and girls further vulnerable to unwanted pregnancies and HIV/AIDS.
Compromised living environments	• Poor drainage and lack of solid waste management fosters mosquitoes, flies, and unpleasant smells, clogs drains, and brings ill health. • Small plot sizes and small dwellings expose women and children to indoor air pollution from cooking. Cooking in small spaces can also lead to burns and injuries to children. • Wastewater and garbage in the streets are difficult for pregnant women, people with disabilities, and older women and men to navigate, especially if they are carrying children. • Slums are often near contaminating industrial activities. As a result, women, young people, and children are more exposed to the dangers of environmental contamination, as they spend more time in slums than men, who may often travel for work.

As demonstrated in the table, women and girls face multiple and overlapping challenges around the world, particularly in developing countries. These gender discrimination issues range from violence and sexual harassment in public and private spaces to the inaccessibility or nonexistence of educational and job opportunities, land ownership, public spaces, political voice, and health and financial services. To address these critical concerns, gender mainstreaming must be introduced into all aspects of city life, including urban planning and design.

SECTION 4

Introduction to Gender Mainstreaming

WHAT IS GENDER MAINSTREAMING AND WHY IS IT IMPORTANT?

There are many initiatives and movements working to mobilize and organize for gender and racial equality and poverty reduction in cities. They provide rich experiences and many methodological framework and best practice tools.

Gender mainstreaming and intersectional analysis can offer tools that help integrate gender and diversity into urban planning and design. Many civil society and human rights organizations provide good practices for promoting equality in access to land, security of tenure, housing, safety in public transport systems, etc. Often this work on the ground has led to policy development and institutional change. Having a policy framework for gender equality and human rights will greatly advance equality for inclusive and sustainable cities.

Gender mainstreaming means:

- Thinking about the way labour markets work and their impact on women's and men's employment
- Considering family structures, parental roles, and domestic labour – e.g. care work – and how this impacts women's, men's, and children's lives in the short and long term
- Analysing gender dynamics in private and public institutions to form recommendations on how to mainstream gender-sensitive policies and practices across all sectors
- Reshaping the systems at large rather than adding small-scale activities

- Responding to the root causes of inequality and putting remedial action in motion
- Building partnerships between women and men to ensure both participate fully in society's development and benefit equally from society's resources
- Ensuring that initiatives respond to gender differences as well as work to reduce gender inequality and discrimination
- Asking the right questions to see where limited resources should be best diverted
- Increasing attention to men and their role in creating a more equal society that is empowering and inclusive of women and girls[1]

1 http://ec.europa.eu/employment_social/equal/data/document/gendermain_en.pdf



Participatory Planning, Nepal © UN-Habitat

SECTION 5

Strategies and Approaches on How to Mainstream Gender into Urban Planning and Design

HOW CAN GENDER EQUALITY BE MAINSTREAMED INTO INITIATIVES TO ADDRESS URBAN PLANNING ISSUES IN ORDER TO ACHIEVE SUSTAINABLE URBANIZATION?

To ensure high impact and sustainable gender mainstreaming across projects, policies, and institutions, it is important to go through key planning, design, and implementation phases. The following gender mainstreaming steps offer a framework to complete the initial planning, followed by implementation and monitoring and evaluation.

PREPARATORY PHASE

- The first step is to define the links between gender equality and diversity and the issue or sector being worked on. For example, identifying the gender implications of new urban planning initiatives, new urban policies, or the redevelopment of certain areas of the city.

- The second step is to understand why the promotion of gender equality is important for securing human rights and social justice for both women and men, as well as for the achievement of urban development objectives.

- The third step is to identify opportunities for introducing gender perspectives into the tasks being undertaken. These opportunities or entry points can be found in the following areas: research and analysis, policy development, use of statistics, training events, workshops/conferences, and the planning and implementing of projects and programmes.

- The final preparatory step is to identify an approach or methodology for successfully incorporating gender perspectives into these tasks, doing so in a manner that facilitates the influencing of goals, strategies, resource allocation, and outcomes.

When deciding on an approach or methodology for gender equality, it is important to visualize the end goal and consider what entry point will be used to reach that goal. Some approaches include:

- Women's and girl's safety considerations in transit
- Traffic and roads planning
- Creating and sustaining childcare facilities and programmes
- Ensuring that women have equal opportunity for employment in the local government and in other sectors

IMPLEMENTATION PHASE

- Once a situational analysis or initial scoping to decide the major goals and entry point of the project or programme has been completed, the next step is to bring together the key stakeholders needed to reach the long-term goal.
- All stakeholders will need to have gender trainings and attend awareness-raising workshops on the intersecting issues of the programme, such as gender-sensitive urban planning, gender-based violence, or gender dimensions in access to housing rights.
- Together, key stakeholders from the community, government officials, urban planners, and gender experts can strategically plan for short-, medium-, and long-term impacts and the interventions required each year to meet the programme goals.
- It is important to build holistic partnerships to hold diverse local authorities and actors accountable for making cities more gender sensitive, safe, and inclusive for women and girls. This includes technical and women's rights-based trainings for transit workers, police, urban planners, service providers, and infrastructure ministries.
- Innovative and empowering partnerships with the following actors are also key: the private sector, to integrate technology to improve reporting on violence against women; women's commissions, to support building safe spaces, call centres, and

access to employment training and facilities; and media and news outlets, to raise awareness about the challenges and exclusion women face in the city.

- Any gender-mainstreaming initiative must not only include women from the local to the national level, but also offer interventions that empower women and girls with new skills, training, leadership roles, and ongoing guidance and support.

- Strategies and interventions should include women in decision-making processes, from the local target communities to NGOs and state actors.

MONITORING AND EVALUATION (M&E)

During the preparatory phase and development of a programme methodology, an M&E framework must also be developed.

- The M&E framework will complement the programme design by providing a log frame that measures the major goals of the programme.

- The M&E framework must include gender-sensitive indicators that address the heart of the problem and measure progress on reaching the goals of the programme.

- After the scoping study, it will be important to select a strong research institution or M&E consultant to conduct a baseline, midline, and endline study to measure the impact of the programme. This institution should have a strong understanding of the programme as well as experience in gender, development, and the key subject matter.

- It is best if the research institution or M&E consultant can be engaged throughout the duration of the project.

Gender mainstreaming can change the realities of women and girls and achieve results when implemented through a holistic framework based on proven international best practices. The approaches in this guide are derived from the work of various women's rights groups and organizations, as well as international women's safety networks such as UN-Habitat, UN Women, Red Mujer y Habitat, the Huairou Commission, and Women in Cities International.

GENDER MAINSTREAMING STRATEGIES

While policies, projects, and tools must be fine-tuned to fit the local context and specific thematic issues, general strategies can be used as a starting point to work on a wide range of gender issues. The following strategies work together to address the discrimination and exclusion women experience in cities, while offering a way forward to design cities that empower women and girls and include them in decision-making processes and urban planning and design (the listed strategies are discussed in detail below).

1. Conduct gender-analysis across relevant projects, policies, campaigns, and organizations.

2. Increase gender-based data collection.

3. Apply gender mainstreaming across national and local policies.

4. Encourage grass-roots women's participation and empowerment.

5. Engage men and boys to advocate for women's rights and gender equality.

6. Establish women's monitoring mechanisms (observatories).

7. Create gender-sensitive and inclusive public spaces.

8. Offer gender-sensitive training to key city stakeholders (police, transportation operatives, urban planners, and national and local government officials).

1. CONDUCT GENDER ANALYSIS ACROSS RELEVANT PROJECTS, POLICIES, CAMPAIGNS, AND ORGANIZATIONS.

How can gender analysis tools be applied to urban planning and development projects, policies, and institutions to work towards greater gender equality?

A gender analysis is a tool to understand the realities and relationships of diverse women and men in terms of their access to and the distribution of resources, responsibilities, and power. It is important to understand the different gender impacts of an issue in order to develop a policy, programme, or project whose objective is to enable sustainable urbanization.

Gender analysis is a research and planning method that enables equality between diverse women and men. There are many frameworks for doing a gender analysis[2] for specific contexts and activities – e.g. feasibility studies, community-based planning, project assessment, institutional change, and monitoring and evaluation. Once the nature of the activity has been established, the team would need to decide on an approach for their analysis.

For example, if a local government decided to develop a new policy on urban densification or for the expansion of the city boundaries to create new neighbourhoods, then it would be appropriate to use a gender analysis tool to develop the new urban policy. This tool will ensure that the new policy reflects the interests and priorities of the diverse communities of women and men in the municipality and supports equality between women and men in the city.

Gender analysis should be conducted during all the stages of the programme or project cycle.

Project identification

- Ensure that gender considerations are integrated into the terms of reference for fact-finding and data-seeking activities.
- Employ a gender specialist if the relevant skills are not available within the team.
- Consult both women and men and, if relevant, girls and boys as part of any fact-finding or assessment activities.
- Ensure that objectives and goals are relevant to both women and men.
- Prepare an assessment of gender issues, identifying institutional and human resource capacity.
- Prepare a road map on how gender issues will be addressed in the programme or project.

2 Here is a link to a brief introduction to some gender analysis frameworks: http://www.ilo.org/public/english/region/asro/mdtmanila/training/unit1/plngaps1.htm

Design

Project rationale takes account of an analysis of gender differences, inter-dependence, and inter-relationships and their implications regarding:

- Division of roles and responsibilities
- Opportunities and access to resources
- Barriers and constraints to participation
- Decision-making processes
- Control and ownership of resources

Operational actions

Project interventions or activities include the following:

- Policy measures to equalize opportunities and access
- Specific actions focused on women
- Capacity building/institutional strengthening to promote equality
- Building partnerships that improve service delivery to women and men

Implementation mechanisms

Strategies and procedures facilitate and promote:

- A consultation process with the diversity of female and male stakeholders
- Equitable participation in decision making (planning, implementing, and monitoring and evaluation)
- Access to information, services, and resources for women and men
- Equitable control of resources

Monitoring and evaluation

Design includes indicators for each component that can be measured with sex-disaggregated data:

- Are gender considerations integrated into the monitoring system?
- Do progress report formats include gender considerations?
- Are terms of reference for results assessment gender aware?
- Are there measurable gender and diversity indicators for each component?
- Is sex-disaggregated data use to show changes in process, outputs, and outcomes?

Outcomes

The project achieves one or more of the following:

- Policy developed that recognizes and addresses gender inequalities
- Improved opportunities, access, and capacity
- Shared control over decision making and resources[3]

3 Adapted from: http://info.worldbank.org/etools/docs/library/192862/Module3/Module3b.html

CASE STUDY 1: GENDER AND URBAN PLANNING INITIATIVE IN NAGA CITY

Naga City is located in the Philippines, southeast of Manila, the capital. It sits at the centre of fast-growing Metro Naga, which is comprised of 14 municipalities. In the late 1980s and early 1990s, the city stagnated under limited services, rampant crime, and homelessness resulting from low rates of tax collection. By the end of the 1990s, however, the situation had started to improve significantly, owing in part to effective city governance. Naga City's governing council had begun to explore innovative approaches to addressing the area's pressing issues. In 1995, Naga City enacted an 'empowerment ordinance' to improve participation and partnerships between the municipality and citizens. The ordinance distinguished between ways of engaging women and men and recognized the different needs of its citizens. The city council has a strong e-governance model, with a focus on increasing individual participation in governance through various media, including the Internet and text messaging. The empowerment ordinance allowed the city to address gender equality within this framework and resulted in the creation of a number of other ordinances and programmes to improve gender equality.

Three key ordinances underpin the activities of the city:

- The Women's Development Code of Naga City 2003 sets out the commitment of the city council and women's organizations to "vigorously pursue and implement gender-responsive development policies and programmes".
- The Naga City Women's Council Ordinance set up the Women's Council to provide gendered feedback on planning policy formulation and implementation.
- The Labour-Management Cooperation Ordinance has a requirement to ensure that one in three employer representatives is a woman and that women's issues are regularly on the agenda.

The empowerment ordinance innovation has been reported on favourably, with the processes established in Naga City facilitating greater participation of women in policy and planning. A top-down and bottom-up approach enabled all parties to feel comfortable about sharing ideas and being heard. Capacity, awareness, and advocacy have been improved through the work of the Women's Council. Several programmes have been established, including an advocacy programme to increase awareness around violence, women, and children. A large programme of activities was scheduled in 2008 to work towards meeting the city's goal of a women-friendly city, and this has yet to be evaluated.

The work of local government in Naga City represents a comprehensive approach to gender mainstreaming. However, limited local government resources have impacted the timeliness of implementation of the programmes, and some programmes have not been implemented at all. Women's advocacy groups often have to look for alternative sources of funding (UN-Habitat, 2008).

Broadly speaking, the following questions are among the gender-related considerations to use when doing a gender analysis.

Identifying the issue[4]

- Are both women's and men's experiences identifying the issues?
- Do the issues affect diverse women and men in different ways? If so, why?
- How are gender and diversity taken into account?

Defining desired/anticipated outcomes

- What does the organization want to achieve with this policy, programme, or service?
- How does the policy, programme, or service fit into the organization's objectives?
- Who will be affected?
- What will be the effects of the policy, programme, or service on women and men of different ages, ethnicities, socio-economic groups, occupations, geographical locations, etc.?

Gathering information

- What types of sex-disaggregated data are available?
- Are gender-specific data available regarding specific groups (including indigenous women, women from culturally and linguistically diverse communities, and women with disabilities)?
- How is the input of women's organizations and other equality-seeking groups being pursued?

4 This outline has borrowed generously and been adapted from: Office for Women's Policy (2005), "Gender Analysis: Making Policies, Programs and Services Gender-Aware", Department for Community Development, Perth, Australia, http://www.communities.wa.gov.au/women/Resources/Documents/Gender_Analysis_Brochure.pdf and Status of Women, Canada (no date), "Gender-Based Analysis Plus", http://www.swc-cfc.gc.ca/pol/gba-acs/index-eng.html#tab5

Conducting research

- How will the research conducted address the different experiences of gender and diversity?
- If conducting primary research, how are gender and diversity considerations incorporated into research design and methodology?
- Any new data collection should collect data disaggregated by sex, age, ethnicity, socio-economic groups, ability, sexual identity or orientation, etc.

Developing and analysing options

- How will each option disadvantage or advantage diverse women and men?
- Does each option have different effects on women's or men's socio-cultural and/or economic situation?
- If gender considerations do not apply, why not?
- What are the solutions that affected groups have suggested?
- How will innovative solutions be developed to address the gender and diversity issues identified?

Making recommendations

- In what ways are diversity and gender equality a significant element in weighting and recommending options?
- How can the policy, programme, or service be implemented in an equitable manner?

Communicating the policy, programme, or service

- How will communication strategies ensure that information is accessible to both women and men and takes into account the communication needs of diverse communities?
- Has inclusive language been used in communicating?

Evaluating the analysis

- How will diversity and gender equality concerns be incorporated into the evaluation criteria?
- How will this be demonstrated?
- What indicators will be used to measure the effects of the policy, programme, or service on diverse communities of women and men?

Using the information

Make sure that the outcomes and recommendations from the gender analysis are used to inform the policy, programme, or service. A gender analysis as described above is crucial to integrating gender equality and diversity into the programme or project cycle.

Examples of gender-sensitive urban planning tools and initiatives

One crucial gender-sensitive urban planning tool is the global assessment of women's safety audits, which has been carried out by Women in Cities International and UN-Habitat, providing a valuable resource for safe cities initiatives based on cumulative experience.

What is a women's safety audit?

Today, women's safety audits are widely considered a 'best practice' tool by various international organizations, including the World Bank, the European Union, the UN Office on Drugs and Crime, UN-Habitat, UN Women, the World Health Organization, the International Centre for the Prevention of Crime, and the European Forum for Urban Safety (Women in Cities International, 2008).

There are many benefits that come with conducting a safety audit:

- Effectiveness in informing policymakers
- Empowering excluded communities
- Enabling multi-stakeholder partnerships

- Facilitating joint planning and action in promoting safety improvements for all community members (Whitzman, 2009)

- Offering a simple, highly flexible, and adaptable methodology for a variety of local contexts (UN Women/Safe Cities Global Programme)

How to implement a safety audit

- A women's safety audit starts with a group of women, and possibly other community members, who meet together and discuss spaces in their community that feel unsafe.

- Safety audit groups should have diverse viewpoints to represent the variety of safety concerns (e.g. young and old women, disabled women, women from different ethnic backgrounds).

- Unsafe spaces to consider might include parking lots, pathways between residences and water sources, or public housing developments.

- After the safety audit group has selected the space they will audit, the group may invite strategic stakeholders – e.g. government officials, police, and urban planners – to join them in the audit.

- Once the group is ready, they go together to the space in question, and women and girls from the group note the factors or characteristics that they think make it unsafe (usually with the help of a pre-made checklist).

- Factors contributing to the lack of safety may include poor lighting, negative graffiti messages, or an isolated location.

- Once completed, the group makes a series of recommendations to their local government and other community members to try and improve the space.

CASE STUDY 2: VIENNA, AUSTRALIA – GENDER MAINSTREAMING THE MUNICIPALITY CITY

Vienna, Austria has been committed to women's rights and gender mainstreaming since 2000. In 2000, Vienna anchored the principles of gender mainstreaming within Viennese administration, with the Municipal Department for Promotion and Coordination of Women's Issues being the responsible body. The first phase of the initiative involved establishing pilots in specific parts of the city to integrate gender issues into parks, housing design, pedestrian-friendly design, and public transport, as well as developing and implementing projects geared to women's specific needs. During this phase, concepts and methods were developed and tested to provide approaches and standards for the municipal-wide implementation of gender mainstreaming in all areas. In 2005, the chief executive director announced the setting up of a gender mainstreaming unit, tasked with addressing gender mainstreaming as a cross-cutting issue in his administration.

Here are a few examples of the changes made in Vienna as the city came to understand the issues of gender equality in urban planning and management.

Public lighting

Women become victims of crime more often than men. They experience sexual harassment more frequently, and therefore have a higher need for security. Typical places that cause fear and insecurity for women are dark doorways, parks at night, empty and badly lit streets, underground car parks, and pedestrian underpasses. The optimum use of high quality lighting in public areas meets the security needs of women, as well as of pedestrians and cyclists in general. Good lights are not only important along the roads, but also along pedestrian walkways. In Resselpark at Karlsplatz, all paths and bicycle stands now have excellent security lighting. In a park-focused campaign, the municipal department responsible for public lighting assessed the lighting situation in 200 parks in Vienna and is currently making the necessary improvements.*

Cemeteries

Cemeteries are mostly visited by elderly women, and grave maintenance is usually assumed by female relatives. The municipal department responsible for cemeteries is currently in the process of implementing the following measures: i) water taps should be low enough for smaller and elderly persons to use them with ease; ii) paths should be smooth and even for people who use wheelchairs or walking aids; iii) small carts should be available for transporting water and soil; iv) there should be seats and benches; and v) clearly visible signage and safe restrooms should be available.

* http://www.wien.gv.at/english/administration/gendermainstreaming/example.html

2. INCREASE GENDER-BASED DATA COLLECTION.

Why is gender-based data collection important for programming on urban planning and design?

Data collection offers a way to assess various changes in the social, political, economic, and environmental behaviours and actions of individuals and diverse communities. Gender-sensitive data collection reveals the specific challenges women and girls experience in their daily lives, which are often overlooked by gender-neutral research and therefore continue to remain invisible.

In order to effectively serve the gender mainstreaming process, gender analysis requires sex-disaggregated data or information and the competent analysis of this information from a gender perspective. The analysis provides the links between gender equality and sustainable development, providing quantitative and qualitative information and data that can enable informed decision making for the benefit of men, women, boys, and girls; it points us towards more targeted and effective solutions, minimizing risk and maximizing impact. More gender-sensitive data and analysis will help maximize the impact of development work and guarantee the credibility, efficiency, and effectiveness of any projects/programmes or policies developed.

There are many benefits of collecting gender-sensitive data:

- Gendered data collection can be applied to all sectors. In the case of urban planning and transport, a gender perspective will advance systems and services to better meet the needs of women and girls. In the long-term, this will improve women's health, safety, and mobility, as well as social and economic opportunities for all.

- Quality data collection can help direct government attention and investment towards neglected issues, such as the lack of women-friendly public spaces or the high number of female deaths in natural disasters.

- Gender-sensitive data will offer a deeper understanding of the challenges women and girls face today to better shape projects and policies to support their specific priority needs.

- Data findings can empower local communities to raise awareness about a problem and bring the issue to the policy table with a strong evidence base.

3. APPLY GENDER MAINSTREAMING ACROSS NATIONAL AND LOCAL POLICIES.

How can gender mainstreaming be integrated into urban planning policymaking to strengthen women's inclusion and participation in city life?

National urban policies are critical for setting guidelines on sustainable urban development, poverty reduction, and gender equality. It is important to develop accountability frameworks for local governance that affirm the human rights of women and girls, such as freedom from fear and violence, freedom of movement, and securing their rights to enjoy public spaces (UN Women/Safe Cities Global Programme). Spatial planning presents an important opportunity to shape diverse and gender-sensitive towns and cities.

Gender-sensitive national urban policies lead to some of the following benefits:

- Highlighting safety and security and fostering safe and secure environments for *all* residents
- Ensuring that women's unpaid work in the care economy is supported through appropriate mixed-land use planning and relevant municipal services
- Securing the right to the city for the millions of low-income women and men living in slums and informal settlements by providing gender-inclusive land management tools for security of tenure and housing
- Promoting the development of policies and programmes to address violence against women and girls in both the public and private spheres
- Facilitating economic opportunities for the millions of women and men engaged in the urban informal sector

Examples of how to mainstream gender into national and local policies on urban planning include the following:

- Facilitate local and national policies to align with international human rights standards. Measures include public ordinances, decrees, and protocols.
- Support advocacy and technical assistance for policy and legal reforms that provide adequate measures for the prevention and punishment of acts of violence against women and girls in cities and the protection and care of said women and girls.

- Increase local authorities' knowledge, skills, and commitments related to women's representation, inclusion, and participation in urban planning – for example, by changing the physical and social infrastructure in and around public transport to reduce violence against women and girls.

- Provide training and other capacity development support to key actors such as local councillors, the police, health service providers, prosecutors, and judges, including orientation on normative frameworks to guide policy and legal reforms, and the development of operating procedures and protocols.

- Increase participatory mechanisms for policymaking consultation and monitoring with civil society, to build effective accountability frameworks within local government with full participation from community representatives, especially grass-roots women and adolescent girls.

- Increase engagement between local authorities and civil society at the community and local levels, to coordinate, monitor, and analyse progress and facilitate policy implementation.

- Recommend adoption or reform of policies and laws on the prevention and punishment of gender-based violence in public spaces.

- Raise awareness about women's and girls' concerns in the city via media outlets, journalists, and outreach plans, to influence policy discussion on the issue – for example, radio, television, and public service announcements in the mass media and public transport (UN Women/Safe Cities Global Programme).

- Provide training on and undertake gender-responsive budgeting exercises at local levels in order to cost, assess, and promote adequate local government budgetary appropriations for sustaining and expanding gender-sensitive urban planning and design. This includes incorporating costs into the relevant programme or departmental budget in order to mainstream gender investments in strategic policy frameworks – for example, the security sector, urban revitalization and planning, transport, economic development, sport and recreation, and crime prevention (UN Women/Safe Cities Global Programme).

Case study 3 is about how national urban policies can have a positive impact on land-use planning and the right of low-income women and men to livelihoods and poverty alleviation.

4. ENCOURAGE WOMEN'S PARTICIPATION AND EMPOWERMENT

How can women's empowerment needs be integrated into the programmes/projects/initiatives developed for urban planning and design to ensure gender equality and inclusiveness?

Due to the institutionalized discrimination against women over the centuries and the disadvantage this has created for women, it is often necessary to develop programmes to support and enable diverse women to participate meaningfully and effectively in urban planning. One way of enabling women to engage in urban planning is through the creation and adoption of a women's rights and gender equality policy to this effect. This policy can serve as a guideline for enabling diverse women's involvement in urban planning.

Key to empowering women in urban planning is a commitment to the engagement and participation of women, including grass-roots women, in decision making at all levels of the urban planning structures and processes. Sometimes this requires the creation of new structures in addition to the modification of existing structures and processes.

In order to measure the progress made on gender mainstreaming in urban planning, it is vital that women's empowerment is included in programme design as well as monitoring and evaluation. It is not enough to include women in the process; the quality of women's participation, training, and actual level of empowerment must be measured in concrete terms. On the programmatic level, this can be done by selecting strategies and interventions that increase the participation and capacity of women, such as understanding their human rights regarding urban planning and their power in mobilizing themselves and holding duty bearers accountable.

Specific actions that can be taken to support the engagement of women in urban planning and design include the following:

- Offer empowering training to community-based and neighbourhood women's groups in human rights, women's rights, gender equality, and gender-based violence.

- Offer training on international women's rights agreements (including international agreements such as the Beijing Conference and CEDAW) to be used as a tool by civil society to hold governments accountable.

- Provide support to marginalized women, such as leadership training or a crash course on urban planning and design and its legal context as relevant to them. This will enable them to participate more effectively.

- Ensure that diverse women are hired in equal numbers to men as urban planners, architects, engineers, policy analysts, researchers, etc.

- Establish a women's council or advisory committee on planning, with representation from diverse women's communities of the city based on age, ethnicity, socio-economic group, geographical location, ability, sexual identity or orientation, etc.

- Ensure that the relevant women and women's groups are included in the consultations and their perspectives and recommendations included in key projects. Such initiatives may include local area planning, official plan reviews, or specific studies such as for the expansion of public transport and the development of new markets.

- Work with women's organizations to establish programmes for sharing information about urban planning, urban governance, and civic engagement to build and enhance diverse women's knowledge of these issues.

- Engage grass-roots women and men in their own neighbourhoods and through their own groups or community-based or non-governmental organizations. Useful tools for local engagement include carrying out a women's safety audit (with women, youth, and/or other specific groups) as well as facilitating local-to-local dialogue between authorities and grass-roots groups.

- Ensure ongoing communication and sharing of information and tools with women and girls.

- Engage low-income women and men as partners in planning research and implementation, especially in their neighbourhoods. Any planning initiatives on slums or informal settlements must directly consult women and girls living in these communities, not only community leaders, who are usually men.

- Support women community leaders who will serve as spokespersons for the concerns and demands of women from their excluded communities and groups would receive mentoring and support in advocacy and public speaking skills.

CASE STUDY 3: HOW STREET VENDORS AND URBAN PLANNERS CAN WORK TOGETHER

Street trade is a significant source of livelihood for poor, urban working women and men. This is especially significant in many African and Asian cities, where up to 80 percent or more of total employment in trade is informal. Residents of low-income urban areas are dependent on street vendors as their only source of low-cost goods in small quantities – particularly fruits, vegetables, other fresh foods, and basic household goods.



Photo © Self-Employed Women's Association (India)

Where vendors come together to form street markets, they generate demand for additional services and, as a result, jobs: market porters, night watchmen, and recyclers, to name a few. Contrary to conventional wisdom, street vendors in many cities pay taxes to local governments in exchange for their use of public space.

Public policy challenges

Street vending has persisted for centuries all over the world. Its ease of entry offers an option for generating a subsistence income for many, but its potential as an engine of growth also attracts better-off entrepreneurs who can capitalize on the easy access to consumers that working in the streets provides.

Street vendors strategically locate their workplaces in urban areas with steady pedestrian flows, often in central business districts or near crowded transport junctions. In doing so, they rankle big businesses, real estate developers, and other elites who want access to the same space. Overcrowding of vendors in these areas can also exacerbate broader problems in urban governance, such as traffic congestion, solid waste management, and public health risks.

To address these problems, city governments need a way to define and enforce rules governing who gets access to what space at what times. But no one will follow those rules if they aren't appropriate to the way the city's retail economy works. And they won't get buy-in from vendors unless vendors are collectively invited to the policy table and can find a common voice.

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Innovative approaches to street trade and city governance

There are ways to balance the competing demands of women and men street vendors, formal enterprises, city officials, and the general public.

For example, in September 2012, India's Minister of Housing and Urban Poverty Alleviation introduced the Street Vendors (Protection of Livelihood and Regulation of Street Vending) Bill in the country's lower house of Parliament. This historic bill is one of the only efforts in the world to protect street vendors' rights at the level of national law. The bill follows on a National Policy on Urban Street Vendors, passed in 2004 and revised in 2009.

The national policy, and now the bill, came about after years of struggle on the part of the National Association of Street Vendors of India (NASVI) and the Self-Employed Women's Association (SEWA), membership-based organizations that became involved in all stages of policy formulation. In contrast to efforts to manage street vending by making it go away, the bill recognizes that street trade is here to stay.

The bill, modelled after the policy, defines a registration process for vendors, their rights and obligations to work in authorized vending zones, and a statutory bargaining forum called Town Vending Committees, in which vendors are represented through their associations.

Notably, the bill also allows for evictions, relocations, and confiscations of merchandise, but defines the conditions under which they may take place. Significantly, the bill recognizes street vending as a right and as an urban poverty alleviation measure, while acknowledging the need for local authorities to regulate it.

Positive lessons for urban livelihoods

The national policy in India has had a considerable impact on urban livelihoods. In Bhubaneswar, India, where the city partnered with member-based organizations to implement the policy, 91 percent of vendors reported an increase in their income. The key innovation was to recognize that it makes sense to keep street vending in the natural market areas of the city. That's where vendors will go anyway.

By working with vendors' organizations to develop sensible rules, city officials can rely on vendors to help make those rules sustainable and end the need for costly punitive actions.

Source: Adapted from an article by Sally Roever: WEIGO http://globalurbanist.com/2012/11/13/vendors-planners-work-together

5. ENGAGE MEN AND BOYS AS ADVOCATES FOR WOMEN'S RIGHTS AND GENDER EQUALITY.

Why is it important to include men and boys in women's rights and urban planning schemes and what are some proven best practices?

Although there have been minimal evaluations and more needs to be learned about working with boys and men, a review of the evidence from 58 programmes around the world by the World Health Organization indicates that they can lead to many positive changes (World Health Organization, 2007).

Some of the benefits of engaging men and boys for women's rights include the following:

- Decreased self-reported use of physical, sexual, and psychological violence in intimate relationships (for example, Stepping Stones in South Africa and the Safe Dates Program in the United States)

- Increased social support of spouses through shifts in community norms and greater awareness of existing services (for example, an initiative in South Africa, Soul City, changed community perceptions around issues of domestic violence and taking action against it)

- More equitable treatment of sons and daughters

- Increased contraceptive and condom use

- Increased communication with partners about child health, contraception, and reproductive decision making

- Increased women's presence in male-dominated institutions such as security, justice, and other public institutions vital for ending violence

The Men Engage Alliance and Promundo are some leading organizations that engage men and boys for gender equality and ending violence against women and girls.

Some useful approaches used by these organizations include the following:

- Gender-sensitive educational approaches provide men and boys with knowledge that can positively transform in workshops and trainings.

- Media and advocacy campaigns centred on collective responsibility, inclusion, and positive images of men as local leaders, fathers, and husbands can shift perceptions and actions of men and boys in cities.

- Programmes engage the broader community of non-violent men and other groups on gender-sensitive approaches. These include bystanders, the male population at large, and those in male-dominated or hyper-masculine institutions (e.g. the military, police, government offices, transportation, and sports).

- Men and boys are encouraged to understand the gender biases and barriers behind development policies and practices. A case in point is urban planning and design, which lacks gender analysis, safe spaces, transport, activities, and services for women and girls.

- Positive male leaders and celebrities can work with men and boys and increase their engagement in projects for gender equality as allies for change.

CASE STUDY 4: LOCAL-TO-LOCAL DIALOGUE, KENYA

Four 'villages' in the informal settlement of Mathare Valley in Nairobi, Kenya, participated in local-to-local dialogues in 2002. The village clusters of shacks in Mathare Valley have been developed either on private or government-owned land. In both cases, they lack security of tenure and residents face eviction at any time. Living conditions are poor.

Many households are headed by women who live below the poverty line. The villages are densely populated (1,200 people per hectare), with high competition for resources. Crime, violence, and illegal activities are common. Grassroots Organizations Operating together in Sisterhood (GROOTS Kenya) acted as a facilitator for the dialogue process, which proved important. The facilitators created an environment of trust that helped residents engage and see past previous negative experiences with police, government officials, researchers, and donors. The main issues identified were HIV/AIDS, land tenure, drug peddling and abuse, poor shelter and environmental conditions, and economic disparities.

GROOTS used the following steps to introduce the local-to-local dialogue process:

1. Set up preparatory meetings in the four villages with the women's organizations involved in HIV/AIDS, drugs, shelter, economic empowerment, and land tenure, to facilitate discussion and identify priorities.
2. Then hold a series of consensus workshops involving community leaders from local self-help groups and representatives of local and national government.
3. Hold a second round of workshops (done in 2003). Re-analyse issues previously identified and explore new ideas.

Results:

1. It was the first time the elected officials came face-to-face with people in the communities they represented, and they engaged in a decision-making process without setting the agenda themselves.
2. The workshops allowed for exploring new avenues to address issues, and they provided an opportunity for women to build strategic alliances with other community groups.
3. Many residents gained awareness of their rights as citizens and how to engage in city council processes.
4. The workshops allowed the residents to gain this knowledge and share it with others.
5. The workshops provided an opportunity for clarifying the roles and responsibilities of those in attendance.

Local-to-local dialogue is a useful approach for engaging low-income women in urban planning. The process has not always been successful in addressing some issues, particularly drugs and HIV/AIDS. However, local-to-local dialogue is an important starting point for engaging communities and creating an open conversation between communities and officials.

6. ESTABLISH WOMEN'S MONITORING MECHANISMS.

The best way to monitor progress on gender equality in the city is by having women and girls track the development of the projects in their own communities. This can also be called a participatory form of monitoring and evaluation, which is one way to overcome the many challenges and the distrust associated with 'outsiders' conducting data collection.

An example of an innovative participatory monitoring and evaluation system is the Global Urban Observatory developed by the SUR Corporation of Social Studies and Education and adopted by UN-Habitat. The observatory is designed as a global database, capturing data from governments, local authorities, and civil society organizations in order to "monitor the global progress in implementing the Habitat Agenda and to monitor and evaluate global urban conditions and trends".[5] The model focuses on setting up Local Urban Observatories, where projects are involved in urban policy and planning and women's rights.

The Global Urban Observatory does the following:

- Develops monitoring tools and participates in consultative policymaking processes
- Provides capacity building for local women and young people on how to collect, manage, maintain, and use information about urban development in the local observatories
- Supports local communities by showing them how to effectively use information and indicators, which has proven to be a successful participatory tool in the monitoring process
- Promotes discussion among actors from different sectors (civil society, the state, etc.)
- Spreads awareness and information on issues among stakeholders through tools and materials (publications, editorial competitions, workshops, and research)

5 http://ww2.unhabitat.org/programmes/guo/

CASE STUDY 5: URBAN SAFETY

Violence Prevention through Urban Upgrading Project, Khayelitsha township, Cape Town, South Africa

The project feasibility study demonstrated a strong relationship between levels of violence and crime and inadequate infrastructure provision, much of which was identified as spatially manifested.

Extremely high levels of rape, for instance, were more common by narrow paths, open fields, distant communal latrines, unsafe transport hubs, and empty shacks, near poor lighting, and in proximity to *shebeens* (bars).

In an effort to respond to these extreme violence levels, the project combined the following strategies into a conceptual framework known as the 'triangle of violence':

- Urban renewal strategies for better environmental arrangements (to reduce opportunities for violence)
- Criminal justice measures (to discourage potential violators)
- Public health and conflict resolution interventions (to support victims of violence)

The following are useful urban upgrading project interventions:

- Improvement and installation of lighting
- Closed-circuit television (CCTV) and public telephone systems
- Internal public transport and safe walkways
- Development of specific anti-rape strategies, including rape crisis centres
- Provision of counselling services
- Self-defence training
- Community awareness raising
- Police training and increased presence in dangerous locations
- Bringing jobs and services closer to residents

The project is run collaboratively by the city of Cape Town, the German Development Bank, the Province of the Western Cape, the South African Treasury, and the Khayelitsha Development Forum.

These key outcomes were reported:

- The programme led to a 20 percent decrease in violent crime between April 2008 and March 2009.
- The township's murder rate dropped by a third in the same time period.
- In 2008/2009, it was reported that 548 people used legal aid, while 483 people demanded protection orders in the first quarter of 2010 (Moser, 2009).

7. CREATE GENDER-SENSITIVE AND INCLUSIVE PUBLIC SPACES.

Why is it important to plan a city from a gender-sensitive perspective and what factors must be considered to optimize public spaces for women's inclusion, safety, and enjoyment?

The planning and design of a space has the potential to either reinforce gender inequality or to advance gender equality. For this reason, the planning and design process is a crucial facet of creating safe cities for women and girls. Often, when essential services are badly planned or missing, women and girls bear the brunt of the insecurity that accompanies such situations. Women and girls should be consulted in their own right to define what public space means to them and how it can be designed so it is welcoming and safe. In many cultures, women are excluded from public spaces or self-exclude due to concerns about their safety and security. Women's and girls' safety should be a priority consideration in public space design. If public spaces are safe for women and girls, they are likely to also be safe for other vulnerable people such as those with disabilities.

Safety planning and design for women and girls is important because it creates public spaces where women and all users have equal opportunity to be healthy, secure, and happy. This kind of planning is based on the fact that the physical design of urban spaces affects women's use and enjoyment of the public realm.

Designing and planning safe public spaces for women and girls is important because:

- It raises awareness of the fact that space is not neutral; the design of spaces can either facilitate or impede their use, appropriation, and safety for women and girls.

- It recognizes that gender and gender relations between women and men are key factors in how urban spaces are organized and developed.

- It recognizes that the city spatially reflects specific social, economic, and historical characteristics that are unique to local women's situations.

- It recognizes that spaces in the city reflect the relations of power that determine the behaviours and differences in the lives of women and men.

- It recognizes that the public spaces in a city are usually designed based on a traditional conception of the family and a traditional division of labour among women and men (men as workers in the public space and women as caretakers and

homemakers in the home and private spaces). Furthermore, it promotes initiatives to change this spatial organization in order to reflect changing gender roles in society.

- It recognizes that women's fears are based on reality (the relationship between feelings of fear and experiences of violence) and that women know when and where they feel unsafe in the cities and why.

- It is a useful tool to improve the quality of urban and community life and to reduce women's fear and victimization.

- It recognizes that if women and girls avoid using certain public spaces because they do not feel safe, these spaces will become more insecure for women, girls, and other users.

- It promotes the right to the city and to citizenship for women and girls, as a condition for equitable and sustainable cities and communities. Gender is a particularly important consideration when planning and designing essential services in communities.

Planning and designing safe public spaces for women and girls is the process whereby urban planners, designers, architects, women, and grass-roots and other community actors collaborate to make the physical features of public spaces safe and welcoming for women and girls. Experience shows that when a space is occupied by women and girls, it is also occupied by more people in general. Streets, parks, bus stops, sports fields, squares, parking lots, etc. that have been planned and designed according to the specific safety needs of women and girls exhibit certain characteristics:

- Easy access to and from the location

- Easy movement within the location

- Good lighting so that users can see and be seen

- Easy-to-read signs to help users find their way

- Clear, well-kept paths where users can easily see each other

- General visibility of the entire space, free from hiding places where a person could wait unseen

- Inclusion of mixed uses – many places to hang out, walk, play, eat, exercise, etc. for diverse user groups at different times of day

- Provisions for different seasons (shade in hot weather and protection in cold weather)

- Provisions for young children and the elderly (because women are often caretakers), e.g. in urban areas this could mean low, wide sidewalks for strollers, wheelchairs, and walkers, and areas with slow-moving traffic

- Access to clean, secure, easily accessible toilet facilities with space for changing children's diapers

The work of the movement for safer cities for women offers many experiences and guidelines for safety in cities.[6]

8. OFFER GENDER-SENSITIVE TRAINING TO KEY CITY STAKEHOLDERS.

How can holistic gender-sensitive trainings change the mindset and infrastructure of a city to better meet the needs of the most marginalized women and girls?

It is important to offer specialized trainings to key sectors directly responsible for implementing gender-sensitive urban design projects. This includes training government bodies, public operatives, technical specialists, and community members. Offering gender trainings to strategic partners can lead to a change in mindset as well as a change in infrastructure and public spaces that better support gender equality. These trainings will increase the presence and awareness of gender discrimination within the policy, urban design, and public dialogue agenda, while building capacity to implement projects from women's rights-based approach.

There are certain key actors who can offer gender training to improve urban design and planning:

- Architects and urban planners

- Transport sectors (including ministries of transport and infrastructure and transit workers)

6 http://offwww.endvawnow.org/en/modules/view/12-safe-cities.html. See also the numerous publications of Women and Cities International at: http://www.femmesetvilles.org/english/index_en.html

- Security and police
- Media outlets and journalists, via radio, television, and public service announcements on public transport, etc.
- Community outreach workers, including young people and representatives of diverse groups
- Government officials at local, district, and national levels
- Grass-roots women leaders
- The wider network of emergency and referral service providers, including service delivery and women's organizations and NGOs, private security, health service providers, lawyers, and judges (UN Women/Safe Cities Global Programme)



Community consultation in Kanyama, Zambia
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SECTION 6

Gender-sensitive Indicators

WHAT KINDS OF GENDER-SENSITIVE INDICTORS ARE NEEDED TO MONITOR GENDER MAINSTREAMING AND PROGRESS IN URBAN PLANNING AND DESIGN? SOME EXAMPLES.

Indicators are used to measure changes in a defined condition or to measure progress over time. However, there are many kinds of indicators and they have multiple uses.

Gender-sensitive indicators measure if conditions are improving for women and men or not. Indicators are frequently used as a monitoring tool in project cycles or strategic planning. They should reflect the objectives of the change that a programme or project hopes to achieve. For example, indicators can be developed for risk, input, process, output, and outcome measurement.

Gender-sensitive indicators can be quantitative and qualitative and used to monitor and assess progress in policies, institutions, programmes, or projects.

They are also used to assess changes in social, political, economic, and environmental behaviours and in the actions of both individuals and diverse communities.

When developing gender-sensitive indicators, the following guidance is a useful starting point:

- Research gender indicators that exist for the same subject matter and/or region of the project.
- Select existing indicators that are relevant to the local context and develop new indicators required to measure specific project results.
- When possible, develop indicators through a participatory process, which will help ensure that they are relevant to the realities of women and men in each setting.

- Involve local communities in monitoring and data collection to increase local stakeholder engagement and ownership of the work and/or results.

- Indicators should be gender sensitive and account for a wide range of diversity. This includes disaggregation by sex, age, ethnicity, ability/disability, socio-economic group, or any other variable that is relevant to the project and communities.

- It is important to select indicators that will reveal not only the gaps that exist and the challenges and exclusion women face in the city but also ask for recommendations on the way forward towards women's inclusion, empowerment, and participation in social, economic, and political life.

- Finally, indicators that measure institutional progress on gender mainstreaming must include both qualitative and quantitative analysis. For example, the number of women in local government positions is an important indicator, but it is vital to have additional information on what specific impacts these positions have had in their lives and in the community towards achieving gender equality.

Indicators for urban planning and design will of course be based on the context of the urban issue under consideration. However, the following example indicators demonstrate what is possible and measurable to ensure changes in urban planning and design that enable inclusion and gender equality.

PARTICIPATION IN DECISION MAKING – CHANGING POWER RELATIONS

- Number of diverse women's organizations engaged in urban planning processes/ bodies

- Percentage of women and members from other marginalized communities (older, younger, with disabilities, of different ethnicities) who participate in urban planning consultations

- Percentage of diverse women in communities engaged in implementing urban planning projects

- Inclusion of diverse women's specific needs or priorities in planning policies, plans, budgets, and by-laws

- Number of changes made to existing urban policies, plans, budgets, and by-laws to incorporate the realities and priorities of diverse women
- Number or percentage change in the level of diverse women's engagement in decision making

SAFETY AND SECURITY

- Percentage or number of diverse women and girls consulted for any particular urban planning and design project
- New gender-inclusive safety guidelines developed for public transport and public spaces
- Number or percentage increase in budgetary allocation to services for women and girls dealing with violence
- Number of gender-sensitivity trainings for police on how to deal with women facing and reporting domestic violence and sexual assault

GENDER-SENSITIVE, ENVIRONMENTAL, AND REMEDIAL

- Number of projects/actions directly addressing women's and girls' urban environmental concerns
- Qualitative changes in women and girls' daily living environments
- Introduction of new energy-efficient technologies
- Number of gender-sensitive programmes introduced for solid waste management

EXAMPLE: GENDER-SENSITIVE SAFE CITIES INDICATORS

It is helpful for all project partners to discuss and reach agreement on the changes that they expect to see in relation to each action that is taken. Once this is decided, indicators can be identified and developed.

The indicators chosen should be the ones that remain most important and meaningful for measuring change within the particular initiative or programme, and easy to gather throughout its duration. Consider whether it is feasible to use indicators at more than one scale (Whitzman, 2008b, p. 192-199). Different scales include the individual level, the interpersonal level, the household level, the neighbourhood level, and the citywide level, as well as the short-term level and the long-term level.

For example, if partners in a safe cities for women programme are focusing on community awareness, there are certain indicators they could use to measure the impact of their actions:

- Proportion of individuals who know any of the legal rights of women
- Proportion of individuals who know any of the legal sanctions for violence against women and/or girls
- Proportion of people who have been exposed to messages about public violence against women and girls
- Proportion of people who believe that women provoke attacks in public based on how they act or dress, or where or when they travel
- Proportion of people who believe that sexual harassment is acceptable and/or not harmful to women
- Proportion of people who believe that women and men experience the same level of safety in public space
- Proportion of people who believe that men and women use public space in the same fashion
- Proportion of people who say that men cannot be held responsible for controlling their sexual behaviour (Virtual Knowledge Centre)

Annex I: Key Concepts

Sex refers to the biological differences between women and men. While some people are born intersex, for most one's sex can only be changed through medical procedures.

Gender refers to the socio-cultural interpretations and values assigned to being a woman or man. These are sustained by multiple structures such as family, community, society, and ethnicity and through tools such as culture, language, education, media, and religion. Gender is about social relationships between women and men. It is an analytical concept. Gender is socially determined and is specific to different cultures. It can and does change over time.

Diversity is often identified as cultural and ethnic variation among and between people. Recognizing this kind of diversity is crucial in research, policy, and planning because culture and ethnicity affect our values, beliefs, and behaviours, including how we live as women, men, both, or neither. At the same time, acknowledging and valuing cultural and ethnic diversity is vital to the fight against prejudice and discrimination. Diversity is also used to broadly refer to the many factors or social relations that define human societies such as sex, race, ethnicity, caste, socio-economic group, ability, geographical location, sexual identity or orientation, etc.

Discrimination against women, according to the UN Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), means any distinction, exclusion, or restriction made on the basis of sex which has the effect or purpose of impairing or nullifying the recognition, enjoyment, or exercise by women, irrespective of their marital status, on a basis of equality of men and women, of human rights and fundamental freedoms in the political, economic, social, cultural, civil, or any other field (Article 1).

Gender equality refers to women and men being treated equally and having the same rights and opportunities. Gender equality means that both women and men enjoy equal conditions for realizing their full human rights and potential to contribute to and benefit from political, economic, social, and cultural development. CEDAW's concept of equality includes the principle of non-discrimination, the principle of state obligation, and the principle of substantive equality or equality of results.

Intersectionality is a tool for analysis, advocacy, and policy development that addresses discriminations. It assists us in understanding how the intersection of multiple identities impacts on rights and opportunities. This involves recognizing that women experience discrimination and violations of human rights not only on the basis of gender, but also as a result of other unequal power relations owing to their race, age, ethnicity, class, culture, caste, ability/disability, sexual identity or orientation, or religion and a multiplicity of other factors, including if they are indigenous or not.

Gender mainstreaming is the process of assessing the implications for women and men of any planned action, including legislation, policies, or programmes, in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, and monitoring and evaluation of policies and programmes. Mainstreaming sets out to take place in all political, economic, and societal spheres so that women and men benefit equally, and inequality is not perpetuated. Simply put, the ultimate goal is to achieve gender equality by transforming the mainstream (United Nations Economic and Social Council Agreed Conclusions, 1997/2).

Violence against women is any act of gender-based violence that results in, or is likely to result in, physical, sexual, or psychological harm or suffering to women, including threats of such acts, coercion, or arbitrary deprivation of liberty, whether occurring in public or in private life. Violence against women shall be understood to encompass, but not be limited to, the following:

a. Physical, sexual, and psychological violence occurring in the family, including battering, sexual abuse of female children in the household, dowry-related violence, marital rape, female genital mutilation and other traditional practices harmful to women, intimate partner violence, non-spousal violence, and violence related to exploitation

b. Physical, sexual, and psychological violence occurring within the general community, including rape, sexual abuse, sexual harassment in public spaces, and sexual harassment and intimidation at work, in educational institutions, and elsewhere, trafficking in women, and forced prostitution (Article 1 and 2, UN General Assembly)

Baseline study is an analysis describing the situation prior to an intervention, against which progress can be assessed or comparisons made.

Impacts are defined as long-term outcomes. These are the higher-order objectives to which interventions are intended to contribute. Impacts are not within direct control of the programme.

Indicator is a quantitative or qualitative variable that provides a simple measure of inputs, outputs, or outcomes. An indicator can be used to define targets to be achieved and the situation at a given point in time and to measure change, which together enable achievement to be assessed.

Inputs refer to the resources invested in the delivery of a program or project. Sample inputs include funding, human resources (both paid and volunteer), equipment, project materials, transportation costs, services, etc.

Monitoring is a continuing function that uses systematic collection of data on specified indicators to provide management and the main stakeholders of an ongoing intervention with indications of the extent of progress and achievement of objectives and progress in the use of allocated inputs.

Outcomes are defined as a statement of a desired, specific, realistic, and measureable programme result that must be attained in order to accomplish a particular programme goal.

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Kisumu, Kenya
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While many cities are hubs of economic growth, employment, and cultural life, urbanization has resulted in pronounced socio-economic inequalities, exclusion, and segregation. The objective of this gender issue guide on urban planning and design is to:

- Increase understanding of gender concerns and needs in urban planning and design
- Develop staff and partners' capacity to address gender issues in select human settlement areas
- Encourage staff and partners to integrate gender perspectives into policies, projects, and programmes for sustainable urban development
- Support institutionalization of the culture of gender mainstreaming and gender equality through the implementation of gender-sensitive projects/programmes and the monitoring of gender mainstreaming progress



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