



Evaluation Report 1/2003

Forward Looking Evaluation of Gender Mainstreaming in UN-HABITAT



**Forward-Looking Evaluation of Gender
Mainstreaming in UN-HABITAT based on
Lessons Learned from the WHP
and the Gender Unit**

Report

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This evaluation was undertaken by an external consultant, Sarah Forti of COWI A/S. The findings were shared with staff of UN-HABITAT in a short seminar. The conclusions remain those of the consultant, and do not necessarily reflect the official position of UN-HABITAT.

Table of Contents

Acronyms and Abbreviations	4
0 Executive Summary	5
0.1 Introduction	5
0.2 WHP and the Gender Unit	5
0.3 Gender Mainstreaming in selected UN-HABITAT programmes	7
0.4 Case Studies in two selected Countries	7
0.5 Co-operation with Partners	10
0.6 Conclusion and Recommendations	11
1 Introduction	13
1.1 Acknowledgements	13
1.2 Purpose and Scope of the Evaluation	13
1.3 Approach and Methodology	14
1.4 Limitations of the Evaluation and Lessons Learned from the Evaluation Process	15
2 The WHP and the Gender Unit	17
2.1 Origins and Funding	17
2.2 Strategic Choices	18
2.3 Key Gender-related concepts and approaches	21
2.4 Organisational aspects	22
2.5 Lessons Learned	23
3 Gender Mainstreaming in selected UN-HABITAT programmes	25
3.1 Internal Platforms for Dialogue	25
3.2 Production of gender-related documents in other UN-HABITAT programmes	26
3.3 Lessons Learned	29
4 Case studies in two selected Countries	31
4.1 The Community Management Programme (CMP) and Urban Management Programme (UMP)-LAC in Ecuador	31
4.2 WAT/HIC-WAS in Tanzania	37
5 Co-operation with Partners	41
5.1 Relevance and impact of the WHP to partners' activities	41
5.2 Value added and limitations of supporting women's networks as partners	42
5.3 Lessons Learned	44
6 Conclusion and Recommendations	45
ANNEX 1 Terms of Reference	
ANNEX 2 List of Persons Met	
ANNEX 3 Bibliography	
ANNEX 4 Definitions of key Gender- Related Concepts	

Acronyms and Abbreviations

CMP	Community Management Programme
DANIDA	Danish International Development Assistance
FEMUM	Federación de Mujeres Municipalistas de America Latina y El Caribe
GAD	Gender and Development
HIC-WAS	Habitat International Coalition: Women and Shelter Network
HIC/LAC	Habitat International Coalition for Latin America and the Caribbean region
IULA	International Union of Local Authorities
NGO	Non Governmental Organisation
ROLAC	UN-HABITAT Regional Office for Latin America and the Caribbean
Sida	Swedish International Development Agency
UMP	Urban Management Programme
UNIFEM	United Nations Fund for Women
UN-HABITAT	United Nations Human Settlements Programme
WAT	Women Advancement Trust
WID	Women in Development
WHP	Women and Habitat Programme
WHSDP	Women in Human Settlements Development Programme

0 Executive Summary

This Chapter summarises the Forward-Looking Evaluation of Gender Mainstreaming as carried out by UN-HABITAT, based on Lessons Learned from the Women and Habitat Programme (WHP) and the Gender Unit. The Executive Summary includes an introduction, Lessons Learned from the WHP and the Gender Unit, Gender Mainstreaming in selected UN-HABITAT programmes and Country case-studies, Co-operation between the WHP, the Gender Unit and partner organisations and ends with a preview of the recommendations made in Chapter 6.

0.1 Introduction

Chapter 1 outlines the purpose and scope of the Evaluation, its methodology and the limitations that have restricted its scope in a number of ways.

The purpose of this Evaluation is to assess what the UN-HABITAT Women and Habitat Programme (WHP) and Gender Unit have achieved so far regarding women's empowerment and gender mainstreaming. The lessons learned will be a crucial and integral part of any further efforts to entrench gender mainstreaming across the length and breadth of UN-HABITAT programmes and output.

The Evaluation therefore focuses on the capacity and knowledge WHP has brought to UN-HABITAT. Lessons learned will enable the Gender Mainstreaming Unit, and ultimately UN-HABITAT as a whole, to improve gender mainstreaming in general, and more specifically to define tangible objectives and goals for gender mainstreaming, together with success criteria and practical gender-related outputs.

The Evaluation was carried out through desk studies, e-mailed questionnaires, interviews and field visits to Ecuador and Tanzania. The list of stakeholders interviewed includes UN-HABITAT staff at headquarters and field offices, former Project officers, beneficiaries of UN-HABITAT projects and UN-HABITAT partner organisations. The Evaluation team comprised Sarah Forti as main Consultant and Dr. Briitha Mikkelsen as Quality Assurance expert from COWI A/S.

The limitations of this Evaluation are highlighted in terms of the documentary and budgetary evidence that was made available, the timeframe and the geographical scope. Nevertheless, it must be noted that the sample of programmes and countries retained for the purposes of this evaluation seem to be fairly representative in view of the findings.

0.2 The WHP and the Gender Unit

Chapter 2 outlines the origins of the WHP and the Gender Unit and then goes on to analyse their strategic choices and related organisational aspects and finally identifies the Lessons Learned.

The major contribution of the WHP at international and regional level can be understood in the light of its origins and evolution over the years. WHP networking and advocacy efforts have been closely associated with women's networks and have partly contributed to the increased attention to women's issues in human settlements, as a number of resolutions by the UN General Assembly and the UN Commission on Human Settlements can testify. This was a crucial first step towards raising awareness of women's issues in human settlements at international and regional level.

With this strategic choice by the WHP and subsequently the Gender Unit, UN-HABITAT effectively opened its doors to women's networks with a view to giving more political clout to gender mainstreaming in human settlements¹. This strategic choice was also meant to strengthen the capacity of NGO networks working on women's issues in human settlements, by extending their scope from the local to the global level.

With this strategic choice, UN-HABITAT opened up a fertile conceptual background for itself. The Organisation certainly can continue to base its programmes and operations on the three key concepts or approaches so far developed by the WHP and the Gender Unit, i.e. respectively WID, GAD and Women's Human Rights². However, there is a need to clarify and better define the gender-related concepts and approaches that have been selected, and the relevant methodology being used, as well as highlighting any linkages and points of convergence between the three approaches.

Whereas it is recognised that in their early, pioneering role, the WHP and the Gender Unit needed to focus on high-profile political lobbying, networking and advocacy, the present Gender Mainstreaming Unit needs to link the advocacy efforts so far undertaken to activities with tangible impact at the local level. This includes:

- Support to programmes projects and activities with specific impact on the living conditions of women and men, with relevant indicators and means of verification to facilitate the assessment of any progress made.
- The development of gender-related objectives, activities, indicators, outputs and means of verification in the various programme areas of UN-HABITAT.

Although a general consensus seems to exist around the need to improve impact on the ground, opinions within UN-HABITAT are split over *how* exactly to proceed. Whereas there is no real dichotomy between the advocacy work at international level and programme implementation, or between the normative and the operational levels, there is a need to link the two levels, so that advocacy is firmly rooted in programme and project implementation. Consensus on this issue must be found once the clarifications called for above have been carried out and entrenched, through amendments to the current Gender Policy 2002 and in the drafting of the new Gender Action Plan.

If the present Gender Mainstreaming Unit is to mainstream gender *comprehensively* across the whole range of UN-HABITAT programmes, then commensurate co-ordinating and monitoring powers as well as adequate human and financial resources will need to be allocated, as called for in the current UN-HABITAT Gender Policy 2002.

¹ *Unequal Rights, Women and Property*, by Diana Lee-Smith and Catalina Trujillo, Draft Paper 2002.

² WID stands for Women in Development, and GAD for Gender and Development. (The definitions are further elaborated on in Annex 4).

0.3 Gender Mainstreaming in selected UN-HABITAT programmes

Chapter 3 assesses the *effectiveness* and *added value* of the WHP to selected UN-HABITAT programmes based on the literature reviewed and interviews carried out at UN-HABITAT Headquarters, in Nairobi, Kenya. The Chapter also identifies relevant Lessons Learned related to WHP and the Gender Unit' input into UN-HABITAT selected programmes.

The recruitment of committed gender experts to build a dynamic team within the WHP and subsequently the Gender Unit has contributed to building gender awareness among the staff of various UN-HABITAT programmes, who have expressed a general positive appreciation of the issue. The opening-up of institutional fora for debate and discussion of gender issues, such as the Gender Task Force, has proved to be a pro-active way to stimulate awareness, and therefore it should be continued. Moreover, the scope of the Gender Task Force should be expanded to all programme areas and it should be encouraged to adopt a monitoring role in order to ensure that gender mainstreaming is *effectively* and *systematically* carried out in all UN-HABITAT programme areas.

In order to further ensure that all key programme documentation is *systematically* and *consistently* mainstreamed from a gender perspective, screening procedures for new programme and project documents as well as all publications need to be put in place. There is also a need to facilitate the assessment of the impact that publications have on external stakeholders and beneficiaries. To this end, follow-up procedures must be put in place to track the distribution process of all UN-HABITAT publications. Short of this, the risk is that important documents are not followed up beyond the production stage and therefore impact on the group of stakeholders being targeted remains unachieved and/or unknown.

If pro-active participation of staff in mainstreaming gender into their respective programmes is to be entrenched, then gender-specific training courses related to each programme area must be developed and become mandatory. Such training courses should provide relevant methodologies in four areas: practical gender analysis, formulating objectives and outputs from a gender perspective, developing sex-disaggregated indicators and designing gender budgets in each specific programme area.

0.4 Case Studies in two selected Countries

Chapter 4 assesses the *effectiveness* and *added value* of the WHP in UN-HABITAT programmes in two selected countries. In Ecuador, the case study focuses on the Community Management Programme (CMP) and the Urban Management Programme (UMP)- LAC. In Tanzania, the case study focuses on the Women Advancement Trust (WAT), one of the WHP's key partner organisations), which was selected because it currently hosts the International Secretariat of the Habitat International Coalition -Women and Shelter Network (HIC-WAS). Lessons Learned will also be drawn with regard to experiences directly linked to women and women's participation at the local level.

0.4.1 The CMP and UMP-LAC in Ecuador

The first country case study was undertaken in Ecuador in the cities of Quito, Guayaquil and Cuenca.

The experience acquired in the second Phase of the Community Management Programme (CMP), ending in 1998, shows that through genuine participatory approaches, specific focus on women's participation and a sound follow-up process, tangible results in terms of enhancing women's self-esteem, empowerment and improvement of living conditions can be achieved. Donor funding was terminated because of a general lack of institutionalisation of the programme within the local authorities. Even though the Programme proved not to be self-sustainable beyond the termination of donor funding, findings were that wherever women's income generation initiatives were supported, their sustainability was still quite visible four years after the end of the programme. This is an encouraging result and a best practice that should be borne in mind in case of future support to gender-related activities in various programme areas. However, there is a lesson to be learned with regard to the lack of institutionalisation and the non-sustainability of projects and programmes beyond funding. In order to achieve greater sustainability, there is a need to consolidate and strengthen partnerships with Local Governments and other relevant institutions at National Level. Further recommendations on the issue of diversification of partners can be found in Chapters 5 and 6.

It is important further to enhance the participatory approaches being used in the various UN-HABITAT programmes. There is a need to ensure that any participatory approaches and processes being used do genuinely take into account and integrate the diversity of needs, concerns and interests of women living in poor communities, rather than an attempt to fit community women into a single mould without much regard for their concerns and diversity. Methodologies for workshops and training seminars would be best devised with this stronger participatory approach in mind. In this context, the terms "participation" or "participatory" approaches should be further qualified in all programme areas, and especially in any future activities undertaken by the Gender Mainstreaming Unit. Such qualification should be based on the participation guidelines already developed by the Urban Development Branch of UN-HABITAT, which could serve as a useful reference for UN-HABITAT staff in the various programme areas.

The Urban Management Programme (UMP)-LAC is a dynamic programme that has been able to raise funds for gender specific activities on its own initiative. From an institutional point of view, the programme provides an interesting and innovative example of pro-active gender mainstreaming within the organisation, and in that respect, it represents a best practice. It would be opportune, therefore for UN-HABITAT to encourage such initiatives with more resources, whether in the form of permanent gender focal point positions, or of a more significant contribution to gender activities that have the potential to become illustrative projects for the organisation. In this case, the institutionalisation process of gender activities within local authorities has proven to be a successful means of influencing policies and decision-making bodies that are directly responsible for community management and planning. The programme has demonstrated the *strategic* importance of working with women in Local Government. Training women in Local Government as well as helping their networks to make themselves better heard in municipal politics is a major step towards the integration of gender issues into political agendas at local government level.

A gender impact assessment must be included in the next evaluation of Ecuador's UMP-LAC programme in order to ensure that its gender-related activities become systematic and are assessed in terms of their impact at institutional and community level.

0.4.2 WAT/HIC-WAS in Tanzania

The second country case study took place in Dar-es-Salaam in Tanzania.

Although it is important to differentiate between the work of WAT as a Tanzanian NGO and the work of the International Secretariat of HIC-WAS, at times there is no strict distinction between them since their networking activities are often based on common orientations. Nevertheless, it is quite clear that the networking activities related to international and regional events outlined in this section are part of HIC-WAS International's remit, as is the global newsletter and Website. On the other hand, the land campaign and the housing co-operatives, are part and parcel of WAT's tasks as a Tanzanian NGO.

The Housing Co-operative Programme in Dodoma provides a good instance of best practice specifically related to women's empowerment. WHP supported the strategic planning workshops that were organised by WAT and which had the effect of facilitating a mobilisation process of change at local level. This is because they provided women and men with the tools enabling them to define and formulate their own fund-raising strategies for the improvement of their living conditions. In this case the key entry points resided in a dynamic woman community leader and the participatory methodology used in the facilitation of the process. This echoes the experience of Ecuador's Community Management Programme which showed that participatory approaches are required when developing strategies, action plans and methodologies, especially if the ownership process is to be sustained beyond the life of a given project and its funding timeframe.

The location of the HIC-WAS Secretariat rotates. It was first based at the Mazingira Institute in Nairobi, (1989) then it was transferred to FEDEVIVIENDA in Colombia and next to WAT in Tanzania, from which it is due to move again soon. WHP and the Gender Unit have provided financial support to the HIC-WAS Global secretariat for networking activities as well as participation in and organisation of meetings and international events since the early 1990s.

With regard to the impressive list of meetings, workshops and conferences that received support from it, the WHP clearly added value, which took the form of networking activities that reinforced and deepened strategic linkages with key partners such as HIC-WAS, GROOTS International and the Huairou Commission. Networking was used as a tool to raise awareness of key issues related to gender and human settlements. The WHP was instrumental in furthering and strengthening dialogues both through the organisation of and participation to conferences, as well as via e-mail.

It is regrettable, though, that due to lack of information and available evidence, the evaluation is not in a position to assess the *full* impact of such networking activities. It would have been interesting to assess, across the various geographic areas, what difference these events made on participants, whether evaluation sheets were distributed at the end and what multiplier effects these events had on women and men who did not participate.

The next sub-section outlines further lessons learned regarding any added value from the WHP and the Gender Unit in networking activities and in relation to key strategic partners.

0.5 Co-operation with Partners

Chapters 5 assesses the relevance and impact of the WHP on partner organisations and their achievements in the light of the UN-HABITAT global mandate on women and human settlement development. The Chapter also assesses any *value added* as well as any limitations attached to supporting women's networks as a partner of UN-HABITAT in the pursuit of women's empowerment and gender mainstreaming.

Among UN-HABITAT staff and partner organisations, the consultant has come across very diverse and often opposing views on what/who partners are and their related roles and obligations. This reflects a certain lack of consistency, which needs to be further clarified and defined in the UN-HABITAT Strategy document on Partnerships currently being drafted. There is a need to clarify definitions of partners and eligibility criteria, as well as to establish objective and transparent procedures for the selection of partners. The eligibility criteria to enter any Partnership Agreements with UN-HABITAT need to be clearly spelt out, along with independent and objective procedures to assess how the criteria are being met in each case.

The diversity in the choice of partners with different potentials, scope and degree of impact also needs to be further enhanced and considered in the light of the new Strategy document on Partnership. In particular, key strategic partners such as National Ministries for Women Affairs and Local Government authorities should be included. In this context, close co-operation between the Gender Unit and the Partners Section is strongly encouraged.

The WHP opted for a strategy that focused on "networking and solidarity-building" because of the potential multiplier effects of these activities, since capacity building, women's empowerment and equal participation in human settlements and urban development are all long-term and continuous processes.³ Whereas tangible results have been achieved through co-operation with partners at international and regional level, the Gender Mainstreaming Unit must examine *how* best to improve and achieve impact at local level. Given the divergent views within UN-HABITAT on what the best way forward should be, the organisation must discuss the issue further, find some consensus and take a unified stance on how to link and root its advocacy efforts to *effective* activities undertaken at the local level.

It is important to stress that whereas it is generally agreed that, for all the efforts made so far, much work needs to be done to attain *tangible* and *effective* impact on the daily lives of women and men. However, there does not seem to be any consensus about the best way of achieving this impact. It is the consultants' view that impact at local level could most effectively be achieved through the implementation of programmes and projects with diversified and qualified partners. In this regard, the Community Management Programme and the Urban Management Programme have provided instances of best practice for effective impact at local level in terms of women's empowerment and gender mainstreaming.

³ WHP- Semi-annual progress Report- for DANIDA July to December 1997.

0.6 Conclusion and Recommendations

From this Evaluation, it transpires that the WHP, the Gender Unit and their partners have had effective, positive impact in terms of raising awareness on gender issues in human settlements at the international, regional and political level through the consolidation of advocacy and lobbying efforts and the support to women's global networks. Turning to the future, the Gender Mainstreaming Unit needs to examine how best to link the achievements of its advocacy efforts, to an *effective* impact at local level, on the daily lives of women and men.

In view of the limited resources currently available, over-ambitious goals and objectives would not facilitate the *effectiveness* of the Gender Mainstreaming Unit in the implementation of gender mainstreaming. Thus, the evaluation focuses on the following seven areas for recommendations:

1. The UN-HABITAT Gender Policy 2002 provides a Conceptual Guide to "Gender". However, the various definitions of gender-related concepts used in the Policy need to be clarified, just as the organisation must make it quite clear which gender-related approach or combination of approaches it is opting for. The first *recommendation* therefore, relates to the revision of the UN-HABITAT Gender Policy in terms of clarifying gender-related concepts and approaches that have been selected⁴. Moreover, when it comes to clarifying which gender-related approaches are selected, it is *recommended* that linkages be explicitly made between the rights-based approaches and gender mainstreaming. This is of particular importance for the promotion and protection of women's human rights as related to human settlements if UN-HABITAT is to influence legislation, policies and agendas both at national and local government level.
2. Although there does not seem to be any consensus within UN-HABITAT as to *how* best to have some impact at local level, and further discussion is required in this respect, it is *recommended* that the Gender Mainstreaming Unit focus on specific and targeted projects at local level. It is also *recommended* that the *different* needs, concerns and interests of women and men living in human settlements be considered and taken into account, both as key entry points and success criteria, in all UN-HABITAT gender-related activities and through the use of genuinely participatory approaches and methodologies. In this context, the terms "participation" or "participatory" approaches should be further defined, based on the participation guidelines already developed by UN-HABITAT, which staff in the various programme areas could use as a reference and framework.
3. The UN-HABITAT Gender Policy 2002 clearly highlights the importance of adopting a programme-wide approach and methodology to mainstream gender in the various programmes. The Gender Action Plan currently being drafted needs to define gender objectives, activities, outputs, indicators and means of verification in each major UN-HABITAT programme area. The *recommendation* here is to prioritise and select a few strategic and realistic gender-related goals in each programme area and to develop an appropriate methodology together with tools for proper implementation. The methodology and tools thus developed must be practical and straightforward enough for non-gender experts to be able to use effectively in subsequent project formulation and across the full length of any project cycle, from identification to monitoring and evaluation. It is further *recommended* that in-house gender-training courses become mandatory and focus on the implementation

⁴ For reference purposes, *Annex 4* provides some definitions of key gender-related concepts.

application of these gender-related tools if in-house gender competence and outputs are to be increased in the various programmes.

4. A key step towards measuring impact in terms of gender equality is to identify gender gaps and develop qualitative and quantitative indicators that are relevant to specific UN-HABITAT programme areas. It is *recommended* that in the development of gender-related quantitative and qualitative indicators for the various programmes, the Gender Mainstreaming Unit engages in closer co-operation with the UN-HABITAT Global Observatory and Statistics Unit.
5. The UN-HABITAT gender policy also allocates responsibilities for the pursuit of its own objectives. Therefore the recommendation in this respect has to do with the procedures required to monitor the gender mainstreaming process. It is *recommended* that the Gender Task Force be maintained and called upon to monitor the implementation of gender mainstreaming in the various programmes. It is further *recommended* that internal mechanisms such as the PRC be *effectively* used for the *systematic* screening of all documents/publications by UN-HABITAT programmes and projects and also ensure that they are effectively distributed to targeted stakeholders in order to maximise their potential impact.
6. With regard to the specific commitments set out in Section 1.2 (4) of the UN-HABITAT Gender Policy, regarding the development of institutional competence through the allocation of staff time and resources, it is *recommended* that the commitments made under the Gender Policy be acted upon. If UN-HABITAT is to achieve the objectives of the Gender Policy, then increased allocations of human and financial resources must be earmarked for the Gender Mainstreaming Unit as well as at decentralised levels within other UN-HABITAT programmes.
7. Whereas from its very beginning the WHP had maintained intense and fruitful relationships with its partners, both parties now clearly feel the need to review, clarify, define and structure the partnership framework in which they operate. In the light of the UN-HABITAT new strategy document on partnerships, it is *recommended* that:
 - The definition of “Partner” is clarified and the various degrees of partnership are further defined, within short-, medium- or long-term partnership agreements that would specify the respective expectations, rights and obligations of the parties and the expected objectives and outputs.
 - A clear set of transparent guidelines, criteria and objective procedures for the selection of Partner organisations is developed.
 - The diversity of partners (both governmental and non-governmental organisations) be effectively recognised and their intrinsic right to remain independent from any affiliations to work in partnership with UN-HABITAT be respected in practice.
 - The scope of co-operation with a diversified set of partners is *effectively* broadened to include different key strategic partners such as national Ministries for Women’s Affairs and Local Government authorities.

Finally and in the light of the recommendations above, it is *recommended* that the Gender Unit enter into closer co-operation with the Partners’ and Youth Unit in order systematically to entrench the above-mentioned criteria and procedures.

1 Introduction

This Chapter outlines the purpose and scope of the Evaluation, its chosen methodology as well as the limitations it was subject to.

1.1 Acknowledgements

The consultant sincerely thanks all those who took time and effort to contribute to this challenging assignment. The consultant was grateful to rely on the generous participation of UN-HABITAT staff at Headquarters, the Regional Office for Latin America (ROLAC) and the Urban Management Programme (UMP) office in Quito, partner organisations and women and men in the different cities visited.

We would like to thank in particular, Ms. Lucia Kiwala, Chief of the Gender Mainstreaming Unit for her special interest in this Evaluation, and Ms. Wandia Seaforth for her invaluable support and dedication throughout the Evaluation process.

The consultant would also like to express appreciation to Ms. Vibeke G. Soegaard, Co-ordinator of the Monitoring and Evaluation Unit, and the Norwegian Government for their interest and support in making this evaluation possible, together with all those who gave time and insights during site visits to Ecuador and Tanzania.

The Evaluation team comprised Sarah Forti as main Consultant and Dr. Britha Mikkelsen as Quality Assurance expert from COWI A/S.

1.2 Purpose and Scope of the Evaluation

The purpose of the Evaluation is to assess UN-HABITAT's previous work on women's empowerment and gender mainstreaming through the WHP and Gender Unit. In this context, the lessons learned are a crucial and integral part of any effort to strengthen the gender mainstreaming aspects of UN-HABITAT's current work and output.

The Evaluation therefore focuses on the capacity and knowledge gained by UN-HABITAT through the experience of the Women and Habitat Programme (WHP). Based on lessons learned, the Gender Mainstreaming Unit and ultimately UN-HABITAT as a whole seeks to improve gender mainstreaming in general, and specifically to define practical objectives and goals for mainstreaming, together with success criteria and tangible outputs.

The following specific objectives have guided the Evaluation process:

- Identifying any *lessons learned*, both positive and negative, from the Women and Habitat Programme and the Gender Unit, including their input into other selected programmes and projects of UN-HABITAT.
- Analysing the *effectiveness* and *value added* of the WHP to the selected programmes of UN-HABITAT, based on in-house information, interviews and case studies.
- Assessing the *relevance* and *impact* of the WHP to partners' own operations at organisational and national levels *vis a vis* the global mandates of UN-HABITAT regarding women and human settlements development.

- Assessing any *value added* in supporting women's networks as partners of UN-HABITAT in achieving its goals of women's empowerment and gender mainstreaming; and identifying the *limitations* in the present strategy, which relies mainly on the Huairou Commission and its networks.
- Making *specific recommendations* on how to strengthen gender mainstreaming across the length and breadth of UN-HABITAT programmes.

1.3 Approach and Methodology

The Evaluation is based upon four major approaches to collect and synthesise information and data:

- A Desk review of case studies from UN-HABITAT's and partners' files was undertaken.
- Interviews with professional staff and management (at headquarters and field offices), as well as with relevant partners and stakeholders in Tanzania, Ecuador and Kenya, were carried out.
- A questionnaire was sent via e-mail and interviews were carried out with the former WHP director, the former Co-ordinator of the Gender Unit and the Huairou Commission International Secretary during the Expert Group Meeting held in Nairobi, Kenya.
- Interviews with partners and networks members from non-visited countries were carried out during the Expert Group Meeting in Nairobi, Kenya.

The questionnaire sent via e-mail and interviews covered *inter alia* the following key issues:

- 1 An overview of all activities undertaken by former staff and partners with direct support (financial or other) from the WHP and the Gender Unit.
- 2 The specific scope, objectives and outputs of these activities.
- 3 Any documentary evidence reflecting the outputs and impact of these activities *per se* and on other UN-HABITAT programmes. Where evidence was not available, the interviewees were asked to explain why such documentary evidence did not exist.
- 4 Details of organisational procedures (such as project and document screening, and the Gender Task force) and approaches undertaken to mainstream Gender within the organisation.
- 5 An overview of the WHP's and the Gender Unit's partner organisations, complete with details of criteria used for selection and of any tendering procedures undertaken to engage in co-operation with them.

The main findings were first presented to key staff members, partners and stakeholders at the Experts Group meeting in Nairobi in February 2003. A first draft of the evaluation report was sent for comments and amendments to UN-HABITAT staff at headquarters and in the field. The presentation of the final report took place at a staff seminar at the UN-HABITAT headquarters in Nairobi on 16 April 2003.

1.4 Limitations of the Evaluation and Lessons Learned from the Evaluation Process

The Evaluation was carried out within a limited timeframe and a limited geographic scope. Key interviewees expressed concerns that even though questionnaires were sent out one month in advance, this was still too short if they were to provide a comprehensive account of all activities undertaken and substantial evidence of any impact related to those activities. Further studies would need to be carried out to provide a *comprehensive* review, especially with regard to partner networks' activities. Therefore the Evaluation does not purport to provide a detailed account or a full assessment of each partner's network activities. Instead it will concentrate on a broad range of significant activities undertaken between 1990 and 2002.

The assessment of the WHP's and the Gender Unit's input into other UN-HABITAT programme areas is confined to the documentary evidence that was made available. Whereas the Evaluation does assess the *added value* and *input* of the WHP and the Gender Unit in major programmes, most of these were part of the Gender Task Force and therefore do not represent the entire organisation's programme areas. Although the programmes and geographical areas under review are reasonably representative, the exercise could be extended through an in-house "self-evaluation" that would include the remaining programmes and geographical areas.

The Consultant found that the "Culture of Evaluation" within the organisation and its partners was still fledgling and varied greatly from one individual to another. Some interviewees were able and willing to provide extensive information and relevant documentation of activities undertaken with evidence of their impact and their budget allocations. But others clearly were not able to provide such extensive documented evidence. There may be a number of reasons for that; but the main lesson learned is that the recording, gathering and reporting of sponsored activities into a centralised and accessible place is not *systematically* carried out. Nevertheless, it is important to note that the terms of reference for this evaluation clearly aimed at assessing the impact, added value and effectiveness but not the *efficiency* of activities in relation to funds disbursed.

Whereas some interviewees were well prepared and welcomed the Evaluation, others questioned its very *raison d'être*, the validity of the terms of reference and, last but not least, wondered why they had not been asked to be on the Evaluation Team (even though they were among those being evaluated). The Consultant feels there is a need to clarify the meaning and purpose of an external evaluation as a distinctly different exercise from self-assessment or participatory evaluations.

For the purposes of any future Evaluations, it is recommended that a "Culture of Monitoring and Evaluation" be enhanced within the organisation and its partners. Evaluations should become standard procedures, playing an integral part in all programme and project cycles, and a crucial tool to sort out lessons learned as well as to measure the effectiveness, efficiency and impact of programmes and projects with a view to enhancing results and outputs. Relevant documents, including budget allocation and reports, should be prepared and gathered in advance to facilitate the evaluation process regardless of its timeframe.

Finally, the Consultant would encourage the development of a constructive sense of critical approaches that would focus more on the impact of a given activity rather than on the importance

of the activity *per se*. There is a general tendency to place greater emphasis on the means rather than on the results achieved. Given the substantial intellectual resources existing in the organisation, it would be advisable and useful, in terms of enhancing the effectiveness and efficiency of the organisation as a whole, to elicit an internal critical attitude within UN-HABITAT.

2 The WHP and the Gender Unit

This Chapter reviews the origins of the WHP and the Gender Unit, analyses their strategic choices and addresses related organisational aspects before identifying Lessons Learned.

2.1 Origins and Funding

The first proposal for the Women and Habitat Programme⁵ was developed in 1990 by the newly appointed co-ordinator of the Women and Human Settlements Development Programme, whose background was in the international NGO movement. The proposal was sent out to the network members, it received their approval and was submitted to DANIDA and SIDA for funding. This in turn encouraged Norway, Finland and the Netherlands to add their support.

In the early 1990s DANIDA had already approved the funding of the second phase of the UN-HABITAT Community Development Programme (CDP) and other specific UN-HABITAT programmes. DANIDA then decided to allocate a certain percentage of the funds it had allocated to the various programmes to the newly created WHP. This was followed quickly by SIDA's decision to sponsor a JPO post for a period of four years. The Netherlands also sponsored a JPO post on top of financial support for specific programme outputs. Two years later Norway decided to support specific activities such as attendance of NGO members working for grassroots women at major UN-HABITAT conferences (i.e. Habitat II) and research in connection with Women in Construction and Women's Empowerment Indicators. Finland, the USA, Canada and Colombia provided moral support within the UN Commission on Human Settlements.

Therefore it can be concluded that the establishment of the WHP owed much to the funding from bilateral agencies and to the energy and commitment of a member of the international women's movement. Whereas these arrangements allowed the WHP to run as an autonomous programme, they also provided a challenge with regard to the institutional entrenchment and anchoring of the programme within UN-HABITAT, particularly as initial support involved a re-allotment of funds earmarked to other programmes. In this somewhat "unconventional" context, the personality of the WHP director and her willingness to expand from a WID-oriented to a GAD-oriented programme was a determining factor in the creation of co-operative relations with other major UN-HABITAT programmes as well as in the adoption of a Gender policy and the creation of a Gender Unit.

On its creation in 1998, the Gender Unit was headed by the first Gender Co-ordinator, a researcher with many publications to her name in the field of human settlements and gender, and who also had a background in the international NGO movement.

In 1999, DANIDA withdrew all its funding from major UN-HABITAT programmes such as the Community Management Programme (CMP) and the WHP. Norway and Sweden continued to fund the WHP and the Gender Unit. Due to the cut in donor funding, the two Units merged in 1999. At that time the joint unit was moved to the Urban Secretariat, a key position in the new structure of UN-HABITAT, emerging from the revitalisation process going on at that time. The rationale behind the move was to ensure effective mainstreaming across the programme, given the limited resources. The joint unit was also assigned a strategic planning function as it was required to focus on campaigns for women's 'secure tenure' and women's role in urban governance, on top

⁵ In 1990 WHP was known as the Women in Human Settlement Development Programme (WHSDP).

of working through women's international NGOs in all parts of the programme. This strategy met with considerable success in the Governance Campaign, but less so in the Secure Tenure campaign.

In 2000, the WHP co-ordinator asked to be transferred to the UN-HABITAT Regional Office (ROLAC), in Rio de Janeiro, Brazil. That same year, funding came to an almost complete standstill. In 2001, the new Chief of the Urban Secretariat took over the co-ordination of the Gender Unit; her predecessor moved to the office of the Executive Director as a Special Advisor on Gender Mainstreaming, but subsequently left the UN in August 2001. In September 2002, a Chief was recruited for the Gender Mainstreaming Unit and she embarked on the drafting of a new Gender Action Plan. This involved input from key stakeholders and partners who gathered in Nairobi, Kenya for an Experts Group Meeting in February 2003.

2.2 Strategic Choices

During the 1980s, HIC-WAS and other NGOs began to advocate women's property rights in international, national and regional fora. The women's movement developed major alliances⁶ in order to influence international debates, policies and legislation. One of these strategic alliances lobbied for UN-HABITAT⁷ to set up its first Women and Habitat Programme (WHP).

Since the WHP was created at a time when the GAD approach was gaining ground in the international arena, the programme from the start had a two-pronged approach, the WID and the GAD, although more emphasis was clearly placed within the WID approach. WHP staff, NGO activists and researchers had one strong belief in common: the organisation would need to maintain both approaches, and if these were to be practically institutionalised, then a specific Women and Habitat programme must be retained but a new Gender Unit is required to mainstream gender across UN-HABITAT's various programmes.

Therefore the WHP was primarily created with an outreach focus centred on capacity building and networking among women activists involved in the human settlements and urban development areas, as well as among other interest groups at local and national level. The WHP's main strategic objective was women's empowerment through participation in human settlements and urban development. The main role of WHP and later the Gender Unit was to support the emergence of global networks from the grassroots to the global level in order to influence international norms and policies through their strong advocacy and lobbying activities. These networks later became members of the Huairou Commission, an international "Super Coalition" of women's networks, based in New York, USA⁸.

Amongst the most significant targets of WHP networking, lobbying and advocacy activities, the following are the most noteworthy:

- Resolution 13/13 of the 13th Commission on Human Settlements, in 1991, Promoting the advancement of women in human settlements. The Resolution requested that the Executive Director of UN-HABITAT "*strengthen the role and competence of the Centre in gender-sensitive shelter strategy development, and [...] increase its efforts to provide support to Governments in this field [...] review and develop a more comprehensive policy on Women*

⁶ Unequal Rights: Women and Property, by Diana Lee-Smith and Catalina Hinchey Trujillo (Draft) February 2003. Although this is an unpublished paper, it reflects the gender-related strategic choices and concepts actually used by the former co-ordinators of WHP and the Gender Unit.

in Development which ensures gender-sensitive methods in the total work programme and budget of all the divisions within the centre, in a manner that relates gender-sensitivity training to specific technical aspects of the work of professional staff members of the Centre [...]”

- Resolution 14/4 of the 14th Commission on Human Settlements, in 1993, Promoting the advancement of women in human settlements development. The resolution urged all Governments to “*[...] implement measures in the development of a shelter strategy which strengthen the participation and empowerment of women in settlement development and management at local, regional and national levels [...]*”
- Resolution 15/3 of the 15th Commission on Human Settlements in 1995, Promoting the participation of women in human settlements development. The Resolution urges all Governments to “*Implement measures in the human settlements development sector that strengthen the participation and empowerment of women in human settlements development and management at local, regional and national levels, and develop programmes that ensure women the right to land and house-ownership and tenure and access to credit, with special emphasis on women living in poverty; Review and if necessary repeal any gender-discriminatory legislation in the field of human settlements development; Utilise women’s knowledge of contribution to sustainable consumption and production of human settlements programmes and policies; Include gender-impact analysis as an essential step in the development and monitoring of human settlements programmes and policies; Strengthen their collaboration with relevant non-governmental organisations and community-based organisations in facilitating the participation of women in sustainable human settlements development.*”
- The introduction of the “inheritance clause” in the Beijing Platform for Action” in 1995⁹ by the women’s networks forming the “Super-Coalition on Women, Homes and Community”.
- In 1996, the same coalition of women’s networks, by then grouped together under the Huairou Commission, together with WHP lobbied for the acceptance of the principle of gender equality in the Habitat Agenda (paragraph 46) including formal recognition of women’s rights to inheritance, ownership and control of property, during the 1996 HABITAT II Conference in Istanbul, Turkey¹⁰.
- Resolution 16/6 of the 16th Commission on Human Settlements, Women in human settlements development, in 1997. The Resolution urges Governments to “*Ensure a gender-sensitive implementation of their national plans of action; Provide financial contribution to WHSDP; Encourage the full and equal participation of women in decision-making to ensure their contribution to sustainable human settlements development and ensure that the benefits of development are equably shared by all members of society.*”

⁷ At the time UN-HABITAT was known as United Nations Centre for Human Settlements, UNCHS,

⁸ See Chapter 5, Co-operation with partners.

The Resolution confirmed that “*governmental institutions and civil society organisations may play an important advisory role to the Centre on human settlements matters from the perspective of women; in this context, the resolution called on the Executive Director to maximise the contribution of women’s civil society organisations to such an advisory role on human settlements and requested that the Executive Director include a report on the implementation of the present resolution on women in human settlements development in his progress report to the Commission on human Settlements at its seventeenth session.*”

The Resolution also requested that the Executive Director of the Centre “*Integrate fully a gender perspective in all policies, projects, programmes and activities of the Centre, with adequate resources allocated from within the existing resources of the centre, but without diverting resources from the Centre’s women’s in Human settlements Development programme; Ensure gender balance in the Centre in accordance with General Assembly resolution 51/67 from 1996 on the improvement of the status of women in the Secretariat; [...] Create a gender co-ordination unit directly under the Executive Director in order to mainstream the gender perspective in all policies, projects, programmes and activities of the centre.*”

- Resolution 17/11 of the 17th Commission on Human Settlements, Women in human settlements development, in 1999. The resolution requested that “*the empowerment of women as one of the primary indicators put forth in the strategic vision for a revitalised UN Centre for Human Settlements (Habitat) be translated into clear policy and action and promptly implemented in the centre’s work; Invites the Centre, to involve, to this purpose, in particular global women’s networks [...]. The Resolution invited member Governments to ensure financial and other support to both Gender Unit and the Women and Habitat Programme [...] and requested that the Acting Executive Director include the implementation of the present resolution in his progress report to Commission on Human Settlements at its the 18th Session.*”

Through the lobbying, advocacy and networking activities of civil society networks, the concept of women’s participation in human settlements was made more visible at the international level. This was a deliberate strategy to influence formal decision-making processes within United Nations fora and events, and to provide the WHP, the Gender Unit and partner organisations with a specific role and mandate as well as appropriate resources.

From its creation and as specified in Resolution 16/6 above, the role of the Gender Unit was to incorporate a gender perspective into the mainstream work of UN-HABITAT. This was also supposed to include the development of tools and skills to mainstream gender issues in all UN-HABITAT programmes, projects and activities.

⁹ Paragraph 61 (b): Governments should [...] Undertake legislative and administrative reforms to give women full and equal access to economic resources, including the right to inheritance and to ownership of land and other property, credit, natural resources and appropriate technologies.

¹⁰ Paragraph 40 (b) spells out the commitment of member states to “provide legal security of tenure and equal access to land to all people, including women and those living in poverty; and undertake legal and administrative reforms to give women full and equal access to economic resources, including the right to inheritance and to ownership of land and other property, credit, natural resources and appropriate technologies”.

At a strategic level, mainstreaming gender essentially included “mainstreaming women’s movements in all UN-HABITAT’s work¹¹”, essentially through support to the Huairou Commission in co-operation with the Best Practice Programme¹², the Governance Campaign¹³, the Secure Tenure Campaign¹⁴ and the Sustainable Cities programme. The Gender Unit’s strategic choice continued in a sense the approach undertaken by the WHP, as it brought women’s networks into the heart of the organisation and its programmes.¹⁵ In practice, this strategy was closer to mainstreaming a WID approach through the support of advocacy and lobby groups, as previously undertaken by the WHP, rather than focusing on developing gender mainstreaming methodologies and monitoring systems to *systematically* mainstream gender in all UN-HABITAT programmes and activities. One could argue that this strategy was an attempt to mainstream GAD by first addressing pending WID issues¹⁶.

2.3 Key Gender-related concepts and approaches

Some evaluations of bilateral and multilateral development agencies¹⁷ show that the ongoing de-politicisation of gender issues has tended to de-link gender-related concepts from power relations and political activism. And yet thanks to the WHP, the principles advocated by women’s movements were voiced and taken into account at international events.

So far, the WHP and the Gender Unit have made a productive use of three well-recognised main concepts - WID, GAD and women’s human rights - in various publications¹⁸ and most specifically in the Annexes to the UN-HABITAT Gender Policy currently in force. However, among non-gender expert staff, there is a risk of amalgamation and confusion in the use of terminology, which can subsequently reduce the smooth understanding and implementation of gender-related concepts.

The revised edition of the UN-HABITAT gender policy (2001) could be further strengthened at conceptual level, avoiding confusing terminology such as “*women’s right to empowerment through participation*”. What is required instead is a clear-cut distinction between (a) the promotion of women’s rights and (b) women’s participation in human settlements (WID) and Gender Mainstreaming in human settlements programmes (GAD). “Goals” must also be clearly distinguished from “means”. If Gender Equality is identified as a “Goal”, then “Gender Mainstreaming” is clearly a means to the achievement of that goal. The term “Gender” is often used interchangeably with “Women”, without any practical regard for issues related to male roles, attitudes and gender relations. On the other hand, women’s empowerment, just as women’s human rights, are goals in themselves as well as means towards the achievement of Gender Equality.

Contemporary trends¹⁹ on the one hand question the effectiveness of the gender mainstreaming approach as often subject to policy evaporation, and on the other hand note the increasing popularity of rights-based approaches. What this seems to signal is a return to women’s human rights as a clearer and more easily measurable concept. Indeed, women’s human rights are enshrined in clearly defined legal frameworks at international and national levels. The CEDAW and its implementation at national level provides ready accessible quantitative and qualitative indicators to measure any progress made by existing institutions (both judicial and governmental such as Ministries for Women’s Affairs) in the implementation of women’s access and enjoyment of their rights in all

¹¹ Unequal Rights Women and Property, by Diana Lee-Smith and Catalina Trujillo, Draft Paper, 2003.

areas of society. Strengthening the focus on women's human rights within UN-HABITAT would be particularly relevant with regard to 'secure tenure', housing rights and the good governance campaigns and programmes.

Whereas the UN-HABITAT Gender Policy provides a relevant overall framework in which the organisation can operate, the Gender Action Plan currently being drafted will provide a more operational tool for the implementation of the Policy. In summary, UN-HABITAT Gender Policy needs to be amended in the following respects:

- a) The gender-related concepts and approaches need to be further clarified and refined jointly with practical methodologies on **how** and **when** to use the gender-related approaches in the various programme areas. Linkages between the gender-mainstreaming approach and the rights-based approach need to be more explicitly made.
- b) The focus on the impact of activities at local level and result-based approaches requires stronger emphasis, as do the provisions on how to measure impact on the ground.

Recommendations on suggested revisions of the UN-HABITAT Gender Policy can be found in Chapter 6, and definitions on key gender-related concepts in *Annex 4*.

2.4 Organisational aspects

Within UN-HABITAT's structure, the WHP was originally placed in the Training and Capacity Building Unit with financial links to CMP, as explained above. The location of the WHP was supposed to facilitate both its outreach function and its role in reinforcing the "human" dimension of settlements development programmes which, at that time, were dominated by "hard sector" technical staff as opposed to staff with socio-cultural background²⁰.

Whereas Gender mainstreaming within the Training and Capacity Building Unit was facilitated by the location of the WHP, gender mainstreaming in other technical programmes would have required a different location of WHP in the organisational structure. If this remark was valid at the time of the Gendered Habitat Comprehensive Policy Paper and Action Plan and assessment in 1995-1996, today and following the merge of the WHP and the Gender Unit, it raises the following organisational issues:

- Will the Gender Mainstreaming Unit continue to undertake the dual role of Programme centre on specific women-focused activities as well as gender mainstreaming in the various programmes?

¹² Huairou Commission - Advancing Governance through Peer Learning and Networking Lessons learned from Grassroots Women., 2001

¹³ Engendering governance by grassroots women through local-to-local dialogues: a Status Report submitted by the Huairou Commission to UN-HABITAT, New York, 2002

¹⁴ Women's security of tenure campaign 2002-2003.

¹⁵ Unequal Rights Women and Property, by Diana Lee-Smith and Catalina Trujillo, Draft Paper, 2002.

¹⁶ Definitions of key gender-related concepts, including WID and GAD, are provided in Annex 4.

¹⁷ The Revision of the Danish Strategy for Women in Development (WID), 2001, by COWI and NCG and the Evaluation of SIDA's Support to Development Co-operation for the Promotion of Gender Equality, 2001, by COWI and GGI.

¹⁸ UNCHS (Habitat) Women and Habitat Programme and Gender Unit, in a leaflet that defines the conceptual and operational differences between the Gender Unit and the WHP.

- Is the current location conducive to the *effective* implementation of these roles?
- What are the other missing organisational procedures that need to be put in place to facilitate the implementation of the Gender Unit's mandate?

The following paragraphs attempt to provide some answers to these questions.

Further to the merger of the WHP and the Gender Unit, the current location of the Gender Mainstreaming Unit within the Urban Secretariat is adequate for the development of the all-important co-operation with other Units within the Urban Secretariat. If the Gender Unit's role is to focus on research and the development of databases, indicators and statistics, then developing closer links with the Global Urban Observatory and the Unit for Statistics will become crucial. If the Gender Unit is to focus on developing new strategic partnerships and supporting the implementation of project activities within them, its current location close to the Partners and Youth Programme will also facilitate this role.

However, the current location, does not provide the Gender Unit with a strategic position to monitor the *effective* implementation of gender mainstreaming in all UN-HABITAT programmes and activities. If the Gender Unit's role is to mainstream gender in all UN-HABITAT programmes and activities as specified in the UN-HABITAT Gender Policy 2001, this is clearly a co-ordinating or filtering function that requires the relevant decisional and monitoring powers and an adequate co-ordinating position within the institution. As Resolution 16/ 6 recommended, the Gender Co-ordinating Unit should, for the purposes of mainstreaming gender in all programmes, be placed under the Executive Director, whereas for the purpose of the development of women-focused programmes and projects, its current location is adequate.

In the absence of alternative procedures to monitor and ensure that gender is mainstreamed in all programmes and activities, this function in practice remains difficult to fulfil. There is a need either to create those internal monitoring procedures at top decision-making level, or to give the Gender Mainstreaming Unit the appropriate co-ordinating and monitoring powers and adequate human and financial resources, as stipulated in the UN-HABITAT Gender Policy 2002.

2.5 Lessons Learned

The major contribution of the WHP at international and regional level can be understood in the light of the programme's history, origins and background. WHP has carried out its networking and advocacy efforts through support to women's networks, thereby contributing to the better visibility of women's issues as related to human settlements in a number of resolutions adopted by UN General Assembly and the UN Commission on Human Settlements. This was a crucial first step towards raising awareness of women's issues in connection with human settlements at international and regional level. This strategic choice initially made by the WHP and further maintained by the Gender Unit resulted in opening the doors of UN-HABITAT to women's networks with a view to give political clout to gender mainstreaming as related to human settlements²¹. Moreover, the rationale behind this strategic choice was also to strengthen the capacity of NGO networks working

¹⁹ UNIFEM, *Presentation at the Informal Consultation on Strategies for Gender Equality - is Mainstreaming a Dead End?*, 6-9 November 2002, Oslo, Norway.

with women's issues in human settlements, enabling them to move from the local to the global level.

This strategic choice has provided UN-HABITAT with a fertile conceptual background. The organisation can very well continue its work based on the three main concepts so far developed by the WHP and the Gender Unit, namely WID, GAD and Women's Human Rights²². However, there is a need to clarify and define the gender-related concepts and approaches selected, the relevant methodology used, as well as highlighting linkages and convergence points between the three approaches.

Whereas it is recognised that in their initial, pioneering role the WHP and the Gender Unit needed to focus on high-profile political lobbying, networking and advocacy, the present Gender Mainstreaming Unit will need to link any advocacy efforts so far undertaken, with their impact at the local level, and particularly in the following respects:

- Support to programmes, projects and activities with specific impact on the living conditions of women and men in human settlements, with relevant indicators and control procedures to facilitate the assessment of any progress made.
- The development of gender-related objectives, activities, indicators, outputs and control procedures in the various programme areas of UN-HABITAT.

There seems to be a consensus on the need to improve impact on the ground, but the question of *how* to go about it elicits divergent answers within the organisation. It is important to note that whereas there is no dichotomy between the advocacy work at international level and programme implementation, nor between the normative and the operational levels, the two levels must be linked so that advocacy is firmly entrenched in programme and project implementation. Any consensus to be found on this issue must also reflect the above-mentioned need for clarification, which should be fulfilled in an amended version of the current Gender Policy 2002 and in the drafting of the new Gender Action Plan.

At organisational level, if the present Gender Mainstreaming Unit is to mainstream gender *comprehensively* within all UN-HABITAT programmes, commensurate co-ordinating and monitoring powers as well as adequate human and financial resources will need to be allocated, as stipulated in the current UN-HABITAT Gender Policy 2002.

²⁰ Gendered Habitat: working with women and men in human settlements development. A comprehensive Policy Paper and Action Plan.

3 Gender Mainstreaming in selected UN-HABITAT programmes

This Chapter assesses the *effectiveness* and *added value* of the WHP to selected UN-HABITAT programmes based on the documentation reviewed and interviews carried out at UN-HABITAT Headquarters in Nairobi, Kenya. This Chapter also identifies relevant Lessons Learned related to the WHP's and the Gender Unit's input into selected UN-HABITAT programmes.

3.1 Internal Platforms of Dialogue

It has often been noted that the personal commitment of the director of the WHP and of the Gender Co-ordinator has contributed to a large extent to the positive changes in gender awareness among UN-HABITAT staff. There were concrete attempts by the Gender Unit through a simple methodology to test the understanding and gender awareness of the main programme staff. This was a first step that should have served as a basis for developing specific gender training within the organisation. The gender-specific training sessions undertaken under the WHP, were however, limited to gender analysis and programme implementation in only three UN-HABITAT programmes. Subsequent training sessions by the Gender Unit focused mainly on 'Gender and the workplace' issues, as requested by most participants. This still left the various programmes without specific gender training courses related to each thematic area and without the specific tools and methodologies required to develop relevant gender approaches and indicators for each programme.

On the other hand, where the WHP and the Gender Unit brought significant added value to gender mainstreaming across the organisation was the creation of the Gender Task Force (GTF). The rationale behind the GTF was to help the WHP as it set up the Gender Unit and went out to recruit a Gender co-ordinator. The GTF was also meant to open a space for discussion on gender priorities within the various programmes. The GTF proved to be a successful forum where gender-related issues could be openly discussed among male and female staff from across the range of UN-HABITAT programmes. The GTF continued beyond its original planned life span and fostered further interest in and awareness of gender issues among programme staff. This internal forum could be further utilized in developing gender tools and indicators in the various programmes, and to monitor the effective implementation of gender mainstreaming in those programmes. In this context, the Gender Unit contributed to entrenching the Gender Task Force and expanding its scope as an important forum for gender mainstreaming. In practice this took the form of annual participatory self-evaluations and planning sessions, where gender was mainstreamed into the Work Plan and Budget, the Medium Term Plan and the review and consolidation of staff approaches to gender. The Gender Unit also undertook a participatory assessment of gender in UN-HABITAT and a series of awareness courses entitled "Gender in the UN" which attracted over 200 UN Staff in Nairobi in 1999-2001 and which continues to be operated by UNON.

Thus, dialogue on gender issues within the organisation was started by the WHP and further institutionalised by the work of the Gender Unit as well as through the "Gender Bulletin" e-mailed

²¹ Unequal Rights, Women and Property, by Diana Lee-Smith and Catalina Trujillo, Draft Paper 2002.

²² The definitions of WID (for Women in Development), GAD (for Gender and Development) and of Women's human rights are provided in Annex 4.

monthly to UN-HABITAT staff. This has in turn established a general level of gender awareness among the UN-HABITAT's staff which now needs to be further refined into two different directions: specific tools for gender mainstreaming in the various programmes, and mandatory gender training specifically related to each programme area.

3.2 Production of gender-related documentation in other UN-HABITAT programmes

The other important *added value* of the WHP and the Gender Unit to the work of other UN-HABITAT programmes can be found in the production of gender-related documentation under the various relevant thematic areas. The documentary references listed below must be added to the impressive list of documents produced by the WHP and the Gender Unit and which is included in *Annex 3*. Although there has not been a *systematic and consistent* screening of all documentation emanating from all UN-HABITAT programmes from a gender perspective, the following documents contribute to thematic gender mainstreaming across the range of UN-HABITAT's various programmes:

Urban Governance Campaign

Following the revitalisation process, both the new 'secure tenure' and urban governance campaigns are viewed as giving priority to women living in urban poverty and provide the strongest best practice within the institution in terms of gender mainstreaming. The following publications evidence a clear willingness to promote women's participation in the respective thematic areas:

- Policy Paper on Women and Urban Governance, 2001. This paper was jointly developed with the Gender Unit and the Governance Campaign.
- Local Governments working for gender equality, IULA, 2000.
- The Global Campaign for Good Urban Governance, Concept Paper, November 2000. The theme of Policy on the Role of women in governance was established from the start as one of the seven flagship publications.
- Women in Urban Management, World Habitat Day kit, 2000.
- In the tools to Support Participatory Urban Decision-Making 2001, there is a section on Gender-Responsive tools.

Secure Tenure Campaign, Housing Rights Programme and Land Tenure Unit

These should be viewed as crucial and major strategic programmes for the promotion of women's human rights. The following publications are indeed relevant and should be further used and developed for stronger input into the Housing Rights programme documents and future project activities:

- *Rights and Reality: are women's equal rights to land, housing and property implemented in East Africa?* by Marjolein Benschop, 2002. This initiative started with the WHP and was subsequently published by the Shelter Branch.
- *Peace for homes, homes for peace*. Inter-Regional Consultation on Women's land and property rights in Situations of Conflict and Reconstruction, Rwanda, 1998.

Training and Capacity-Building

These publications are evidence of the fertile historical co-operation between the WHP and the Training and Capacity-Building programme. This should continue to provide a scope for full-fledged co-operation, to ensure that all training materials produced are *consistently and systematically* screened from a gender perspective.

- Women's empowerment: Participation in Shelter Strategies at the Community level in Urban Informal Settlements, 1996. This document was intended as a capacity building and empowerment tool for both grassroots women and professionals, assisting them to develop base-line surveys through participatory research methodologies.
- Building Bridges between citizens and local government through conflict and differences, Parts 1 & 2, 2001 - Designing Human Settlements Training in African Countries, Istanbul, 1996, "the City summit".
- Building bridges between citizens and local government through participatory planning, Parts 1&2, 2001.

As far as the publications from Environmental planning and management, Water and Sanitation and Infrastructure, Sustainable Cities Programme and Safer Cities Programme are concerned, there are very encouraging signs of co-operation and individual commitment and interest to mainstream gender in programmes and project activities. These should be taken advantage of to mainstream gender *consistently and systematically* in all relevant programmes and activities. Where a specific gender strategy is already in place in a given programme, or where a publication provides a methodology for gender mainstreaming, effective follow-up on the implementation of the strategy and distribution process should be undertaken.

Sustainable Cities Programme: Environmental planning and management

- Integrating Gender-responsive environmental planning and management, 1998. It is important to note that this sourcebook and the pamphlet that preceded it, "Get involved", was the result of a lengthy participatory process in the SCP section programme with about 100 practitioners from around the world. The Source Book draws on practical lessons of experience from 20 case studies to provide guidance to and build capacity among gender specialists and city managers in gender-responsive environmental planning and management.
- Gender and Sustainable Cities, 1999, Trialog 60.
- Ismailia Sustainable Governance Project: Sustainable Development Capacity Building and Training Centre, 1998 (with the Sustainable Cities Programme).
- Safety Audits for women: Case studies of Montreal and Dar es Salaam, 2002, through the Safer Cities Programme which seeks to involve women in improved security and safety in their living environment.

Water, Sanitation and Infrastructure Branch

- Water for African cities Programmes, A Strategy and Action Plan for Gender Mainstreaming, 2002.

Regional and Technical Co-operation Division, Regional Office for Africa and the Arab States

Instances of best practice from a gender-methodological perspective can be highlighted in the following documents, which specifically includes sex-disaggregated indicators:

- Somalia Good Local Governance Training Programme, December 2002.
- Terms of reference of a gender-disaggregated base-line survey on urban and housing conditions in Khartoum.

These results can largely be attributed to productive co-operation between the WHP, the Gender Unit and other programme staff, especially members of the Gender Task Force. Nevertheless, there remains a considerable gap between producing gender-related publications in different programmes on an *ad hoc* basis and the *systematic* screening of all the documents produced. Many documents make abundant use of Gender-neutral terminology, with phrases like “individuals, families, groups and communities” describing both sexes but without any explicit differentiation between the diverse perspectives, needs, concerns and interests of women and men in a given thematic area. Some documents may contain a particular section in the introduction specifically addressing gender as related to the particular programme area; but they miss the opportunity to proceed with a full gender-mainstreaming approach, leaving the rest of the document often gender-blind in contrast with its earlier, promising section or chapter. In the more favourable cases, where a programme has decided to produce a publication that specifically relates gender to its own area, the document will often coexist in parallel with the rest of the programme’s literature without any explicit, tangible correlation.

WHP and Gender Unit Publications distributed in other programmes

On top of the detailed list of WHP and Gender Unit’s published documents that can be found in *Annex 3*, the following publications deserve special mention as they are widely distributed in other programmes.

- Women constructing their lives, women construction workers: four evaluative case studies, 1997. (This was published by the WHP)
- Habitat Debate (continuous), Global report on Human Settlements - the latest edition shows vast improvement on gender compared to previous reports and to the State of the World’s Cities Report.
- Women in Human Settlements Development: Getting the Issues Right and Women’s empowerment Indicators.

Whereas track records of the publication process of some documents were occasionally made available, the main information gap involved the distribution process of these publications and their degree of impact on targeted readers.

3.3 Lessons Learned

The recruitment of committed gender experts to build a dynamic team within both the WHP and subsequently the Gender Unit has contributed to enhance gender awareness among UN-HABITAT staff across the various programmes, who signal a generally positive appreciation of the issue. The opening of institutional fora for debate and discussions on gender issues, such as the Gender Task Force, has proved to be a pro-active way to enhance awareness and as such should be continued. Moreover, the Gender Task Force should be expanded to all programme areas and encouraged to adopt a monitoring role, in order to ensure that gender mainstreaming is *effectively* and *systematically* undertaken in all UN-HABITAT programme areas.

In order further to ensure that all key programme documentation is *systematically* and *consistently* mainstreamed from a gender perspective, appropriate screening procedures for (at least newly published) programmes and project documents through the PRC must be put in place. It is hoped that the new project-cycle manual will address this issue and strengthen the mid-cycle project review. There is also a need to facilitate the assessment of the impact that publications have on external stakeholders and beneficiaries. Follow-up procedures on the distribution process for all UN-HABITAT publications need to be established. Short of this, the risk is that the contents of many important publications will not reach beyond the production stage, as poor distribution dampens any impact on the group of stakeholders being targeted.

To ensure pro-active staff participation in mainstreaming gender into their respective programmes, gender-specific training courses related to each programme area must be developed and become mandatory. Such training courses should provide relevant methodologies on how to undertake gender analysis, formulate objectives and outputs from a gender perspective, develop sex-disaggregated indicators and draw gender budgets in each specific programme area.

4 Case studies in two selected countries

This Chapter assesses the *effectiveness* and *added value* of the WHP in two selected UN-HABITAT programmes in Ecuador, respectively the Community Management Programme (CMP) and the Urban Management Programme (UMP). In Tanzania, the case study focuses on one of the key partner organisation of the WHP, the Women Advancement Trust (WAT) and the International Secretariat of HIC-WAS. Lessons Learned will also be drawn with regard to experiences directly linked to women and women's participation at local level.

It is important to note that, beyond the scope of the selected countries for this evaluation, there are other examples of activities jointly undertaken by the WHP and other UN-HABITAT programmes. Activities in other countries were as follows. **Senegal:** a) Gender-specific training of gender catalysts, b) training workshops on women's empowerment in management, lobbying and negotiation in human settlements development, and c) an awareness-raising workshop on women's empowerment in local governance. **Ghana:** a study tour for sharing experiences in human settlements development between Senegalese and Ghanaian women, focusing on access to credit and to housing loans. **Rwanda:** a workshop on land laws and policies focusing on women's rights to land, housing property and equal inheritance rights in post-conflict areas. Through the Women for Peace Network, awareness-raising workshop activities on women's land rights were also undertaken in **Burundi** and **Bosnia-Herzegovina**.

However, for the purposes of this evaluation, the analysis will focus on the following selected countries and programmes.

4.1 The Community Management Programme (CMP) and Urban Management Programme (UMP)-LAC in Ecuador

4.1.1 The Community Management Programme (CMP)

Between 1984 and 1998, the Community Development Programme (CMP) developed strategies and tools for participation, community management and government enablement through operational projects, training and research in more than 60 communities and municipalities in seven countries, including Ecuador. DANIDA, the Netherlands and UNDP supported the first two phases of the programme, which focused on what was to become the Habitat Agenda chapter on "Capacity Building and Institutional Development", and especially the sections on "Popular Participation", "Civic Engagement" and "Decentralisation and Strengthening of Local Authorities". The Objectives included poverty reduction through participatory methodology and on strengthening community management and focused on four of Ecuador's largest cities: Quito, Guayaquil, Cuenca and Riobamba. The project had a gender focal point in Quito as well as several gender experts and trainers in Guayaquil and Cuenca. The trainers on the ground were part of the "gender catalysts" trained by the WHP. For the purpose of this evaluation, the cities of Quito, Guayaquil and Cuenca were visited.

Since an important part of the WHP strategy was to focus on capacity building and training as a key instrument towards women's empowerment, WHP *added value* to the CMP through various channels, including inputs and support both in terms of advisory services and provision of funds:

- Organising a Regional Conference on Gender in Costa Rica in 1998 with women community leaders and jointly with HIC- Women and Shelter Network²³ and HIC-WAS in Latin America. The rationale behind the conference was to open a forum for dialogue, sharing of and reflection on experiences and highlighting women's contribution to the building of human settlements. The focus was clearly placed on women community leaders and the progress achieved in terms of gender roles in community management. The main output was the mapping out of local and regional strategies to address local situations related to habitat and gender.
- The production of two training manuals in 1998 by the Community Management Programme, dealing with women's civil and political rights, violence against women, labour rights, gender relations within the family, gender roles and gender perspectives.
- In 1998, a comparative review of women's against men's participation in the process of developing human settlements: Gender equality indicators in the employment sector and public institutional schemes for the development of human settlements at local and national level.
- The LAC Regional Network of "Gender Catalysts", i.e., men and women working in human settlements and urban development with a gender perspective and who could act as "mentors" for other interested parties. Various capacity-building workshops in this respect were held in Bolivia, Colombia, Costa Rica and Ecuador, but lack of funds forced the subsequent abandons of the catalyst scheme.

The WHP further provided informal support through a wide variety of channels, including sending material and relevant literature, networking through e-mail to the gender focal point of the Community Management Programme in Quito, and sponsoring her presence at international events such as the conference in Costa Rica.

In Quito's "Barrio Atucucho"²⁴, attending the Costa Rica conference organised by the WHP directly contributed to enhancing the woman community leader's personal self-esteem and her public profile in the community. It gave her the opportunity to meet and network with other women community leaders and to share experiences in this role. However, the community leader warned against any high hopes that other women living in her community would be able to attend even a locally based seminar or training workshop, let alone international events. The main constraint they are facing, she explained, is a timetable overloaded with "*a daily struggle to bring food on the table and still fulfil their domestic duties back home*". Against this socio-economic and cultural background, it is still unrealistic for many women to leave their husband and children at home in order to attend a seminar, whether in the evenings or during the weekends. Therefore an approach that takes into account the constraints weighing on beneficiaries would have better chances of reaching out to them, such as for instance the presence of readily available and accessible gender experts on the ground.

Furthermore, clashes often occur along more political dividing lines between women living in the communities and militant feminist groups. Therefore gender trainers must be well aware of the socio-cultural background of the women in the various communities, and would do better to opt

²³ An international women's network, member of HIC and the Huairou Commission.

for participatory approaches to reflect women's specific concerns in a given community, rather than promoting a political view that is not necessarily shared by the beneficiaries. Many women in the communities do not wish to be associated with feminist movements, even though these movements view those women's conditions as intrinsically dominated by a patriarchal system from which they must be freed. The two perspectives are respectable in their own right, but they raise an important issue for advocacy activities and gender-training workshops. A key factor that needs to take into account though sometimes overlooked is that human beings need to form their own opinions as to their identity, aspirations, role in society, relationships to others, challenges to be faced and solutions to bring to their daily problems.

"It is already difficult for oneself to figure out all these things, let alone for a community leader like me, to genuinely represent each individual's vision, experiences and points of view and even more so for women's political movements that claim to represent us all!"

The UN-HABITAT project on Strengthening Community Management in Precarious Human Settlements in Ecuador produced the two training manuals as part of the third series on Training for Human and Community Development. Women in the set-up of this project were given special consideration both in terms of their organisation, capacity building, leadership building and participation in productive development projects. The content of the training manuals was based on the experiences collected during training workshops developed with women from communities in Quito, Guayaquil, Cuenca and Riobamba.

An important achievement in their own right, the training manuals are a good reflection of the gender issues the capacity building training programme has to deal with. Unfortunately, the production of these manuals occurred at the end of Phase 2 of the Programme and when everybody expected Phase 3 to come on stream. In 1998, however, DANIDA funding was abruptly terminated. As a result the manuals were no longer used for training purposes, as originally intended, but instead widely distributed to NGOs working in communities. However, on the evidence provided, there did not seem to be any indications or track records available (since the closure of the programme) that could have shown which NGOs had used the training manuals and how. This is an important missing piece of evidence which, if available, might have given a notion of any tangible impact on the ground.

Project officers in Cuenca and Guayaquil provided some instances of best practice which arose from the Community Management Programme and could have had an *effective* impact on women's daily lives. In Cuenca, the Project officer (a female economist) approached the issue of gender equality from the angle of employment through the creation of micro-enterprise initiatives, and as part of the Community Management Programme. The starting point was the improvement of women's living conditions through access to employment in micro-credit enterprises as a way of strengthening self-esteem and empowerment and of striking more equitable relationships between women and men.

²⁴ The Atucucho district was one of the two Communities where the Community Management Programme operated in Quito.

This approach was particularly successful because the entry point was women's daily practical concerns. The increase in women's self esteem, empowerment and gender equality was then considered as a result and an indicator of success, rather than as a solution to some of the practical problems women face in human settlements and urban development. The success of this approach can be measured today by the fact that although the project was terminated four years ago, the only vibrant activities that have survived the CMP and even grown in size are the women's micro-enterprise initiatives. This approach was undertaken not by a gender expert or a member of the women's movement, but by a professional woman assigned to the post of Project Officer, who had a genuine interest in using participatory approaches and a clear willingness to listen to women's actual practical concerns. In this case, there was no particular methodology taught or gender-training provided. Instead, the women in the settlements determined on their own what was most apt to improve their conditions and to make a difference in their lives.

Whereas some women in the settlements found specific gender-training an enlightening experience, to most of them it was difficult to feel any tangible impact if the gender-training was not followed up on a regular basis. Changes in perspectives and mindset may for some require a lifetime learning process, and short-term interventions cannot by themselves produce drastic results. Changes in Gender roles and relations are part of a dynamic process where different socio-cultural factors and personal experiences intersect, and it is difficult to align these behind a single and universal methodological approach.

Disregarding the socio-cultural context in which social relations are developed and nurtured can have counter-productive effects. This was clearly illustrated by a gender-training workshop led by a gender expert with a militant approach in the rather conservative and male-dominated town of Cuenca. The practical result was that the gender-training workshop had to be closed down early, which left participants with an increased feeling of resistance, misunderstanding and confusion towards the concept of Gender Equality.

In Guayaquil, the best-practice approach emanated from a gender-sensitive male project officer who was aware that mobilising women in settlements to improve basic services, such as water and sanitation, kindergartens and health centres was a more effective way of achieving the desired objectives. The project officer found in these women a group of efficient and reliable partners for the improvement of community infrastructures and basic services. Walking along the footpaths of what once had been the most impoverished settlements in Guayaquil, the women could remember and point out what was actually achieved through their persistence and their strong partnership with the project officer. *"I never thought, together with the others, that I could ever be part of constructing an electric post in front of my house! Since then my children can read and improve at school and I can walk home and feel safer at night!"* said one of the women who at the time participated in the decision-making process and helped set key priorities for the improvement of her community. In this case, women's participation in decision-making processes that have a direct impact on their lives is a clear example of how gender mainstreaming in a programme can achieve successful impact on the ground.

The project officer was not providing support or advice on a one-off-basis, but through continued presence and support he became part of the community. As a result, the Community Management Project became part of the community's process of change and improvement of basic living conditions. This indirectly contributed to the strengthening of women's self esteem and to the realisation that they were able to make a difference in their own right.

Lessons Learned from Ecuador's CMP

The experience gained in the second Phase of the Community Management Programme (CMP), ending in 1998, shows that through genuine participatory approaches, special focus on women's participation and a sound follow-up process, tangible results in terms of enhancing women's self-esteem, empowerment and better living conditions can be achieved.. The Programme as such was not self-sustainable beyond donor funding, because of a general lack of institutionalisation within the local authorities. However, where women's income-generating initiatives were supported, they could still prove their sustainability four years after the end of the programme. This is an encouraging result and an instance of best practice that should be borne in mind for future support to gender-related activities in various programme areas. However, there is a lesson to be learned with regard to the lack of institutionalisation and the non-sustainability of projects and programmes beyond funding. In order to achieve greater sustainability, partnerships with Local Governments and other relevant institutions must be consolidated and strengthened at National Level. Further recommendations on the issue of partner diversification can be found in Chapters 5 and 6.

It is important to enhance further the participatory approaches UN-HABITAT uses in its various programmes. There is a need to ensure that the participatory approaches and processes being used genuinely reflect and integrate the diverse needs, concerns and interests of women living in communities, rather than trying to fit community women to a single mould that does not adequately represent their concerns and diversity. Methodologies for workshops and training seminars would be best devised with this stronger participatory approach in mind. In this context, the exact meaning of terms such as "participation" or "participatory" approaches should be further specified in all programme areas - and especially in any future activities undertaken by the Gender Mainstreaming Unit. Such detailed definitions should be based on the participation guidelines already developed by UN-HABITAT and which staff in the various programme areas would be well advised to refer to as a matter of routine.

4.1.2 The Urban Management Programme (UMP) – LAC in Ecuador

The Urban Management Programme (UMP) "aims at strengthening the contribution that cities, in developing countries, make towards economic growth, social development and the eradication of poverty". UN-HABITAT is responsible for UMP implementation with core funding from multilateral and bilateral donor agencies. The strategic objectives of the programme are 1) eradicating poverty, 2) improving urban environmental management, 3) promoting participatory urban governance, and 4) achieving gender equality. In Ecuador, the UMP is in its 4th phase and focuses on themes related to local participatory governance, the reduction of urban poverty, and the improvement of environmental management in cities with a gender perspective that emphasises equity between men and women. This implies a more equitable and effective use and distribution of resources. UMP works with a variety of partners and is responsible for promoting and consolidating the participation of regional and local authorities as well as associations (IULA and

FEMUM) to promote the UMP agenda. On top of this, the programme also works closely with Associations, NGOs, International and Latin-American network members of HIC, GROOTS, LAC and the Huairou Commission²⁵.

The programme has a long-standing relationship with the WHP, the HIC and Women and Shelter Network from the time its co-ordinator was a member of international NGO movement. In 1998 and through an agreement with UMP, the WHP supported the creation of a special fund to sponsor experience-sharing in related gender issues, participation to international events in Latin American and the Caribbean Region, capacity-building in local leadership for young women in the municipal councils, and training for women politicians. As part of the good governance campaign, UN-HABITAT-ROLAC funded the joint research by UMP-LAC and FEMUM of 15 cases highlighting women's innovative practices in urban management in Latin America²⁶.

A variety of gender-related documents have also been published under titles such as 'Violence against women: an analysis of the problem from a gender perspective' (2000), 'Local planning with a Gender perspective' (2000), a 'Guide for the Formulation and Implementation of women-focused Municipal Policies' (2000) and 'Promoting Services for women entrepreneurs' (2000).

The UMP-LAC is one of UN-HABITAT's most dynamic programmes in terms of integrating gender issues and focussing on women in its objectives, projects and activities, and then often in innovative ways. This is mostly due to the programme management's commitment and interest in gender equality and women's participation. Of its own initiative, UMP-LAC managed to obtain funding for women-specific activities from multilateral and bilateral donor agencies, including UNIFEM.

Instances of UMP best practice in Ecuador with regard to gender mainstreaming and women's focused activities are listed in Project 1 of its 'Programme on the strengthening of women's citizenship in Latin America and the Caribbean: the Competition and awards on affirmative actions to promote women's participation in decision-making at local level'. This project received direct support from the UN-HABITAT Regional Office for Latin America and the Caribbean (ROLAC), UNIFEM-LAC and the municipality of Gijón, in Spain. The regional Competition targets 100 cities in the region with FEMUM and IULA as its main partners; so far the project has included 10 countries in its scope (Argentina, Brazil, Chile, Colombia, Costa Rica, Ecuador, El Salvador, Mexico, Paraguay, and Uruguay). This Competition has the added benefit of serving multiple purposes as it results in: a) incentives for other cities and municipalities to mainstream gender in their policies, b) strategic links with local governments, c) promotion of the institutionalisation of gender concerns, and d) valuable input into a unique data-base at local level.

Lessons Learned from Ecuador's UMP-LAC

The Urban Management Programme (UMP)-LAC is a dynamic scheme that has been able to raise funds for gender-specific activities on its own initiative. From an institutional point of view, the programme represents an interesting and innovative example of pro-active gender mainstreaming within UN-HABITAT and must be considered as an instance of best practice in that respect.

²⁵ Agreement between Women and Shelter Network - HIC/LAC and UMP/ LAC 1999-2000.

Therefore UN-HABITAT would be well advised to encourage this type of initiative with additional resources such as either a permanent gender focal point position, or by providing more support to gender activities with the potential to become flagship schemes for the organisation. In this case, the process of institutionalising gender activities within local authorities has proved to be a good way to influence policies and decision-making bodies that are directly responsible for community management and planning. The programme has demonstrated the *strategic* importance of working with women in Local Governments. Training women in Local Government as well as helping their networks to make themselves better heard in municipal politics is critical for the integration of gender issues into political agendas at local government level.

There is a need to include a gender impact assessment in the next evaluation of the programme in order to ensure that its gender-related activities are systematised and assessed in terms of their impact at institutional and community level.

4.2 WAT/HIC-WAS in Tanzania

The Women Advancement Trust (WAT) and the Global Secretariat of the Habitat International Coalition Women and Shelter Network (HIC-WAS) are currently based in the same location and managed by the same director. The mission of the HIC-WAS Network is to “unite, promote and support women and their organisations in the development of human settlements in Africa, Asia and Latin America”. For its part, the WAT more specifically seeks to promote the advancement of women through education and training in human settlement issues in Tanzania.

The HIC-WAS Secretariat is rotational. It was first located at the Mazingira Institute in Nairobi (1989), then moved in with FEDEVIVIENDA in Colombia and is currently hosted by WAT in Tanzania and is due to move soon.

The link between WHP, the Gender Unit and WAT and HIC-WAS has historical foundations. Key gender-related issues relevant to the WHP and the Gender Unit’s own agenda can be highlighted in WAT’s following programmes:

- The Housing Co-operative Programme, which aims at assisting low-income men and women to improve the quality of their lives in human settlements through housing co-operatives. In this context, WHP sponsored two case studies in Urban Informal Settlements in Tanzania: one on the Kigogo Community in Dar-es-Salaam and the other on the Chang’ombe Community- in Dodoma. This was part of the global initiative on Women’s Empowerment Indicators.
- The Campaign for Women’s Equal Rights of Access to Land and Property Ownership and Inheritance, which purported to influence national and international legislation on land accordingly.

The WHP and the Gender Unit have provided advisory and financial support to the HIC-WAS Global secretariat for major networking activities, notably participation and organisation of meetings,

²⁶ FEMUM stands for Federación de Mujeres Municipalistas de America Latina y El Caribe. (The Latin American Federation of Women in Local Governments.)

workshops and conferences at international and regional level. Added value from WHP to the network organisation can be illustrated in the following examples:

- The organisation of the Workshop on gender-aware approaches to human settlements development in Africa - Women in human settlements management in Tanzania, 1992 (53 participants).
- Support to participation of women from Africa, Asia, Latin America and the Caribbean in the International HIC Women and Shelter Network Meeting and the HIC General assembly in Manila, the Philippines, September-October 1993.
- Support to participation of women members of the Regional HIC: Women & Shelter Network in the following preparatory meetings for the Fourth World Conference on Women in Beijing, China, 1995; Asia & Pacific, in Jakarta, Indonesia, June 1994; LAC, in Mar del Plata, Argentina, September 1994; Arab World, in Amman, Jordan, November 1994 and Africa, in Dakar, Senegal, November 1994.
- Support to participation in the Interregional Networking and Preparatory Process towards Beijing and Habitat II, included the HIC-WAS interregional Meeting in Havana, Cuba, 2-4 March 1995 and the “People Towards Habitat II” workshop, 5-7 March 1995, also in Havana, Cuba.
- Support to participation in the Women and Habitat NGO Forum co-ordinated by the “Super-coalition” made up of members of HIC-WAS, GROOTS International and ICW, regarding a joint statement for the Beijing conference, 9-16 March 1995.
- Organising the HIC-WAS/UNCHS Workshop for Africa regional women networking towards Habitat II, Tanzania, 1995.
- Organising the HIC-WAS Regional meeting and basic networking activities in Africa, Asia and LAC, 1998.
- Phase 1 of the “Women’s Empowerment Indicators Process”, grassroots and professional women participatory research on women’s participation *vis-à-vis* men’s at the community level, in Ghana, Uganda, Tanzania, Senegal, Zambia, India, Indonesia, Sri Lanka, the Philippines, Jordan, Bolivia, Colombia, Costa Rica and Ecuador, 1992-1995; Phase 2 and 3 of the indicators process: women’s participation *vis-à-vis* men at local and national government levels in Tanzania, 1998.
- The HIC-WAS secretariat’s office space, communication, networking and travel expenses as part of their role as the HIC-WAS Global Secretariat.
- The Women and Shelter Group meeting in Nairobi, Kenya in 1999.

The WHP and the Gender Unit have been particularly active in providing invaluable support to the Secretariat’s networking activities. Indeed networking and capacity building were the most important policies the WHP used to enhance women’s empowerment. From 1992 to 1998, the WHP’s *added value* clearly transpires in its intense networking activities, which reinforced and deepened strategic linkages with key strategic partners such as HIC-WAS, GROOTS International and the Huairou Commission.

Lessons Learned from WAT in Tanzania

Although it is important to differentiate between the work of WAT as a Tanzanian NGO and the work of the International Secretariat of HIC-WAS, at times there is no clear distinction between them since their networking activities often overlap. However, it is clear that networking activities related to international and regional events, along with the global newsletter and the Website are part of HIC-WAS International's designated tasks. On the other hand, the land campaign and the housing co-operatives are under the responsibility of WAT as a Tanzanian NGO.

An instance of best practice specifically related to women's empowerment can be noted in the case of the Housing Co-operative Programme in Dodoma. The WHP supported strategic planning workshops organised by WAT and which facilitated a process of mobilisation for change at local level, enabling women and men to define and formulate their own fund-raising strategies for the improvement of their living conditions. The key entry points in this case include a dynamic woman community leader and the participatory methodology used in the facilitation of the process. Participatory approaches are required when developing strategies, action plans and methodologies, especially if the ownership process is to be sustained beyond the life of a given project and the funding timeframe.

The WHP and the Gender Unit have provided financial support to the HIC-WAS Global secretariat for networking activities, and participation and organisation in meetings and international events since the early 1990s.

With regard to the impressive list of meetings, workshops and conferences that received support from the WHP, its added value can clearly be shown with regard to networking activities that reinforced and deepened important linkages with key strategic partners such as HIC-WAS, GROOTS International and the Huairou Commission. Networking was used as a major tool for raising awareness on critical issues related to gender and human settlements. The WHP was instrumental in furthering and strengthening this dialogue through the conferences (organisation and attendance) and via e-mail.

It is regrettable though that due to lack of adequate information and available evidence the evaluation is not in a position to assess the *full* impact of such networking activities. It would have been interesting to see what difference, if any, across the various geographic areas, these events made to participants, whether evaluation sheets were distributed to them and what multiplier effects these events had on women and men who did not participate.

Further lessons learned regarding the added value of WHP and the Gender Unit in networking activities and in relation to key strategic partners are continued and outlined in the next chapter.

5 Co-operation with Partners

This Chapter assesses the *relevance* and *impact* of the WHP in partners' work in the light of the UN-HABITAT global mandate on women, human settlements and urban development. The Chapter also assesses the *value added* and *the limitations* of supporting women's networks as partners of UN-HABITAT in the pursuit of women's empowerment and gender mainstreaming.

It is important to note that this Chapter does not purport to assess the partners' work in itself; rather it focuses on the *added value* of the WHP and the Gender Unit, the relationship between the WHP, the Gender Unit and their partners, and the relevant criteria used to define and structure this relationship.

5.1 The relevance and impact of the WHP to partners' activities

In light of the UN-HABITAT global mandate on women and human settlements development, the WHP and the Gender Unit are of major relevance to partners' activities in the following respects:

- a) The opening of the doors of UN-HABITAT international and regional events to partners' network groups and women's NGOs in the Human Settlements and Urban Development areas. In this context, the WHP and the Gender Unit facilitated partners' lobbying, advocacy and networking activities as they sponsored their participation in a number of international, regional and national events²⁷, as mentioned in Section 4.2 above and following the Beijing meeting in 1995, including:
 - Prep-Com, Habitat II, New York, USA, 1996;
 - Second World Conference on Human Settlements, "Habitat II", Istanbul, Turkey 1996;
 - World Habitat Day, New York, USA, 1996;
 - CHS meeting and 2nd Huairou Commission Strategic Planning Meeting;
 - Monitoring the implementation of UN-HABITAT agenda, daily caucus, all sessions of the Human Settlements Commission, World Urban Forum, and other major international conferences, 1993-2001;
 - Forum on Eradication of Poverty, Nairobi, Kenya, 1999;
 - Istanbul +5 Session, New York, USA, 2001;
 - World Urban Forum, Nairobi, Kenya, 2002.
- b) Support to the creation and development of the Huairou Commission, which brings together members of six international Networks/Coalitions. The Huairou Commission was named in 1995 after the Chinese town where the NGO Forum was held in connection with the 4th World Conference on Women in Beijing 1995 by the then Executive Director of UN-HABITAT, Dr. Wally N'Dow. The then-Executive Director of UN-HABITAT appointed the Huairou Commission as his special adviser on Gender issues and also as the "watchdog" to make sure that the Habitat Agenda as it was being implemented was effectively gender-focused and women-centred.

²⁷ The full list of international conferences attended by the Huairou Commission and sponsored by other international and bilateral organisations between 1995 and 2002 can be found in the DRAFT Summary Evaluation Chart, Huairou Commission, New York, February 2003. Specific references are made to the various degrees of impact such attendance to the conferences has had on the Habitat Agenda.

WHP support to global networks, advocacy and lobbying activities partly contributed to the adoption of the UN Resolutions mentioned below. More specifically, it ensured that the Habitat Agenda included both a visible gender perspective and a focus on the empowerment of women.

As mentioned in Chapter 2, WHP support to global networks added to the pressures in favour of:

- Endorsement of Resolutions 13/13, 14/4, 15/3, 16/6 and 17/11 of the Commissions on Human Settlements²⁸.
- The introduction of the “inheritance clause” in the “Beijing Platform for Action” put together in 1995²⁹ by the women’s networks regrouped in the “Super-Coalition on Women, Homes and Community”.

In 1996 during the HABITAT II Conference in Istanbul, Turkey, the same coalition of women’s networks, by then united under the Huairou Commission, jointly lobbied with the WHP for the incorporation of gender concerns in the Habitat Agenda and its formal recognition of women’s rights to inheritance, ownership and control of property³⁰.

5.2 The value added and limitations of supporting women’s networks as partners

For UN-HABITAT, the *value added* in supporting women’s networks has mainly consisted of their strong advocacy and lobbying potential at international and regional levels. Such efforts put partners in a position to contribute to the above-mentioned resolutions and, over and above all, to inspire the UN-HABITAT Agenda, paragraph 46 which explicitly commits the organisation to:

- **Integrating gender perspectives** in human settlements related **legislation, policies, programmes and projects** through **gender analysis**;
- Developing **conceptual and practical methodologies** for incorporating gender perspectives in human settlements planning, development and evaluation, including the development of **indicators**;
- Formulating and strengthening policies and practices to **promote the full and equal participation** of women in human settlements planning and decision-making.

Added value can be clearly evidenced at international and regional levels in a variety of advocacy, lobbying and networking activities. On the other hand, and based on the evidence gathered for this evaluation, there are clear limitations as to the impact such networking activities have had at the local level.

However, it must be noted that there is a shared belief among some UN-HABITAT staff, that it is neither the organisation’s nor the Gender Unit’s role to be involved directly with projects at the local grassroots level. It is believed that they must instead facilitate the ongoing work of NGOs, CBOs and networks. Others wonder whether the connection between global and local levels through

²⁸ See Chapter 2, Section 2.2 for detailed quotations.

²⁹ Paragraph 61 (b): Governments should [...] Undertake legislative and administrative reforms to give women full and equal access to economic resources, including the right to inheritance and to ownership of land and other property, credit, natural resources and appropriate technologies.

the networking activities can have a genuine, *effective* impact on women's daily lives in human settlements.

The evidence provided for this evaluation is mainly concerned with the impact of activities at international and regional levels. The impact at local level could certainly be explored in any further assessment of partners' activities. This exercise would be particularly interesting with regard to the following "locally focused activities", such as:

- The development of governance tools to be used at local authority level and developed jointly by the Huairou Commission and the UN-HABITAT Governance Campaign.
- Local-to-local dialogue schemes to bring Women's perspectives into governance at the local level through GROOTS.
- The Grassroots Women's International Academy (GWIA), using international fora to share experiences of what women are doing on the ground, e.g. in post-disaster responses.

Encouraging local-level NGOs to link up with Global Networks was part of the strategy the WHP and the Gender Unit embarked on to strengthen the impact of single NGOs at global political levels. It is important to note that the WHP and the Gender Unit also worked with other non-networks partners, such as IULA, FIG and WACLAC, although the key strategic partners have clearly been HIC-WAS, the Huairou Commission and GROOTS. Indeed, the Huairou Commission (HC) has subsequently entered into advisory and implementation relationships with several other UN-HABITAT programmes, including the Governance Campaign, the Secure Tenure Campaign and the Best Practices Programme. The HC's global strategy focuses on the "enablement of grassroots organisations to work collectively and bring their perspectives to global forums, particularly to UN-HABITAT". In this respect, the WHP, the Gender Unit and the HC, along with other partners, shared one and the same strategy: using the limited resources available to make a political impact from the local to the global level. In this context it should be noted that all the organisations involved made financial contributions towards that aim.

With regard to the choice of partners, one cannot help but notice the limited participation of the national Women's Affairs Ministries as key strategic partners. This type of partnership would have been quite relevant, especially given UN-HABITAT's mandate to seek to influence changes in national legislation. The national Women's Affairs Ministries are usually responsible for mainstreaming gender issues in other ministries policies and programmes, including the Ministries for Housing and Urban Development, and for monitoring the implementation of gender-responsive policies both at National and Local government level.

Given the divergent opinions as to the choice of "strategic" partners, the *impact* of the strategies (linking local NGOs to Global Networks) and selection procedures in use so far, there is a need for the new UN-HABITAT Strategic document on partnerships to reflect more clearly the following aspects:

³⁰ Paragraph 40 (b) sets out the commitment of member states to "provide legal security of tenure and equal access to land to all people, including women and those living in poverty; and undertake legal and administrative reforms to give women full and equal access to economic resources, including the right to inheritance and to ownership of land and other property, credit, natural resources and appropriate technologies".

- An appreciation for the diversity of partners (both governmental and non-governmental organisations and networks) and their intrinsic right to remain independent from any affiliations and to work in partnership with UN-HABITAT.
- A core set of minimum values and eligibility criteria, transparent and objective selection procedures and assessments.
- The rights, obligations and expectations of both parties engaging into a partnership agreement within the appropriate legal framework.

Clarity and consistency on these issues will increase the potential for fruitful and productive partnerships and the desired impact of UN-HABITAT's programmes on the ground.

5.3 Lessons Learned

Among the staff of UN-HABITAT and its partners, the consultant has come across a wide diversity of often opposing views on what/who partners are and their related roles and obligations. This reflects a lack of consistency, which needs to be further clarified and defined in the UN-HABITAT Strategy document on Partnerships currently being drafted and expected to be launched during the Governing Council meeting in May 2003. Definitions of partners and eligibility criteria must be clarified, objective and transparent procedures for the selection of partners must be laid down. The eligibility criteria to enter any Partnership Agreements with UN-HABITAT need to be clearly spelt out, just as much as the independent and objective procedures required for assessing performance against those criteria.

The diversity in the choice of implementing partners, each with their own potential, scope and level of impact, also needs further highlighting - especially in connection with the new Strategy document on Partnership since it will include national Ministries for Women Affairs and Local Government authorities as strategic partners. In this context, close co-operation between the Gender Unit and the Partners Section is strongly encouraged.

The WHP opted for a strategy that focused on "networking and solidarity building because of the potential multiplier effects of these activities, since capacity building, women's empowerment and equal participation in human settlements and urban development are all long and continuous processes"³¹. Whereas positive tangible results have been achieved through the co-operation with partners at international and regional level, the present Gender Mainstreaming Unit must examine *how* best to improve and achieve impact at local level. Given the divergent views within UN-HABITAT over what the best way forward should be, there is further need for the organisation to discuss the issue, find some consensus and take a unified stance on how to link and root its advocacy efforts to *effective* activities undertaken at the local level.

It is generally agreed that for all the efforts undertaken, much work is still required to achieve *tangible* and *effective* impact on the daily lives of women and men. However, it does not seem to be any consensus on how exactly to achieve such impact. It is the consultants' view that impact at local level could most effectively be achieved through the implementation of programmes and projects with diversified and well-qualified partners. In this respect, the Community Management Programme and the Urban Management Programme provide instances of best practice in the pursuit of tangible impact at local level in terms of women's empowerment and gender mainstreaming.

³¹ WHP- Semi-annual progress Report- for DANIDA July to December 1997.

6 Conclusion and Recommendations

This final Chapter formulates recommendations on *how to strengthen and improve* gender mainstreaming within UN-HABITAT, whether it is in the definition of policies, concepts, success criteria or key entry points.

From this Evaluation, it transpires that the WHP, the Gender Unit and their Partners have had an effective, positive impact in terms of raising awareness of gender issues in human settlements at the international, regional and political level; they did so through consolidation of advocacy and lobbying efforts as well as support to women's global networks. Turning to the future, the Gender Mainstreaming Unit needs to examine how best to link the achievements of its advocacy efforts, to an *effective* impact at local level, on the daily lives of women and men living in human settlements.

In view of the limited resources currently available, over-ambitious goals and objectives would not facilitate the *effectiveness* of the Gender Mainstreaming Unit in the implementation of the theme. Thus, the evaluation focuses on the following seven areas for recommendations:

1. The UN-HABITAT Gender Policy 2002 provides a Conceptual Guide to "Gender". However, the various definitions of gender-related concepts used in the Policy must be clarified, just as the organisation must make it quite clear which gender-related approach or combination of approaches it is opting for. The first *recommendation* therefore, relates to the revision of the UN-HABITAT Gender Policy in terms of clarifying gender-related concepts and approaches selected³². Moreover, when it comes to clarifying which gender-related approaches are selected, it is *recommended* that linkages be explicitly made between the rights-based approaches and gender mainstreaming. This is of particular importance for the promotion and protection of women's human rights as related to human settlements if UN-HABITAT shall be able to influence legislation, policies and agendas both at national and local government level.
2. Although, there does not seem to be consensus within UN-HABITAT as to *how* best to achieve impact at local level and further discussion is required in this respect, it is *recommended* that the Gender Mainstreaming Unit focus on specific and targeted projects at local level. It is also *recommended* that the *different* needs, concerns and interests of women and men living in human settlements be considered and taken into account, both as key entry points and success criteria, in all UN-HABITAT gender-related activities through the use of genuinely participatory approaches and methodologies. In this context, the terms "participation" or "participatory" approaches should be further defined, based on the participation guidelines already developed by UN-HABITAT, which staff in the various programme areas could use as a reference framework.
3. The UN-HABITAT Gender Policy 2002 clearly highlights the importance of adopting a programme-wide approach and methodology to mainstream gender in the various programmes. The Gender Action Plan currently being drafted needs to define gender objectives, activities, outputs, indicators and means of verification in each major UN-HABITAT programme area. The *recommendation* here is to prioritise and select a few, but

³² For reference purposes, *Annex 4* provides definitions of key gender-related concepts.

strategic and realistic gender-related goals in each programme area, and develop an appropriate methodology together with tools for proper implementation. The methodology and tools thus developed must be practical and straightforward enough for non-gender experts to be able to use them effectively in subsequent project formulation and across the full length of any project cycle, from identification to monitoring and evaluation. It is further *recommended* that in-house gender-training courses become *mandatory* and focus on the implementation of these gender-related tools, if in-house gender competence and outputs are to be increased in the various programmes.

4. A key step, towards measuring impact in terms of gender equality is to identify gender gaps and to develop qualitative and quantitative indicators that are relevant to specific UN-HABITAT programme areas. It is *recommended* that in the development of gender-related quantitative and qualitative indicators for the various programmes, the Gender Mainstreaming Unit engages in closer co-operation with the UN-HABITAT Global Observatory and Statistics Unit.
5. The UN-HABITAT gender policy also allocates responsibilities for the implementation of its objectives. Therefore the recommendation in this respect has to do with the procedures required to monitor the gender mainstreaming process. It is *recommended* that the Gender Task Force be maintained and called upon to monitor the implementation of gender mainstreaming in the various programmes. Moreover, it is *recommended* that internal mechanisms such as the PRC be *effectively* used for the *systematic* screening of all project documents/publications by UN-HABITAT and to ensure that they are effectively distributed to targeted stakeholders in order to maximise their potential impact.
6. With regard to the specific commitments set out in Section 1.2 (4) of the UN-HABITAT Gender Policy, regarding the development of institutional competence through the allocation of staff time and resources, it is *recommended* that the commitments made under the Gender Policy be acted upon. If UN-HABITAT is to achieve its Gender Policy objectives, then allocations of human and financial resources must be increased and earmarked within the Gender Mainstreaming Unit, as well as at decentralised levels within other UN-HABITAT programmes.
7. Whereas from its very beginnings the WHP has maintained an intense and fruitful relationship with its partners, both parties now clearly feel the need to review, clarify, define and structure the partnership framework in which they operate. In the light of the UN-HABITAT new strategy document on partnerships, it is *recommended* that:
 - The definition of “Partner” be clarified and the various degrees of partnership be further defined within short-, medium- or long-term partnership agreements that would specify the respective expectations, rights and obligations of the parties and the expected objectives and outputs.
 - A clear set of transparent guidelines, criteria and objective procedures for the selection of Partner organisations is developed.
 - The diversity of partners (both governmental and non-governmental organisations) be effectively recognised, and their intrinsic right to remain independent from any affiliations to work in partnership with UN-HABITAT be respected in practice.

- The scope of co-operation with a diversified range of partners is *effectively* broadened to include various key strategic partners such as national Ministries for Women Affairs and Local Government authorities.

Finally and in the light of the recommendations above, it is *recommended* that the Gender Unit enter into closer co-operation with the Partners' Section in order systematically to entrench the above-mentioned criteria and procedures.

Annex 1: Terms of Reference

Terms of Reference for a “Forward-Looking Evaluation of Gender Mainstreaming in UN-HABITAT based on Lessons Learnt from the “Women and Habitat Programme” and the Gender Unit”

Start Date: December 2002

Duration: 1.5 months

Place: Nairobi, Tanzania, Ecuador and Brazil.

Itinerary: Nairobi-Dar-es Salaam-Nairobi-Ecuador- Rio-Nairobi

Supervision: Lucia Kiwala, Chief, Gender Mainstreaming Unit in consultation with the Monitoring and Evaluation Unit.

Requirements: Written and spoken English; reading and oral fluency in Spanish; International experience in Evaluation; and knowledge of women and development issues.

Background

Since 1991 UN-HABITAT has been implementing programmes addressing women and women’s participation in the overall activities of UN-HABITAT. Linked to ongoing programmes in Asia, Africa and Latin America, such as the former Community Development Programme (CDP) and the Training and Capacity Building Programme (TCBP), the Women and Habitat Programme added the component of women and women’s rights and empowerment.

Since the UN Fourth International Conference on Women, the women and development agenda has changed considerably with the specific focus on women and girls being complemented by *mainstreaming* strategies. Through the adoption of the Beijing Declaration and the Platform for Action (Beijing 1995) the international community agreed to strengthen women’s position and role in development through both focused activities directed towards women and girls with the added aspect of gender mainstreaming. The Habitat Agenda, adopted by the Habitat II Conference (Istanbul, June 1996) further reinforced this by acknowledging the “principle of gender equality in human settlements”.

UN-HABITAT developed a Gender Policy, adopted in 1997, in order to accommodate these new requirements. Using the extensive experience UN-HABITAT had in implementing the Women and Habitat Programme, this policy separated the outreach and gender mainstreaming functions between the Women and Habitat Programme, and the Gender Unit respectively. Restructuring of UN-HABITAT and staff movements in early 2000 resulted in the merging of the functions of the former WHP and Gender Unit. By mid-2000, further staff cutbacks resulted in a reduced gender function under the Gender Mainstreaming Unit located in the Urban Secretariat. At the same time, the restructuring and a new strategic focus of UN-HABITAT led to the revision of UN-HABITAT’s gender policy (in 2002).

The Women and Habitat Programme started in 1991. The programme went through a series of changes *vis-à-vis* women's empowerment and gender mainstreaming. Initially, the programme concentrated on outreach to women mainly through the CDP and TCBP, and later through other programmes. Networking through the women's movement was also adopted as an outreach strategy for capacity building and empowerment. Gradually WHP adopted a mainstreaming approach simultaneously with the outreach work, including gender training within, and targeted work with certain programmes of, UN-HABITAT.

It is now time to take stock of the experience gained through programmes and field activities in order for lessons to be learned and good practices compiled. The lessons learned will be used in order to strengthen gender mainstreaming in all UN-HABITAT's interventions, in order to implement the Habitat Agenda's commitment of:

- “Integrating gender perspectives in human settlements related legislation, policies, programmes and projects through application of gender analysis;
- Developing conceptual and practical methodologies for incorporating gender perspectives in human settlements planning, development and Evaluation, including the development of indicators;
- Formulating and strengthening policies and practices to promote the full and equal participation of women in human settlements planning and decision-making.

Habitat Agenda (1996) Paragraph 46

Purpose of the Evaluation

The purpose of the Evaluation is to assess UN-HABITAT's previous work on women's empowerment and gender mainstreaming. The lessons learned will be a crucial and integral part of strengthening the gender mainstreaming aspects of Habitat's current work and output. Several areas of importance were covered by the Women and Habitat Programme, that were directly linked to women and women's participation. Experience from these areas should be taken into account in the current and future process of gender mainstreaming in UN-HABITAT's work. A key priority of the WHP was to ensure and strengthen women's participation and input into ongoing programmes. The assessment will therefore focus on the capacity and knowledge gained by UN-HABITAT through the experience of the Women and Habitat Programme. Based on lessons learned, the Gender Mainstreaming Unit, and ultimately UN-HABITAT intends to improve gender mainstreaming in general, and specifically to define concrete objectives and goals of mainstreaming, success criteria, and concrete gender mainstreaming outputs.

As a result of the restructuring of UN-HABITAT, the former WHP and the Gender unit were merged in 2000. The Evaluation will help determine how far this reorganisation, and any other factors such as staffing and funding, have affected the outreach function of the WHP, what gap if any has resulted and if this should/could be addressed.

The Evaluation will also help to determine how far organisational changes have impacted negatively and/or positively on gender mainstreaming in UN-HABITAT, and in response to partners, especially those in the women's movement. Therefore, another purpose of the assessment will be to understand the value added and experience gained from WHP's interaction with partners, mainly the Huairou

Commission and its member organisations, and any other stakeholders and important target groups and beneficiaries.

Furthermore, the Gender Task Force, an internal inter-divisional forum was set up to advise upon, and propose initiatives for gender mainstreaming in UN-HABITAT.

The task force has been undertaking an annual self-Evaluation. The findings and lessons learned from these assessments could provide invaluable inputs to this Evaluation. The Evaluation will also examine the role and impact of the GTF in promoting gender mainstreaming in UN-HABITAT.

In summary, the main purpose of the Evaluation will be to assess what impact the Women and Habitat Programme/Gender Unit has had on Habitat's programmes in general, and selected programmes in particular, in order to determine what could be useful for future gender mainstreaming activities.

The following **specific objectives** should guide the Evaluation:

- To identify, lessons learned, positive and negative, from the Women and Habitat Programme and the Gender Unit and their input into the overall programmes and interventions of UN-HABITAT.
- To analyse the effectiveness and value added of the WHP to the interventions of other programmes of UN-HABITAT, based on information in-house, interviews and case studies.
- To assess the relevance and impact of the WHP to partner's works at organisational and national levels *vis a vis* the global mandates of UN-HABITAT regarding women and human settlements development.
- To assess the value added of supporting women's networks as partners of UN-HABITAT in achieving the goals of women's empowerment and gender mainstreaming; and identify the limitations in the present strategy that focuses mainly on the Huairou Commission and its networks;
- To make specific recommendations on how to strengthen gender mainstreaming, in the work of UN-HABITAT,
- To share these experiences and lessons learnt with staff of UN-HABITAT and stakeholders.

Stakeholders/Beneficiaries

- Gender Mainstreaming Unit
- Gender Task Force
- Staff members of UN-HABITAT
- Senior management of UN-HABITAT
- Women's networks
- Other partners including the United Nations system
- Relevant government departments and institutions e.g. Ministries of Housing and Urban Development; Ministries of Women/Gender Affairs; Local authorities; and others

Study Areas

The WHP initially worked through several programmes of UN-HABITAT. The proposed study would therefore focus on relevant programmes in UN-HABITAT, and the Gender Task Force.

In addition, two country case studies will be undertaken in countries in which these programmes were operational, and where the WHP also had some outside partners. The countries selected are Tanzania and Ecuador.

The third study area is the women's movement focusing on the Huairou Commission - a grouping of six international women's networks dealing with women and habitat issues. This will be carried out by e-mail and phone.

Method and Approach

The Evaluation will be based upon four major approaches to collect and synthesise information and data:

- Interviews with professional staff and management (in Nairobi and the field), as well as with relevant partners and stakeholders in the countries chosen for the case study (field visits to Tanzania and Ecuador);
- Interviews with the former WHP co-ordinator (co-ordinator between 1990-2000) - visit to Rio;
- Additional interviews with selected stakeholders in countries other than Tanzania and Ecuador; (Kenya and Uganda);
- Survey by questionnaire of a sample of stakeholders in countries other than Tanzania and Ecuador, including Huairou Commission member networks;
- Telephone interview with Huairou Commission international Secretary
- Desk study of case studies from UN-HABITAT's and partners' documents;

The Evaluation personnel

The Evaluation will be carried out by **Sarah Forti** and **Dr. Britha Mikkelsen** will carry out the Quality Assurance (Q.A.) through **COWI A/S** in consultation and interaction with **staff of the Gender Mainstreaming Unit and the Gender Task Force**. The overall responsibilities of the consultants will be to gather, analyse and synthesise lessons learned in the WHP in order to compile recommendations and identify entry points to strengthen the gender mainstreaming approach of Habitat.

Summary of activities

- Study and analyse relevant documents and material surrounding the programme;
- Interviewing relevant stakeholders at UN-HABITAT and in the field;
- Visit the field to study relevant sites and meet and discuss with target group representatives, implementers, partners and beneficiaries;
- Identify entry points and good practices and weaknesses from the WHP experience that will be useful in the future gender mainstreaming strategy of UN-HABITAT;
- Produce a report as detailed below.
- Share the main results with stakeholders through a half-day workshop; and with the Expert Group Meeting on Gender and Women's Issues in Human Settlements

Outputs

- A report outlining lessons learned (positive and negative) identified useful entry points, good practices and useful indicators for gender mainstreaming; Recommendations for the strengthening of gender mainstreaming in Habitat's work.
- A workshop to share the findings of the Evaluation. Input to an Expert Group Meeting on gender issues in human settlements.

Time frame and itinerary

Ms. Sarah Forti will visit UN-HABITAT, Nairobi, first and last. The trips to Ecuador and Rio should be combined for obvious economy reasons. The rest of the itinerary is flexible within the contract period.

Annex 2: List of Persons met

Name	Position/Organisation
Graham Alabaster	Human Settlement Officer, SIEP, UN-HABITAT, HQ, Nairobi, Kenya.
S. Ananthakrishnan	Chief, NGOs and Civil Society Partners Section, Urban Secretariat, UN-HABITAT, HQ, Nairobi, Kenya.
Christine Auclair	Human Settlements Officer, Monitoring Global Urban Observatory, Urban Secretariat, UN-HABITAT, HQ, Nairobi, Kenya.
Nefise Bazoglu	Chief, Urban Secretariat, UN-HABITAT, HQ, Nairobi, Kenya.
Marjolein Benschop	Legal Expert - Shelter Branch, UN-HABITAT, HQ, Nairobi, Kenya.
Yves Cabannes	Regional Co-ordinator, UMP-LAC, UN-HABITAT, Quito, Ecuador.
Eduardo Chiriboga	Former Vice Director, CDP, Quito, Ecuador, UN-HABITAT, HQ, Nairobi, Kenya.
Andre Dzikus	Chief, SIEP, UN-HABITAT, HQ, Nairobi, Kenya.
Maria Del Carmen Farfán	Former Project Officer, CDP, Cuenca, Ecuador.
Mohamed El-Sioufi	Senior Human Settlements Advisor, Regional Office for Africa and the Arab States, UN-HABITAT, HQ, Nairobi, Kenya.

Selman Erguden	Chief, Housing Policy Section, Shelter Branch/ Global Division, UN-HABITAT, HQ, Nairobi, Kenya.
Ana Falú	Focal Point of Red Mujer y Habitat, Quito, Ecuador.UNIFEM, Región Andina, Directora Regional.
Lucia Kiwala	Chief, Gender Mainstreaming Unit, Urban Secretariat, UN-HABITAT, HQ, Nairobi, Kenya.
Diana Lee-Smith	Former Gender Unit Co-ordinator, Urban Secretariat, UN-HABITAT, HQ, Nairobi, Kenya.
Maureen Lopez	Former Gender Trainer, CDP Guayaquil, Ecuador.
Ole B. Lyse	Urban Environmental Management Adviser Technical Co-operation Division, UN-HABITAT, HQ, Nairobi, Kenya.
Jorge Morán Ubidia	Former Project Officer, CDP Guayaquil, Ecuador.
Kibe Muigai	Adviser, Urban Environmental Section, Urban Development Branch, UN-HABITAT, HQ, Nairobi, Kenya.
Esther Mwaura-Muiru	GROOTS, Nairobi, Kenya.
Anna Mtani	Project Co-ordinator, Safer Cities Dar- es-Salaam, Tanzania.
Patricia Palacios	Asesora en Equidad de Género, UMP-LAC - FEMUM-UN-HABITAT, Quito, Ecuador.
Jan Peterson	Secretary General, the Huairou Commission, New York, USA.
Marcia Siguenza	Former Director NGO Habitierra, Ecuador.
Vibeke G. Soegaard (Pippi)	Co-ordinator, Monitoring and Evaluation Unit, Office of the Executive Director, UN-HABITAT, HQ, Nairobi, Kenya.
Rafael Tuts	Human Settlements Officer, Ag. Co-ordinator, Urban Governance Section, UN-HABITAT, HQ, Nairobi, Kenya.
Henriette Urtaba	Red Mujer y Habitat /CEPAM, Quito, Ecuador.
Rosario Utreras	FEMUM, Quito, Ecuador.

Wandia Seaforth	Former Gender Unit and WHP Staff member, Urban Secretariat, UN-HABITAT, HQ, Nairobi, Kenya. Best Practices and Local Leadership Programme, Urban Secretariat, UN-HABITAT, HQ, Nairobi, Kenya.
Tabitha Siwale	Secretary General HIC-WAS Global Secretariat and Director WAT, Tanzania Dar-es-Salaam, Tanzania.
Tomasz Sudra	Chief, Training and Capacity Building Branch Co-ordinator, Central and Eastern Europe, UN-HABITAT, HQ, Nairobi, Kenya.
Catalina Trujillo	Former Director of WHP, UN-HABITAT, HQ, Nairobi, Kenya. Gender Focal Point, ROLAC, UN-HABITAT Rio de Janeiro, Brazil.
WAT Staff Members	WAT, Dar-es-Salaam, Tanzania
Women Community Leaders and members of Housing Co-operatives	Dodoma and Dar-es-Salaam, Tanzania.
Women Community Leaders	Barrio Atucucho, Guayaquil and Cuenca, Ecuador.
Nick You	Chief, Best Practices and Local Leadership Programme, Urban Secretariat, UN-HABITAT, HQ, Nairobi, Kenya.

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Annex 4: Key gender-related concepts

Gender

Gender³³ is a term that describes those characteristics of men and women that are socially determined in contrast with those that are biologically determined. The distinction between gender and sex is made to emphasise that:

“Everything women and men do and everything expected of them, with the exception of their biologically distinct functions, **can change** and does change over time and according to varying social, economic and cultural factors”. The challenge in the application of the term “gender” in different languages presupposes the conceptual existence of the possibility of “change” and “variety” in women and men’s roles in a given society.

The term “Gender” thus refers to the attributes and opportunities associated with being male and female and to the socio-cultural relationships between women and men, girls and boys. These attributes, opportunities and relationships are socially constructed. This implies that they are learned through socialisation processes and may therefore be challenged and changed. Gender cuts across a broad socio-cultural context that includes determining factors such as socio-economic class, ethnic groups and age. Gender issues therefore will differ in content and form according to these determining factors and to the given context or sector under analysis, Whereas keeping a common core meaning to all. The core meaning related to changes away from discriminatory practices.

Gender Equality

Gender Equality may be defined as equal rights, opportunities and obligations of women and men to influence, participate and benefit from development processes.

Gender Analysis would reveal the differences/inequalities that exist in terms of needs and interests between women and men in any given sector of society. In many instances such analysis would result in women and girls facing the burden of serious discrimination. In such cases, specific activities targeting women only, in order to redress these inequalities are a necessary first step. On the other hand, in the instances where gender analysis show that men and boys are the ones facing these inequalities, gender responsive activities should target them as the disadvantaged group. The stronger focus on men and their roles also derives from a strategic approach. Involving men in the processes of change would have a greater scope to fully tackle structural and systemic causes of inequalities than without. Showing the added value and benefits that a society free of discrimination would have for both women and men³⁴ would in the long term create strategic alliances and a strengthened foundation between women and men themselves to tackle the issues of inequalities.

Gender Mainstreaming

Gender mainstreaming³⁵ describes the process of assessing the implications for women and men of any planned actions. This includes legislation, making women’s as well as men’s concerns and

³³ In its origin, the term Gender was used by Ann Oakley and other radical feminists in the 1970s.

³⁴ SIDA’s Action Programme for promoting equality between women and men in partner countries 1997.

experiences integral dimensions in the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and social spheres so that inequalities are not perpetuated. Gender mainstreaming is a means to redress gender inequalities.

For further clarification, “mainstreaming does not simply mean ensuring that women participate in a given development agenda that has already been decided upon. Rather, it aims to ensure that women as well as men are involved in setting goals and in planning so that development meets the priorities and needs of both women and men. Mainstreaming requires that analysis is made of the potential impact on women and men of development interventions in all areas of societal development. Such analysis should be carried out before decisions on goals, strategies and resources allocation are made.³⁶”

Women’s Human Rights

Since the 1993 Vienna Conference on Human Rights, gender advocates have argued that the recognition and enforcement of women’s human rights should be seen as a general human rights matter. “Women’s human rights are human rights” has since then become a universal slogan. Demands have grown for the enforcement and concrete implementation of relevant international conventions, principally the convention on the elimination of all form of discrimination against women (CEDAW) which key features are:

- Formal recognition that all human rights and fundamental freedoms apply to women as they do to men;
- Prohibition of discrimination in the enjoyment of those formally guaranteed rights and creation of equal opportunities for women to exercise all rights and freedoms;
- Identification and elimination of gender-specific obstacles to the equal enjoyments of rights and freedoms.

The framework for monitoring compliance with these obligations includes four levels:

- Adherence to international human rights standards;
- Their transformation into domestic law;
- Their implementation in governmental policy and practice and
- The identification and adjudication of discrepancies between human rights law and domestic practices.

In this context, the CEDAW offers the most complete legal instrument available to date in that it encompasses all rights - civil, political, economic, social and cultural. Moreover, CEDAW explicitly

³⁵ UN Fourth Women’s World Conference, Beijing 1995: The Beijing Platform of Action 1995.

³⁶ See footnote 31 above.

recognises that the key to the progress of human rights in developing countries is to promote women's rights in development assistance. This in turns provides the basis and rational for mainstreaming a gendered rights-based approach into development programmes.

Empowerment of women

Empowerment of women can be defined as “women gaining increased power and control over their own lives. It involves awareness-raising, building self-confidence, expansion of choices and increased access to and control over resources. The important instrument of empowerment include information and networking activities.”

The WID (Women In Development) approach

The WID approach usually seeks to integrate women into development by making more resources available to women, in an effort to increase women's efficiency in their existing roles.

Academic and Professional's critics to this approach argue that WID has increased women's workloads, reinforced inequalities and widened the gap between women and men.

The GAD (Gender And Development) approach

The GAD approach seeks to base interventions on the analysis of women's and men's roles and needs in an effort to empower women to improve their position relative to men, in terms of gender equality, in ways which will benefit and transform society as a whole.



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