Gender and Urban Development

This Thematic Brief provides quick guidance on the most important issues relating to gender and urban development.

This Brief is addressed to staff from development cooperation agencies who are involved in urban development programmes and projects.

Here, staff from development cooperation agencies will find information on the most important gender issues at stake in urban development, and how to address them, as well as indicators that can be used to monitor whether a programme is integrating gender dimensions, examples of gender-sensitive development actions and references to further information and tools related to gender and urban development.

Issues related to gender and specific sub-sectors such as water and sanitation; health; transport; and decentralisation are covered more extensively in other thematic briefs of this same series.

Contents

Introduction

Urban development is a process that encompasses several issues related to the development of urban space. It primarily relates to the 'physical' development of cities (through architecture, city planning, and land use planning for example), but also covers issues related to the socio-economic dimensions of urbanisation, such as access to housing, water and sanitation, transportation and mobility, energy and environmental resource management (e.g. waste disposal), health and environmental pollution, infrastructure and service provisions, employment and economic development, safety and security, leisure, etc.

The aim of this brief is to provide information on the gender dimensions of this process as a whole.

Gender issues in urban development

Gender inequalities in urban development

- **Urban space is a human product that reflects the needs, norms and values of a society. Women and men use urban space in different ways, due to their the traditionalised gender division of roles in society**. Men have traditionally been in charge of 'productive', paid work in the public space, whilst women have traditionally been assigned to care and domestic activities in the private space. The gendered use of space remains influenced by those traditional gender roles (Jaeckel and van Geldermalsen, 2006).

- **Women tend to have a more mixed use of urban space than men**. Relative to men, women assume a wider range of tasks (paid and unpaid) (Jaeckel and van Geldermalsen, 2006). Women's priorities in the cities may comprise income-earning tasks, child care, household management and community well-being management (e.g. water and electricity provision) (WomenWatch, 2009).

- **Women tend to spend more time in their home and their surroundings,** meaning they are *de facto* more exposed than men to the degradation of this environment and poor living conditions, such as poor sanitation systems, contamination of air, water and soil, traffic pollution. They are more prone to certain diseases caused by lack of health and sanitary facilities (UNESCO MOST, n/d; WomenWatch, 2009). Research has shown that women are also more likely to undertake environmental management tasks, such as waste disposal and purification of water (World Bank, 2010; Bridge, 1997).

- **Cities and urban spaces have become increasingly feminised** in the past 20 years, as a result of women's integration into paid work outside of the domestic sphere. As highlighted by UN Habitat, in the near future, cities of developing countries will comprise a majority of women, and this trend will be even more observable among older people (over 60 years old) and 'older old' (over 80 years old) (UN Habitat, 2013).

- As a result of women's integration to paid work outside the home, many households are now characterised by the double breadwinner model, in developed and developing countries.

  There has been an increase in the number of households headed by women, due to many factors, including women's migration from rural areas to cities;

demand for cheap industrialised labour; and men's migration. Women are increasingly taking on the role of main and sole breadwinners. For instance, the share of households headed by women in Latin America increased by almost 10% in the last 30 years. Globally, the percentage of women "heads of household" is continuously increasing, with 30% of the households in the world now headed by women (UNESCO – MOST, n/d).

The feminisation of urban space contributed to reveal its inadequacy to women's roles and needs.

■ **Lack of adequate, accessible and affordable services and infrastructures has a negative impact on women**: The lack of services and infrastructure – such as care institutions, sanitation, transport or accommodation – increases the amount of time that women spend on unpaid work, which in turn affects their socio-economic participation. Lack of community services can also impact on their dignity, freedom and risk of experiencing gender-based violence. As an example, the lack of adequate toilet facilities and the necessity to share them with men can be particularly stressful for women at some points in their life (e.g. during menstruations or pregnancy) (Chant and McIlwaine, 2013).

■ **Women do not have access to and control over the same amount and types of urban resources as men**. For instance, in relation to transport, according to a UN-HABITAT study conducted in nine cities of various developing countries, 11.6% men-headed households owned cars, but this was only the case for 1.62% of woman-headed households (WomenWatch, 2009). Globally, only 30% of women have access to the use of a car during the daytime. In contrast, women tend to use public transport in greater proportion than men: in developed countries, 75% of bus journeys are undertaken by women (Lambrick and Rainero, 2010). The same gendered patterns of travel have been observed in developing countries, where public transport is the main source of transportation for women (ITDP, 1999).

■ Women remain disadvantaged with regards to housing property in urban space, representing another example of unequal access to urban resources. Indeed, it was estimated that only 15% of women own land (UN-Habitat, 2013), with limited variations across continents. Women have less access to assets and resources, and face more difficulties in accessing housing property (UN-Habitat 2012).

■ **Women are often more affected than men by some types of urban disasters**. Women and girls are particularly vulnerable to urban disasters following natural hazards, partly due to the poor quality of housings in which women spend most of their day; lack of access to early warning systems; gender norms (preventing women to seek shelter on her own or in places where men are gathered). Women have also lower rates of decision-making and participation in disaster management activities. As highlighted by a 2009 WomenWatch study, during the Indian Ocean tsunami of 2004, men survivors outnumbered women by a ratio of almost 3 to 1 in four villages in Indonesia's Aceh Besar district (WomenWatch, 2009).

■ **It is estimated that 33% of the world's urban population is living in slum areas. Urban women residing in slum and poor urban areas are especially disadvantaged** with regards to access to employment, housing, health and education. For instance, many young girls might not be able to attend school if toilet facilities are lacking or not adapted to their needs (e.g. lack of separate-sex toilet facilities) (WomenWatch, 2009).

- **Women have lower rates of decision-making and participation in urban development activities** (e.g. in disaster management activities) than men. Globally, men are still the majority of planners and urban decision-makers (Oxfam and RTPI, 2007).

- **Violence against women in public spaces is a major issue in relation to urban development**. Urban women across the world have been identified by the World Health Organisation as being at particular risk of gender-based violence by someone who is not a partner. Rapid urbanisation and large women migration into cities have increased women's vulnerability to sexual violence in public spaces (Action Aid, 2014). Research has shown that women's feelings of insecurity in the street limit their access to economic and social opportunities, and prevent them from accessing and enjoying their rights (to education, justice, leisure, etc.) (Oxfam and RTPI, 2007.) Urban sexual violence is complex, and varies from place to place, but it has been demonstrated that the risks in many cities are aggravated by lack of simple infrastructure, such as adequate street lighting or communal sanitation facilities.

- **Women are over-represented in the informal urban economy, and in 'vulnerable employment'**, such as street-vending shops and home-based activities. In Sub-Saharan Africa, 84% of women's non-agricultural employment is informal. Those activities are often highly dependent on access to basic urban services and infrastructures, such as water or electricity provision; adequate and secure space to organise their activities. Lack of adequate community services can thus have a negative impact on women's economic empowerment. According to a recent UN-Habitat survey, only 35% of people thought that their cities had developed programmes to address the needs of women working in the informal sectors (UN-Habitat, 2013).

Several structural and cultural factors can explain gender inequalities in urban development

- **Legal and institutional factors** : Women's rights and opportunities in relation to urban and city planning can be hindered by discriminatory legislation, such as discriminatory inheritance law or laws allowing husbands to prevent their wife from working. Women may be legally prohibited from participating in decision-making processes related to city planning and urban resources management.

- **Sociocultural factors**: Women's access to public space in the city has traditionally been more limited than that of men, partly due to sociocultural symbolic values and barriers associated with some types of spaces (Chant and McIlwaine, 2013). Gender-unequal power relations between women and men create inequalities in access to and control over public space. Prejudices against women might also make their access to housing or commercial property more difficult.

- **Unequal division of paid and unpaid labour:** Although essential to the wellbeing of the household and the community, care responsibilities are often perceived as unproductive and thus do not receive the same attention from policy makers in charge of city planning. The time that women and girls spend on caregiving tasks limits their opportunities to spend time on other activities, such as education, employment or leisure and increases women's risk of being 'time poor' (WomenWatch, 2009; Chant and McIlwaine, 2013). Research has shown that although women's participation in paid work has increased substantially, men's participation in unpaid domestic work or care activities did not experience a proportional increase, and women continue to bear the costs of the 'reproduc-

tion tax' (Elson, 1999). This also limits women's choices, regarding the type of income-generating activities they can develop and contributes to lowering the value placed on women's work (Chant and McIlwaine, 2013).

■ **Gender-blind urban planning**: Modern urban space has been developed with the idea that 'productive' and 'reproductive' spaces should be separated to increase productivity and efficiency. Gender-specific uses of urban space have not been reflected in urban planning and architecture, legislation or in local authority housing schemes. Furthermore, the changes in the labour division (towards the double breadwinner model) have not been recognised and women's multiple roles and needs have tended to be ignored from city planning. Zoning and land-use planning that separate residential areas from employment locations have a greater impact on women's mobility, as most transport systems are biased to-wards the travel needs of men.

■ **Women's lack of inclusion in decision-making process related to urban development policies**: Women's needs and priorities, as well their proposals on how cities should function, are rarely voiced, as they are often excluded from the decision-making fora related to city planning. For instance, the gendered use of public transport is rarely taken into account by policy makers, and has tended to prioritise men's travel patterns (from periphery to city centre), as mentioned. The absence of gender analysis in the location of bus stops also contributes to increase women's insecurity.

How to address gender inequalities in urban development

For urban development to reach its potential, gender disparities must be addressed and effectively reduced. **Urban development programmes** need to be **gender-sensitive**, by doing each of the following:

■ Make use and create demand for sex-disaggregated data at national and city level. For instance, disaggregated data on the use of urban space and resources by women and men is a valuable resource when working on urban development programmes or projects. This data enables one to capture gender differences with regards to various types of spaces (city centres, slum and non-slum areas) and access to urban resources (e.g. loans and credit programmes, housing rental systems, transport, recreational facilities…) (UN-Habitat, 2013). Sex-disaggregated data should be collected on the different policy topics related to urban development (e.g. housing; transportation; urban violence, etc).

■ **Ensure that women's needs and priorities are voiced, understood and addressed in the urban agenda**, for instance as part of transport schemes, resettlement plans, implementation of services and facilities in slum areas, etc. This can include the development of gender-sensitive consultation mechanisms on city planning (e.g. women-only fora; organising consultations at convenient hours for women to be able to join in; or providing childcare facilities on the site where the consultation takes place).

■ **Avoid reinforcing gender inequalities**, by ignoring the existing gender relations and power disparities between women and men. For instance, urban development programmes encouraging women to enter formal paid work in areas located far away from their neighbourhood leaving women dependent on transportation systems can increase women's time poverty, if they leave unaddressed women's care and domestic duties. Likewise, supporting formal employment while forgetting the substantial share of women working in informal
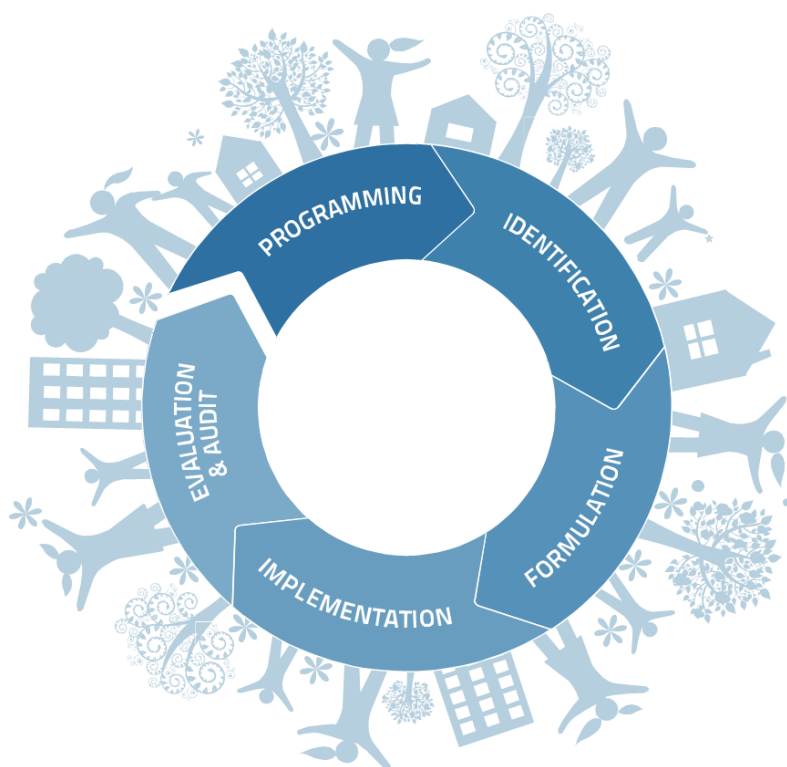
economy can result in an increase of economic inequalities between women and men.

- **Recognise women's contribution to urban development** through their provision of unpaid domestic and caring labour. Women are still the main providers of care, and assume the larger part of necessary reproductive work. Their needs in relation to these activities should be included in urban planning. For instance, community services or infrastructures, such as washing areas, should be adapted to women's specific needs (e.g. close to their homes, placed in secure areas, etc.). The development of a public transport network should take into account the different travel patterns of both women and men and should not prioritise radial corridors (going straight from the periphery to the city centre) in detriment to more peripheric transit routes, used by women to perform activities necessary to the maintenance of the household (such as shopping, caring for children and other dependents; community organising…) (ITDP, 1999).

- **Plan gender-specific actions or services**, to address problems related more particularly to one or the other gender, either as separate initiatives or as part of larger programmes. For instance, when part of urban development planning/policy, public transport planning should take into account women's specific needs in term of accessibility and safety. Access points and schedules should be adapted to those needs.

- **Adopt longer term "transformative" perspectives**, supporting women's participation in decision-making and changing prevalent negative attitudes on women's leadership capacities and social roles. This can include promoting community participation and decentralisation efforts towards more local governance.

- **Engage men**, creating awareness on gender disparities and proving the benefits of gender equality for the household, community, city and country as a whole.

- **When planning small sized women- or gender-equality specific projects, see them as part of larger scale programmes.** The impact of those projects should be monitored closely. For instance, programmes aiming to develop environment management infrastructures for the community should not increase the amount of time women dedicate to unpaid work or result in the 'feminisation of responsibility', preventing women from undertaking economic activities outside the community.

- **Include gender concerns in spatial planning and policies**, such as housing, employment and transport, by engaging continuous dialogue between city planning authorities and beneficiaries of the policies and programmes and taking action to increase the proportion of women working in service and infrastructure provision at national and local levels.

- **Support the development of inclusive public infrastructure and services**: Urban development programmes should aim at enabling a multiple and flexible use of public space by community residents. as well as providing the conditions for the preservation and development of local economic activity, including community-based businesses and locally owned small and medium-sized enterprises.

- **Support the provision of services and infrastructures that respond to the needs and priorities of both women and men.**

A roadmap for gender mainstreaming in urban development programmes

Gender equality considerations should be integrated throughout the whole cycle of development planning.

This Section proposes a roadmap for gender mainstreaming in the various phases of a programme – or project - lifecycle.

1.   Analysis, programming and identification of country strategies

Programming and identification are strategic moments to promote gender-responsive urban development programmes, which serve to redress gender inequalities and enable women to have access to their rights and control over the resources of public space. The most essential steps are:

■   To keep gender equality in the policy dialogue agenda;

■   To carry out gender-sensitive analysis for the diagnostic stage.

Dialogue and negotiations related to urban development should:

■   Be grounded in the shared objectives of the global sustainable development agenda, and in the common respect of the human rights framework, including gender equality. These include the Millennium Development Goals, the (upcoming) Sustainable Development Goals, the Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW) and the Beijing Platform for Action.

- Promote the development and implementation of international urban policy frameworks aiming at developing a more sustainable and inclusive urbanisation process. (e.g. Agenda 21 Action Plan).

- Align with the country commitments (laws, policies, strategies) to promote gender equality and gender responsive urban development.

- Analyse the different roles and take-off positions of women and men in different urban spaces (e.g. assess the situation and problems faced by women and men living in slum areas) and use sex-disaggregated data in diagnostic studies (on access to employment; services; environmental resources; etc). Gender country profiles or other sectoral studies should be used or commissioned.

- Systematically involve and support "gender stakeholders" from Government, donors and civil society, at all stages. This can include gender coordination groups, gender focal points in relevant ministries (e.g gender unit of the ministry of transport, of the ministry of housing, local governance, education), gender experts and representatives of women's groups, women cooperatives, women union representatives and CSOs, architects and urbanists having been involved in safe cities programmes. Technical tables on gender and urban/city planning can be established and supported and close contact establish with community organisation representatives.

- Build on previous and current initiatives to promote gender equality in the sector or in contributing sectors, map existing needs and financing gaps, and avoid duplication of efforts.

- Assess whether the institutions that will be responsible for programme management and service delivery have resources and capacities to promote gender equality and plan for competence development initiatives, including at service delivery level.

2. Formulation and budgeting

The results of gender analysis should be used to tailor the formulation of programmes and projects. The formulation phase is particularly important, as it affects all subsequent phases of the programme (implementation, monitoring and evaluation). The most important aspects to consider include:

- Design objectives and activities to address gender gaps identified and include them in programme documents, plans, logical frameworks, financing agreements and budgets.

- Include and budget for initiatives to address specific needs and constraints faced by women or men, including long-term capacity building of women in topics such as city planning; management of environmental resources; shelter design, construction and maintenance.

- Allocate resources for gender mainstreaming, capacity building and awareness raising at all levels and in ways that are adapted to the needs of different target groups. This could include providing training on gender responsive budgeting to programme staff from the housing ministry; training on gender equality for staff from relevant local institutions (city administration, social services in charge of social housing attribution and service delivery institutions); training in environmental resource managment for women-headed households and women and men residing in slum areas; and leadership and management training for women working in the informal sector.

- Commit to pursue a strategy for continued gender mainstreaming in the pro-gramme (donor and country led processes). This may be formalized in an action plan which should clearly assign responsibilities, resources and results to be achieved, as part of the broader programme's result chain.

- Establish formal and inclusive mechanisms for ongoing consultation with gender stakeholders and women and men beneficiaries of the programme. To facilitate ownership, communication channels for beneficiaries of urban development programmes (e.g. urban upgrading projects) should enable both women and men to voice their concerns, taking into account the structural, institutional and social barriers to women's participation (e.g. lack of literacy).

- Design and budget for participatory and gender-sensitive monitoring processes, particularly at service delivery level. For example, in planning and determining urban services, consider their opening times and level of accessibility (e.g. time, location and frequency of water supply provided to the community in poor or slum areas). Include indicators to capture changes in power relations or in ac-cess to services.

- Define performance monitoring frameworks and processes which can capture progress in gender-related objectives.

- In direct budget support initiatives, include gender indicators in financing agreements between donor and recipient countries (for example, share of women participating in local governance structures and decision-making bodies; evidence that laws and regulations relating to land and housing titles are non-discriminatory and compliant with the CEDAW).

- Respect equal opportunities principles in management arrangements and estab-lish accountability structures for gender mainstreaming at programme level.

3.   Implementation and monitoring

At this stage what is planned in relation to gender equality should be maintained, moni-tored and corrected as needed. The most important points to consider are:

- Continued coordination, dialogue and consultation on gender equality within working groups on urban development; city planning or resettlement; with insti-tutional stakeholders (such as the gender units of the housing or local govern-ance ministries) as well as with a broader range of actors from civil society (rep-resentatives of women's businesses; of women's rights organisations).

- Effective monitoring of the progress of the various gender dimensions of the programme and sub-programmes, including at service delivery level, collecting opinions and experiences of women and men city dwellers, living in slums, etc.

- Integration of gender in joint sector reviews and policy dialogues (particularly at the level of the SWAP committee).

- Monitoring if resources planned for gender equality are spent, and if not, why not.

4.   Evaluation

- Terms of Reference of (mid-term) evaluations should require gender expertise in the evaluation team and give account of the differential impacts of a programme on women and men, identify potential negative impacts on women or men and offer recommendations and lessons learned useful to further pursue gender equality in the sector.

- Evaluators and monitors should be able to use participatory evaluation techniques and sex-disaggregated beneficiary assessments of service delivery.

- Evaluations should also build on past gender evaluations of programmes in the sector.

GENDER TOOLS FOR THE DIFFERENT AID MODALITIES

An ample selection of analytical and planning tools useful at each phase of the development cooperation cycle, according to the different aid modalities, is available in the "Aid Modalities" Section of the EU Resource Package on Gender Mainstreaming in Development Cooperation.

The following Section offers a list of gender-analysis questions that can be used in Programmes related to Urban Development.

Questions for gender analysis in Urban Development [1]

Gender analysis helps acquire a different perspective on the complexity of a development context, and understand how to better address other forms of social inequalities. It looks at how economic and social structures at multiple levels can reinforce, or help overcome, gender inequalities and imbalances in power relations between women and men.

DIFFERENT LEVELS OF GENDER ANALYSIS

Macro analysis looks at national level law, policy and decision making, including trade and finance policies and national development plans. It helps identify how urban development programmes can contribute, or hamper, broader development strategies. It assesses whether urban development-related legislation or policies contribute to gender inequalities, or to their elimination. It is particularly useful when programming or identifying development cooperation strategies, programmes and projects.

For example:

Considering that women and men have different employment patterns (with women's activities more often developed in the surrounding of the household or the community), a resettlement policy of women and men residing in slum areas should be analysed under a gender perspective, in order to assess what would be the potential loss of socio-economic opportunities for both women and men.

Meso level analysis looks at markets, institutions, services, infrastructures which serve as a link between laws/policies and people, enabling them to benefit (or be excluded) from policy effects: communication and transportation systems, health services, education, decentralized public services, credit institutions, markets.

This is particularly useful at programme formulation, as it also assesses the extent to which gender roles relationships and cultural issues can influence the effectiveness of service delivery and other policy and programme implementation mechanisms.

For example:

In service provision programming, the potentially gendered impact of the time of service distribution on women and men should be assessed. For instance, water should not be supplied at a time when women are more vulnerable to violence (thus distribution of water at night should be avoided).

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[1] More on gender analysis is available in the EU Resource Package, Section "Building Blocks".

The following section proposes guiding questions for gender analysis in urban development, at macro, meso and micro levels.

Macro level

Macro level. Policies and laws

- What gender equality commitments have been made by the government, for instance in the framework of the Beijing Platform for Action, CEDAW, the SDGs? Is there a law and/or a policy on gender equality in the country?

- Do national urban development policies reflect these commitments through awareness of inequalities between men and women, and do they outline the means to address them?

- Are there gender policies and action plans in urban development? Do national urban development programmes and sub-programmes align to and support these gender plans? Are there sectorial action plans on gender equality? Are the sectorial action plans include gender as a cross-cutting issues?

- Do current policies, laws and regulations in relation to urban development address women's and men's needs separately? Do they have discriminatory provisions? Do they have measures for equal opportunities and women's rights (e.g. do existing laws contain discriminatory clauses regarding women's access to housing ownership and property? Do existing laws on civil and political participation hinder women's participation in city planning decision-making process?)?

- Is the social and health protection system inclusive of women (e.g. right to maternity care)? Are certain groups excluded (e.g. women working in the informal economy; unwed mothers; residents of slums and poor areas)? Do currents laws and regulations on employment taking into account women's needs?

- Do current policies address the issues faced by people residing in slums or poor areas? Do these policies have a gender perspective?

- Are there current trends or policy reforms toward privatisation of services and infrastructures? If so, do these policies integrate gender concerns regarding the impact of privatisation on women and men (e.g. impact of increased direct costs of transportation for women and men) ?

- Does legislation address or recognise the needs of people working in informal economy (e.g. maternity protection and protection from gender-based violence)? Are there policies aiming to restrict the development of informal economy? Are there policies to make women enter formal economy?

- Are there minimum wage policies in place?

- Are mechanisms for social dialogue between government, local authorities, service providers, community representatives in place at national and local level? Do they discuss the concerns of women in relation to city planning (e.g. women's businesses; environment management issues in slums)?

- If national employment programmes are in place, do they provide for quotas or other measures to encourage women's participation at all levels?

- If resettlement plans are in place, do they include gender equality concerns? Does the law on resettlement and compensation include women as persons eligible for compensation? Under which conditions?

- Do current policies address the issue of gender-based violence in public spaces?

- Does the government budget include resources for collection of sex-disaggregated data on access to, use of and control over community services and infrastructures?

Macro level. How are decisions made in national-level institutions?

- Are there decision makers (in Government, Parliament) who are ready to champion gender equality and women's empowerment in urban development?

- Are governmental institutions responsible for women's and gender issues, involved in decision-making at national policy and planning levels?

- Are there gender thematic groups that could be involved in sector level consultations?

- Is gender institutionalised within the relevant line ministries: is there a gender unit, a gender focal point system in the different ministries intervening in urban development and city planning (e.g. housing ministry; transport ministry)? Are these involved in policy and programme level consultations?

- Do policies and programmes contemplate the needs for decentralisation and the application of the principle of subsidiarity in service provision and infrastructure development?

- Are there resources allocated to outreach and capacity building activities on gender in urban planning for decision-makers at national and local levels?

- Are women living in slums' associations or other associations representing the interests of urban women consulted in decision making at national policy and planning levels? (e.g. women's right groups and associations in transportation

policy reforms; women's working in informal economy in market rehabilitation programme)

- Are there research centres doing work on gender and urban development? Are they involved in policy and programme discussions?

- Are women represented in workers' and employers' organisations? Are there organisations representing the rights of people working in informal economy? Are women represented in those organisations?

- Have donors and recipient governments established thematic working groups on the different issues addressed by the programmes/projects? Is gender discussed in the working groups?

- Are there gender thematic groups that could be involved in sector level consultations? (e.g. gender thematic group on resettlement policy)

Macro level. Data and information

- Are there policy documents or agreed gender assessments to collect information and statistics on the gender gaps and priorities in urban development?

- Are sex-disaggregated data available on access and control over urban development services and infrastructures (including water supply, waste management, roads and transports, electricity and public lighting, housing, etc.)?

- Have similar programmes/projects been implemented in the country? Were gender-sensitive evaluations carried out? What are good examples of women's empowerment in the study area? Which attempts to achieve gender equality were failures (e.g. because they were taken over by men or had adverse effects on women)?

- Are data available on formal and informal labour markets, disaggregated by sex? Are data available on the relative involvement of women and men in urban environmental resource management?

- Have any time-use survey been undertaken in the urban areas of the country? Has any assessment of women's paid and unpaid contributions to the urban economy been made?

- What is the prevalence of female-headed households in the different areas of the city?

- Is there information on prevalence and patterns of GBV in public spaces (e.g. GBV in transports)?

Macro level. Monitoring frameworks

- How is the country faring on gender equality targets established at international level?

- Has the government developed indicators that allow for monitoring progress in relation to the quality of urban development infrastructures from a gender equality perspective? Which data exists to show the impacts of the programme/project for women and men?

- Has there been a gender analysis of government spending in this sector and in the sub-sectors? Does the government have a system to track the gender sensitivity of development programmes?

- Is it possible to have a benefit incidence analysis by sex of beneficiaries? (method of computing the distribution of public expenditure across different demographic groups, such as women and men.)
- In sector budget support modality, can payments be linked to progress made on the gender objectives and gender indicators? Is part of the budget earmarked for specific gender equality objectives?

Meso level

Meso level . Service provision

- If services and infrastructures are in place, are they accessible for women as well as for men? Are those services regularly available to women and men? Does the quality of the provided services vary depending on the sex of the beneficiaries (e.g. toilet facilities, health services)?
- What are the shares of women and men having access to the different services related to urban development?
- Are there plans to improve the outreach capacity of local-level service delivery institutions to poor communities and in particular to women (e.g. Improving electricity and water provision in slums and poor areas and developing collective management practices for these services)?
- Are workers' organisations or NGOs able to promote the rights of women belonging to different groups (e.g. women living in poor areas or slums; heads of households; women working in informal economy; etc)?
- Is there a gender balance in programme and project implementation units? At which levels?
- Who is providing the services (public or private service providers)? Is there a fee?
- Are institutions in charge of labour inspection able to assess whether women working in large manufacturing sites enjoy equal pay, equal treatment and maternity protection at work? Are there provisions to ensure their safety?
- Do urban environment management programmes cater for the differential roles and responsibilities of men and women in this sector?
- Are there plans to train those in charge of service provision and delivery on how to do it in a way that reaches out to and benefits women, including the most marginalised ones (e.g. gender equality training provided to staff working on resettlement and urban upgrading projects)?
- In case of resettlement action plans, are there provisions to compensate women as well as men for the loss of livelihood (including women who do not own their home)? Are women and men provided with separate compensation for the loss of their economic activity (even if informal)?

Meso level. Decision making and consultation

- If the programme envisages support to community-based organisations and co-operatives, are women represented, and at which levels? Which women?

- Are gender equality institutions and structures at local level being involved?

- If there are mechanisms to increase access to productive resources, training, local markets, or employment, do these promote equitable access (e.g. safe and affordable transports; care institutions for the elderly)?

- To what extent are women able to participate in urban employment guarantee programmes? Are budgets reserved to build capacity among the poorest and more marginalised urban women? Were women's grass-roots organisations and other relevant stakeholders consulted?

- Do initiatives exist to promote women's role in the management of environmental resources and urban infrastructure, beyond their traditionally assigned roles (e.g. road maintenance; shelter building; management of construction sites)?

- Are there initiatives in place to support women's organisational capacity and agency, including in informal workers' organisations?

- In the case of resettlement programmes, do initiatives exist to consult both women and men on compensation options; new housing structure and design?

Meso level. Data collection and monitoring processes

- Which data can be collected throughout the programme to monitor the impacts for women and men? Who will be responsible for collecting this data, and how frequently? Will they be trained in participatory, gender-sensitive data collection techniques?

- How will consultation processes be organised at various levels? Will both women and men be involved in community level consultation processes? How are women's interests going to be represented? Is there a need to set up new fora?

- Are adequate resources allocated for participatory consultation, monitoring and sex-disaggregated beneficiary assessments of services?

- Are data collected at this level disaggregated by sex? What is the capacity of the national statistical office, and of enumerators, to collect sex disaggregated data and produce gender sensitive statistics?

- Are sex-disaggregated data collected on the use of services and infrastructures?

- Are data collected on the barriers hindering women's and men's access to certain services and infrastructures?

Micro level

Micro level. Gender division of tasks and labour

- What are women and men's traditional activities?

- What is the impact of women's (and girls') unpaid work on their opportunity to engage in paid work and/or education? Does their unpaid work affect the type of paid work they pursue (e.g. jobs in the informal economy, jobs with flexible schedules, etc.)?

- What is the impact of the gender division of tasks and labour on women's and men's use of urban development services and infrastructures?

- What is the impact of women's unpaid work on their capacity to participate in planning activities?

- Are children involved in household work? Which different tasks are allocated to girls and boys?

- What is the share of women working at home compared to the share of women employed outside the home?

- If privatisation of services has been implemented, how does this impacts on women's and men's traditional activities?

Micro level. Gender relations: Access and control over resources

- What are the general economic and demographic conditions of the household? Of the community? What are men and women's main sources of income?

- Which factors influence access to services and control over resources (for example, age, sex, wealth, ethnicity, education level, networks and patronage)?

- Are there gender inequalities in access to and control over resources and benefits? For instance: how do women and men make use of transport systems?

- What is the dominant type of tenancy?

- What is the share of dwellings owned or rented by women?

- If community groups based on tenancy exist, what is the share of women participating in?

- Who in the household is in charge of collecting, transporting and storing water, electricity and shelter?

- Who decides the use and allocation of resources?

- What is the rate of school enrolment and completion (disaggregated by sex)? What factors impact on girls' enrolment in school?

- What is the prevalence of violence against women?

- What are the toilet arrangements? Are facilities for women and men available?

- What is the different access to urban services between men-headed and women-headed household?

- In case of resettlement programmes, what are the compensation and resettlement options selected by women compared to men? How are new land titles distributed (i.e. in the name of both spouses jointly or the husband only)?

- In resettlement schemes, what are women's and men's concerns in relation to the new living site? What is the impact of reallocation in term of women's and men's access to services and infrastructures?

Micro level. Perceptions about gender equality

- Do current practices and constraints create different needs for women and men regarding the design and location of urban development facilities and services (in relation to housing, water and waste disposal, transportation, electricity, security)? What are those needs and what are the reasons for the differences?

- What are women and men's perceptions on gender-based violence in public space?

- Are women aware of their rights? Are they able to voice them in the community or with service providers?

- Are men openly resistant to gender equality? Are there groups of men who are more supportive/resistant than others? Who can influence them?

Gender sensitive indicators for urban development

Gender sensitive indicators aim at 'creating awareness of the different impacts of a development intervention on men and women, taking into consideration their socio-economic and cultural differences.' (FAO, n.d. – Gender sensitive indicators for Natural Resources Management). Gender sensitive indicators reveal valuable information to identify the specific problems faced by women and men; to assess the extent of gender inequalities in access to and use of resources and services in urban development, and provide the basis for evidence-based policy-making processes (FAO, n.d.).

The table below provides some examples of gender sensitive indicators.

Area/Sub-sector	Indicator
Legal and institutional framework	Evidence that laws and regulations relating to land and housing titles are non-discriminatory and compliant with the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) Percentage change in women's representation in local governance structures and decision-making bodies Evidence that urban development policies and strategies are based on gender analysis and include gender equality objectives
Participation and decision-making	Evidence that urban development policies, strategies, and plans adopt participatory approaches and require the equal participation of women Number and percentage of women and men attending consultation meetings about the planning, design, or pricing of services Examples of changes to housing design, location and land use planning, or zoning due to consultation with women Number of training sessions targeted at women and men from informal settlements and low-income areas, by area of content Number of women market vendors and associations consulted on infrastructure upgrades and reforms to market management and operations Number and percentage of women and men in community associations (e.g. slum dwellers, user groups, self-help groups, trade associations) Evidence that procedures for responding to complaints are publicly available and accessible to women, and that standards for responding to complaints are implemented and monitored

Area/Sub-sector	Indicator
Service provision	Number of households with access to safe water supplies and electricity connections
	Number and percentage of loans provided to women and men for housing, water, sanitation, electricity connections, or other improvements
	Number of partnerships established between banks, municipality and other government agencies, community associations, housing cooperatives, or self-help groups to provide loans to women and men for house building or upgrading in informal settlements and low-income areas
	Number and percentage of land or house titles or leases provided in the names of women, men, and joint (both spouses)
	Percentage change in the number of women and men with secure tenure in program or project areas
	Evidence of education and awareness-raising targeted to women on entitlements to housing tenure, municipal service delivery, and financing options
	Number and percentage of women and men who benefit from improved urban infrastructure and services resulting in better living environment
	Time saved in travel to work, health services, educational institutions, and community facilities for women and men
	Number of affordable childcare services that meet minimum standards of safety and care
	Evidence that public facilities have separate toilets and places for women, according to needs identified by women (e.g. public toilets, community centres, emergency shelters, municipal offices, bus and train stations, public markets)
	Number of facilities designed to ensure safe and convenient access by women and girls (public lighting, footpaths, public water supply and sanitation, markets, municipal buildings, bus and train terminals)
	Evidence of specific initiatives that address safety risks and increase convenience and access for women transport users and children (e.g. separate transport services, location of bus stops, public transport schedules that meet women's and children's transport needs, training for transport staff on sexual harassment)
Economic empowerment	Number and percentage of women and men who access employment or increase their incomes due to improved infrastructure and services
	Percentage increase in the number of women employed in service delivery (e.g. drainage clearance and maintenance, solid waste management, maintenance of toilet blocks, meter reading, water quality testing, maintenance and operations, public hygiene, bill collecting)
	Number and percentage of new businesses established by women and men due to project activities (e.g. expansion of markets, reform of business registration and other procedures, increased access to credit, changes to bus routes and timetables)
	Number and percentage of women and men who receive credit for enterprise development

Area/Sub-sector	Indicator
	Number of women who access better income-generating opportunities due to access to affordable childcare
	Number of markets upgraded to include private, clean, and safe sanitation for women vendors and buyers
	Evidence of legislative and regulatory changes to protect women's rights as vendors and address corruption
Gender capacity building	Number and percentage of women and men who receive training provided by the program or project, by type of training (e.g. engineers, technicians, water and waste management system operators
	Sex-disaggregated data routinely collected and applied to policy, planning, implementation, monitoring, and evaluation
	Number of training sessions with service providers, contractors, and other stakeholders on participatory techniques for involving poor women and men, and the number and percentage of women and men attending training
	Number of agencies and service providers that employ staff with gender specialist expertise
	Number of training and awareness sessions held with stakeholders (urban planning department staff, municipal councils, male and female elected representatives, community leaders) on gender issues in urban development
	Number and percentage of women and men attending gender training, by type of stakeholder
	Number of gender-sensitivity trainings for police on how to deal with women facing and reporting domestic violence and sexual assault

Source: Asian Development Bank, 2013, Gender Equality Results and Indicators, ch. 13

Examples of gender-sensitive projects in urban development

Several development and cooperation programmes have successfully addressed the issue of gender inequalities in urban development. Some examples are provided in the table below, and additional documents gathering good practices are listed in the following page.

Programme/project	Challenges	Gender Strategy	Source
Violence and Sexual Violence Prevention through Urban Upgrading Project, Khayelitsha township, Cape Town, South Africa	In the framework of an urban upgrading project, a feasibility study demonstrated a strong relationship between levels of violence and crime, and inadequate infrastructure provision. Extremely high levels of sexual violence were found to be more common in specific spaces (e.g. narrow paths, open fields, far away toilet facilities, transport hubs, etc.). The study was conducted within the framework of an urban upgrading project run jointly 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.	The strategy implemented followed the conceptual framework known as the 'triangle of violence', comprising three aspects: -'Urban renewal strategies for better environmental -arrangements (to reduce opportunities for violence); -Criminal justice measures (to discourage potential perpetrators); -Public health and conflict resolution interventions (to support victims of violence)' Different types of activities were implemented in the framework of the project, such as: -An improved lighting; -Internal public transport and safe walkways; -Community awareness raising -Training to Police. Following the first evaluation, the outcomes were positive. Between April 2008 and March 2009, there was a decrease of 20 % in violent crime.	UN-Habitat (2012), *Gender issue Guide – Urban Planning and Design* http://unhabitat.org/books/gender-responsive-urban-planning-and-design/

Programme/project	Challenges	Gender Strategy	Source
Bolivia Urban Infrastructure Project	In Bolivia, the increasing urbanisation rate is leading to increased poverty in urban areas. Gender-based violence against women both at home and in the public space is high, as is discrimination against women in relation to land ownership and titling.	The project implemented by the World bank in partnership with UNIFEM and DFID aimed to implement a comprehensive urban upgrading scheme, improve urban mobility and sanitation in the poorest neighbourhoods of the city of La Paz. Based upon a gender analysis, the project identified the barriers facing women residents in those areas, and focused on the following activities: -Providing street lights and sanitation inside the household to reduce violence against women; -Providing childcare facilities and community centres to increase women's economic opportunities; -Providing land and asset titles to women in their own name; and -Creating pedestrian-friendly infrastructures	The World Bank (2010), *Social Development and Infrastructure – Making urban development work for Women and Men, tools and task team* http://siteresources.worldbank.org/EXTSOCIALDEVELOPMENT/Resources/244362-1265299949041/6766328-1270752196897/Making_Urban_Development_Work_for_Women_and_Men.pdf
Gender and urban planning initiative in Naga City, the Philippines	Naga City is located in the southeast of Manila, the capital of the Philippines. Due to rapid urbanisation, the provision of services has been lacking, and the city registered an increased rate of crime, and a high number of people being homelessness.	To remedy to those issues, the Naga City's governing council decided to implement innovative approaches and, in 1995, Naga City enacted an 'empowerment ordinance' to improve participation and partnerships between the municipality and citizens. The new ordinance recognised the different needs of citizens and different modes of participation of both women and men. As a result, a number of other ordinances and programmes to improve gender equality on specific areas were developed (e.g. decision-making, safety and security, etc.). The empowerment ordinance has been found to facilitate greater participation of women in policy and planning. Several programmes have been established, including an advocacy programme to increase awareness around violence against women and children and capacity building activities.	UN-Habitat (2012), *Gender issue Guide – Urban Planning and Design* http://unhabitat.org/books/gender-responsive-urban-planning-and-design/

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